

Fiscal Year (FY) 2009 Budget Estimates
DEFENSE PRISONER OF WAR/MISSING
PERSONNEL OFFICE (DPMO)



February 2008

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DEFENSE PRISONER OF WAR MISSING PERSONNEL OFFICE
Operation and Maintenance, Defense-Wide
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Operation and Maintenance, Defense-Wide Summary (\$ in thousands)

Budget Activity (BA) 4 - Administration and Service-Wide Activities

	<u>FY 2007</u> <u>Actuals</u>	<u>Price</u> <u>Change</u>	<u>Program</u> <u>Change</u>	<u>FY 2008</u> <u>Estimate</u>	<u>Price</u> <u>Change</u>	<u>Program</u> <u>Change</u>	<u>FY 2009</u> <u>Estimate</u>
DPMO	15,970	430	-223	16,177	400	154	16,731

I. Description of Operations Financed: The Defense Prisoner of War/Missing Personnel Office (DPMO) provides policy, control, and oversight for department-wide personnel accounting and recovery efforts. In its role as a field activity, the DPMO leads the Department's personnel accounting and recovery efforts. The DPMO's director is the Deputy Assistant Secretary of Defense for POW/Missing Personnel Affairs (DASD POW/MPA), who reports to, advises, and assists the Under Secretary of Defense for Policy on personnel accounting and personnel recovery. The DASD POW/MPA oversees the Department's national personnel recovery system involving interagency partners, and the process for investigation and recovery of personnel missing because of hostile action.

The DPMO Headquarters staff develops and publishes the Department's policy and guidance for accounting for America's missing military members and designated civilians. This includes determining the fate of the missing and communicating with families of the missing and other segments of the U.S. population. The DPMO leads negotiations and enters into international arrangements designed to achieve worldwide access to account for and recover missing personnel or their remains. The DPMO develops and publishes policy related to preparing military, DoD civilians and contractors on how to evade capture and survive in captivity. The DPMO operates in environments involving coalitions and interagency-led structures. Operational commanders, their staffs, and recovery forces are trained to proactively recover personnel isolated from friendly control and to oversee repatriation and reintegration activities. The DPMO monitors activities outside of DoD related to the fate of the missing conducted by other

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I. Description of Operations Financed (continued):

governments and non-government organizations and interacts with these entities when appropriate.

The DPMO Field Activity executes and provides oversight for personnel accounting, related research, analysis, and case review. The DPMO moves unresolved cases toward the fullest possible accounting by acquiring and maintaining comprehensive records to support case investigations which include interviewing witnesses. The DPMO leads a communication and outreach program to share information on DoD personnel accounting and recovery programs with Congress, families of prisoners of war and missing personnel, veterans' service organizations and the general public. These programs include review, declassification, and transfer of releasable information to the Library of Congress (LOC) for public access. The DPMO ensures the intelligence community is appropriately tasked to support the personnel accounting mission. The DPMO works closely with the U.S. Pacific Command's Joint POW/MIA Accounting Command (JPAC), an operational agency responsible for tactical-level research, analysis, investigation, and site excavation relating to those unaccounted for from past conflicts. Forensic identification support functions are carried out by the Armed Forces DNA Identification Laboratory (AFDIL), the Air Force's Life Sciences Equipment Laboratory (LSEL), and the military Services casualty offices. These laboratories and offices support the remains identification process in the personnel accounting mission.

U.S.-Russia Joint Commission Support (USRJC) focuses on accounting for missing American service members in Russia, other countries of the former Soviet Union, Eastern, and Central Europe. The President appoints the USRJC on POW/MIAs and the DASD POW/MPA's staff provides administrative and analytical support to the USRJC through offices in Washington D.C. and the U.S. Embassy in Moscow.

II. Force Structure Summary: N/A

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III. Financial Summary (\$ in thousands)

	FY 2008						
	FY 2007 <u>Actuals</u>	Budget <u>Request</u>	<u>Congressional Action</u>			Current <u>Estimate</u>	FY 2009 <u>Estimate</u>
			<u>Amount</u>	<u>Percent</u>	<u>Appropriated</u>		
A. <u>BA Subactivities</u>							
4. Operations	15,970	16,400	-223	1.36%	16,177	16,177	16,731
B. <u>Reconciliation Summary</u>					<u>Change FY 2008/FY 2008</u>	<u>Change FY 2008/FY 2009</u>	
Baseline Funding					16,400	16,177	
Congressional Adjustments (Distributed)							n/a
Congressional Adjustments (Undistributed)					-135		n/a
Adjustments to Meet Congressional Intent					-7		n/a
Congressional Adjustments (General Provisions)					-81		n/a
Subtotal Appropriated Amount					16,177		n/a
Fact-of-Life Changes (CY to CY Only)							n/a
Subtotal Baseline Funding					16,177		n/a
Anticipated Supplemental							n/a
Reprogrammings							n/a
Price Changes							
Functional Transfers					n/a		400
Program Changes					n/a		154
Current Estimate					16,177		16,731
Less: Wartime Supplemental							n/a
Normalized Current Estimate					16,177		16,731

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<u>C. Reconciliation of Increases and Decreases</u>	<u>Amount</u>	<u>Totals</u>
FY 2008 President's Budget Request (Amended, if applicable)		16,400
1. Congressional Adjustments		-223
a. Distributed Adjustments		
b. Undistributed Adjustments - Unobligated Balances	-135	
c. Adjustments to meet Congressional Intent		
d. General Provisions		
1) Sec 8097 - Contractor Efficiencies	-26	
2) Sec 8104 - Economic Assumptions	-55	
e. Congressional Earmarks - Sec 8038 - Mitigation of Environmental Impact	-7	
FY 2008 Appropriated Amount		16,177
2. War-Related and Disaster Supplemental Appropriations		
3. Fact of Life Changes		
FY 2008 Baseline Funding		16,177
4. Reprogrammings (requiring 1415 Actions)		
Revised FY 2008 Estimate		16,177
5. Less: Item 2, War-Related and Disaster Supplemental Appropriations		
FY 2008 Normalized Current Estimate		16,177
6. Price Change		400
7. Functional Transfers		
8. Program Increases		495
a. Annualization of New FY 2008 Program		
b. One-Time FY 2009 Increases		

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C. <u>Reconciliation of Increases and Decreases</u>	<u>Amount</u>	<u>Totals</u>
c. Program Growth in FY 2009 - Other Intra-Government Purchases and payments to DFAS increased due to interaction between the DPMO and Other Governmental Entities for the GSA primary IT contract (FEDSIMS), background and OSD/CIO IT security investigations (FY 2008 base: \$3,493)	495	
9. Program Decreases		-341
a. Annualization of FY 2008 Program Decreases		
b. One-Time FY 2008 Increases		
c. Program Decreases in FY 2009 - Civilian Compensation decreased due to one less paid workday; Travel, GSA (SLUC), Communications, Supplies, Studies, and Other Contracts also decreased due to reduced number of field activities and leased storage space requirements (FY 2008 Baseline: \$12,555)	-341	
FY 2009 Budget Request	16,731	16,731

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IV. Performance Criteria and Evaluation Summary

Performance Assessment

The DPMO is re-examining its strategy and developing performance metrics for future budget submission reporting. There are four main areas where the DPMO focuses its efforts: personnel accounting and recovery policy, research and analysis, investigations, and outreach. The following is a description of the DPMO's activities and future plans. Through these activities the DPMO provides effective leadership of the DoD effort to account for and recover POWs and missing personnel. The DPMO, with National Security Council (NSC) endorsement, continues to lead an interagency effort to draft the first National Personnel Recovery Strategy. The DPMO has yielded results in the following areas:

Personnel Accounting Policy

The DPMO provides policy, control, and oversight to DoD's worldwide accounting efforts for Americans lost in past conflicts, including World War II, the Cold War, the Korean War, the Vietnam Conflict, Operation Eldorado Canyon, and the 1991 Gulf War. This role includes leading negotiations with foreign governments to gain access for research, investigation, excavation, and overseeing the effectiveness of technical discussions on these matters by elements of the accounting community. The DPMO works with other DoD and interagency organizations to ensure that USG senior leaders reinforce the importance the USG and the American people place on a foreign government's cooperation on POW/MIA issues. The DPMO, in conjunction with the State Department, seeks innovative ways to leverage its humanitarian work to advance the USG's ability to operate in coalitions and to cooperate on common security challenges. The DoD POW/MIA accounting organizations continue to train and engage in professional exchanges with foreign civilian and military personnel involved in similar scientific, forensic, archival, and remains recovery efforts to leverage new capabilities. The DPMO persuades host nations to encourage their

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IV. Performance Criteria and Evaluation Summary

citizens to provide information, locate pertinent wartime documents, support flexible field operations and to cooperate with neighboring countries to address American losses in border regions.

Vietnam War - The DPMO continues to increase transparency in POW/MIA accounting efforts with Vietnam, Cambodia, and Laos, and to encourage an open dialogue between the countries of Indochina to enhance mission effectiveness. Combining strategic engagement and analytic assessment with unilateral and joint fieldwork, the DPMO provides the architecture for increased access and accounting for operational effectiveness.

In FY 2008-2009, the DPMO goals include:

- Gaining unrestricted access to Vietnam's Central Highlands and expanding accounting operations into other restricted areas
- Increasing the effectiveness and breadth of Vietnam archival research programs
- Increasing flexibility for operational scheduling of backlogged excavations in Laos
- Continuing the comprehensive accounting research and investigations in Cambodia
- Acquiring information from classified Vietnam War holdings of the Russian and other former Soviet and East European archives.

Korean War - The DPMO researchers and analysts continue extensive research in Washington DC, St. Louis, MO, and other military history centers and foreign archives. The DPMO specialists collect information to support identification of remains recovered from the Korean Peninsula and China from 1990 to 2007, to include remains repatriated from North Korea in April 2007. The DPMO researchers continue to develop leads for JPAC investigations in South Korea and China in FY 2009 and beyond. The USG is unable at this time to conduct accounting operations in North Korea. The DPMO's research efforts support

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a joint DPMO, JPAC, and Armed Forces DNA Identification (AFDIL) working group that continues to develop information on the 860 unknown servicemen buried in the National Memorial Cemetery of the Pacific. During FY 2007, JPAC identified three remains disinterred from the National Memorial Cemetery of the Pacific with the DPMO's analytic support.

Surviving veterans are a key source for developing leads on Korean War unaccounted for servicemen. In FY 2007, the DPMO interviewed more than 100 American veterans who provided valuable information on America's Korean War losses that proved crucial to establishing and verifying 24 prison camp populations and other losses from other sites. These camps accounted for the deaths of more than 2,400 American servicemen during their captivity. The Korean War Oral History Program will continue through FY 2009. The DPMO is working with AFDIL on a campaign to collect DNA family reference samples from the families of those still unaccounted for to assist in the remains identification process.

Although China did not approve investigations or excavations in FY 2007, the DPMO continued negotiations for access to Chinese archives. These negotiations included drafting a memorandum of arrangement with the Peoples' Liberation Army Archives Department. The DPMO anticipates completing this arrangement in FY 2008 and initiating a program to pass requests for information to the Chinese on Korean War losses.

The DPMO specialists analyzed thousands of pages of Korean War materials from former Soviet Union archives and provided information to 299 next-of-kin. This accomplishment was possible, in part, based on access by the DPMO researchers to an important Russian military archive. Access to this archive was terminated in October 2006. The DPMO will continue to press the Russians to restore this access to this critical historical archive.

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Cold War - Of the 162 Cold War losses, 28 fates have been resolved and 123 may not be recoverable since the losses are believed to have occurred over water. The DPMO continues to investigate the fates of the remaining 39. Of these, 19 Americans are still unaccounted for from three aircraft losses over or near China. In FY 2007, the DPMO analyzed formerly classified information, provided for the first time ever by the Chinese, on a 1956 reconnaissance aircraft shoot down. In FY 2008, the DPMO will coordinate an analytic review of Cold War cases to ensure database accuracy and completeness. In FY 2009, DoD will concentrate efforts to account for Cold War losses by conducting archival research, identifying potential witnesses, and analyzing material on hand.

World War II - The DPMO deployed the Personnel Missing Second World War (PMWWII) database to the Internet in FY 2007. The PMWWII database is the first complete USG database of Americans missing from WWII. The DPMO will continue to refine the PMWWII database in FY 2008-2009. Additionally, the DPMO will continue its outreach program to private citizens and groups to encourage their support to increase potential USG recovery opportunities. The DPMO is developing a WWII personnel accounting strategy that advocates targeting geographic areas for concentrated research, analysis, and follow-on Joint Field Activities (JFAs). The DPMO is facilitating U.S. European Command's re-development and implementation of an internal historical accounting capability.

The DPMO plans to continue archival and investigative efforts in Russia, the other countries of the former Soviet Union, and throughout Eastern and Central Europe. In FY 2009, the program will focus on those areas and archives offering the greatest potential for providing relevant data regarding American servicemen still missing from that region. Cases of particular interest involve losses in the Czech Republic, Romania, Bulgaria, Slovenia, Hungary, Bosnia-Herzegovina, Croatia, Poland, Slovakia, and the

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Russian Far East. The DPMO will exploit archives in these countries, to the maximum degree possible, for relevant information about American losses.

Personnel Recovery Policy

The DPMO continues to work with interagency partners to develop a national system designed to reduce the likelihood of personnel becoming isolated, increase survivability, and produce a coordinated and effective response to recover isolated personnel. With NSC sponsorship, the DPMO proposed a national personnel recovery strategy that will, for the first time, direct USG agencies to plan, train, and equip for personnel recovery at the national and interagency levels. This strategy will ensure synchronization of USG efforts and full integration of all USG personnel recovery capabilities to respond to personnel recovery events. In FY 2009, the DPMO will finalize and implement the DoD's personnel recovery strategy. A key component of this strategy is to foster interagency cooperation. The DPMO will work with the Department of State and other interagency partners to institute a national personnel recovery system in North Atlantic treaty Organization (NATO) and other partner nations. The DPMO will work with United States Southern Command (USSOUTHCOM) to incorporate personnel recovery planning, preparation, training, equipping, and rehearsing into embassies in select medium to high risk countries in the USSOUTHCOM area of responsibility.

The DPMO's efforts in USSOUTHCOM are part of a larger initiative to educate Combatant Command (COCOM) and country teams to use military search and rescue assistance as a security cooperation and engagement tool. In FY 2008-2009, the DPMO will continue its participation in COCOM theater security cooperation working groups to develop these initiatives and assess COCOM requirements.

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In FY 2008-2009, the DPMO will continue to update and consolidate all DoD personnel recovery policy, incorporating lessons learned during Operations Enduring and Iraqi Freedom (OEF/OIF), and to address the asymmetric nature of the current environment. These efforts continue to address the full spectrum of personnel recovery within DoD.

Research and Analysis

In FY 2009, the DPMO plans to develop a POW-MIA community portal or data system capable of delivering real-time access and sharing of data throughout the personnel accounting community.

Investigations

In FY 2009, the DPMO plans to participate in JPAC's investigative field activities in the area of the former Soviet Union and Eastern and Central Europe.

Outreach

The DPMO continues an aggressive outreach effort with its highly successful Family Update Program. Each year, the DPMO hosts eight meetings in major cities across the United States. Annual Family Update attendance averages between 1,000 and 1,200 family members. The Outreach staff briefs family members face-to-face on government procedures, processes, and efforts to account for Americans missing from World War II, the Cold War, the Korean War, the Vietnam conflict, and the 1991 Gulf War. During these meetings, family members have access to government experts who explain the use of cutting-edge technologies to research, investigate, recover, and identify remains. The discussions include the latest archeological techniques, mitochondrial DNA analysis, archival

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research, and other important topics. Families are able to review details of their missing family members' cases. Additionally, DPMO conducts two annual government meetings in the Washington metro area for the families of the missing from the Korean and Cold Wars and the Vietnam War. Approximately 400 to 500 family members attend these meetings annually. Each of these meetings provides access to families for whom we have no DNA family reference samples (FRS) and enables the USG to collect these FRS, which are critical to the accounting process.

In an effort to build awareness and foster support for USG world wide accounting efforts, the DPMO invite members of Congress and their staffs whose state and district offices are near each Family Update meeting. The DPMO's outreach efforts include an aggressive, targeted public affairs program that includes news releases, internal and external television coverage, and a responsive and transparent relationship with local and national news media. Additionally, the DPMO publishes and distributes a periodic newsletter to families, the veterans' community, and members of the public. The DPMO continues to conduct special meetings, distributes news releases and other items of interest to news media, families, veterans' service organizations, and congressional members. Annually, on behalf of the Secretary of Defense, DPMO commissions, prints, and distributes worldwide a unique poster commemorating National POW/MIA Recognition Day in an effort to increase public awareness of the POW/MIA issue. These posters are distributed to the military Services and units world wide, the Department of Veterans Affairs, the majority of veterans' service organizations, families of the missing organizations, and interested Americans.

The DPMO continually updates its internet web site and periodically reconfigures it in response to user suggestions. It contains useful information for family members,

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researchers, and the public. The DPMO internet web site has received as many as 400,000 "hits" per week from interested readers.

As required by law and executive order, the DPMO has redacted and placed into the public domain in the Library of Congress (LOC) more than 1,000,000 pages of Vietnam conflict POW/MIA-related materials with electronic shipments continuing quarterly. The current collection is on microfilm and not viewable on the internet; however, the DPMO has converted the collection to digital image and contracted with the LOC to index and make the collection publicly accessible through the LOC web site. On average, the public accesses the POW/MIA collection web site more than 60,000 times per quarter searching for information on the POW/MIA accounting issue. Interest remains high on progress in Vietnam War and Korean War/Cold War accounting efforts. The congressionally authorized Coincidental Travel Assistance Program (COIN Assist) funds transportation for family members to attend the two annual government meetings. Congress authorized the program for family members of Americans missing from the Vietnam conflict. Congress extended the program in FY 2002 to include families of those Americans missing from the Korean and Cold Wars. Implementation of the program continues to contribute significantly to the number of family members who are able to attend the annual Korean/Cold War government briefings. Family members, veterans, and the public continue to express great appreciation for the USG's efforts to continue openness, transparency, and voluntary sharing of its information and efforts concerning the personnel accounting mission.

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DPMO FY 2007 FAMILY OUTREACH MEETINGS



STATE	EVENT	MONTH	FAMILY CONTACTS (Actual)	DNA REFERENCE SAMPLES (Actual)
California	Family Update	March	1,026	25
Wyoming	Family Update	May	587	11
Arizona	Family Update	November	1,276	29
Texas	Family Update	January	1,918	24
Ohio	Family Update	July	3,137	20
Florida	Family Update	February	1,390	12
Kansas	Family Update	August	1,980	0
Massachusetts	Family Update	April	2,482	17
Washington DC	Korean C/W	October	191	
Washington DC	SE Asia	June	197	
TOTALS:			14,184	138

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DPMO FY 2008 FAMILY OUTREACH MEETINGS



STATE	EVENT	MONTH	FAMILY CONTACTS (Est)	DNA REFERENCE SAMPLES (Est)
California	Family Update	November	1,450	19
Oregon	Family Update	March	826	19
Utah	Family Update	August	297	19
Texas	Family Update	January	1,639	19
Oklahoma	Family Update	May	1,963	19
Illinois	Family Update	July	3,753	21
Georgia	Family Update	February	3,354	19
Connecticut	Family Update	April	2,416	19
Washington DC	Korean C/W	October	191	
TOTALS:			15,889	154

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<u>V. Personnel Summary</u>	<u>FY 2007</u>	<u>FY 2008</u>	<u>FY 2009</u>	<u>Change</u> <u>FY 2007/</u> <u>FY 2008</u>	<u>Change</u> <u>FY 2008/</u> <u>FY 2009</u>
<u>Active Military End Strength (E/S) (Total)</u>	46	46	46	0	0
Officer	31	31	31	0	0
Enlisted	15	15	15	0	0
<u>Civilian End Strength (Total)</u>	69	69	69	0	0
U.S. Direct Hire	69	69	69	0	0
<u>Active Military Average Strength (A/S) (Total)</u>	46	46	46	0	0
Officer	31	31	31	0	0
Enlisted	15	15	15	0	0
<u>Civilian FTEs (Total)</u>	63	69	69	0	0
U.S. Direct Hire	63	69	69	0	0
Average Annual Civilian Salary (\$ in thousands)	113.1	137.7	140.9	24.6	3.2

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VI. OP 32 Line Items as Applicable (Dollars in thousands):

	<u>FY 2007 Actual</u>	<u>Change FY 2007/FY 2008</u>		<u>FY 2008 Estimate</u>	<u>Change FY 2008/FY 2009</u>		<u>FY 2009 Estimate</u>
		<u>Price Growth</u>	<u>Program Growth</u>		<u>Price Growth</u>	<u>Program Growth</u>	
101 Exec, Gen & Spec Schedules	7,757	244	1,403	9,404	287	-69	9,622
107 Voluntary Separation Incentive Pay	50	0	50	100	0	0	100
308 Travel of Persons	817	18	-80	755	15	-16	754
673 Payments to DFAS	340	8	0	348	-18	18	348
912 SLUC (GSA Leases)	1,145	27	-2	1,170	29	-194	1,005
914 Purchased Communications	135	4	35	174	3	-3	174
920 Supplies & Materials (Non-SF)	201	4	-33	172	3	-4	171
921 Printing and Reproduction	47	0	-22	25	1	0	26
933 Contract Studies & Analysis	10	2	56	68	1	-2	67
987 Other Intra-Government Purchases	4,615	84	-1,554	3,145	63	478	3,686
989 Other Contracts	850	38	-74	814	16	-53	777
998 Interest & Dividends	<u>3</u>	0	<u>-2</u>	<u>1</u>	0	<u>0</u>	<u>1</u>
9999 Total	15,970	430	-223	16,177	400	154	16,731