

Fiscal Year 2023 Budget Estimates

Defense POW/MIA Accounting Agency



April 2022

**Defense Personnel Accounting Agency
Operation and Maintenance, Defense-Wide
Fiscal Year (FY) 2023 Budget Estimates**

**Operation and Maintenance, Defense-Wide Summary (\$ in thousands)
Budget Activity (BA) 4: Administration and Service-wide Activities**

	<u>FY 2021 Actuals</u>	<u>Price Change</u>	<u>Program Change</u>	<u>FY 2022 Enacted</u>	<u>Price Change</u>	<u>Program Change</u>	<u>FY 2023 Request</u>
DPAA	152,452	4,229	-26,506	130,174	3,588	16,260	150,021

*FY 2021 includes Division C, Title IX and Division J, Title IV of the Consolidated Appropriations Act, 2021 (P.L. 116-260).

*The total amount of the FY 2023 request reflects \$0.0 thousand for Overseas Operations Costs

I. Description of Operations Financed:

The Defense POW/MIA Accounting Agency (DPAA) is a Defense Agency that provides families and the Nation with the fullest possible accounting for missing personnel from past conflicts. The DPAA leads the national effort to develop and implement the Department of Defense (DoD) policy on all matters relating to personnel accounting from past conflicts, conduct global search, recovery, and laboratory operations to identify personnel from past conflicts, ensure timely and accurate information is provided to the families of missing personnel, share their stories, and, when possible, bring home their remains. This includes those who are unaccounted for from World War II, the Korean War, Cold War, Indochina (Vietnam) War, Persian Gulf War, the Iraq Theater of Operations, and other conflicts or incidents as the Secretary of Defense (SECDEF) directs. The DPAA provides analytical support to official United States delegations and engage in technical discussions with host nation officials. Additionally, the DPAA is continuing to implement the transformation of the DoD's personnel accounting for past conflicts that involve enhanced strategic partnerships to more effectively account for missing personnel and to ensure their families receive accurate information.

Research and Analysis Line of Effort (LOE): Research and Analysis is central to all activities and tasks in DPAA. Whether it is developing background for an individual case file, preparing to communicate with a family at a Family Member Update, identifying locations for an onsite investigation or recovery effort, identifying remains in the lab or at the Armed Forces Medical Examiner System (AFMES), or preparing the products that will go to a family in the form of an accounting packet, Research and Analysis lays the groundwork for follow-on DPAA activities. By harnessing the capabilities inherent in our Case Management System, sharing the most effective practices across our research staff, and leveraging the capabilities of partners, DPAA will set the conditions necessary to increase the effectiveness of the Research and Analysis activities so that the DPAA can increase the efficiency of all other accounting and communicating activities.

The goal associated with the Research and Analysis LOE is for DPAA to increase the pace and scope of accurate research, investigations, and analysis to enhance the accounting and communications processes and sustain the capability and capacity to account for 200+ personnel on an annual basis. For FY 2023, DPAA is enhancing the Research and Analysis LOE investing an additional \$4.4 million to sustain the capabilities of the Case Management System.

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I. Description of Operations Financed: (Cont.)

Accounting LOE: A key aspect DPAA's mission is to "lead the national effort to account for unaccounted-for DoD personnel and designated civilians from designated past conflicts." To set the conditions required to achieve this portion of our mission, DPAA has set ambitious objectives to progressively increase the number of individuals accounted for each year, and to set the conditions required to achieve Fullest Possible Accounting for Vietnam War losses, our current main effort. Along with these objectives, DPAA will focus on harnessing the capabilities of the Case Management System (CMS) to synchronize our accounting efforts and the capabilities of our partners to both augment our field and laboratory activities, to increase our personnel resources, and to increase our efficiency.

This LOE is critical to the DPAA's efforts to, investigate, disinter, recover and identify those that served the nation. The culmination of this effort is to increase the number of personnel accounted for annually while providing the results of all of our accounting efforts to the families of the missing, even when it does not result in an individual identification.

The DPAA conducts investigation, excavation, and recovery operations to recover the remains of missing personnel. DPAA personnel manage the command and control, logistics, and in-country support during supported missions. The DPAA is the DoD lead agency for coordinating with other U.S. Government (USG) agencies, foreign governments through the Department of State, and non-governmental (NGO) on all matters related to the personnel accounting mission, including conducting international negotiations to achieve access to loss sites and/or information that leads to the recovery of artifacts or the remains of personnel missing from past conflicts. In addition, the DPAA supports the U.S. side of the U.S.-Russia Joint Commission on POW/MIAs.

The DPAA operates three laboratories that perform forensic and anthropological analysis of remains, as well as material analysis of artifacts and other items related to crash sites and personnel losses. The analysis performed at the laboratories is critical for accurate and scientific identification of remains. The identification laboratories coordinate with the Armed Forces DNA Identification Laboratory (AFDIL) and Service Casualty Offices (SCO) to collect and identify DNA samples.

Additionally, the DPAA also supports operations by conducting research in U.S. and international archives, analyzing data, creating and maintaining comprehensive records (including the official list of unaccounted-for by conflict), interviewing witnesses, and investigating losses. Key projects in this area include:

1. Developing an information technology solution to establish accounting community-accessible personnel files for each missing person that contain all available information regarding the disappearance, whereabouts, and status of missing persons, and are available to families upon request (to comply with 10 U. S. C. § 1509).
2. Completing the digitization of the Individual Deceased Personnel Files of U.S. Service members missing since WWII.

Communications and Engagement LOE: The second key aspect of DPAA's mission is to communicate all available information concerning unaccounted-for DoD personnel and designated civilians to family members. To provide this information to families we must not only keep open channels of communication with our families we must also use engagements to set the conditions for our accounting efforts. Whether it is communicating with families and veteran service organizations, engaging with foreign governments to gain and maintain access to loss sites, or

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I. Description of Operations Financed: (Cont.)

engaging with Congress and our partner agencies within the US government to enable resourcing of our accounting mission, DPAA continues to leverage our ability to communicate effectively in order to set the conditions for accomplishing our mission.

The DPAA's ability to effectively communicate to families and external stakeholders is vital to providing the fullest possible accounting for missing personnel. While the Outreach and Communications Directorate is primarily responsible for many of the tasks within this LOE, the entire agency has important supporting and supported responsibilities as well.

Pursuant to Title 10 § 1501, the Department is responsible for informing the families, Congress, veteran's service organizations, military service organizations, family support groups, and the general public about missing personnel and ongoing efforts to recover and identify missing personnel. In compliance with this law, the DPAA conducts communications and outreach programs, including seven family member update meetings and two annual government briefings each year to provide case updates, collect DNA family reference samples, and share information on DoD personnel accounting and recovery activities with families of missing persons. Seven family member updates are held in major cities across the United States to inform and build trust with approximately 1,800 family members per year. Two annual government briefings in Washington, D.C. update family members of the missing from the Vietnam War and Korean/Cold War. During these briefings, USG-officials brief on government procedures, processes, and efforts to account for missing personnel.

The DPAA is engaged in responding to requests for information from families of the missing, veterans, the public, and members of Congress, the declassification of DPAA and legacy agency documents, and transfer of information to the Library of Congress and the National Archives for public access and maintaining a website detailing POW/MIA information and accounting efforts.

Business Enterprise LOE: The goal for this LOE is to shape the resources, processes, capabilities, and culture to enable efficient, effective, informed, and collaborative outcomes. In order to operate at a high level of efficiency and effectiveness the DPAA must continue to invest in the workforce, refine processes and procedures, and geographically distribute the right workforce to enable our mission. To this end the DPAA will continuously refine decision-making processes, including establishing or dissolving working groups, boards, and councils where needed, explore options for adjusting facilities footprints to support operational requirements, implement training programs to enhance the workforce's skills, harness innovation, and enhance all capabilities by fully leveraging the Case Management System and partners.

Fiscal Year (FY) 2023 Overseas Operations Costs funding accounted for in the Base budget include:

- Operation INHERENT RESOLVE (OIR) [\$0 thousand].
- Operation European Deterrence Initiative (EDI) [\$0 thousand].
- Other theater requirements and related missions [\$0 thousand].

II. Force Structure Summary:

Not Applicable.

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III. Financial Summary (\$ in Thousands):

	FY 2021	Budget	FY 2022			Current	FY 2023			
			Actuals	Request	Congressional Action			Enacted	Request	
					Amount					Percent
A. BA Subactivities										
4. Administration and Servicewide Activities	\$152,452	\$130,174	\$0	0.00%	\$130,174	\$130,174	\$150,021			
Total	\$152,452	\$130,174	\$0	0.00%	\$130,174	\$130,174	\$150,021			

*FY 2021 includes Division C, Title IX and Division J, Title IV of the Consolidated Appropriations Act, 2021 (P.L. 116-260).

*Overseas Operations costs accounted for in the base budget: \$0.0 thousand.

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III. Financial Summary (\$ in Thousands): (Cont.)

<u>B. Reconciliation Summary</u>	<u>Change FY 2022/FY 2022</u>	<u>Change FY 2022/FY 2023</u>
BASELINE FUNDING	\$130,174	\$130,174
Congressional Adjustments (Distributed)	0	
Congressional Adjustments (Undistributed)	0	
Adjustments to Meet Congressional Intent	0	
Congressional Adjustments (General Provisions)	0	
SUBTOTAL APPROPRIATED AMOUNT	130,174	
Fact-of-Life Changes (2022 to 2022 Only)	0	
SUBTOTAL BASELINE FUNDING	130,174	
Supplemental	0	
Reprogrammings	0	
Price Changes		3,588
Functional Transfers		0
Program Changes		16,259
CURRENT ESTIMATE	130,174	150,021
Less: Supplemental	0	
NORMALIZED CURRENT ESTIMATE	\$130,174	\$150,021

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III. Financial Summary (\$ in Thousands): (Cont.)

FY 2022 President's Budget Request (Amended, if applicable)	\$130,174
1. Congressional Adjustments	\$0
a) Distributed Adjustments.....	\$0
b) Undistributed Adjustments	\$0
c) Adjustments to Meet Congressional Intent.....	\$0
d) General Provisions	\$0
FY 2022 Appropriated Amount	\$130,174
2. Supplemental Appropriations.....	\$0
a) Supplemental Funding.....	\$0
3. Fact-of-Life Changes.....	\$0
a) Functional Transfers.....	\$0
b) Technical Adjustments	\$0
c) Emergent Requirements.....	\$0
FY 2022 Baseline Funding	\$130,174
4. Reprogrammings (Requiring 1415 Actions).....	\$0
a) Increases	\$0

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III. Financial Summary (\$ in Thousands): (Cont.)

b) Decreases	\$0
Revised FY 2022 Estimate	\$130,174
5. Less: Item 2, Supplemental Appropriation and Item 4, Reprogrammings	\$0
a) Less: Supplemental Funding	\$0
FY 2022 Normalized Current Estimate	\$130,174
6. Price Change	\$3,588
7. Functional Transfers	\$0
a) Transfers In	\$0
b) Transfers Out.....	\$0
8. Program Increases.....	\$19,270
a) Annualization of New FY 2022 Program	\$0
b) One-Time FY 2023 Increases	\$0
c) Program Growth in FY 2023	\$19,270
1) Case Management System (CMS) sustainment	\$4,378
Additional funds requested to enhance cyber security protections and standardize data within the DPAA Case Management System. The CMS is DPAA's single centralized database containing information on all missing persons for whom a file has been established.	
2) Civilian compensation recalculation.	\$4,740
DPAA recalculated the cost of government civilian labor for personnel assigned to high-cost areas (Washington, DC, Hawaii, and OCONUS Detachments), and specialty pay for forensic anthropologist staff in	

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III. Financial Summary (\$ in Thousands): (Cont.)

Hawaii (OPM pay table H700). The labor recalculation includes the cost of DPAA Foreign National - Indirect Hire (FN-IH) labor at our OCONUS Detachments in Germany, Thailand, Vietnam, Laos.

The US Direct Hire FTE decrease is due to end-strength losses experienced since the end of FY 2021 and the slow rate of civilian hiring projected through FY 2023.
(FY 2022 Baseline: \$48,974 thousand; 328 FTEs; -4 FTEs)

3) Expansion of Partnership and Innovation efforts to enhance research, investigation and recovery field operations. \$8,800
Additional resources requested to expand partnerships with colleges, universities, and other organizations to enhance research, investigation, and field recovery activities. Additional resources strengthen and expand the relationships with R1 Universities, and could result in an increase of 55 partner field missions and 80 partner research projects for FY 2023.

4) Public Portal system sustainment \$1,352
Additional funding requested for the Public Portal Enterprise Content System to facilitate external stakeholder engagements, enhancing the efficiency and effectiveness of DPAA's communication effort. The increased efficiency and effectiveness will improve the overall communication responsiveness to DPAA stakeholders with a goal of avoiding interruptions.

9. Program Decreases	\$-3,011
a) Annualization of FY 2022 Program Decreases	\$0
b) One-Time FY 2022 Increases	\$0
c) Program Decreases in FY 2023	\$-3,011
1) Decreased commercial transportation cost related to field investigation and recovery activities.	\$-2,802
Fewer organic, primarily supported by DPAA personnel with short-term individual augmentees from CCMDs, for field investigation and recovery missions require less reliance on costly commercial transportation contracts and expenses.	
2) One less compensable day for civilian FTE (260 workdays in FY 2023).....	\$-209

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III. Financial Summary (\$ in Thousands): (Cont.)

FY 2023 Budget Request\$150,021

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IV. Performance Criteria and Evaluation Summary:

Personnel Accounted for (by FY):							
2016	2017	2018	2019	2020	2021	2022*	2023*
163	183	203	218	120	142	200	200
*Estimated							

Accessions into the lab (by FY):							
2016	2017	2018	2019	2020	2021	2022*	2023*
287	397	475	510	238	364	475	350
*Estimated							

Family members attending DoD meetings (by FY):							
2016	2017	2018	2019	2020	2021*	2022*	2023*
1,872	1,803	2,233	2,103	483	2,200	2,200	2,200
*Estimated							

The Covid-19 pandemic had significant impacts on DPAA performance in FY2021. Limited OCONUS travel reduced the number of field investigation and recovery missions reducing accessions into the lab for forensic analysis. Communication with the families was also heavily impacted as all in—person government meetings were cancelled after February 2020 and virtual meetings were held to sustain communication with families. Since there was no physical attendance at DoD meetings, the values for Family members attending in 2021 and 2022 are estimated participants in virtual events.

For FY2023 DPAA anticipates travel to resume and in-person meetings can be safely conducted DPAA fully anticipates a return to planned performance metrics for government meetings. DPAA also anticipates increased investigation and recovery field activities as travel restrictions

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IV. Performance Criteria and Evaluation Summary:

and host nation access improves. Additional resources to support DPAA's Partnership and Innovation program will increase partner field investigation and recovery activities.

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V. Personnel Summary:

	<u>FY 2021</u>	<u>FY 2022</u>	<u>FY 2023</u>	<u>Change FY 2021/ FY 2022</u>	<u>Change FY 2022/ FY 2023</u>
Active Military End Strength (E/S) (Total)	274	274	274	0	0
Officer	85	85	85	0	0
Enlisted	189	189	189	0	0
Civilian End Strength (Total)	314	328	336	14	8
U.S. Direct Hire	292	306	314	14	8
Foreign National Direct Hire	22	0	0	-22	0
Total Direct Hire	314	306	314	-8	8
Foreign National Indirect Hire	0	22	22	22	0
Active Military Average Strength (A/S) (Total)	274	274	274	0	0
Officer	85	85	85	0	0
Enlisted	189	189	189	0	0
Civilian FTEs (Total)	317	328	324	11	-4
U.S. Direct Hire	295	306	302	11	-4
Foreign National Direct Hire	22	0	0	-22	0
Total Direct Hire	317	306	302	-11	-4
Foreign National Indirect Hire	0	22	22	22	0
Average Annual Civilian Salary (\$ in thousands)	152.7	149.3	167.5	-3.4	18.2
Contractor FTEs (Total)	75	75	75	0	0

Personnel Summary Explanations:

Civilian personnel costs increase due to pay rate changes. The US Direct Hire FTE decrease is due to end-strength losses experienced since the end of FY 2021 and the slow rate of civilian hiring projected through FY 2023.

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

		Change from FY 2021 to FY 2022			Change from FY 2022 to FY 2023			FY 2023 Program
		FY 2021 Program	Price Growth	Program Growth	FY 2022 Program	Price Growth	Program Growth	
101	EXEC, GEN'L & SPEC SCHEDS	47,637	1,081	-644	48,074	1,983	4,207	54,264
0199	TOTAL CIVILIAN PERSONNEL COMPENSATION	47,637	1,081	-644	48,074	1,983	4,207	54,264
308	TRAVEL OF PERSONS	5,864	176	3,960	10,000	210	-210	10,000
0399	TOTAL TRAVEL	5,864	176	3,960	10,000	210	-210	10,000
631	NAVY BASE SUPPORT (NFESC)	11	0	1,016	1,027	-4	4	1,027
647	DISA ENTERPRISE COMPUTING CENTERS	0	0	2,301	2,301	46	-46	2,301
678	DISA IT CONTRACTING SERVICES	0	0	6,233	6,233	0	288	6,521
696	DFAS FINANCIAL OPERATION (OTHER DEFENSE AGENCIES)	113	12	475	600	33	367	1,000
0699	TOTAL OTHER FUND PURCHASES	124	12	10,025	10,161	75	613	10,849
771	COMMERCIAL TRANSPORT	5,507	165	4,035	9,707	204	-2,860	7,051
0799	TOTAL TRANSPORTATION	5,507	165	4,035	9,707	204	-2,860	7,051
901	FOREIGN NATIONAL INDIRECT HIRE (FNIH)	762	17	121	900	37	-937	0
912	RENTAL PAYMENTS TO GSA (SLUC)	1,320	40	140	1,500	32	-32	1,500
913	PURCHASED UTILITIES (NON-FUND)	313	9	778	1,100	23	-23	1,100
914	PURCHASED COMMUNICATIONS (NON-FUND)	4,555	137	-3,823	869	18	-18	869
915	RENTS (NON-GSA)	21	1	473	495	10	-10	495
920	SUPPLIES & MATERIALS (NON-FUND)	3,687	111	-3,703	95	2	1,122	1,219
921	PRINTING & REPRODUCTION	0	0	1	1	0		1
922	EQUIPMENT MAINTENANCE BY CONTRACT	582	17	-379	220	5	-5	220
923	FACILITIES SUST, REST, & MOD BY CONTRACT	808	24	4,065	4,897	103	-103	4,897
925	EQUIPMENT PURCHASES (NON-FUND)	12,071	362	-11,090	1,343	28	-28	1,343
932	MGT PROF SUPPORT SVCS	31,844	955	-23,055	9,744	205	4,606	14,555
987	OTHER INTRA-GOVT PURCH	4,400	132	10,036	14,568	306	-416	14,458

DPAA

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

	FY 2021 <u>Program</u>	Change from FY 2021 to FY 2022		FY 2022 <u>Program</u>	Change from FY 2022 to FY 2023		FY 2023 <u>Program</u>
		<u>Price Growth</u>	<u>Program Growth</u>		<u>Price Growth</u>	<u>Program Growth</u>	
988 GRANTS	28,190	846	-22,036	7,000	147	9,653	16,800
989 OTHER SERVICES	1,817	55	3,628	5,500	116	785	6,400
990 IT CONTRACT SUPPORT SERVICES	2,950	89	962	4,000	84	-84	4,000
0999 TOTAL OTHER PURCHASES	93,320	2,795	-43,882	52,232	1,116	14,510	67,857
9999 GRAND TOTAL	152,452	4,229	-26,506	130,174	3,588	16,260	150,021

*FY 2021 includes Division C, Title IX and Division J, Title IV of the Consolidated Appropriations Act, 2021 (P.L. 116-260).