

Fiscal Year 2013 Budget Estimates

DEFENSE PRISONER OF WAR/MISSING PERSONNEL OFFICE (DPMO)



February 2012

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**Defense Prisoner of War/Missing Personnel Office
Operation and Maintenance, Defense-Wide
Fiscal Year (FY) 2013 Budget Estimates**

Operation and Maintenance, Defense-Wide Summary (\$ in thousands)

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

	<u>FY 2011</u> <u>Actuals</u>	<u>Price</u> <u>Change</u>	<u>Program</u> <u>Change</u>	<u>FY 2012</u> <u>Estimate</u>	<u>Price</u> <u>Change</u>	<u>Program</u> <u>Change</u>	<u>FY 2013</u> <u>Estimate</u>
DPMO	24,216	203	-2,093	22,326	234	-596	21,964

I. Description of Operations Financed:

The Defense Prisoner of War/Missing Personnel Office (DPMO) provides policy, control, and oversight for the entire Department of Defense (DoD) process of the investigation and recovery related to missing persons in accordance with Sections 1513-13 of Title 10, (including matters related to search, rescue, escape, and evasion). As a Defense field activity, the DPMO leads the national effort to: prepare our personnel for possible isolation while pursuing U.S. national objectives abroad; establish favorable conditions to recover and reintegrate them; and achieve the fullest possible accounting for those lost during our Nation's past conflicts.

The DPMO Director is concurrently the Deputy Assistant Secretary of Defense for Prisoners of War/Missing Personnel Affairs (DASD (POW/MPA)), who reports to and assists the Under Secretary of Defense for Policy in developing and implementing DoD policy on all matters related to personnel accounting and personnel recovery. The DPMO oversees Defense implementation of the national personnel recovery structure, including interagency and international participation, and DoD support for civil search and rescue.

In FY 2010, Congress amended Title 10 to direct the Department to implement a comprehensive, coordinated, integrated, and fully resourced program to account for designated persons who are unaccounted from World War II, the Vietnam War, the Cold War, the Korean War, and the Persian Gulf War. The amendment requires the DoD to significantly increase the capability and capacity of mission operations to account for

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I. Description of Operations Financed (cont.)

missing persons so that, beginning with fiscal year 2015, the Prisoner Of War/Missing In Action (POW/MIA) accounting community has sufficient resources to account for 200 missing personnel annually. Currently, the POW/MIA community of operations account for an average of 85 missing persons each year.

On December 01, 2011, the Secretary of Defense transferred responsibility to account for missing U.S. personnel in Iraq from the U.S. Central Command to DPMO.

The DPMO Field Activity has a staff of 46 military and 81 civilians providing policy and oversight for DoD personnel accounting activities; provides policy and oversight for DoD personnel recovery activities; and conducts family and public outreach on the DoD efforts to recover missing persons from past conflicts or, if deceased, their remains. The Congress has established manpower floors of 46 military and 69 civilians.

The DPMO develops DoD policy guidance for personnel accounting and personnel recovery activities worldwide, seeks to determine the fates of those U.S. service members, DoD civilians, and DoD contractors who are unaccounted for from past conflicts. The DPMO supports the rescue of those missing and isolated personnel who still survive, as well as the recovery and identification of the remains of the deceased, by acquiring and maintaining comprehensive records, interviewing witnesses, and investigating losses.

The DPMO conducts communications and outreach programs to share information on DoD personnel accounting and recovery activities with Congress, families of missing persons, the military services, veterans service organizations and the general public. These activities include declassification and transfer of information to the Library of Congress (LOC) and the National Archives for public access.

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I. Description of Operations Financed (cont.)

The DPMO oversees the policies, processes, and programs of DoD organizations that support personnel recovery, remains recovery, and identification in the personnel accounting community. These organizations include:

- The U.S. Pacific Command's Joint POW/MIA Accounting Command (JPAC);
- The Armed Forces DNA Identification Laboratory (AFDIL);
- The Air Force's Life Sciences Equipment Laboratory (LSEL);
- The military Services casualty offices; and
- The Joint Personnel Recovery Agency.

The DPMO leads negotiations and enters into international arrangements to secure foreign nation support for the search and recovery of remains and access to archives and other information to support the personnel accounting mission. The DPMO develops policy related to preparing military, DoD civilians and contractors to survive isolating events, to evade capture and survive in captivity. The DPMO ensures that operational commanders, their staffs, and recovery forces are trained to recover personnel isolated from friendly control and to oversee repatriation and reintegration activities. The DPMO provides analytical, research, investigative, and logistical support to the United States (U.S.) and Russia Joint Commission on POW/MIAs and monitors activities conducted by other departments and agencies, foreign governments, and non-government organizations (NGOs) related to the issue of the missing. The DPMO will leverage the Department's humanitarian work to encourage other nations to adopt common perspectives and procedures that promote similar values and advance the U.S. government's (USG's) ability to operate in coalitions and cooperate on common security challenges.

The DPMO reduced manpower by four civilian FTEs (\$608 thousand) and security contractor support by \$39 thousand.

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I. Description of Operations Financed (cont.)

Following is a description of DPMO's activities to be completed in fiscal year 2013:

Personnel Recovery Policy - Annex 1 to National Security Presidential Directive 12 (NSPD-12), "United States Policy on Personnel Recovery and the Prevention of U.S. Hostage Taking and Other Isolating Events," signed in December 2008, calls for synchronization of U.S. Government capabilities in response to an event in which personnel become isolated from friendly control. The DPMO has developed a strategy to comply with this guidance and will continue to transform the personnel recovery function into one that leverages interagency capabilities to reduce the consequences of hostage taking and other isolating events. In FY 2013, the DPMO will:

- Update DoD issuances pertaining to strategic communication, personnel recovery training, reintegration, non-conventional assisted recovers, boards of inquiry and DoD support to civil search and rescue.
- Continue to co-chair activities for the Joint Personnel Recovery Interoperability and Technology Working Group (JPRI&TWG) to better utilize satellite technology to report and locate isolated personnel.
- Collaborate with interagency partnerships to establish the conditions necessary to bring all aspects of national power to bear on the successful resolution of isolating events.
- Lead the Department's support to civil search and rescue, both nationally and internationally.
- Oversee the Military Departments' compliance with statutory and DoD requirements regarding Boards of Inquiry for missing service personnel. The DPMO will monitor the five current missing person boards of inquiry for compliance with policy and statute.

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I. Description of Operations Financed (cont.)

- Lead the Department's Non-conventional Assisted Recovery (NAR) program, validating, prioritizing and funding Combat Commands (COCOMs) NAR requirements and ensuring compliance with congressional reporting requirements.
- Address policy gaps pertaining to strategic communication, personnel recovery training, reintegration, and NAR programs.
- Lead the Department's effort to increase Military Service's Survival, Evasion, and Resistance and Escape training capacity for Military personnel and DoD civilians.
- Continue to work with interagency partners to develop a complementary national strategy for personnel recovery and effective preparation and response when the Department operates under Chief of Mission control.
- Continue leading DoD's support to civil search and rescue, participating in the National Search and Rescue Committee (NSARC) and other forums on civil SAR matters.
- Continue to assist USNORTHCOM with planning personnel recovery and DoD support to civil SAR response options.
- Further develop response options to critical incident SAR and DoD SAR support when Emergency Support Function-9 is invoked by the President.
- Pursue national and international strategic communication approaches that reinforce the U.S. policy of no concessions to hostage takers and discourage taking of U.S. hostages on a global scale.
- Pursue a strategy of using DoD support to civil SAR, military SAR assistance and personnel recovery as theater security cooperation tools to build capacity in partner nations where DoD may have limited ability to respond to an isolating event.

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I. Description of Operations Financed (cont.)
Personnel Accounting Policy, Research, Analysis, and Investigation

The DPMO oversees DoD efforts to recover and account for U.S. service members and DoD-related civilian personnel (or if deceased, their remains), who are unaccounted for from the Vietnam Conflict, the Korean War, the Cold War, World War II, the Iraq Theater of Operations, and other conflicts or incidents as the Secretary directs. The DPMO is the DoD lead agency for dealing with other USG agencies, foreign governments, and NGOs on all matters related to the accounting missions including conducting international negotiations to achieve access to loss sites and/or information that leads to the recovery of missing personnel or their remains; researching and analyzing reports, archival materials, personal histories related to unaccounted-for personnel and deploying investigation teams; and supporting the U.S. and Russia Joint Commission on POW/MIA affairs.

In FY 2013, in support of Vietnam War recoveries, DPMO will:

- Continue the multi-year process to enable Laotian and Vietnamese aircraft companies to acquire certifications necessary to carry DoD personnel and cargo and persuade Laos and Vietnam to take steps in the interim that will continue this capability until certified.
- Continue efforts to get access to archival material in Vietnam, China, Russia, and other former Soviet archives.
- Continue to advocate with Laos to permit more flexibility in operational missions and take steps that will increase the pace of excavations.
- Continue efforts to persuade Vietnam to grant access to additional restricted sites.
- Capitalize on opportunities to expand the use of Vietnamese investigation and remains recovery capabilities.

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I. Description of Operations Financed (cont.)

- Continue research and analysis to develop leads for case investigation and support remains identifications.
- Continue to prepare and update case summaries for families.
- Augment JPAC capacity to investigate cases in Southeast Asia.

Korean War - In FY 2013, the DPMO will:

- Continue negotiations and fostering partnerships with the North Korean government to provide support to investigation teams and assist in remains recovery operations in North Korea now that access to that country has been granted.
- Continue research and analysis to support case investigations for all past conflicts, remains identification, preparation of case summaries for the families, and briefings for the families.
- Continue working with the Chinese Peoples' Liberation Army (PLA) archivists to acquire access to information related to missing U.S. servicemen from the Korean War, to include hosting one joint meeting in Washington DC.
- Continue to search and analyze Korean War information from other foreign archives, such as China, South Korea, Russia, and other former Soviet Union countries.

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I. Description of Operations Financed (cont.)

Cold War - In FY 2013 the DPMO will:

- Conduct archival research in the U.S., China, and Russia to locate potential witnesses and gather information for analysis.
- Conduct research and analyze Russian archival documents to find information about missing personnel.

World War II - In FY 2013, the DPMO will:

- Deploy more investigation teams to Serbia, Poland, Czech Republic, Romania, and Tunisia, Belgium, Italy, and France.
- Continue to populate an existing WWII database with loss information and loss coordinates by scanning and analyzing historical documents.
- Work with private citizens and groups to encourage their support of accounting and to increase potential USG recovery opportunities.
- Assemble and create case files; investigate losses in Europe, Russia, and possibly Tunisia; and conduct research in U.S. and foreign archives.
- Conduct large scale research projects on geographic loss areas from which multiple personnel are missing.
- Establish a network of domestic and foreign private researchers who have useful information on losses, as well with foreign government officials involved in graves management.
- Negotiate with India to recover the remains of WWII missing in the China-Burma-India Theater.
- Augment JPAC investigation teams as requested by PACOM.
- Continue initiative to digitize the U.S. Army Individual Deceased Personnel Files (IDPFs) currently stored at National Archives and Records Administration (NARA)

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I. Description of Operations Financed (cont.)

prior to these files being permanently accessioned to the St. Louis archives for public use.

Iraq Theater of Operations - In FY 2013, the DPMO will:

- Consolidate current and historic intelligence information from all sources into individual case files.
- Review and analyze case files to establish new leads and/or investigate approach strategies.
- Establish relations with the U.S. Embassy Bagdad Country Team to formalize a way ahead for investigations with the Iraq Government.

Outreach

The DPMO has taken the responsibility for informing the families, Congress, veterans' service organizations, and the general public about missing personnel and ongoing efforts to recover and identify the missing personnel. In FY 2013, the DPMO will:

- Host family meetings in major cities across the United States to target approximately 1,400 family members. The DPMO staff will brief family members on government procedures, processes, and efforts to account for their missing family members. These briefings explain the use of technologies used to perform research, investigations, recovery, and identifying remains.
- Host one annual government meeting in the Washington metro area for the families of the missing from the Cold War and Korea. Targeted outreach to approximately 600 family members at this annual meeting.

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I. Description of Operations Financed (cont.)

- Obtain DNA reference samples from family members of missing personnel who attend the meetings. This Family Reference Sample (FRS) is loaded into a database and is critical to the accounting for personnel missing before 1991.
- Conduct an aggressive, targeted outreach program including news releases and internal and external television coverage.
- Transition **The Torch** newsletter from a printed document to a digital document to disseminate information on POW/MIA activities.
- Create and distribute the National POW/MIA Recognition Day poster to the Military Services, the Department of Veterans Affairs, the veterans' service organizations, families of the missing organizations, and interested Americans.
- Maintain an internet web site with periodically refreshes in response to user feedback and suggestions.
- Establish internet access for family members to obtain or review documents related to individual case files.

Individual Deceased Personnel Files (IDPFs) Project

The IDPFs are a key source of ante-mortem records used to identify human remains. All investigations begin with the POW/MIA community requesting these files. The files contain paper records and photographs organized in folders by the service member's serial number. During World War II (WWII), the U.S. Army Graves Registration Service compiled IDPFs for each serviceman and woman who died during the war. These records were created for those who died in service stateside and overseas in WWII and in later wars and conflicts. These files are currently located at the Washington National Records Center (WNRC), a NARA pre-archival facility in Suitland, Maryland. The U.S. Army is the owner of these IDPF files which were placed in the facility in 1970. The U.S. Army Adjutant General is the Executive Agent (EA) for the records, but the U.S. Army Records Management

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I. Description of Operations Financed (cont.)

and Declassification Agency (RMDA) in Ft. Belvoir, VA is responsible for paying the management, storage, and shipping fees for the records which averages \$50 per file. Because of current budget constraints, the RMDA began initiating a permanent accession the records to NARA, which would restrict the Department's access to the files and dramatically increase the costs and timeliness associated with acquiring the files for research and analysis by the POW/MIA communities. When a file is requested, it is scanned into the Federated Case Management System to establish the beginning of an individual single case file. When DPMO became aware of this future transfer, a request was made to the U.S. Army Adjutant General to extend the temporary designation of the IDPF files, preventing them from being permanently accessioned to NARA. The Adjutant General approved the extension for five years.

The DoD POW/MIA communities are partnering on this project with the goal of digitizing these files for use among all of the communities of interest. The project will require the release, transport, handling, scanning, and return of approximately 405,000 WWII and 37,000 Korean War IDPFs from the WNRC, each averaging 80 pages per file, and the total equaling approximately 35.4 million pages of various types of aged paper records. The project will require logistics and production control, labor to support a large-scale production scanning operation, and a quality assurance system to monitor the quality of the scanned documents.

The three-year project to scan all 442,000 IDPF files into an archival data library will provide "at will" access to sustain research and analysis to support the POW/MIA mission. The paper files will be transported from the WNRC to the project facility for scanning and then repackaged for transport to the NARA facility in St. Louis, Missouri. The project estimate is \$9.5 million over the 3 years and the U.S. Army has agreed to fund \$600K per year. The DPMO will continue to find efficiencies within funding resources to complete the project.

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Federated Case Management System (FCMS)

The Federated Case Management System (FCMS) aims to satisfy the requirements placed on the DPMO by the National Security Presidential Directive-12 (NSPD-12) Annex 1 and the National Defense Authorization Act (NDAA) for fiscal year 2010. These documents name the DPMO as the implementing authority of a capability that provides a consolidated database of all isolated and missing person's cases from WWII to today.

The FCMS software application was designed to enable a single case file development for each service member classified as a prisoner of war or missing in action. The application currently allows historians and analysts to conduct task management, review case data, update case information, and add analytical assessments for case files currently under investigation. The system supports cross-domain access to data which resides on different security domains. The IDPF project will further populate case files in FCMS as the scanning project is completed.

II. Force Structure Summary:

N/A

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III. Financial Summary (\$ in thousands)

	FY 2012							FY 2013 Estimate
	FY 2011 Actuals	Budget Request	Congressional Action			Current Estimate		
			Amount	Percent Appropriated	Current Estimate			
A. BA Subactivities								
4. Administrative and Service- Wide Activities	24,216	22,372	-46	-0.2	22,326	22,326		21,964
Total	24,216	22,372	-46	-0.2	22,326	22,326		21,964

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III. Financial Summary (\$ in thousands)

B. Reconciliation Summary

	Change FY 2012/FY 2012	Change FY 2012/FY 2013
Baseline Funding	22,372	22,326
Congressional Adjustments (Distributed)		
Congressional Adjustments (Undistributed)	-37	
Adjustments to Meet Congressional Intent		
Congressional Adjustments (General Provisions)	-9	
Subtotal Appropriated Amount	22,326	
Fact-of-Life Changes (2012 to 2012 Only)		
Subtotal Baseline Funding	22,326	
Supplemental		
Reprogrammings		
Price Changes		234
Functional Transfers		
Program Changes		-596
Current Estimate	22,326	21,964
Less: Wartime Supplemental		
Normalized Current Estimate	22,326	

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III. Financial Summary (\$ in thousands)

	Amount	Totals
C. Reconciliation of Increases and Decreases		
FY 2012 President's Budget Request (Amended, if applicable)		22,372
1. Congressional Adjustments		-46
a. Distributed Adjustments		
b. Undistributed Adjustments		
1) Unobligated Balances	-37	
c. Adjustments to Meet Congressional Intent		
d. General Provisions		
1) Section 8034 - Mitigation of Environment Impacts	-9	
FY 2012 Appropriated Amount		22,326
2. War-Related and Disaster Supplemental Appropriations		
3. Fact-of-Life Changes		
FY 2012 Baseline Funding		22,326
4. Reprogrammings (Requiring 1415 Actions)		
Revised FY 2012 Estimate		22,326
5. Less: Item 2, War-Related and Disaster Supplemental Appropriations and Item 4, Reprogrammings		
FY 2012 Normalized Current Estimate		22,326
6. Price Change		234
7. Functional Transfers		
8. Program Increases		51
a. Annualization of New FY 2012 Program		
b. One-Time FY 2013 Increases		
1) One day of compensable pay (FY 2012 Base: \$8.7M)	51	
c. Program Growth in FY 2013		
9. Program Decreases		-647
a. Annualization of FY 2012 Program Decreases		
b. One-Time FY 2012 Increases		
c. Program Decreases in FY 2013		
1) Defense Efficiency - Contractor Reductions	-474	
Increased efficiencies by replacing the contractor		

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III. Financial Summary (\$ in thousands)

C. Reconciliation of Increases and Decreases	Amount	Totals
security support with electronic swipe entry access control and the contractor IT support with in-house civilian support. (Baseline \$7.2M))		
2) Defense Efficiency - Civilian Staffing Reduction. As part of the DoD efficiency initiative DPMO has authority in FY 2012 to offer Voluntary Incentive Program/Voluntary Early Retirement Act and is offset by civilian promotions and within-grade increases. (Baseline \$11.7M)	-87	
3) Defense Efficiency - DFAS Support Reduction Reduction in DFAS support due to the implementation of the Defense Agency Initiative (DAI) financial system. (Baseline \$0.1M)	-63	
4) Defense Efficiency - Reduced Leased Space Reduced square footage leased by moving staff to one location. (Baseline \$1.6M)	-12	
5) Defense Efficiency - Printing & Reproduction Services DPMO will reduce printing and reproduction services by using electronic media. (Baseline \$0.04M))	-6	
6) Defense Efficiency - Travel Reduction DPMO will reduce discretionary travel costs by identifying alternatives to traveling such as teleconferencing and web-conferencing. (Baseline \$0.7M)	-5	
FY 2013 Budget Request		21,964

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IV. Performance Criteria and Evaluation Summary:

Overall Assessment

The DPMO has made progress within its means to continue the mission for a comprehensive, coordinated, and integrated program to account for personnel unaccounted for from World War II, the Cold War, the Korean War, the Vietnam conflict, and the Iraqi Theater of Operations. The DPMO has addressed programmatic efficiencies, as directed by the Department, by reducing several tasks within each mission area while maintaining the integrity of the overall effort. The DPMO continues to evaluate its operations and is looking for additional specific tasks for possible reduction or outright elimination.

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<u>V. Personnel Summary</u>	<u>FY 2011</u>	<u>FY 2012</u>	<u>FY 2013</u>	<u>Change FY 2011/ FY 2012</u>	<u>Change FY 2012/ FY 2013</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>	85	81	81	-4	0
U.S. Direct Hire	85	81	81	-4	0
Total Direct Hire	85	81	81	-4	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>	85	81	81	-4	0
U.S. Direct Hire	85	81	81	-4	0
Total Direct Hire	85	81	81	-4	0
Average Annual Civilian Salary (\$ in thousands)	130.9	144.0	144.0	13.1	0
<u>Contractor FTEs (Total)</u>	19	13	13	-6	0

Reduction in Civilian FTEs are the result of the implementation of the Track Four Efficiencies. DPMO transitioned from National Security Personnel System to General Schedule in July 2010. There were no civilian pay step increases in FY 2011, however, 80% of the staffing have or are to receive step increases in FY 2012. The remaining (if applicable) will receive a step increase in FY 2013.

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

<u>OP 32 Line</u>	FY 2011 <u>Actuals</u>	Change FY 2011/FY 2012		FY 2012 <u>Estimate</u>	Change FY 2012/FY 2013		FY 2013 <u>Estimate</u>
		<u>Price</u>	<u>Program</u>		<u>Price</u>	<u>Program</u>	
101 Exec, Gen'l & Spec Schedules	8,603	0	141	8,744	31	155	8,930
106 Benefit to Fmr Employees	2,480	0	266	2,746	0	-15	2,731
107 Voluntary Sep Incentives	50	0	127	177	0	-177	0
199 Total Civ Compensation	11,133	0	534	11,667	31	-37	11,661
308 Travel of Persons	623	11	49	683	12	-5	690
399 Total Travel	623	11	49	683	12	-5	690
673 Def Fin & Accounting Svc	166	-29	3	140	23	-63	100
699 Total DWCF Purchases	166	-29	3	140	23	-63	100
912 GSA Leases (SLUC)	1,647	30	-50	1,627	28	-12	1,643
914 Purch Com (non fund)	147	3	32	182	3	-1	184
920 Supplies/Matl (non fund)	97	2	1	100	2	-2	100
921 Print & Reproduction	26	0	9	35	1	-6	30
923 Facilities Maint by Contr	54	1	5	60	1	4	65
932 Mgt Prof Support Svcs	17	0	1	18	0	-18	0
987 Other IntraGovt Purch	9,687	174	-2,670	7,191	122	-451	6,862
989 Other Services	618	11	-7	622	11	-5	628
998 Other Costs (SOCOM Only)	1	0	0	1	0	0	1
999 Total Other Purchases	12,294	221	-2,679	9,836	168	-491	9,513
Total	24,216	203	-2,093	22,326	234	-596	21,964