

Fiscal Year (FY) 2003 Budget Estimates

Defense Prisoner of War/Missing Personnel Office (DPMO)



February 2002

DEFENSE PRISONER OF WAR MISSING PERSONNEL OFFICE
Operation and Maintenance, Defense-Wide
Fiscal Year (FY) 2003 Budget Estimates
Budget Activity 4: Administration and Servicewide Activities

I. Description of Operations Financed:

In 1996, Title 10, United States Code, Section 1501 directed the Secretary of Defense to establish an Office of Missing Persons to provide planning, policy and oversight within the Department of Defense for all issues pertaining to personnel recovery and for personnel accounting from all conflicts; past, present and future. The Secretary delegated this authority to the Defense Prisoner of War/Missing Personnel Office (DPMO). DPMO reports to, advises, and assists the Under Secretary of Defense for Policy and the Assistant Secretary of Defense for International Security Affairs for all matters relating to the process for investigation and recovery related to missing persons

The Deputy Assistant Secretary of Defense for POW/Missing Personnel Affairs (DASD-POW/Missing Personnel Affairs) is the principal policy proponent on the Prisoner of War/Missing Personnel issue. He directs through the ASD/ISA, all policy and national security aspects of the issue concerning Service Members, civilians and selected foreign personnel unaccounted from current and previous national conflicts. In an effort to build public credibility and trust, the DASD-POW/Missing Personnel Affairs maintains channels of communication on POW/MPA matters among the Department of Defense, Congress, POW/Missing Personnel families, veteran's organizations and the general public.

The DASD for POW/Missing Personnel Affairs has policy oversight responsibility for Personnel Recovery. Personnel Recovery is the umbrella term for operations focused on the task of recovering captured, missing, or isolated personnel from danger. It is the sum of military, civil, and political efforts to obtain the release or recovery of personnel from uncertain or hostile environments and denied areas whether they are captured, missing, or isolated. That includes U.S., allied, coalition, friendly military, or paramilitary, and others designated by the National Command Authorities (NCAs). Personnel Recovery includes, but is not limited to theater (civil) search and rescue (SAR); Combat Search and Rescue (CSAR); Survival, Evasion, Resistance, Escape (SERE); Evasion and Recovery (E&R); and the coordination of negotiated as well as forcible recovery options. Personnel Recovery may occur through military action, action by non-governmental organizations, U.S. government-approved action, and/or diplomatic initiatives, or through any of those options (DOD Directive 2310.3).

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I. Description of Operations Financed: (Cont'd)

In addition, the DASD for POW/Missing Personnel Affairs provides support to the Presidentially mandated US-Russia Joint Commission on POW/MIAs. The commission works to ascertain the facts regarding American servicemen who were not repatriated and whose fate remains uncertain and may be resolved as a result of information available in the Former Soviet Union. Additional work by the Commission has been expanded to include research initiatives in a number of East European countries.

DPMO is responsible for several key mission areas. These include: Policy, Control, and Oversight; Outreach; Personnel Recovery; Personnel Accounting and Information Gathering in Southeast Asia, Northeast Asia, and throughout the world to account for those missing from all conflicts including WWII and the Cold War.

II. Force Structure Summary: (N/A)

III. Financial Summary (O&M: \$ in Thousands):

| | FY 2001 <u>Actuals</u> | FY 2002 | | | FY 2003 <u>Estimate</u> |
|---|---------------------------|---------------------------|----------------------------------|----------------------------------|----------------------------|
| | | <u>Budget Request</u> | <u>Appropriated</u> | <u>Current Estimate</u> | |
| A. <u>Activity Group:</u> Defense Prisoner of War Missing Personnel Office | 14,690 | 15,211 | 15,363 | 15,363 | 15,974 |
| B. <u>Reconciliation Summary:</u> | | | Change <u>FY 2002/FY 2002</u> | Change <u>FY 2002/FY 2003</u> | |
| 1. Baseline Funding | | | 15,211 | 15,363 | |
| a. Congressional Adj. (Distributed) | | | 1,000 | - | |
| b. Congressional Adj. (Undistributed) | | | -586 | - | |
| c. Congressional Earmark Billpayers | | | -15 | - | |
| d. General Provisions | | | -247 | - | |

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III. Financial Summary (O&M: \$ in Thousands): (Cont'd)

B. Reconciliation Summary: (cont'd)

| | | |
|-----------------------------------|--------|--------|
| 2. Appropriated Amount (Subtotal) | 15,363 | - |
| 3. Price Change | - | 748 |
| 4. Program Change | - | -137 |
| 5. Current Estimate | 15,363 | 15,974 |

C. Reconciliation of Increases & Decreases:

| | | |
|---|-------|--------|
| 1. FY 2002 Amended President's Budget | | 15,211 |
| 2. Congressional Adjustments (Distributed) | | |
| a. Personnel Recovery Needs Assessment | 1,000 | |
| Total Congressional Adjustments (Distributed) | | 1,000 |
| 3. Congressional Adjustments (Undistributed) | | |
| a. Mgt. Headquarters Reduction | -570 | |
| b. DJAS | -16 | |
| Total Congressional Adjustments (Undistributed) | | -586 |
| 4. General Provisions | | |
| a. Sect. 8102 Reduction in Travel Costs | -134 | |
| b. Sect. 8146 Savings from Government Purchase Card | -4 | |
| c. Sect. 8123 Business Process Reform | -109 | |
| Total General Provisions | | -247 |

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III. Financial Summary (O&M: \$ in Thousands): (Cont'd)

C. Reconciliation of Increases & Decreases: (cont'd):

| | | |
|---|-----|--------|
| 5. Congressional Earmark Billpayers | | |
| a. Section 8047 Indian Lands Mitigation | -12 | |
| b. Section 8154 Commission on Future Aerospace Industry | -2 | |
| c. Section 8155 Memorial 9/11/01 Somerset Co, PA | -1 | |
| Total Congressional Earmark Billpayers | | -15 |
| 6. FY 2002 Appropriated Amount | | 15,363 |
| 7. Functional Transfers - In | | -0- |
| 8. Functional Transfers - Out | | -0- |
| 9. Price Growth | | -0- |
| 10. Program Increases | | -0- |
| 11. Program Decreases | | -0- |
| 12. Revised FY 2002 Current Estimate | | 15,363 |
| 13. Price Changes | | 748 |
| 14. Transfers - In | | -0- |
| 15. Transfers - Out | | -0- |
| 17. Program Increases | | |

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III. Financial Summary (O&M: \$ in Thousands): (Cont'd)

C. Reconciliation of Increases & Decreases: (cont'd):

| | | |
|--|----|--|
| a. Travel - Program increases due to congressional directed personnel recovery study, increased Korean War, World War II, and World War I site investigations as directed by Congress and SECDEF | 24 | |
|--|----|--|

C. Reconciliation of Increases & Decreases: (con't):

| | | |
|--|--------|--------|
| b. Contract studies and analysis | 854 | |
| Total Program Increases | | 878 |
| 18. Program Decreases | | |
| a. Personnel Recovery Needs Assessment | -1,015 | |
| Total Program Decreases | | -1,015 |
| 19. FY 2003 Budget Request | | 15,974 |

IV. Performance Criteria Summary:

In 1996, Title 10, United States Code, section 1501 directed the Secretary of Defense to establish an Office of Missing Persons. This legislation required the existing office (DPMO) to greatly expand the scope of its roles and responsibilities to include establishment of comprehensive and uniform procedures for determining and updating the status of missing persons, their personnel files and contents and mandated case review dating to 2 September

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1945. Under these requirements, the mission has expanded to encompass policy oversight of the

IV. Performance Criteria Summary (cont'd):

personnel recovery process as well as the traditional POW/MIA accounting effort. DPMO's efforts to fulfill these requirements have yielded results in the following areas:

Policy

DPMO continued to advocate in FY 01 for organizations not directly within our command authority during the entire budget cycle. These organizations have a significant role in the historical accounting process and live isolated personnel recovery missions. This advocacy directly contributed to increased funding for key components of the recovery process during the FY 02 - 07 POM process. This process resulted in several specific achievements: 1) 100 percent budget increase for the Central Identification Laboratory - Hawaii (CILHI), 2) 39 percent increase in CILHI personnel, 3) increased funding for the USAF for military air for repatriation of remains from recovery operations worldwide, 4) funding for the Armed Forces DNA Identification Laboratory to continue to produce analysis in support of CILHI operations, 5) restitution of staffing and funding for the Joint Task Force - Full Accounting to continue recovery operations in Southeast Asia. With the success of DPMO's advocacy efforts in FY 2000 and 2001, these organizations continue to depend on DPMO to advocate their fiscal requirements. This success will ensure continued operations for the fullest possible accounting of US service members who died in service to our nation. It will also help to ensure US forces are trained, equipped, and capable to respond during contingencies operations.

Outreach

Families of our unaccounted military service personnel continued to benefit from our "Family Update" program. DPMO conducted ten meetings at cities in the US that offered families' personal attention and direct access to a team of specialists that discussed current accounting activities and efforts.

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This year we reached more than 800 family members with information on government operations in Southeast Asia, North Korea, in China, and in multiple global areas where Americans were lost during World War II and the Cold War. Experts explained the Government's use of cutting-edge

IV. Performance Criteria Summary (cont'd):

technologies being used to identify remains, including mitochondrial DNA, archival research, and other important topics. At these meetings, families were afforded the opportunity to review details of their specific cases and discuss issues of concern with subject matter experts. To further build and extend our support for the Department's efforts, Family Update Program experts also met with veterans organizations and concerned citizens to present them with on-going missions and the status of our efforts to obtain the fullest possible accounting.

DPMO continued its aggressive, multi-pronged outreach program by meeting with varied audiences throughout the world and national veterans service organizations across the Nation. Additionally, specific audiences that included non-Government family and veterans organizations and legislative members were targeted with meetings and the DPMO Weekly Update. We published brochures and other information to attendees at update sessions and encouraged attendees to disseminate the materials to increase publicity of our efforts. For the third year we designed, printed, and distributed National POW/MIA Recognition Day posters to increase public awareness of our efforts. We advised veterans' service and family organizations of availability of the posters, and distributed them to all constituencies, including members of Congress. Enhancements are continually made to the DPMO Internet web site that made it more user-sensitive and -friendly and compliance with the mandated handicapped accessibility issues described in the amended section 508 of the Rehabilitation Act of 1973 (29 U.S.C. 794d). This act, as amended requires that when federal departments develop, procure, maintain, or use Electronic and Information Technology (EIT), they shall ensure the EIT allows federal employees with disabilities to have access to and use of information and data that is comparable to other employees. This also includes members of the public who have disabilities. These improvements include uniformity between database displays and currency of information displayed on our Internet web site that continued to experience a sharp increase in the number of times it was contacted for information. Congressional and public interest in the POW/MIA issue remained high for FY 2001 as was evidenced by DPMO responding to close to 2,000 written and telephonic requests for information

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covering many areas within the issue. Interest remained high on progress in Vietnam War and Korean War accounting efforts.

IV. Performance Criteria Summary (cont'd):

World War II accounting efforts witnessed an increase in interest, both from the public and congressional sectors. DPMO's mission remains a humanitarian one and is not linked to other political or intelligence related issues. The DASD and other DPMO officials successfully maintained open channels of communication with individual members' offices and oversight committee staff members and sustained its reputation for openness and providing requested information in a timely manner.

Personnel Recovery

Personnel recovery continues to gain importance within the Department of Defense and the interagency community. The Congress added one million dollars to DPMO's FY 2002 budget to specifically address the scope and requirements for the personnel recovery issue. DPMO promulgated several DoD Directives and Instructions this year: DoD Directive 2310.2, Personnel Recovery; DoD Directive 1300.7, Training and Education to support the Code of Conduct; DoD Instruction 2310.4, Repatriation of Prisoners of War, Hostages, Peacetime Government Detainees and Other Missing or Isolated Personnel; DoD Instruction 2310.6, Non-Conventional Assisted Recovery in DoD; DoD Instruction 1300.21, Code of Conduct Training and Education.

These policy directives published between October 2000 and January 2001 will provide important policy guidance that require proactive preparation and preclude ad hoc responses to personnel recovery situations.

Additionally, DPMO played a pivotal role in advocating the increased funding of important personnel recovery related equipment development such as the Combat Survivor Evader Locator System and for continued training of our high-risk-of-capture individuals in SERE techniques. In its capacity as the DoD policy proponent for personnel recovery, DPMO has also committed to provide financial support to the only existing personnel recovery acquisition program - the

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Personnel Recovery Extraction Aided by Smart Sensors (PRESS) Advanced Concept Technology demonstration (ACTD). DPMO's total contribution of \$2.550 to this important program is critical to its success.

IV. Performance Criteria Summary (cont'd):

DPMO fulfilled its charter as prescribed in the Missing Persona Act ("coordinate with other Departments and agencies of the United States Government on all matters concerning missing personnel and personnel recovery") by facilitating and hosting the fourth annual DoD-wide personnel recovery conference in January 2001. More than 400 participants representing 106 commands, offices and agencies attended the conference. These conferences heighten awareness of Personnel Recovery (PR) at the highest levels of the U.S. government, facilitate the exchange of ideas within the recovery community, identify and resolve policy-level issues pertaining to PR within DoD and chart a course for the future of PR. The conference fully achieved all of these goals. The fifth conference will be held August 2002.

The USD (Policy) directed DPMO to establish a Personnel Recovery Response Cell (PRRC) (DoD Directive 2310.2) for activation during personnel recovery incidents and exercise the cell to ensure the procedures and coordination channels are current and functional.

DPMO continues to monitor the findings of a DPMO-initiated study supported by the Institute from Defense Analysis on the impact of operating in a coalition environment and its impact on personnel recovery. Results are being worked at various levels of DoD and the personnel recovery community.

Southeast Asia

DPMO's efforts focused on increasing both the efficiency and the pace of operations in the countries of Vietnam, Laos and Cambodia. The office continued to act to increase the breadth and pace of investigation and recovery operations in Vietnam, Laos, and Cambodia. Operations assessment meetings, including technical, Last-Known-Alive and unilateral case meetings were held with the Vietnamese in Hanoi and Hawaii. Consultative talks and a provincial governor's meeting were supported in Laos, and DPMO representatives attended analysts' meeting in Cambodia. In the course of the meetings, government officials from all

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countries confirmed their willingness to continue to cooperation fully on the MIA issue and demonstrated their openness to exploring new initiatives to improve operations and the safety of joint operational teams. This issue is extremely important in the wake of the April 7th, 2001 crash of a helicopter carrying 7 Americans and 9 Vietnamese.

IV. Performance Criteria Summary (cont'd):

DPMO's Southeast Asia analysts addressed the case of a missing American from the Gulf War, and met with the U.S. Army Central Identification Laboratory for discussions with their counterparts from another agencies as well as with forensic specialists. In June, analysts addressed the annual meeting of the National League of Families of the missing from Southeast Asia.

Northeast Asia

The fiftieth anniversary of the Korean War commemoration began in June 2000. DPMO significantly broadened access to the isolated nation of North Korea and dramatically increased the overall accounting effort. As a 50 Korean War commemorative sponsor, DPMO published a comprehensive report on the U.S. Government efforts to account for servicemen missing from the Korean War. While informing the public on total accounting efforts, the document served also to increase out contacts with the veteran's community, which assists DPMO

in clarifying loss incidents of those still missing. DPMO continued to refine the 1999 release of the Personnel Missing in Korea (PMKOR), another public document posted on the DPMO website. This list, configured to allow the public to download it from the DPMO website by state or service, generated considerable public interest and more than 16,000 Internet "hits". DPMO research, in coordination with the services, enhanced and improved the list, which resulted in improved information for the public.

The remains recovery effort in both North and South Korea increased significantly. As a result of successful negotiations with North Koreans, five recovery operations were conducted overlapping both FY 2000 and early FY 2001, resulting in 65 remains recoveries, the largest number since the program began in 1996. The winter 2001 negotiations with the North Koreans were the most successful to date, opening up two more heretofore unsurveyed regions including

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the famous Chosin Reservoir, a combined area of over 1700 losses. DPMO is hopeful that the winter 2002 negotiations in January 2002, will result in increased recovery options.

DPMO elicited cooperation from the People's Republic of China for the first time that led to four interviews of Chinese veterans from the war. A second oral history interview event, "A Veterans Exchange" resulted in additional five interviews of Chinese veterans, some of them in

IV. Performance Criteria Summary (cont'd):

prison camp cadre. The information provided by veterans was particularly helpful in piecing together the conduct of battles and pinpointing the location of combat units during the battles of Unsan, the Chongchon River, and the Chosin Reservoir. In other Korean War accounting efforts, DPMO facilitated efforts to obtain mitochondrial DNA samples from suitable family members. Scientists now expect to use mitochondrial DNA to help identify Korean War remains. This includes two cases originally buried as unknowns disinterred from the National Memorial Cemetery of the Pacific commonly known as "The Punchbowl." Officials collected nearly 700 samples of mitochondrial DNA in 2000 for use in a family member database.

World War II

In accordance with Section 1506, Title 10, United States Code, The Defense POW/MPA Office in conjunction with the US Army CILHI, prepared a comprehensive report to Congress which details progress made on World War II recoveries around the world. The USG has maintained a recovery program for WWII losses since the end of that war (on average, five WWII excavation activities are conducted annually). DPMO has made extensive contributions to acquiring sufficient funding and manpower for CILHI to maintain a robust rate of investigations and recoveries for FY 2000 and the out years.

Cold War

From the closing days of World War II until the fall of the Berlin Wall, our nation led the struggle to save the free and democratic countries of the world from communist aggression. Since its creation in 1993, DPMO has continued our government's efforts to resolve the case of every American service member who remains unaccounted for. Specifically from the

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Cold War era (1946-1991), we have continued to investigate the fourteen missions in which aircrew members were lost and remain unaccounted for. DPMO published the Persons Missing Cold War (PMCOLD) database on its web page. Similar to the Persons Missing Korea (PMKOR) database already on line, PMCOLD serves as a historical record of the Cold War losses tracked by DPMO. It is expected that the information which PMCOLD makes readily available to the public will facilitate research into a period of history from which scores of US servicemen remain among the unaccounted for. The availability of this information will ease the process of public IV.

IV. Performance Criteria Summary (cont'd):

research into this period of our history and continue to assure our accountability to the families of missing servicemen. Efforts by the US-Russia Joint Commission, of which the DASD is a member, to pursue Cold War loss incidents have been intensified, with a number of site visits, witness interviews and archival searches conducted in FY 2001 and anticipated into FY 2002.

V. Personnel Summary:

| | <u>FY 2001</u> | <u>FY 2002</u> | <u>FY 2003</u> | <u>Change FY 2002/FY 2003</u> |
|----------------------------------|----------------|----------------|----------------|-----------------------------------|
| <u>Military End Strength</u> | | | | |
| Officer | 33 | 31 | 31 | |
| Enlisted | 13 | 15 | 15 | |
| Total | 46 | 46 | 46 | 0 |
| <u>Civilian End Strength</u> | | | | |
| US Direct Hire | 69 | 69 | 69 | 0 |
| <u>Military FTE's</u> | | | | |
| Officer | 33 | 31 | 31 | |
| Enlisted | 13 | 15 | 15 | |
| Total | 46 | 46 | 46 | 0 |

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| | | | | |
|-----------------------|----|----|----|---|
| <u>Civilian FTE's</u> | | | | |
| US Direct Hire | 69 | 69 | 69 | 0 |

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VII. OP 32 Line Items:

| | Change FY 2001/FY 2002 | | | FY 2002 Estimate | Change FY 2002/FY 2003 | | FY 2003 Estimate |
|--------------------------------------|---------------------------|-----------------|-------------------|---------------------|---------------------------|-------------------|---------------------|
| | FY 2001 Actual | Price Growth | Program Growth | | Price Growth | Program Growth | |
| | | | | | | | |
| 101 Exec, Gen & Spec Schedules | 6,352 | 292 | 0 | 6,644 | 647 | 0 | 7,291 |
| 308 Travel of Persons | 1,859 | 30 | 116 | 2,005 | 30 | 24 | 2,059 |
| 673 Payments to DFAS | 558 | -26 | 35 | 567 | -26 | 0 | 541 |
| 912 SLUC (GSA Leases) | 822 | 13 | 1 | 836 | 17 | 0 | 853 |
| 914 Purchased Comm. | 107 | 2 | 0 | 109 | 2 | 0 | 111 |
| 915 Rents | 5 | 0 | 0 | 5 | 0 | 0 | 5 |
| 920 Supplies & Materials | 426 | 7 | 0 | 433 | 6 | 0 | 439 |
| 921 Printing & Reproduction | 77 | 1 | 0 | 78 | 1 | 0 | 79 |
| 933 Contract Studies and Analysis | 3,027 | 51 | 97 | 3,175 | 48 | -161 | 3,062 |
| 989 Other Contracts | 1,457 | 25 | 29 | 1,511 | 23 | 0 | 1,534 |
| 9999 Total | 14,690 | 395 | 278 | 15,363 | 748 | -137 | 15,974 |