



DEPUTY SECRETARY OF DEFENSE  
1010 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1010

APR 14 2015

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS  
CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
UNDER SECRETARIES OF DEFENSE  
DEPUTY CHIEF MANAGEMENT OFFICER  
CHIEF OF THE NATIONAL GUARD BUREAU  
COMMANDERS OF THE COMBATANT COMMANDS  
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AFFAIRS  
DIRECTOR, NET ASSESSMENT  
DIRECTORS OF THE DEFENSE AGENCIES  
DIRECTORS OF THE DOD FIELD ACTIVITIES

SUBJECT: Disinterment of Unknowns from the National Memorial Cemetery of the Pacific

The DoD remains committed to fulfilling its sacred obligation to achieve the fullest possible accounting for U.S. personnel lost in past conflicts. For several years, the Department has considered the complexities of a decision to disinter unknowns buried as groups where the remains are commingled. Recent advances in forensic science and technology, as well as family member assistance in providing genealogical information, have now made it possible to make individual identifications for many Service members long-buried in graves marked "unknown." I therefore direct the Defense POW/MIA Accounting Agency to analyze all information pertaining to unknowns buried at the National Memorial Cemetery of the Pacific (NMCP) and when defined thresholds (see below) for effecting individual identifications of those remains are met, to disinter the remains for the purpose of making individual identifications and returning these venerable heroes to their families for the honored burial they so richly deserve.

The NMCP, which is administered by the Department of Veteran Affairs, is the dignified resting place for 2,760 unknown Service members. Of these, 1,988 unknowns are from World War II and 772 are from the Korean War. Included in the number from World War II are 1,061 unknowns associated with ships attacked at Pearl Harbor and subsequent maritime losses suffered during World War II. In many cases, the human remains from these ship losses were buried in group caskets in a commingled state. For example, the 388 unaccounted-for Sailors and Marines who died on December 7, 1941, in the sinking of USS *Oklahoma* (BB-37) are buried in 61 caskets at 45 grave sites at the NMCP. Since 2003, the Department has contacted families, collected and analyzed DNA from 84 percent of applicable USS *Oklahoma* family members, and has collected



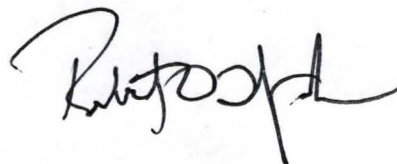
90 percent of *antemortem* medical and dental records from the ship's crew. Analysis of all available evidence indicates that most *Oklahoma* crew members could be identified individually if the caskets associated with the ship were disinterred. I thereby direct DoD to coordinate with the Department of Veteran Affairs for the disinterment and individual identification, to the extent practical, of all unknowns associated with *Oklahoma* within the next five years.

In addition to my decision to disinter the unknowns associated with *Oklahoma*, I am establishing a broader DoD disinterment policy that applies to all unidentified human remains from the NMCP and other permanent U.S. military cemeteries from which we conduct disinterment to effect identifications. Effective immediately, the following thresholds must be met in order for the Department to proceed with disinterment. For cases of commingled remains, research must indicate that at least 60 percent of the Service members associated with the group can be individually identified. For individual unknowns, there must be at least 50 percent likelihood to make an identification before disinterring the remains. To meet these thresholds, DoD must conduct the research necessary to determine the list of possible missing Service members who could be among the unknowns, collect the relevant family reference samples for comparison with any DNA obtained from sampling the remains, obtain the necessary *antemortem* medical and dental records, and have the scientific and technological ability and capacity to identify the personnel in a timely manner. These standards are meant to clarify and support existing policies established by the Under Secretary of Defense for Personnel and Readiness.

I make this decision knowing that not all families will receive an individual identification as a result of these efforts. But I accept as a matter of principle that DoD must strive to provide resolution through individual identification to as many families as possible and to the reasonable limits of our scientific abilities.

This policy does not extend to unaccounted-for Service members who were lost at sea. It also does not extend to remains entombed in U.S. Navy vessels that currently serve as national memorials. However, if there are remains affiliated with losses from national memorial Navy vessels that are buried in a national cemetery and those remains meet the criteria established above, then those remains may be disinterred.

The Department's efforts to identify and account for missing Service members will require close coordination across DoD and with other Federal departments and agencies, families, Members of Congress, and external stakeholders. Accordingly, the Under Secretary of Defense for Policy, in coordination with the Under Secretary of Defense for Personnel and Readiness and the Assistant to the Secretary of Defense for Public Affairs, will ensure our efforts are clearly coordinated and communicated, particularly with the families of these heroes from our Nation's past conflicts.



DoDD 5110.10, January 13, 2017



## DoD DIRECTIVE 5110.10

### DEFENSE POW/MIA ACCOUNTING AGENCY (DPAA)

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**Originating Component:** Office of the Deputy Chief Management Officer

**Effective:** January 13, 2017

**Releasability:** Cleared for public release. Available from the DoD Issuances Website at <http://www.dtic.mil/whs/directives>.

**Incorporates and Cancels:** DoD Directive 5110.10, "Defense Prisoner of War/Missing Personnel Office (DPMO)," September 21, 2005  
Secretary of Defense Memorandum, "Naming and Establishing the Agency Responsible for Past Conflict Personnel Accounting," January 29, 2015

**Approved by:** Ash Carter, Secretary of Defense

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**Purpose:** This issuance:

- Establishes the mission, organization and management, responsibilities and functions, relationships, and authorities of the DPAA.
- Designates the DPAA as a Defense Agency under the authority, direction, and control of the Under Secretary of Defense for Policy (USD(P)), and consolidates the Defense Prisoner of War/Missing Personnel Office, which was a DoD Field Activity; the Joint Prisoner of War/Missing in Action Accounting Command; and select functions of the Life Sciences Equipment Laboratory.
- Implements Sections 1501-1513 of Title 10, United States Code (U.S.C.), which require the Secretary of Defense to designate a single organization within the Department for DoD matters relating to the system for accounting for missing persons.

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## **SECTION 1: GENERAL ISSUANCE INFORMATION**

**1.1. APPLICABILITY.** This issuance applies to OSD, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff (CJCS) and the Joint Staff, the Combatant Commands (CCMDs), the Office of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the DoD (referred to collectively in this issuance as the “DoD Components”).

**1.2. MISSION.** The mission of the DPAA is to:

- a. Lead the national effort to account for unaccounted for DoD personnel from past conflicts and other designated conflicts.
- b. Provide the primary next of kin, family members, and the previously designated person, pursuant to Section 655 of Title 10, U.S.C., the available information concerning the loss incident, past and present search and recovery efforts of the remains, and current accounting status of unaccounted for DoD personnel.

**1.3. ORGANIZATION AND MANAGEMENT.**

- a. The DPAA is a Defense Agency, pursuant to Sections 191 and 192 of Title 10, U.S.C., under the authority, direction, and control of the USD(P).
- b. The DPAA consists of a Director, a Principal Deputy Director, a Deputy Director, and subordinate organizational elements established by the Director within resources assigned by the Secretary of Defense.
- c. The USD(P) will select the Director, DPAA.

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## **SECTION 2: RESPONSIBILITIES AND FUNCTIONS**

Under the authority, direction, and control of the USD(P), the Director, DPAA:

a. Serves as the principal advisor to the Secretary of Defense and the USD(P) for past conflict personnel accounting.

b. Pursuant to Sections 1501-1513 of Title 10, U.S.C., establishes and executes the DoD Past Conflict Personnel Accounting Program which:

(1) Accounts for U.S. military personnel, DoD civilian employees, DoD contractors, and other persons, as directed by the Secretary of Defense (referred to in this issuance as DoD personnel), who are determined to be in a missing status as prescribed by DoD Instruction (DoDI) 1300.18 or other contemporary Military Department regulation or whose remains were not in the custody of the U.S. Government (USG) after hostilities or military operations ceased within combatant theaters (e.g., the European Theater of Operations during World War II) or a joint operations area.

(2) Accounts for DoD personnel from World War II, the Cold War, Korean War, Indochina War, Operation ELDORADO CANYON, Persian Gulf War, Iraq Campaign, and other conflicts designated by the Secretary of Defense (referred to collectively in this issuance as “past conflicts and other designated conflicts”).

c. Designs and manages DPAA programs and activities to improve standards of performance, economy, and efficiency; and demonstrates DPAA’s attention to the requirements of its organizational customers, both internal and external to the DoD.

d. Provides policy, control, and oversight of the DoD Past Conflict Personnel Accounting Program, including functional oversight of DPAA elements in foreign countries responsible for conducting DoD past conflict personnel accounting operations.

e. Establishes policies and procedures to account for DoD personnel who had been reported in a missing status, as prescribed by DoDI 1300.18 or other contemporary Military Department regulation, from past conflicts and other designated conflicts, including locating, recovering, and identifying remains after hostilities have ceased.

f. Facilitates the function of the medical examiner assigned to the DPAA from the Armed Forces Medical Examiner System (AFMES) to:

(1) Exercise scientific identification authority, as provided in Section 1509 of Title 10, U.S.C., and DoDI 5154.30.

(2) Establish identification and laboratory policy consistent with the AFMES.

(3) Advise the Director, DPAA, on forensic science disciplines.

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g. Establishes, maintains, and controls the appropriate budget lines for the DPAA, and accomplishes planning, programming, budgeting, and execution, accounting, and financial management activities for DPAA, in accordance with DoD Directive (DoDD) 7045.14.

h. Maintains liaison with Congress, in coordination with the Assistant Secretary of Defense for Legislative Affairs and the Under Secretary of Defense (Comptroller)/Chief Financial Officer, Department of Defense (USD(C)/CFO), as appropriate, on past conflict personnel accounting legislation and related matters for which the DPAA has responsibility. Provides support to the USD(P) for the presentation of past conflict personnel accounting-related briefings and testimony before Congress.

i. Develops, operates, and maintains, in accordance with policies, standards, and procedures established by the Chief Information Officer of the Department of Defense and the Director, Defense Information Systems Agency, appropriate information technology systems and databases in support of the DoD Past Conflict Personnel Accounting Program and the associated workforce.

j. Serves as the DoD's primary representative and point of contact with other federal departments and agencies, foreign governments, and non-governmental organizations on all matters related to past conflict personnel accounting, pursuant to Sections 1501-1513 of Title 10, U.S.C., including:

(1) Developing DoD guidance for past conflict personnel accounting activities worldwide. Ensures that past conflict personnel accounting operations and activities conducted in foreign countries are coordinated in advance with the appropriate OSD Principal Staff Assistants, the Secretary of State, and heads of other federal departments and agencies.

(2) Negotiating and concluding international agreements in areas of assigned responsibility, in accordance with DoDD 5530.3 and in coordination with the General Counsel of the Department of Defense. Diplomatic support of international negotiations will be requested through the appropriate Department of State regional bureaus or U.S. embassies.

(3) Serving as the DoD Commissioner to the U.S.-Russian Joint Commission, in accordance with the December 11, 2013, Secretary of Defense Memorandum. Accordingly, provides necessary administrative and logistical support to the Commission.

(4) Providing advice and assistance on past conflict personnel accounting-related matters to the International Committee of the Red Cross, other international bodies, and foreign governments, as appropriate.

k. Coordinates within DoD, among the Military Departments, the Joint Staff, and the CCMDs, for all matters pertaining to accounting for DoD personnel from past conflicts and other designated conflicts, including:

(1) Incorporating accounting for DoD personnel unaccounted for from past conflicts and other designated conflicts into key national and DoD strategic guidance and into the policy toward all foreign governments of countries where DoD personnel are missing or unaccounted for, as appropriate.

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(2) Determining past conflict personnel accounting requirements for DoD policies and strategic guidance, including monitoring and advocating for program funding requirements and resources for execution of the past conflict personnel accounting mission.

l. Coordinates on all matters concerning accounting for DoD personnel from past conflicts and other designated conflicts originating within the DoD, among the Military Departments, the Joint Staff, and the CCMDs, or originating within theaters of operations.

m. Develops, prioritizes, and monitors intelligence collection requirements and reporting task elements of the DoD Components and National Intelligence Community, as required, to collect and provide all necessary intelligence to support DoD past conflict personnel accounting responsibilities.

n. Establishes policies and procedures to ensure that files and records pertaining to past conflict personnel accounting are created and managed, pursuant to Section 1506 of Title 10, U.S.C., and DoD policy.

o. Leads the effort to develop, standardize, maintain, and fund the past conflict personnel accounting community's electronic case files, including a single central database and case management system, pursuant to Section 1509 of Title 10, U.S.C., pertaining to all unaccounted for DoD personnel that facilitates data sharing and transparency within the past conflict personnel accounting community.

p. Establishes and maintains prioritized accounting lists for World War II, the Cold War, Korean War, Indochina War, Operation ELDORADO CANYON, Persian Gulf War, Iraq Campaign, and other conflicts designated by the Secretary of Defense.

q. Conducts national and international archival research and oral history projects; standardizes procedures for methodology and prioritization; and coordinates within the past conflict personnel accounting community to improve efficiency and prevent duplication of effort.

r. Establishes and disestablishes, operates, leads, and maintains:

(1) Worldwide deployable investigation teams and recovery teams to search, locate, and recover remains from past conflicts and other designated conflicts.

(2) DPAA laboratories to identify remains of unaccounted for DoD personnel from past conflicts and other designated conflicts, including additional portions of previously accounted for DoD personnel.

(3) Expertise to conduct analysis of equipment recovered to ascertain whether there is supporting evidence for findings concerning the presence of personnel involved in ground, sea, and air combat, vehicular losses, air crashes, or similar situations from past conflicts and other designated conflicts.

s. In accordance with DoDD 5205.15E, coordinates with the AFMES and oversees the development, establishment, and maintenance of:



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(1) Appropriate standards, processes, and procedures for forensic disciplines used to identify remains from past conflicts and designated conflicts.

(2) Laboratory accreditation; professional training and certification; and research development, test, and evaluation programs.

t. Establishes and leads a communication and outreach program with family members of unaccounted for DoD personnel, federal departments and agencies, members of Congress, veterans service organizations, concerned citizens, and the public concerning the DoD's efforts to:

(1) Account for DoD personnel who are unaccounted for from past conflicts and other designated conflicts.

(2) Provide a readily available means to communicate views and recommendations to the Director, DPAA.

(3) Communicate with family members of unaccounted for DoD personnel through the appropriate Military Department Casualty Office.

u. Establishes procedures for providing information, to include copies of unclassified case files of unaccounted for DoD personnel to primary next of kin, members of the immediate family, and the previously designated person:

(1) From the Cold War, Korean War, and the Indochina War, pursuant to Section 3161 of Title 50, U.S.C., through the appropriate Military Department Casualty Office.

(2) From World War II and other designated conflicts not included in Paragraph 2.u.(1), in accordance with DoDD 5400.07.

v. Advocates within DoD the use of emerging technologies that support past conflict personnel accounting operations to locate, recover, and identify remains.

w. Establishes public-private partnerships with non-federal entities to facilitate the activities of the DPAA. Partnerships with foreign governments or foreign entities may be established only with the concurrence of the Secretary of State. Any such arrangement must be entered into pursuant to Section 1501a of Title 10, U.S.C., or any other authority otherwise available to the Secretary of Defense. The DoD's scientific identification authority under Section 1471 of Title 10, U.S.C., is not subject to public-private partnership agreements and will not be included in such agreements.

(1) Establishes administrative requirements, including property accountability, in accordance with Parts 21-37 of Title 32, Code of Federal Regulations.

(2) Accepts voluntary services to facilitate accounting for DoD personnel from volunteers in the same manner as the Secretary of a Military Department may accept such services under Section 1588(a)(9) of Title 10, U.S.C.

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(3) Enters into a cooperative agreement with, or makes a grant to, a private entity to support the activities of the DPAA, pursuant to Section 1501a of Title 10, U.S.C., and in accordance with DoDD 3210.06. Notwithstanding Section 2304(k) of Title 10, U.S.C., may enter into such cooperative agreements or grants on a sole-source basis, pursuant to Section 2304(c)(5) of Title 10, U.S.C.

(4) Allows a private entity to use, at no cost, personal property of the DoD to assist the entity in supporting the activities of the DPAA, as authorized by Section 1501a of Title 10, U.S.C.

x. Informs and coordinates with the CJCS and the Combatant Commanders (CCDRs) on past conflict personnel accounting matters in their areas of responsibility.

y. Ensures the DPAA workforce possesses the skills required to locate, recover, and identify remains from past conflicts and other designated conflicts.

z. Conducts periodic assessments of the DPAA workforce to identify manpower, personnel, and training adequacy. Manpower will be managed through the use of the Fourth Estate Manpower Tracking System, in accordance with Directive-type Memorandum 12-006.

aa. Establishes, manages, and operates the DPAA Academy to provide field investigative, field recovery, and forensic laboratory training to DPAA military, civilian, and contract personnel. The DPAA Academy may, on a non-interference basis, provide training to mortuary affairs organizations and units of the Military Departments, CCMDs, and other federal department and agencies.

ab. Provides equipment, supplies, services, and training of personnel to any foreign nation to assist DPAA with the recovery of remains from past conflicts and accounting for DoD personnel, pursuant to Section 408 of Title 10, U.S.C., as appropriate, and subject to approval by the Secretary of State. Prepares reports required under Section 408 of Title 10, U.S.C.

ac. Plans, programs, budgets, and allocates resources to implement and comply with DoDI 4001.01, considering mission requirements. Provides to the Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L)) requested budgetary or resource information concerning implementation of and compliance with DoDD 5230.20.

ad. Establishes reporting requirements in accordance with DoDI 8910.01, processes data, and conducts trend analysis to determine future requirements and needed capacities.

ae. Ensures that DPAA personnel participation in support of civil law enforcement and investigative agencies will only be conducted in accordance with DoDI 3025.21 or as the Secretary of Defense directs. Any DPAA employee being requested as a witness by civil law enforcement and investigative agencies concerning recovery and identification of remains activities or any other purpose will coordinate with DPAA General Counsel.

af. Acquires logistical support, supplies, or services under acquisition-only authority or cross-servicing agreement authority, in accordance with DoDD 2010.9.

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ag. Ensures that activities conducted under DPAA's purview involving transfers of technology, articles, or services to foreign or non-DoD entities comply with U.S. export control laws and regulations and DoD policies in DoDIs 2030.08 and 2040.02.

ah. Develops policies in coordination with the Assistant Secretary of Defense for Manpower and Reserve Affairs and executes policies and programs associated with disinterment of unidentified human remains, in accordance with Directive-type Memorandum 16-003.

ai. Performs other duties as may be assigned by the Secretary of Defense or the USD(P).

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## SECTION 3: RELATIONSHIPS

**3.1. DIRECTOR, DPAA.** The Director, DPAA, in the performance of assigned responsibilities and functions:

- a. Reports directly to the USD(P).
- b. Uses existing systems, facilities, and services of the DoD and other federal departments and agencies, when possible, to avoid duplication and to achieve maximum efficiency and economy.
- c. Ensures that all past conflict personnel accounting-related communications and direction and guidance issued to the CCMDs and the Military Departments that have military operational implications are coordinated with the CJCS.
- d. As directed by the Secretary of Defense, provides emergency support to DoD Mortuary Affairs Program and the Military Departments for technical humanitarian assistance and emergency operations associated with current operations and contingencies, and provides humanitarian assistance to other federal departments and agencies.
- e. Coordinates and exchanges information with the other DoD Component heads and the OSD Principal Staff Assistants having collateral or related responsibilities and functions.
- f. Coordinates, as the supported agency in accordance with Execute Order: Defense Personnel Accounting Agency Continuity of Operations, with relevant CCMDs, Military Departments, and Federal departments and agencies regarding implementation of past conflict personnel accounting activities and projects.
- g. Coordinates and exchanges information with, and provides support to, the National Intelligence Community, other government organizations, and federal departments and agencies that have collateral equities or an interest in the past conflict personnel accounting mission provided for in Sections 1501-1513 of Title 10, U.S.C.
- h. Demonstrates DPAA's attention to the requirements of its organizational customers, both internal and external to the DoD, consistent with the requirements of the Secretary of Defense Biennial Review of Defense Agencies and DoD Field Activities.

**3.2. UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS (USD(P&R)).** The USD(P&R):

- a. Develops, in coordination with the USD(P) through the Director, DPAA, those mortuary affairs policies and procedures necessary to support the DoD Past Conflict Personnel Accounting Program to locate, recover, and identify remains from past conflicts and other designated conflicts.

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b. Assists and provides the DPAA access to and advocacy with other federal departments and agencies involved in similar forensic medicine research and development efforts.

c. Coordinates with the USD(AT&L) on the integration and application of non-medical forensic sciences (e.g., material evidence analysis) to support the past conflict personnel accounting mission.

d. Through the Assistant Secretary of Defense for Manpower and Reserve Affairs and in coordination with the Director, DPAA, provides oversight for policies, plans, and communications for the disinterment of human remains, in accordance with Directive-type Memorandum 16-003.

**3.3. USD(AT&L).** The USD(AT&L) coordinates with and provides the DPAA access to and advocacy with interagency components involved in similar forensic research, development, test, and evaluation efforts; coordinates efforts related to forensic medicine disciplines with the USD(P&R).

**3.4. USD(C)/CFO.** The USD(C)/CFO provides guidance to the DPAA and other members of the past conflict accounting community to establish and maintain the appropriate budget lines and establishes the necessary DoD policies and procedures for the appropriate budget lines.

**3.5. UNDER SECRETARY OF DEFENSE FOR INTELLIGENCE.** The Under Secretary of Defense for Intelligence:

a. Establishes policy and procedures pertaining to intelligence support to past conflict personnel accounting.

b. In coordination with the DPAA and USD(P), provides intelligence and intelligence-related support to the DPAA.

**3.6. DoD COMPONENT HEADS.** The DoD Component heads:

a. Support DPAA within their respective fields of responsibility in the execution of DPAA's mission, capabilities, and functions, in accordance with applicable DoD issuances. This includes technical intelligence, operational support such as contracting and logistics, and the assignment or detail of personnel as requested by the Director, DPAA, through appropriate channels.

b. Coordinate with the Director, DPAA, on past conflict personnel accounting plans and activities, and other matters relating to the responsibilities and functions of the DPAA as described in this issuance.

c. Coordinate with the Director, DPAA, on all programs and activities that relate to or affect the DPAA mission.

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**3.7. SECRETARIES OF THE MILITARY DEPARTMENTS.** In addition to the responsibilities in Paragraph 3.6, the Secretaries of the Military Departments:

a. Enter into such inter-Service support and servicing agreements with the Director, DPAA, to provide facilities, physical security, maintenance, logistics, safety, and administrative support, as required, for effective operation of the DoD Past Conflict Personnel Accounting Program as agreed to by the Director, DPAA, and the cognizant DoD Component, in accordance with DoDI 4000.19.

b. Provide installation support consistent with DoDI 4001.01 and the facilities, goods, and services agreed to in inter-Service support and servicing agreements.

**3.8. CJCS.** In addition to the responsibilities in Paragraph 3.6, the CJCS will ensure that the Joint Chiefs of Staff instructions and communications to the CCDRs or the Secretaries of the Military Departments that pertain to past conflict personnel accounting are coordinated with the Director, DPAA. The CJCS is authorized to communicate directly with the Director, DPAA, and may task the Director, DPAA, to the extent these tasks have been coordinated with and approved by the USD(P).

**3.9. CCDRS.** In addition to the responsibilities in Paragraph 3.6, and pursuant to Section 1509 of Title 10, U.S.C., and Execute Order: Defense Personnel Accounting Agency Continuity of Operations, the CCDRs will support the DPAA mission.

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## SECTION 4: AUTHORITIES

The Director, DPAA, is authorized to:

a. Communicate directly with DoD Component heads, as necessary, in carrying out assigned responsibilities and functions, including the transmission of requests for advice and assistance. Communications with the Military Departments will be transmitted through the Secretaries of the Military Departments or as otherwise provided in law or as directed by the Secretary of Defense in other DoD issuances. Communications to the CCDRs will be in accordance with DoDD 5100.01.

b. Obtain reports and information, in accordance with DoDI 8910.01, as necessary, to carry out assigned responsibilities and functions.

c. Communicate with other government officials, members of the public, and representatives of foreign governments, as appropriate, to carry out assigned responsibilities and functions. Communications with representatives of the legislative branch will be conducted through the Office of the Assistant Secretary of Defense for Legislative Affairs, except for communications with defense appropriations committees, which will be coordinated through the USD(C)/CFO.

d. Enter into agreements with the Military Departments or other USG entities as required for the effective performance of the DoD Past Conflict Personnel Accounting Program.

e. Exercise the powers vested in the Secretary of Defense by Sections 301, 302(b), 3101, and 5107 of Title 5, U.S.C., and Chapter 83 of Title 10, U.S.C., on the employment, direction, and general administration of DPAA civilian personnel.

f. Fix rates of pay of wage-rate employees exempted from the Classification Act of 1949 by Section 5102 of Title 5, U.S.C., on the basis of rates established under the federal wage system. In fixing such rates, the Director, DPAA, must follow the wage schedule established by the DoD wage fixing authority.

g. Administer oaths of office to those entering the DoD or any other oath required by law in connection with employment therein, in accordance with Section 2903 of Title 5, U.S.C., and designate in writing, as necessary, officers and employees of DPAA to perform this function.

h. Establish a DPAA incentive awards board and pay cash awards to and incur necessary expenses for the honorary recognition of civilian employees of the USG whose suggestions, inventions, superior accomplishments, or other personal efforts, including special acts or services, benefit or affect DPAA, in accordance with Section 4503 of Title 5, U.S.C., applicable Office of Personnel Management regulations, and Volume 451 of DoDI 1400.25.

i. Maintain an official seal and attest to the authenticity of official records under that seal.

j. Use advisory committees and employ temporary or intermittent experts or consultants, as approved by the Secretary of Defense or the Deputy Chief Management Officer, for the performance of DPAA functions, consistent with Sections 173 and 174 of Title 10, U.S.C.;

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Section 3109 of Title 5, U.S.C.; Section 2 of the Appendix to Title 5, U.S.C.; and DoDIs 5105.04 and 5105.18.

k. In accordance with Executive Order 10450, Executive Order 12968, and DoDI 5200.02, as appropriate:

(1) Designate any position in DPAA as a sensitive position.

(2) Authorize, in exceptional circumstances where official functions must be performed before completion of a personnel security investigation and adjudication process, temporary access to a sensitive position in DPAA for a limited period to individuals for whom an appropriate investigation is underway.

(3) Initiate personnel security inquiries and, if necessary in the interest of national security, suspend a security clearance for personnel assigned or detailed to, or employed by, DPAA. Any actions, pursuant to this paragraph, must be taken in accordance with procedures in DoD 5200.2-R.

l. Authorize and approve:

(1) Temporary duty travel for military and civilian personnel assigned or detailed to DPAA, in accordance with the Joint Travel Regulations.

(2) Invitational travel to non-DoD personnel whose consultative, advisory, or other highly specialized technical services are required in a capacity that is directly related to or in connection with DPAA activities, in accordance with Joint Travel Regulations.

(3) Overtime work for DPAA civilian personnel, in accordance with Section 5542 of Title 5, U.S.C., and Parts 550 and 551 of Title 5, Code of Federal Regulations.

m. Approve the expenditure of funds available for travel by civilian or military personnel assigned or detailed to DPAA for expenses incident to attendance at meetings of technical, scientific, professional, or other similar organizations in such instances when the approval of the Secretary of Defense is required by Section 455 of Title 44, U.S.C., and Sections 4110 and 4111 of Title 5, U.S.C.

n. Direct, administer, and provide specified assistance of a value not to exceed \$1 million in any fiscal year to any foreign nation, upon approval by the Secretary of State, to assist the DoD with recovery of and accounting for DoD personnel from past conflicts, and provide an annual report to Congress, pursuant to Section 408 of Title 10, U.S.C.

o. Establish implementing regulations, and policies and procedures, pursuant to Section 1501a of Title 10, U.S.C., concerning public-private partnerships, acceptance of voluntary personal services, and cooperative agreements and grants to support the DoD Past Conflict Accounting Program.

p. Develop, establish, and maintain an active and continuing records management program, pursuant to Section 3102 of Title 44, U.S.C., and DoDI 5015.02.



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q. Use the government-wide purchase card for making appropriate purchases of material and services, other than personal services, for DPAA, when it is determined more advantageous and consistent with the best interests of the USG.

r. Authorize the publication of advertisements, notices, or proposals in newspapers, magazines, or other public periodicals, as required for the effective administration and operation of DPAA, in accordance with Section 3702 of Title 44, U.S.C.

s. Establish and maintain, for the functions assigned, an appropriate publications system for the promulgation of agency regulations, instructions, and reference documents, and changes thereto, similar to the policies and procedures prescribed in DoDI 5025.01.

t. Enter into inter-departmental and intra-governmental support agreements, as the receiver or the supplier, with the other DoD Components, the non-DoD federal government departments and agencies, and State and local government agencies, as required for effective performance of DPAA responsibilities and functions, pursuant to Section 1535 of Title 31, U.S.C., and in accordance with DoDI 4000.19.

u. Enter into and administer contracts and public-private partnership agreements, directly or through a Military Department, a DoD contract administration services component, or other federal department or agency, as appropriate, for supplies, equipment, and services required to accomplish the mission of DPAA. To the extent that any law or Executive order specifically limits the exercise of such authority to persons at the Secretarial level of a Military Department, such authority must be exercised by the appropriate Under Secretary or Assistant Secretary of Defense.

v. Establish and maintain appropriate property accounts for DPAA and appoint boards of survey, approve reports of survey, relieve personal liability, and drop accountability for DPAA property contained in the authorized property accounts that has been lost, damaged, stolen, destroyed, or otherwise rendered unserviceable, in accordance with applicable laws and regulations.

w. Issue the necessary security regulations for the protection of property or places under his or her jurisdiction, in accordance with DoDI 5200.08.

x. Lease property under the control of DPAA, under terms that will promote the national defense or that are in the public interest, pursuant to Section 2667 of Title 10, U.S.C.

y. Redesignate these authorities, as appropriate, in writing, except as otherwise specifically indicated in this issuance or as otherwise provided by law or regulation.

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## GLOSSARY

### G.1. ACRONYMS.

AFMES	Armed Forces Medical Examiner System
CCDR	Combatant Commander
CCMD	Combatant Command
CJCS	Chairman of the Joint Chiefs of Staff
DoDD	DoD Directive
DoDI	DoD Instruction
DPAA	Defense POW/MIA Accounting Agency
U.S.C.	United States Code
USD(AT&L)	Under Secretary of Defense for Acquisition, Technology, and Logistics
USD(C)/CFO	Under Secretary of Defense(Comptroller)/Chief Financial Officer, Department of Defense
USD(P)	Under Secretary of Defense for Policy
USD(P&R)	Under Secretary of Defense for Personnel and Readiness
USG	U.S. Government

**G.2. DEFINITIONS.** Unless otherwise noted, these terms and their definitions are for the purpose of this issuance.

**account for, accounted for, or accounting for.** With respect to a person reported in a missing status means that:

The person is returned to the United States alive; or

The remains of the person are recovered to the extent practicable and, if not identifiable through visual means as those of the missing person, are identified as those of the missing person by a practitioner of an appropriate forensic science; or

Credible evidence exists to support another determination of the person's status (e.g., deserter); or

A person is accounted for when remains, regardless of quantity, are individually identified or the person is included in a known group remains determination. This term and its definition are proposed for inclusion in the next edition of Joint Publication 1-02.

**archival research.** Consists of visits, whether in person or electronically, to document and material evidence repositories to locate information on U.S. losses. Sources of such information may include official State and private museums, libraries, archives, universities, and collections of private researchers. Activities involve interaction with repository personnel and independent

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researchers. This term and its definition are proposed for inclusion in the next edition of Joint Publication 1-02.

**cooperative agreement.** Defined in Section 6305 of Title 31, U.S.C.

**designated conflict.** A conflict designated by the Secretary of Defense, pursuant to Section 1501 of Title 10, U.S.C., to be included in the Past Conflict Personnel Accounting Program established by Section 1509 of Title 10, U.S.C.

**DPAA laboratory.** A laboratory assigned to DPAA that provides forensic science analysis to support the identification of remains of unaccounted for DoD personnel from past conflicts or designated conflicts. These laboratories are: DPAA Center for Excellence, DPAA-Offutt, and Life Sciences Equipment Laboratory.

**forensic medicine disciplines.** Forensic disciplines supporting the DoD's medical missions: forensic pathology, forensic anthropology, forensic odontology, DNA sciences, forensic toxicology, and mortality surveillance.

**grant.** Defined in Section 6304 of Title 31, U.S.C.

**non-federal entities.** Defined in DoD 5500.07-R.

**past conflicts and other designated conflicts.**

World War II beginning December 7, 1941, and ending on December 31, 1946.

Cold War beginning September 2, 1945, and ending on August 21, 1991.

Korean War beginning June 27, 1950, and ending on January 31, 1955.

Indochina War, beginning July 8, 1959, and ending on May 15, 1975 (also known as the Vietnam War and the War in Southeast Asia).

Operation ELDORADO CANYON, April 15, 1986.

Persian Gulf War, beginning August 2, 1990, and ending on February 28, 1991.

Iraq Campaign, beginning March 18, 2003, and ending on December 31, 2011.

Any other conflict designated by the Secretary of Defense, pursuant to Section 1509 of Title 10, U.S.C.

**past conflict personnel accounting.** The sum of military, civil, and diplomatic efforts to locate, recover, and identify remains of unaccounted for DoD personnel in a theater of operation or as a result of a hostile act. This term and its definition are proposed for inclusion in the next edition of Joint Publication 1-02.

**past conflict personnel accounting community.** Consists of those elements of the DoD components with a mission to account for DoD personnel from past conflicts and other

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designated conflicts, e.g., DPAA, the casualty offices and mortuary offices of the Military Departments, the AFMES, and CCMD subordinate activities.

**previously designated person.** The person named by DoD personnel, pursuant to Section 655 of Title 10, U.S.C., to be notified and apprised of their status should they be reported in a missing status.

**unaccounted for.** An inclusive personnel accounting term applicable to DoD personnel within a combatant theater for which a campaign or service medal is authorized, or a military operation for which hostile fire or danger pay is authorized, or a member of a flight crew lost during a Cold War reconnaissance mission, including enroute to and from, whose casualty status is:

“Missing” (all categories) and who has not returned alive to USG control; or

“Deceased” and whose remains are not recovered or transferred to USG control; or

Changed from “Missing” (all categories) to “Deceased,” subsequent to an administrative determination, pursuant to the applicable laws and regulations at the time, and whose remains were not recovered or transferred to USG control. This term and its definition are proposed for inclusion in the next edition of Joint Publication 1-02.

**unaccounted for DoD personnel.** Consist of U.S. military personnel, DoD civilian employees, DoD contractors, and other persons as directed by the Secretary of Defense from World War II, the Cold War, Korean War, Indochina War, and Persian Gulf War, and other conflicts designated by the Secretary of Defense. Includes both hostile and non-hostile casualties within a combatant theater, but excludes personnel whose duty status is absent without leave or a deserter and have not returned to USG control, or who are subsequently dropped from the rolls. Inclusion on a list of unaccounted for personnel, for the purposes of Sections 1501-1513 of Title 10, U.S.C., is not a determination that a person is either alive or dead. This term and its definition are proposed for inclusion in the next edition of Joint Publication 1-02.

**voluntary services.** Services provided by a volunteer without any entitlement to, nor expectation of, present or future salary, wages, or other benefits. Those provided under the provisions of Section 1588(a)(9) of Title 10, U.S.C., which specifically authorizes the Secretary concerned to accept voluntary services from an individual to facilitate accounting for missing personnel, and are distinguished from the broader “gratuitous services” that are voluntary services from an individual that may be accepted by the government under the provisions of Section 1342 of Title 31, U.S.C. This term and its definition are proposed for inclusion in the next edition of Joint Publication 1-02.

**volunteer.** An individual who donates his or her services to the DoD Components, pursuant to Section 1588 of Title 10, U.S.C. This term and its definition are proposed for inclusion in the next edition of Joint Publication 1-02.

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- DoD Directive 5205.15E, "DoD Forensic Enterprise (DFE)," April 26, 2011
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- DoD Instruction 1300.18, "Department of Defense (DoD) Personnel Casualty Matters, Policies, and Procedures," January 8, 2008, as amended
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DoD Instruction 5200.02, “DoD Personnel Security Program (PSP),” March 21, 2014, as amended

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United States Code, Title 31

United States Code, Title 44

United States Code, Title 50



## DoD DIRECTIVE 2310.07

### PAST CONFLICT PERSONNEL ACCOUNTING POLICY

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<b>Originating Component:</b>	Office of the Under Secretary of Defense for Policy
<b>Effective:</b>	April 12, 2017
<b>Releasability:</b>	Cleared for public release. Available on the DoD Issuances Website at <a href="http://www.dtic.mil/whs/directives">http://www.dtic.mil/whs/directives</a> .
<b>Reissues and Cancels:</b>	DoD Directive 2310.07E, "Personnel Accounting - Losses Due to Hostile Acts," November 10, 2003, as amended
<b>Approved by:</b>	Robert O. Work, Deputy Secretary of Defense

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**Purpose:** This issuance establishes policy and assigns responsibilities to:

- Establish the DoD Past Conflict Personnel Accounting Program pursuant to Sections 1501 through 1513 of Title 10, United States Code (U.S.C.).
- Establish the manner in which the U.S. Government (USG) accounts for DoD personnel and other personnel designated by the Secretary of Defense from World War II, the Cold War, the Korean War, the Indochina War (also known as the "Vietnam War"), the Persian Gulf War, the Iraq Campaign, and other conflicts designated by the Secretary of Defense (referred to collectively in this issuance as "past conflicts and other designated conflicts"), pursuant to Title 10, U.S.C., DoD Directive (DoDD) 5100.01, and DoDD 5111.1.
- Account for DoD personnel and other covered personnel who were determined to be missing in accordance with DoD Instruction (DoDI) 1300.18, or other contemporary Service regulation, from past conflicts and other designated conflicts, after hostilities or military operations ceased and who are now unaccounted for.

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## SECTION 1: GENERAL ISSUANCE INFORMATION

**1.1. APPLICABILITY.** This issuance applies to OSD, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff (CJCS) and the Joint Staff, the National Guard Bureau, the Combatant Commands (CCMDs), the Office of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the DoD (referred to collectively in this issuance as the “DoD Components”).

**1.2. POLICY.** It is DoD policy that:

a. Accounting for DoD personnel and other covered personnel from past conflicts and other designated conflicts is of the highest national priority.

b. Accounting for DoD personnel and other covered personnel in combatant theaters of operation (e.g., the European Theater of Operations during World War II), and joint operations areas, is a DoD responsibility.

c. Accounting for DoD personnel, and other covered personnel who were determined to be unaccounted for by the Secretary of the Military Department concerned at the end of hostilities will be done pursuant to Sections 1501 through 1513 of Title 10, U.S.C. and DoDD 5110.10.

d. Unaccounted-for DoD personnel and other covered personnel, pursuant to Section 1509 of Title 10, U.S.C., are considered “missing” only for the purposes of applying Sections 1501 through 1513 of Title 10, U.S.C.

e. Information pertaining to the USG’s efforts to locate, recover, and, when applicable, identify remains of unaccounted-for DoD personnel and other covered personnel from past conflicts and other designated conflicts will be provided to the primary next of kin (PNOK), immediate family members, and the person designated to receive such information pursuant to Section 655 of Title 10, U.S.C.

f. Accounting for DoD personnel will be resourced, as appropriate, to maintain the capability and capacity to account for at least 200 DoD personnel and other covered personnel annually, pursuant to the note to Section 1509 of Title 10, U.S.C.

**1.3. DOD EXECUTIVE AGENT DESIGNATION CHANGE.** Designation of the Secretary of the Army as the DoD Executive Agent for Mortuary Affairs, previously in this issuance, has been moved to DoDD 1300.22.

## SECTION 2: RESPONSIBILITIES

### 2.1. UNDER SECRETARY OF DEFENSE FOR POLICY (USD(P)). The USD(P):

- a. Develops, coordinates, and oversees the implementation of this issuance.
- b. Designates the Defense Prisoner of War/Missing in Action Accounting Agency (DPAA), pursuant to Section 1509 of Title 10, U.S.C., as the office of primary responsibility in the Department of Defense to account for DoD personnel and other covered personnel from past conflicts and other designated conflicts.

### 2.2. DIRECTOR, DPAA. Under the authority, direction, and control of the USD(P) and in addition to the responsibilities assigned in DoDD 5110.10, the Director, DPAA:

- a. Provides a force structure to be the primary DoD activity for:
  - (1) Researching, investigating, and analyzing loss incidents from past conflicts and other designated conflicts.
  - (2) Categorizing and prioritizing unaccounted-for DoD personnel and other covered personnel.
- b. Establishes and disestablishes, operates, leads, and maintains:
  - (1) Worldwide deployable investigation teams and recovery teams to search for, locate, and recover remains, to the extent practicable, of DoD or other covered personnel from past conflicts and other designated conflicts. These teams:
    - (a) Take appropriate action in response to no-notice reports of osseous remains purported to be DoD personnel, and of other material evidence.
    - (b) Provide emergency support, only when directed by the Secretary of Defense, to the DoD Mortuary Affairs Program and the Military Departments for technical humanitarian assistance and emergency operations associated with current operations and contingencies.
    - (c) Provide humanitarian assistance to other USG and State government agencies only when directed by the Secretary Of Defense.
  - (2) DPAA laboratories to identify remains of unaccounted-for DoD personnel from past conflicts and other designated conflicts, including additional remains of previously accounted-for personnel.
  - (3) Expertise to analyze equipment recovered to determine whether there is supporting evidence for findings concerning the presence of personnel involved in ground, sea, and air combat; vehicular losses; air crashes; or similar situations from past conflicts and other designated conflicts.

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c. Provides support, when directed by the Secretary of Defense or designee, to the CCMDs and the Military Departments to recover remains from incidents not included in Section 1509 of Title 10, U.S.C.

d. Leverages the expertise and resources of non-federal entities and volunteers across the broadest spectrum of DPAA operations through the use of public-private partnerships, cooperative agreements, grants, and acceptance of voluntary services, pursuant to Section 1501a of Title 10, U.S.C. Public-private partnerships, cooperative agreements, grants, and voluntary services will not be relied on for the performance of inherently governmental functions.

e. Conducts public affairs actions to convey accurate information about personnel accounting activities to DoD, other internal and external audiences, and national and international media as part of the communication and outreach program, in accordance with DoDD 5110.10.

f. Establishes procedures for providing information, including copies of unclassified case files of unaccounted-for DoD personnel to the PNOK, to members of the immediate family, and to the person designated to receive such information pursuant to Section 655 of Title 10, U.S.C.

g. Establishes procedures for answering queries and providing information to the media and general public in accordance with DoDDs 5400.07 and 5400.11.

h. Coordinates within DoD with the Military Departments, the Joint Staff, and the CCMDs for all matters pertaining to accounting for DoD personnel from past conflicts and other designated conflicts, including:

(1) Communicating DPAA's operations and objectives, from planning through execution, to CCMDs for coordination and synchronization with respective theater campaign plans.

(2) Establishing and maintaining, as required, a forward presence in CCMD areas of responsibility, in coordination with CCMDs and U.S. embassy staffs.

(3) Assigning, as required, a liaison officer and support personnel to work with the CCMD concerned.

(4) Adhering to U.S. and host-nation laws regarding the handling, transportation, and disposition of osseous materials and artifacts.

(5) Notifying the CCMD, the applicable U.S. embassy, and relevant host nation authorities immediately upon discovery of any osseous material in accordance with DPAA standard operating procedures and host nation laws and regulations.

i. In accordance with Volume 1 of DoDM 5200.01, DPAA will coordinate with the original classification authority before releasing information that was classified by any other DoD Component or federal agency or department. DPAA is the declassification authority for documents that were originally classified up to and including at the SECRET level by its predecessor organizations that had original classification authority, including:

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(1) Special Prisoner of War (POW)/Missing in Action (MIA) Office of the Defense Intelligence Agency (but not any other office or activity within the Defense Intelligence Agency).

(2) Special POW/MIA Office of the Office of the Assistant Secretary of Defense for International Security Affairs (but not any other office or activity within the Office of the Assistant Secretary of Defense for International Security Affairs).

(3) Joint Casualty Resolution Center.

(4) Joint Personnel Recovery Center.

(5) Defense POW/MIA Office.

(6) Defense POW/Missing Personnel Office.

(7) Task Force – Russia.

(8) Joint Task Force – Full Accounting.

**2.3. ASSISTANT SECRETARIES OF DEFENSE FOR INTERNATIONAL SECURITY AFFAIRS; ASIAN AND PACIFIC SECURITY AFFAIRS; AND STRATEGY, PLANS, AND CAPABILITIES.** Under the authority, direction, and control of the USD(P), the Assistant Secretaries of Defense for International Security Affairs; Asian and Pacific Security Affairs; and Strategy, Plans, and Capability:

a. Coordinate with the Director, DPAA, on past conflict personnel accounting requirements in the pertinent national and DoD strategy documents.

b. In coordination with the Director, DPAA, incorporate accounting for DoD and other covered personnel from past conflicts and other designated conflicts into the comprehensive strategy toward all foreign governments where DoD and other covered personnel are still unaccounted for, as appropriate.

**2.4. UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS.** In addition to the responsibilities assigned in DoDD 5124.02 and DoDI 5154.30, the Under Secretary of Defense for Personnel and Readiness provides guidance concerning:

a. Casualty assistance, unaccounted-for DoD personnel compensation, and other civilian and military personnel policy issues as they pertain to unaccounted-for DoD personnel.

b. Post-identification mortuary affairs activities, e.g., disposition of remains and disposition of personal effects.

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**2.5. DoD COMPONENT HEADS.** The DoD Component heads:

a. Support the DPAA mission to locate, recover, and identify the remains of DoD personnel and other covered personnel from past conflicts and other designated conflicts pursuant to Sections 1501, 1506, 1509, and 1513 of Title 10, U.S.C., DoDD 5111.1, DoDI 3020.41, and the January 2015 Secretary of Defense Execute Order.

b. Maximize resources; share scientific results; and increase effectiveness and efficiencies through coordination of efforts to locate, recover, and identify remains from past conflicts and other designated conflicts.

c. Establish and maintain open dialogue with non-federal entities and private citizens to address how they might assist in the USG's efforts to locate and recover the remains of DoD and other covered personnel.

**2.6. SECRETARIES OF THE MILITARY DEPARTMENTS.** In addition to the responsibilities in Paragraph 2.5., the Secretaries of the Military Departments:

a. Identify requirements and provide resources necessary to support the past conflict personnel accounting mission.

b. Maintain liaison with families of unaccounted-for DoD personnel and other covered personnel from past conflicts and other designated conflicts by:

(1) Communicating directly with families of DoD personnel and other covered personnel, and conducting an outreach program to identify and locate families of unaccounted-for DoD personnel and other covered personnel.

(2) Serving as the conduit for all information exchanged between USG agencies and organizations to the families of unaccounted-for DoD personnel and other covered personnel.

c. Conduct genealogy searches to determine the PNOK and appropriate deoxyribonucleic acid (DNA) family reference samples donors and to collect family artifacts and other material as required for DNA analysis.

d. Create, update, and maintain personnel files relating to the disappearance, whereabouts, and status of unaccounted-for DoD personnel and other covered personnel established pursuant to Sections 1506 and 1509 of Title 10, U.S.C.

e. Fund and administer round-trip transportation for the PNOK and one other family member of unaccounted-for DoD personnel from the Korean War, Cold War, Indochina War, or Persian Gulf War to an annual USG meeting in the United States pursuant to Section 2647 of Title 10, U.S.C. When the PNOK declines the travel, travel may be funded for another family member in lieu of the PNOK.

**2.7. CJCS.** In addition to the responsibilities in Paragraph 2.5., the CJCS:

- a. Coordinates operational implementation of this issuance.
- b. Designates a single point of entry to the Joint Staff for coordinating all past conflict personnel accounting matters within the Joint Staff. Notifies the Director, DPAA, of the designation.

**2.8. COMBATANT COMMANDERS (CCDRs).** In addition to the responsibilities in Paragraph 2.5., the CCDRs:

- a. Identify, monitor, and provide, as appropriate, program resource requirements to support the past conflict personnel accounting mission.
- b. Work with DPAA, the Military Departments, and the Defense Intelligence Agency, as appropriate, to locate and recover remains of DoD personnel and other covered personnel unaccounted for in a combatant theater of operation or joint operations area after hostilities cease.
- c. Designate a single point of entry to the CCMD for coordinating all issues and actions pertaining to the DoD Past Conflict Personnel Accounting Program within their respective areas of operation. Notify the Director, DPAA, of the designation.

**2.9. COMMANDER, UNITED STATES TRANSPORTATION COMMAND.** In addition to the responsibilities in Paragraphs 2.5., and 2.8., the Commander, United States Transportation Command, provides airlift in support of past conflict personnel accounting activities and to meet DPAA operational requirements, including movement of recovery teams and related equipment and evacuation of recovered remains and physical evidence, when requested by a CCDR or designee, or the Director, DPAA.

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## **SECTION 3: PAST CONFLICTS AND OTHER DESIGNATED CONFLICTS PERSONNEL ACCOUNTING POLICY**

**3.1. PERSONNEL FOR WHOM DOD ACCOUNTS.** The categories of unaccounted-for personnel from past conflicts and other designated conflicts that DoD accounts for are:

a. U.S. military personnel, civilian employees of the DoD Components, and civilian employees of contractors to the DoD Components (referred to in this issuance as “DoD personnel”).

b. Civilian employees and contractors of other USG departments and agencies (e.g., Air America employees under contract to the Central Intelligence Agency during the Indochina War).

c. Employees of humanitarian agencies accredited to the Military Services (e.g., the American Red Cross and the United Services Organization).

d. Members of civilian organizations credited with active military service by the Secretary of Defense pursuant to Public Law 95–202 (also known as the “GI Bill Improvement Act of 1977”), and DoDD 1000.20 (e.g., U.S. Merchant Marines, U.S. civilian volunteers, including civilian female employees of the U.S. Army Nurse Corps, who actively participated in the defense of Bataan and Corregidor, and the American Volunteer Group (Flying Tigers)).

e. Members of special units, authorized by law, and assigned to traditional U.S. military organizations during past conflicts and other designated conflicts (e.g., the Philippine Scouts during World War II).

f. U.S. citizens listed, as of January 1, 2014, on the following rosters:

(1) **Persons Missing From World War II.** The official USG rosters from which this list was compiled are not comprehensive. When DPAA determines that an eligible person was omitted from the original USG roster, DPAA will add the person to the list of unaccounted-for DoD personnel. DPAA will notify the Military Department concerned and the American Battle Monuments Commission to adjust their records.

(2) **Persons Missing From Korea.** The official USG rosters from which this list was compiled are not comprehensive. When DPAA determines that an eligible person was omitted from the original USG roster, the person will be added to the list of unaccounted-for DoD personnel. DPAA will notify the Military Department concerned, Defense Manpower Data Center, and the American Battle Monuments Commission to adjust their records in accordance with DoDI 1300.18.

(3) **Persons Missing From South East Asia.** The official USG rosters from which this list was compiled **are** believed to be comprehensive. In the event DPAA does determine that an eligible person was omitted from the original USG roster, the person will be added to the list of

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unaccounted-for DoD personnel. DPAA will notify the Military Department concerned and the Defense Manpower Data Center to adjust their records in accordance with DoDI 1300.18.

- g. Other persons, as directed by the Secretary of Defense or designee.

**3.2. PERSONNEL FOR WHOM DOD DOES NOT ACCOUNT.** The categories of unaccounted-for personnel from past conflicts and other designated conflicts for whom DoD does not account are:

- a. U.S. military personnel whose duty status was “absent without leave (AWOL)” or “deserter” and subsequently dropped from the rolls.

- b. Civilian employees of the DoD Components whose duty status was AWOL or who had abandoned their position and were subsequently terminated from USG employment.

- c. Civilian employees of contractors to DoD Components who had abandoned their position and were subsequently terminated from employment by the contractor.

- d. U.S. citizens who were not listed on the rosters described in Paragraph 3.1.f. of this section by January 1, 2014. These U.S. citizens are not the responsibility of the Department of Defense. DoD activities and agencies will not attempt to locate, recover, or identify U.S. citizens who were not listed on the rosters described in Paragraph 3.1.f. of this section by January 1, 2014, unless approved by the Secretary of Defense.

- e. Foreign citizens, even though listed on the rosters described in Paragraph 3.1.f. of this section, are not the responsibility of the Department of Defense unless they meet the criteria established in Paragraphs 3.1.a. through e. of this section.

- (1) DoD activities and agencies will not intentionally attempt to locate, recover, or identify foreign citizens, unless approved by the Secretary of Defense or designee.

- (2) The remains of foreign citizens that are located and recovered with the remains of persons listed in Paragraphs 3.1.a. through e. of this section may be coincidentally recovered and identified in conjunction with efforts to account for persons listed in Paragraph 3.1.a. through e.

**3.3. ANALYTICAL HISTORICAL RESEARCH AND FIELD INVESTIGATION PRIORITIES.** Unaccounted-for personnel from past conflicts and other designated conflicts that DoD has a responsibility to account for are categorized as “Active Pursuit,” “Deferred,” “Non-recoverable,” and “Under Review.”

- a. Active Pursuit cases are those for which there exists sufficient information to justify research, investigation, disinterment, or recovery operations in the field. These cases are the priority for operational planning and allocation of resources.

- b. Deferred cases are those for which there are no new or viable leads, or access to the site is restricted.



*DoDD 2310.07, April 12, 2017*

c. Non-recoverable cases are those for which there is negligible potential for accounting, such as when an individual's remains are lost at sea (but not buried at sea), or lost due to fire, including cremation or an explosion. This assessment is based on historical research, scientific analysis, and the limits of current technology. To classify a case as non-recoverable does not mean that the individual is accounted for. Should new information be discovered that indicates that it may be possible to recover the remains, the case will be re-categorized.

d. Under Review cases are those cases that have not yet been categorized as Active Pursuit, Deferred, or Non-recoverable. When circumstances or new evidence are presented that cause a previously categorized case to be re-evaluated, the case will be categorized as Under Review until a new category determination can be made.

**3.4. USE OF "MISSING."** Unaccounted for DoD personnel and other covered personnel, pursuant to Section 1509 of Title 10, U.S.C., are considered "missing" only for the purposes of applying Sections 1501 to 1513 of Title 10, U.S.C.

**3.5. DATE A PERSON IS ACCOUNTED FOR.** The date the person is accounted for is the date that the medical examiner signs either the individual identification memorandum or the group remains determination memorandum.

## GLOSSARY

### G.1. ACRONYMS.

AWOL	absent without leave
CCDR	Combatant Commander
CCMD	Combatant Command
CJCS	Chairman of the Joint Chiefs of Staff
DNA	deoxyribonucleic acid
DoDD	DoD directive
DoDI	DoD instruction
DPAA	Defense Prisoner of War/Missing in Action Accounting Agency
MIA	missing in action
PNOK	primary next of kin
POW	prisoner of war
U.S.C.	United States Code
USD(P)	Under Secretary of Defense for Policy
USG	U.S. Government

**G.2. DEFINITIONS.** Unless otherwise noted, these terms and their definitions are for the purposes of this issuance.

**account for, accounted for, or accounting for.** Defined in DoDD 5110.10.

**contemporary service regulation.** Regulations, instructions, and other guidance published or otherwise issued by the Military Departments before the first publication of DoDI 1300.18 on December 27, 1991.

**cooperative agreement.** Defined in DoDD 3210.06.

**designated person.** The person designated by the Service member or USG employee to receive information about their status pursuant to Section 655 of Title 10, U.S.C.

**family member.** The spouse of the unaccounted-for person, or a person related to the unaccounted for person by birth or adoption (both paternally and maternally) and their spouse. Spouses are also considered a family member for the purpose of providing transportation to an annual USG meeting pursuant to Section 2647 of Title 10, U.S.C.

**grant.** Defined in DoDD 3210.06.

*DoDD 2310.07, April 12, 2017*

**group remains determination.** A determination made by the identification authority with competent jurisdiction that the remains consist of two or more comingled individuals and that the comingled remains cannot be individually segregated and individually identified. A group remains determination does not purport that remains are present for everyone from the incident.

**inherently governmental function.** Defined in Office of Management and Budget Circular A-76.

**joint operations area.** Defined in the DoD Dictionary of Military and Associated Terms.

**member of the immediate family.** Defined in Section 1513 of Title 10, U.S.C.

**past conflict personnel accounting.** Defined in DoDD 5110.10.

**past conflicts and other designated conflicts.** Defined in DoDD 5110.10.

**PNOK.** The term “primary next of kin” as defined in Section 1513 of Title 10, U.S.C., applies to this issuance. The definition in DoDI 1300.18 does **not** apply to this issuance. This term and its definition are proposed for inclusion in the next edition of the DoD Dictionary of Military and Associated Terms.

**theater of operations.** Defined in the DoD Dictionary of Military and Associated Terms.

**unaccounted for.** Defined in DoDD 5110.10.

*DoDD 2310.07, April 12, 2017*

## REFERENCES

- DoD Directive 1000.20, "Active Duty Service Determinations for Civilian or Contractual Groups," September 11, 1989
- DoD Directive 1300.22, "Mortuary Affairs Policy," October 30, 2015
- DoD Directive 3210.06, "Defense Grant and Agreement Regulatory System (DGARS)," February 6, 2014
- DoD Directive 5100.01, "Functions of the Department of Defense and Its Major Components," December 21, 2010
- DoD Directive 5110.10, "Defense POW/MIA Accounting Agency (DPAA)," January 13, 2017
- DoD Directive 5111.1, "Under Secretary of Defense for Policy (USD(P)), " December 8, 1999
- DoD Directive 5124.02, "Under Secretary of Defense for Personnel and Readiness, (USD(P&R)), " June 23, 2008
- DoD Directive 5400.07, "DoD Freedom of Information Act (FOIA) Program," January 2, 2008
- DoD Directive 5400.11, "DoD Privacy Program," October 29, 2014
- DoD Instruction 1300.18, "Department Of Defense (DoD) Personnel Casualty Matters, Policies, and Procedures," January 8, 2008, as amended
- DoD Instruction 3020.41, "Operational Contract Support (OCS)," December 20, 2011
- DoD Instruction 5154.30, "Armed Forces Medical Examiner System (AFMES) Operations," December 29, 2015
- DoD Manual 5200.01, Volume 1, "DoD Information Security Program: Overview, Classification, and Declassification," February 24, 2012
- Office of the Chairman of the Joint Chiefs of Staff, "DoD Dictionary of Military and Associated Terms," current edition
- Office of Management and Budget Circular A-76, "Performance of Commercial Activities," May 29, 2003, as amended
- Public Law 95-202, "The GI Bill Improvement Act of 1977," November 23, 1977
- Secretary of Defense Execute Order, "Defense Personnel Accounting Agency Continuity of Operations, Date Time Group: 162111Z," January 2015
- United States Code, Title 10



PERSONNEL AND  
READINESS

**UNDER SECRETARY OF DEFENSE**

4000 DEFENSE PENTAGON  
WASHINGTON, D.C. 20301-4000

May 5, 2016

Incorporating Change 3, July 10, 2018

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS  
CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
UNDER SECRETARIES OF DEFENSE  
DEPUTY CHIEF MANAGEMENT OFFICER  
CHIEF OF THE NATIONAL GUARD BUREAU  
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE  
DIRECTOR, COST ASSESSMENT AND PROGRAM  
EVALUATION  
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE  
DIRECTOR, OPERATIONAL TEST AND EVALUATION  
DEPARTMENT OF DEFENSE CHIEF INFORMATION OFFICER  
ASSISTANT SECRETARY OF DEFENSE FOR LEGISLATIVE  
AFFAIRS  
ASSISTANT TO THE SECRETARY OF DEFENSE FOR PUBLIC  
AFFAIRS  
DIRECTOR, NET ASSESSMENT  
DIRECTORS OF THE DEFENSE AGENCIES  
DIRECTORS OF THE DOD FIELD ACTIVITIES

SUBJECT: Directive-type Memorandum (DTM)-16-003 – “Policy Guidance for the Disinterment of Unidentified Human Remains”

References: See Attachment 1

Purpose. In accordance with the authority in DoD Directive 5124.02 and the guidance in the April 14, 2015 Deputy Secretary of Defense Memorandum, this DTM:

- Establishes policy, assigns responsibilities, and provides standards and procedures for DoD disinterment from cemeteries administered by the Department of the Army (DA), the Department of Veterans Affairs (VA), and the American Battle Monuments Commission (ABMC), for identification purposes, of all unidentified human remains in graves marked “unknown.”
- This DTM is effective May 5, 2016; it will be incorporated into the DoD instruction on mortuary affairs currently under development. This DTM will expire effective May 5, 2019.

Applicability. This DTM:

- Applies to OSD, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff and the Joint Staff, the Combatant Commands, the Office

of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the DoD (referred to collectively in this DTM as the “DoD Components”).

- Does not apply to the disinterment of group remains-known or individually identified remains.
- Does not apply to unaccounted-for Service members who were lost at sea or to human remains entombed in U.S. Navy vessels that currently serve as national memorials. However, human remains affiliated with losses from a national memorial Navy vessel that are buried in a national or other cemetery, may be considered for disinterment in accordance with this DTM, provided that the thresholds set forth below are met.

Definitions. See Glossary.

Policy.

- A request for disinterment of remains from cemeteries administered by the DA, VA, or ABMC, for the purpose of making individual identifications in pursuit of past conflict personnel accounting, may be submitted to the DoD official authorized to act for the Department on disinterment requests, only after the Deputy Assistant Secretary of Defense for Military Community and Family Policy (DASD(MC&FP)) determines that the following thresholds are met:
  - For cases of commingled remains interred as group remains-unknown, research by the Defense POW/MIA Accounting Agency (DPAA) indicates that at least 60 percent of the Service members associated with the group can be individually identified.
  - For cases of individual unknown remains, research indicates that it is more likely than not that DoD can identify the remains.
- To meet these thresholds, DoD must ensure that deoxyribonucleic acid (DNA) family reference samples or other medical means of identification are available for at least 60 percent of the potentially associated Service members (for commingled unknown remains) and at least 50 percent of the potentially associated Service members (for individual unknown remains) and must conduct historical research to determine whether it is more likely than not that the unknown remains can be identified. Research must consist of available information such as:
  - The individual deceased personnel files; mortuary processing files, to include the record establishing the unknown remains determination; incident reports; eye witness statements; official military personnel files; or missing air crew reports.


- Other archival records such as unit after action reports, American Grave Registration Service records that provide historical evidence, and any other records necessary to determine the list of possible missing Service members for consideration.
- DoD must have the scientific and technological ability and capacity to process the unknown remains for identification within 24 months after the date of disinterment. DoD must ensure that medical and dental records, or family reference samples for DNA comparison, are available and that the available records/samples would render it possible to identify the type of remains expected to be discovered upon disinterment (for example, having only chest x-rays on file would not justify disinterment of a set of remains if interment records indicate that a torso had not been buried).
- Out of respect for the families of those unaccounted for, there will be no public release of information (this includes, but is not limited to, public releases, public statements, articles, etc.) to the media or general public concerning the identification of remains, with or without Service members' names, until 24 hours after notification to the next of kin regarding the accountability status of the member. In the event of a multiple loss incident, the start time for the 24-hour period will commence upon notification of the last family member. Coordination between Services is required to ensure notification of all next of kin affected by single incident, multi-Service losses.
- Within DoD, only the Secretary of the Military Department concerned may provide information to the media or general public concerning disposition of group remains, but not until at least 24 hours after notifying the next of kin. The 24-hour period will commence upon the notification of the last family member.

Responsibilities. See Attachment 2.

Procedures. See Attachment 3.

Releasability. **Cleared for public release.** This DTM is available on the DoD Issuances Website at <http://www.dtic.mil/whs/directives>.

Summary of Change 3. The changes to this issuance are administrative and update the expiration date for accuracy.



Peter Levine  
Acting

Attachments:

As stated



*DTM-16-003, May 5, 2016*

ATTACHMENT 1

REFERENCES

Army Regulation 290-5, "Army National Cemeteries," September 1, 1980  
Code of Federal Regulations, Title 38, Subpart 38.621  
Deputy Secretary of Defense Memorandum "Disinterment of Unknowns from the National Memorial Cemetery of the Pacific," April 14, 2015  
DoD Directive 1300.22, "Mortuary Affairs Policy," October 30, 2015  
DoD Directive 5124.02, "Under Secretary of Defense for Personnel and Readiness (USD(P&R))," June 23, 2008  
DoD Instruction 1300.18, "Department of Defense (DoD) Personnel Casualty Matters, Policies, and Procedures," January 8, 2008, as amended  
United States Code, Title 10, Sections 1487 and 1488(c)  
United States Code, Title 36, Section 2104

ATTACHMENT 2

RESPONSIBILITIES

1. ASSISTANT SECRETARY OF DEFENSE FOR MANPOWER AND RESERVE AFFAIRS (ASD(M&RA)). Under the authority, direction, and control of the Under Secretary of Defense for Personnel and Readiness, the ASD(M&RA):

a. Monitors the implementation of, and compliance by the DoD Components and other entities (to include non-governmental organizations and non-federal entities) with, the policies and procedures set forth in this DTM.

b. Serves as the DoD central point of contact for disinterment policy.

c. Develops, in coordination with the Under Secretary of Defense for Policy (USD(P)), through the Director, DPAA, disinterment policies and procedures necessary to support the USD(P)'s responsibility for accounting for and recovering the remains of Service members who are unaccounted for from designated conflicts.

d. Serves as the DoD official authorized to act for the Department on disinterment requests and provides oversight of on behalf of the Secretary of Defense, especially for highly sensitive cases. On behalf of the DoD, the ASD(M&RA) may grant consent or decline to consent to a request for the disinterment of unknown individual or group remains from cemeteries administered by the DA, VA, and ABMC.

2. DASD(MC&FP). Under the authority, direction, and control of the ASD(M&RA), the DASD(MC&FP):

a. Exercises sole authority to notify requesting officials, officials(s) of the DA, VA, or ABMC, as appropriate, and the Military Departments, as to the action taken by the ASD(M&RA) in granting consent or declining to consent to a disinterment request.

b. Maintains administrative records on requests for the disinterment of unknown remains and actions related to such requests.

3. USD(P). The USD(P), through the Director, DPAA:

a. Provides the funding for the disinterment and transportation of remains when disinterment is approved.

b. Provides a quarterly report to the ASD(M&RA), through the Central Joint Mortuary Affairs Board, on the status of the attempted identification of disinterred remains. For all remains disinterred from a cemetery administered by the DA, VA, or ABMC, this report will

*DTM-16-003, May 5, 2016*

include, at a minimum, the case identifier, the date of disinterment, and the date identification is made. Once information about a set of remains is added to the quarterly report, it shall remain a part of the report, and its status updated quarterly. Information about a set of remains may be removed from the report submitted in the first full quarter following the quarter in which the set of remains is reported as having been identified. Concurrent with the removal of an entry from the report, the DASD(MC&FP) shall ensure that all information about the identified remain is transferred to an archived file.

c. Coordinates with the USD(P&R), through the ASD(M&RA), on the development of disinterment policies and procedures for accounting for and recovering Service member remains unaccounted for from designated conflicts.

d. Initiates, reviews, and evaluates potential disinterment cases from designated conflicts for consideration by the appropriate authorities in accordance with this DTM.

e. Will inform the DA, VA, and ABMC of any requests for disinterments that will be submitted to the ASD(M&RA) for consideration.

f. Notifies the Secretary of the Army of the date, time, and manner in which it proposes to carry out a disinterment of remains for an unknown buried in a cemetery administered by the DA, provided the ASD(M&RA) has granted consented to such disinterment in accordance with this DTM.

g. Notifies the Director, National Cemetery Administration, VA, of the date, time, and manner in which it proposes to carry out a disinterment of remains for an unknown buried in a cemetery administered by the National Cemetery Administration, provided the ASD(M&RA) has granted consented to such disinterment in accordance with this DTM.

h. Notifies the Secretary of the ABMC of the date, time, and manner in which it proposes to carry out a disinterment of remains for an unknown buried in a cemetery administered by the ABMC, provided the ASD(M&RA) has granted consent to such disinterment in accordance with this DTM.

i. Coordinates disinterment operations by providing early notification to the affected cemetery and its officials, so that appropriate planning may be conducted. DPAA will be considerate of cemetery operational concerns (e.g., special memorial events and availability of cemetery personnel and resources) in its planning process.

4. SECRETARIES OF THE MILITARY DEPARTMENTS. The Secretaries of the Military Departments:

a. Review requests for the disinterment of unidentified remains related to their department and provide a recommendation as to whether or not the remains should be disinterred. Recommendations not to disinter should be accompanied by a detailed rationale supporting the recommendation, including an explanation of the risks of disinterment.

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b. Refer potential disinterment cases from designated conflicts to the DPAA for research, review, and evaluation for disinterment.

c. Serve as the focal point for family members for purposes of obtaining family reference samples in accordance with the Armed Forces DNA Identification Laboratory's instructions and DNA Form 332 - v7.0W.

d. Exercise responsibility for providing all updates to family members regarding possible disinterment, identification, and reports of investigation in accordance with DoDI 1300.18.

5. SECRETARY OF THE ARMY. In addition to the responsibilities in Section 4 of this attachment, the Secretary of the Army serves as the approval or disapproval authority for requests for the disinterment of remains in unknown marked graves in cemeteries administered by the DA, provided the ASD(M&RA) has consented to such disinterment in accordance with this DTM.

ATTACHMENT 3

PROCEDURES

1. DISINTERMENT REQUESTS

a. Family members or other interested private or public persons typically submit disinterment requests to a Service Casualty or Mortuary Office. Such offices receiving those requests must forward them to DPAA for action.

b. DPAA may also initiate requests for disinterment based on its internal analysis of the likelihood of making individual identifications in cases that meet the thresholds listed in the policy section of this DTM.

c. The Secretary of the Army is the approval authority for requests for the disinterment of remains from cemeteries administered by the DA, provided the ASD(M&RA) has granted consent to such disinterment in accordance with this DTM.

d. The Secretary of Veterans Affairs, through the VA National Cemetery Area Office Director, is the approval authority for requests for the disinterment of remains from the individual VA administered cemeteries pursuant to Subpart 38.621, of Title 38, Code of Federal Regulations, provided the ASD(M&RA) has granted consent to such disinterment in accordance with this DTM.

e. The Secretary of the ABMC has the authority to allow members of the Armed Forces to enter or re-enter an ABMC administered cemetery to disinter or reinter remains, as necessary. For the purposes of this DTM, only disinterment requests approved by the Secretary of the ABMC and to which the ASD(M&RA) has granted consent in accordance with this DTM, may be executed by DPAA on behalf of the Secretary of the Military Department concerned.

2. PROCESSING DISINTERMENT REQUESTS

a. DPAA will prepare disinterment request packets containing:

(1) The request and any other documentation provided by family members or other interested private or public persons concerned, as applicable.

(2) DPAA's analysis of the likelihood of making individual identifications, applying the criteria set forth in this DTM.

(3) The Director, DPAA's recommendation and justification.

b. DPAA will coordinate disinterment request packets with the following:

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- (1) The Secretary(ies) of the Military Departments concerned.
- (2) Other experts as required.

c. Once all coordination is received, the Director, DPAA, will provide a recommendation to the DASD(MC&FP), with an action package that includes at a minimum:

- (1) The request that initiated the action.
- (2) The recommendation and justification of the Service Secretary or designee concerned.
- (3) The opinions of any experts that were consulted.
- (4) A statement from the Armed Forces DNA Identification Laboratory as to whether or not there are relevant family reference samples available for comparison with any DNA obtained from sampling the remains.
- (5) Information as to whether or not ante mortem medical and dental records are available.
- (6) An analysis of historical records.
- (7) Any other relevant information of interest of which the DASD(MC&FP) should be aware (e.g., Congressional interest, dissenting opinions from family members).

d. DASD(MC&FP) will review the package and provide a recommendation, together with the package, to the ASD(M&RA) for review and action.

e. Once ASD(M&RA) has granted consent or declined to consent to a disinterment request, the DASD(MC&FP) will notify the Secretary(ies) of the Military Departments concerned, and official(s) of the DA, VA, or ABMC, as appropriate, and:

- (1) If the ASD(M&RA) declines to consent to a family or third party disinterment request, the Secretary of the Military Department concerned will notify the family of the decision.
- (2) If the ASD(M&RA) grants consents to a DPAA, family, or third party disinterment request, DASD(MC&FP) will forward a memorandum requesting disinterment to official(s) of the DA, VA, or ABMC, as appropriate, with a copy furnished to DPAA and the Secretary of the Military Department concerned. The Secretary of the Military Department concerned will provide a status update to the family.

f. DPAA will coordinate the time, place, and manner of disinterment of the remains with official(s) of the DA, VA, or ABMC, as appropriate (see Paragraphs 5-7 of Attachment 2) and

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will provide quarterly updates to the ASD(M&RA) on the status of each disinterment (see Paragraph 3.b. of Attachment 2).

g. Third parties who initiated the request for disinterment will be notified that the ASD(M&RA) has granted consent or declined to consent to the disinterment. Third parties are not entitled to receive family updates.

DTM-16-003, May 5, 2016

GLOSSARYPART I. ABBREVIATIONS AND ACRONYMS

ABMC	American Battle Monuments Commission
ASD(M&RA)	Assistant Secretary of Defense for Manpower and Reserve Affairs
DA	Department of the Army
DASD(MC&FP)	Deputy Assistant Secretary of Defense for Military Community and Family Policy
DNA	deoxyribonucleic acid
DPAA	Defense POW/MIA Accounting Agency
DTM	directive-type memorandum
USD(P)	Under Secretary of Defense for Policy
USD(P&R)	Under Secretary of Defense for Personnel and Readiness
VA	Department of Veterans Affairs

PART II. DEFINITIONS

Unless otherwise noted, these terms and their definitions are for the purpose of this issuance.

ABMC. Established by Congress in 1923 as a federal agency, ABMC is responsible for honoring American armed forces where they have served, and for controlling the construction of military monuments and markers on foreign soil. ABMC administers, operates, and maintains on foreign soil 25 permanent American burial grounds and 27 separate memorials, monuments, and markers, including 3 memorials in the United States.

approval or disapproval authority. The approval or disapproval authority for a disinterment from a cemetery administered by the Department of the Army is the Secretary of the Army. The approval or disapproval authority for a disinterment from VA administered cemeteries is the Secretary of the VA. The approval or disapproval authority for a disinterment from cemeteries administered by the ABMC is the Secretary, ABMC only after the ASD(M&RA) has granted consent to the disinterment in accordance with this DTM.

case identifier. The X number assigned to an individual unknown or an unknown group.

commingled remains. Remains in a single location that have the potential to be from or are scientifically identified to more than one individual.



designated conflicts. Designated conflicts include:

World War II: Beginning December 7, 1941 and ending on December 31, 1946.

Cold War: Beginning September 2, 1945 and ending on August 21, 1991.

Korean War: Beginning June 27, 1950 and ending on January 31, 1955.

Indochina War: Beginning July 8, 1959 and ending on May 15, 1975 (also known as the Vietnam War and the War in Southeast Asia).

OPERATION ELDORADO CANYON: Beginning April 14 1986 and ending on April-15, 1986.

Gulf War: Beginning August 2, 1990 and ending on February 28, 1991.

OPERATION IRAQI FREEDOM: Beginning March 18, 2003 and ending on August 31, 2010.

disinterment. The act of removing the remains of a deceased person from their current burial location.

group remains. The unsegregated and unidentified remains of two or more individuals. Group remains may be associated to a known incident involving two or more known individuals or may represent a group that cannot be associated with any known deceased or missing individuals. Group remains may be classified further as:

group remains-known. When the group remains are from a specific incident or battlefield recovery site involving two or more known persons.

group remains-unknown. When the group remains are from an incident or battlefield recovery site involving two or more remains that cannot be associated with any known deceased or missing individuals.

interment. Either the in-ground burial of casketed or cremated remains or the above-ground inurnment of cremated remains, except where the content of this DTM makes clear that only in-ground burial is referenced.

lost at sea. Casualties that occur over, on, or beneath a body of water (e.g., ocean, sea, gulf) where the remains are not recovered after a diligent search.



# Defense POW/MIA Accounting Agency **ADMINISTRATIVE INSTRUCTION**

**NUMBER: AI 2310.01**  
February 10, 2017

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PP

SUBJECT: Defense POW/MIA Accounting Agency (DPAA) Disinterment Process

References: See Section 1

1. PURPOSE. This administrative instruction (AI):

a. Establishes individual roles and responsibilities for processing, coordinating, and staffing external requests and internal proposals to disinter individual and group Unknowns within DPAA.

b. Supersedes and cancels DPAA Action Memorandum: "Process for Disinterment of Unknown Remains" dated September 9, 2015 and any other DPAA memorandum or narrative concerning DPAA disinterment policy or procedures. Staff directorate disinterment Letters of Instruction and Standard Operating Procedures (SOP) will be updated to reflect the policies and procedures in this AI.

2. APPLICABILITY. This AI applies to staff directorates, their divisions, branches, offices, and detachments, (referred to collectively in this AI as the "staff directors and key staff"), and all personnel either assigned or attached to DPAA.

3. POLICY.

a. The identification of remains previously designated as Unknown is an integral component of the Past Conflict Personnel Accounting Program and an essential element of the DPAA mission.

b. The DPAA disinterment program, in accordance with DoD Directive 5110.10, is limited to individual Unknowns and Unknown groups. Requests to disinter known groups for individual identification and previously identified individuals will be referred to the Deputy Assistant Secretary of Defense (Military Community and Family Policy (DASD (MC&FP))), for

consideration. DPAA activities will not provide historical research or scientific analysis to support these disinterment actions without the approval of the Director, DPAA.

c. The DPAA will make every effort to synchronize and coordinate disinterment operations with field recovery operations. Simultaneously processing remains recovered from field sites with the Unknowns associated with the recovery site will maximize the effectiveness of identification resources and create efficiencies. Additionally, the simultaneous identification of remains recovered from field excavation with the associated Unknowns will enhance the family identification notification and briefing program and minimize the disposition of remains expenses incurred by the Military Departments.

d. DPAA will process external disinterment requests and internal disinterment proposals for individual and group Unknowns in a timely manner. While disparate cases will present different levels of complexity and effort, the overall DPAA goal for the time from receipt to submission of the DPAA Director's recommendation to the ASD (M&RA), is **150 calendar days**.

e. Requests to disinter specific individual Unknowns submitted by family members of unaccounted for DoD personnel will be given high priority when compared to requests submitted by third parties and internal disinterment proposals.

f. Third-party disinterment requests and internal disinterment proposals are important to the fulfillment of the DPAA mission and work on these should be balanced with family requests inasmuch as complexity of cases (individual interment, suspected commingling, and group interment) permits.

g. Requests to disinter specific individual Unknowns submitted by family members of unaccounted for DoD personnel or a third parties must be considered, evaluated, and forwarded through the DASD (MC&FP) to the ASD (M&RA) for consideration. These requests cannot be denied or permanently deferred by DPAA personnel.

h. DPAA personnel will annotate disinterment actions and efforts in the single DPAA case management system. The single DPAA case management system is the primary means within DPAA to track and manage disinterment requests and actions. It is also the primary source of disinterment tracking and information management for the Military Departments' designated disinterment points of contact, ASD (M&RA), Armed Forces DNA Identification Laboratory (AFDIL), and other DoD activities.

(1) The DPAA data governance council establishes standards and governance of data related to disinterments in the single DPAA case management system data.

(2) The Regional Directorates, Scientific Analysis Directorate, and the Policy and Plans Directorate are responsible for content of data related to disinterments in the single DPAA case management system.

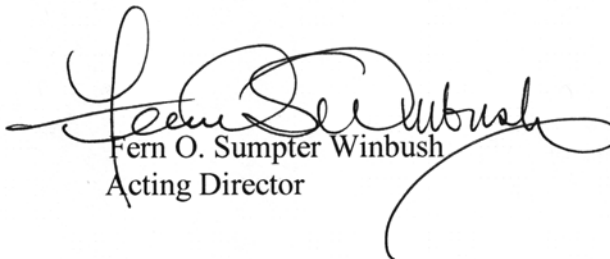
(3) Policy and Plans Directorate monitors the single DPAA case management system and has responsibility for DPAA reporting requirements derived from the single DPAA case management system disinterment data.

4. RESPONSIBILITIES. See Section 2

5. RELEASABILITY. **Cleared for public release.** This AI is available to users with Common Access Card authorization on the Internet from the DPAA Issuances Website at <https://osd.deps.mil/DPAA/library> or by contacting the Deputy Director for Policy and Plans Directorate.

6. SUGGESTED IMPROVEMENTS. Users are invited to send comments and suggested improvements on DD Form 818, "Comment Matrix for DoD Issuances", directly to the DPAA proponent for this AI, the Deputy Director for Policy and Plans Directorate.

7. EFFECTIVE DATE. This AI is effective February 10, 2017.



Fern O. Sumpter Winbush  
Acting Director

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SECTION 1

REFERENCES

“Agency Information Modernization Strategy (AIMS) Public Portal Release 1, 2, 3” dated February 10, 2016.

Deputy Secretary of Defense Decision Memorandum: “Disinterment of Unknowns from the National Memorial Cemetery of the Pacific” dated April 14, 2015.

Directive-type Memorandum (DTM)-16-003 – “Policy Guidance for the Disinterment of Unidentified Remains” May 5, 2016.

DPAA Action Memorandum: “Process for Disinterment of Unknown Remains” dated September 9, 2015 (hereby cancelled).

DPAA Policy Memorandum: “External Disinterment Requests” dated February 26, 2016 (hereby cancelled).

DPAA Policy Memorandum: “Case Categorization for Unaccounted-For Personnel from our Nations Past Conflicts” dated April 17, 2015.

SECTION 2

RESPONSIBILITIES

1. DIRECTOR, DPAA. The Director, DPAA, or the Principal Deputy Director, determines and submits the DPAA disinterment recommendation through the DASD (MC&FP) to the ASD (M&RA) for consideration. In the absence of the Director, DPAA and the Principal Deputy Director, disinterment request recommendations will be held by the Staff Action Control Officer until their return.

2. DEPUTY DIRECTOR, DPAA. The Deputy Director, DPAA provides:

a. General oversight of the disinterment program.

b. Determines which disinterment recommendation is submitted to the Director, DPAA, as the Agency's recommendation to the ASD (M&RA), when the Director, Scientific Analysis and the Regional Director recommendations do not agree.

c. Approves or disapproves requests for exceptions to DPAA disinterment standards and procedures as described in this instruction.

3. REGIONAL DIRECTORS. The Regional Directors:

a. Appoint Regional Disinterment Managers (RDMs).

b. Ensure the RDMs and other assigned personnel process disinterment requests in accordance with this AI.

c. Coordinate with the Director, Scientific Analysis to ensure all aspects of disinterment requests and proposals are impartially evaluated, and to reconcile differences of professional opinions.

d. Direct research to propose individual Unknowns and disinterment projects as candidates for disinterment based upon operational plans and in concert with overall Agency lines of effort.

e. Assign disinterment projects based upon:

(1) Multiple individual Unknowns being associated with a casualty incident, specific location, or within a geographic area.

(2) An Unknown group burial associated with a casualty incident.

- f. Ensure historical analysis is completed within **45 days** of receipt of an external disinterment request.
- g. Ensure the completion date for an internal individual disinterment proposal is **45 days**. However, as internal individual disinterment proposals and projects may be of greater complexity or scope, the Regional Director may extend the completion date. Prior to granting an extension, the Regional Director will consider the impact lengthy timeframes have on the overall DPAA accounting goal.
- h. Ensure, when done by DoD personnel or contractors under the auspices of the Regional Directorate, that the exhumation and transportation of disinterred individual Unknowns and group Unknowns are conducted in a timely manner and in accordance with Federal, State, and international laws, and DoD policies and procedures.
- i. Submit recommendations concerning external disinterment requests and internal proposals to the Director, DPAA, for consideration.
- j. Notify the Director, Outreach and Communication, when a strategic communication plan is necessary for a disinterment project that may generate significant public interest.

4. DIRECTOR, SCIENTIFIC ANALYSIS. The Director, Scientific Analysis, through the Laboratory Directors at Joint Base Pearl Harbor–Hickam and Offutt Air Force Base:

- a. Appoints Scientific Analysis Disinterment Managers (SADM) for the DPAA Laboratories.
- b. Ensures the SADM and other assigned personnel process external disinterment requests and internal disinterment proposals in accordance with this AI.
- c. Coordinates with the Regional Directors to ensure all aspects of disinterment requests and proposals are impartially evaluated, and to reconcile differences of professional opinions.
- d. Ensures scientific analysis is completed within **45 days** of receipt of an external disinterment request or internal individual disinterment proposal or project.
- e. Submits recommendations concerning external disinterment requests and internal disinterment projects to the Director, DPAA, for consideration.

5. DIRECTOR, POLICY AND PLANS. The Director, Policy and Plans:

- a. Provides operational oversight for the processing, coordinating, and staffing of external disinterment requests and internal disinterment proposals throughout DPAA.
- b. Appoints the Policy and Plans Disinterment Manager (PPDM).



- c. Ensures the PPDM and other assigned personnel process disinterment requests and proposals in accordance with DTM-16-003 and this AI.
- d. Serves as the primary liaison between DPAA and other DoD entities (e.g., DASD (MC&FP), AFDIL, and the Military Departments' designated disinterment points of contact) throughout the disinterment staffing process.
- e. Serves as the primary liaison between DPAA and non-DoD entities (e.g., American Battlefield Monuments Commission (ABMC) and the Department of Veterans Affairs (VA)).
- f. Ensures PPDM routes and tracks external disinterment requests and internal disinterment proposals in accordance with the procedures and timelines established in this AI.
- g. Provides oversight of RDM and PPDM coordination with ABMC and VA.
- h. Recommends updates to the disinterment policies and process to the Director, DPAA.
- i. Establishes and maintains standard formats and templates for letters, memorandums, and other correspondence, as required, and publishes them on the Website.

6. DIRECTOR, OUTREACH AND COMMUNICATIONS. The Director, Outreach and Communications:

- a. Prepares, coordinates, and sends responses to inquiries concerning past conflict personnel accounting disinterment requests received from Congress, news media, veterans' service organizations, family service organizations, and other interested parties.
- b. Prepares and coordinates strategic communication plans for disinterment projects that may generate significant public interest.

7. RDMs. The RDMs:

- a. Serve as the historical analysis entry point for external disinterment requests and internal disinterment proposals, as well as facilitating coordination for all disinterments within the Regional Directorate.
- b. Propose individual Unknowns as candidates for disinterment based upon historical research and field investigations. All individual Unknowns associated with a common grave or battlefield burial will be done simultaneously as a disinterment project.
- c. Recommend to the multi-disciplinary teams, the researchers to analyze external disinterment requests; maintain consistency of products and standards for analytic processes and procedures; and evaluate internal proposals for disinterment.

- d. Coordinate with the SADM to ensure that researchers have a specific laboratory contact for collaboration.
- e. Represent the Regional Director in DPAA action officer-level meetings concerning disinterment policy and procedures.
- f. Manage disinterment priorities and efforts within their respective regional directorate.
- g. Monitor historical analysis of:
  - (1) External disinterment requests for completion within **45 days** of receipt, and
  - (2) Internal individual proposals for completion within **45 days** of assignment, unless extended by the Regional Director.
- h. Enter Regional Directorate-derived disinterment data into the single DPAA case management system is accurate and timely (usually within 24 hours of update).
- i. Ensure Military Departments' designated disinterment points of contact and the DPAA Outreach and Communications Directorate are kept apprised of DPAA disinterment actions and milestones for external disinterment requests. Letters to the Service Casualty Offices (SCOs) from the Director, DPAA, concerning the recommendation for a disinterment request, will be provided with each disinterment request package. Templates for such letters will be maintained by the PPDM.
- j. Coordinate approved disinterments with the applicable cemeteries. Provide updates regarding disinterment operations to the PPDM and applicable Military Department's designated disinterment point of contact.

8. SADM. The SADM:

- a. Tasks the laboratory scientific staff to analyze disinterment requests and proposals; maintains consistency of products and standards among analytic processes and procedures within the laboratory; and evaluates disinterment requests and proposals for disinterment in coordination with the RDMs.
- b. Represents the Director, Scientific Analysis in DPAA action officer-level meetings concerning disinterment policy and procedures.
- c. Manages disinterment priorities and efforts within the Laboratory.
- d. Ensures that the feasibility of yielding an identification is assessed in accordance with DTM-16-003 and Section 5 for each individual disinterment request, proposal, or project.

e. Monitors forensic science analysis of external disinterment requests for completion within **45 days** of receipt.

f. Enters Scientific Analysis derived disinterment data into the single DPAA case management system is accurate and timely (usually within 24 hours of update).

g. Ensures RDMs, PPDM, Military Departments' designated disinterment points of contact, and the DPAA Outreach and Communications Directorate are kept apprised of scientific disinterment actions and milestones for family and external disinterment requests.

9. PPDM. The PPDM:

a. Monitors the status of external disinterment requests and internal disinterment proposals throughout the entire process. Provides operational oversight of the DPAA disinterment process on behalf of the Director, Policy and Plans. Prepares periodic updates for DPAA leadership and reports required by DTM -16-003.

b. Monitors data entry into the single DPAA case management system for accuracy and timeliness.

c. Ensures that disinterment recommendations submitted by the Regional Directors and the Scientific Director are complete and properly assembled before submission to the Director, DPAA, for consideration. Recommendations will include:

(1) Coordination with the organizational headquarters that operates the cemetery (i.e., ABMC or VA).

(2) Coordination with the Military Department's designated disinterment point of contact.

d. Ensures, for external disinterment requests, that the Military Department's designated disinterment point of contact and the DPAA Outreach and Communications Directorate are kept apprised of DPAA disinterment actions and milestones.

e. Maintains templates of letters from Director, DPAA, to the SCOs, which discuss the recommendation that the Director will forward to ASD(M&RA) for a particular disinterment request. Ensures such letters are included in disinterment request staffing packages.

f. Prepares and coordinates to ensure a disinterment policy and procedures briefing is presented at Family Member Updates.

10. STAFF ACTION CONTROL OFFICER (SACO). The SACO supports the PPDM in the coordination of disinterment packets through the DPAA front office. The PPDM will submit

disinterment packets to the SACO once the packet is administratively complete and has all enclosures.

- a. The SACO tracks the disinterment packet as it is:
  - (1) Coordinated with the Regional Director, Scientific Director, and the Director, Policy and Plans, or their designees.
  - (2) Reviewed by General Counsel, the Chief of Staff, and the Deputy Director, or their designees.
  - (3) Provided to the Director, DPAA, or designee, for signature.
- b. The SACO, once the disinterment packet is signed, returns the packet to the PPDM for submission through the DASD (MC&FP) to the ASD(M&RA) for consideration.

11. DPAA Disinterment Team. The Disinterment Team consisting of the PPDM, RDMs, SADM, and other subject matter experts nominated by their directorates and appointed by the Director, DPAA, will:

- a. Ensure consistent application of disinterment policies, standards, and quality within DPAA.
- b. Synchronize and balance disinterment efforts among the DPAA activities.
- c. Monitor disinterment request and proposal status.
- d. Recommend updates to the disinterment policies and process to the Director, Policy & Plans Directorate.
- e. Propose changes to data tracked and maintained in the single DPAA case management system.
- f. Recommend updates to the correspondence templates.
- g. Hold periodic coordination meetings with Military Departments' designated disinterment points of contact.

SECTION 3EXTERNAL DISINTERMENT PROCESS

The external disinterment process consists of four phases: Receipt of external disinterment request, Historical Analytic Process, Scientific Review Process, and the Disinterment Recommendation Packet. A flow diagram of the external disinterment process is provided at Section 6.

*Phase I: Receipt of External Disinterment Request*

1. External requests for disinterment from family members or third parties should come to DPAA through the Military Department's designated disinterment point of contact. A disinterment request must include the name of the unaccounted for person, conflict, the specific Unknown that the person believes to be the unaccounted for person, the basis for this belief, and any supporting documentation. This information will facilitate and expedite the disinterment process.
2. Upon receipt of a family member's or third party's disinterment request from the Military Department's designated disinterment point of contact, the PPDM will forward the request to the appropriate RDM and provide an information copy to the SADM.
3. A DPAA employee who receives a disinterment request directly from a family member or third party will forward the original request to the PPMD. The PPMD:
  - a. Initiates control and management of the disinterment request by entering it in to the single DPAA case management system.
  - b. Provides the disinterment request to the RDM and SADM.
  - c. Notifies the Military Department's designated disinterment point of contact that the disinterment process has begun. The Military Department's designated disinterment point of contact is responsible for notifying the requestor that the disinterment process has begun.
4. The **150 day** processing goal begins when the PDMM receives the external disinterment request from the Military Department's designated disinterment point of contact, family member or third party, or other DPAA employee.

*Phase II: Historical Analytic Process*

The Regional Director's disinterment recommendation is developed based upon the available historical information. Historical information is extracted from official U. S. Government

records, such as the Individual Deceased Personnel File, Missing Air Crew Reports, Unit Journals, American Graves Registration Service field search records, foreign government records and reports, eye witness statements, and other similar records and reports.

1. Upon receiving an external disinterment request, the RDM will:

a. Conduct a feasibility assessment.

(1) If more information is needed, the RDM will submit a request for the additional documents from the records holding area, and if necessary, will contact the Military Department's designated disinterment point of contact to request additional information from the family member or the third party requestor.

(2) If the RDM determines that the request is not valid, the RDM prepares a recommendation not to disinter the Unknown for staffing through DPAA leadership and the DASD (MC&FP) to the ASD (M&RA). Requests may be determined invalid when the historical records indicate that the:

(a) Geographic location that the Unknown was recovered from and the geographic location where the suggested individual was reported missing from have no relationship (e.g., Normandy, France and Anzio, Italy).

(b) The date the Unknown was initially recovered significantly precedes the date the suggested individual was reported missing (e.g., February 1944 and March 1945).

b. Assigns the case, through the multi-disciplinary team, to a researcher for historical analysis.

2. The researcher will complete their historical analysis and draft recommendation within **30 calendar days**.

3. When the researcher determines:

a. Too much information is missing, or the historical complexity of the case is too challenging, the researcher will notify the RDM.

(1) The RDM will notify the PPDM and request an extension.

(2) The PPDM will then notify the Military Department's designated disinterment point of contact to inform the external requestor that more time is needed to evaluate their request.

b. When there is insufficient historical information to ascertain a probability that the Unknown could be the person suggested by the requestor, the RDM will recommend to the

Regional Director not to disinter the Unknown. The disinterment request will still go to the SADM for scientific analysis.

4. The researcher upon completion of the historical analysis will provide the analysis to the RDM for assignment to another researcher for peer review in accordance with the Regional Directorate's SOP. At a minimum, the historical analysis will include:

- a. Locating the specific Unknown within the overall historical context of losses in the relevant geographic area and excluding as many individuals from further association with the Unknown as possible using: unit and individual records, databases created or maintained by the accounting community, and collaboration with colleagues or other subject matter experts.
- b. A list of possible unaccounted for personnel that the Unknown might be.
- c. Sufficient information and analysis about a loss incident so as to stand on its own merit.
- d. A recommendation to disinter or not disinter that is based entirely on the historical evidence.

5. The researcher conducting the peer review will complete their historical analysis and reviews within **15 calendar days** and provide it to the RDM.

6. The RDM will ensure the historical analytic recommendation is properly prepared and formatted prior to submitting the recommendation to the Regional Director for review.

7. The Regional Director will review the historical analytic recommendation and, once accepted, the RDM will forward it to the SADM. In all instances, the historical analysis must be submitted by the RDM to the Scientific Analysis Directorate.

### *Phase III: Scientific Review Process*

1. The SADM, upon receipt of the information copy of the external disinterment request from the PPDM, assigns the external disinterment request to the appropriate scientific staff. The scientific staff immediately notifies the researcher of their assignment to facilitate analytical collaboration. The scientific staff are assigned according to the required disciplines and other considerations consistent with the Laboratory Standard Operating Procedures (Lab SOP). The scientific staff will evaluate the records to ascertain what types of forensic testing may be possible. Further scientific analysis is dependent upon the historical analysis when a list of candidates for identification has been provided.

2. The scientific staff will:

a. Evaluate the inventory and condition of remains according to the records. Provide an opinion as to what forensic tests can potentially be performed should the remains be disinterred.

b. Analyze the original information provided by the original laboratory prior to the original interment and provide a tentative interpretation of the biological profile of the remains. Analyze the dental record of the unknown, as applicable. Review the available biological profile, dental, and incident data for the persons presented in the historical analysis and exclude persons based on incongruence between the purported postmortem and ante mortem data.

c. Reduce the list of candidates provided by the historical analysis using the biological profile and dental patterns, as appropriate, to produce a refined list of candidates. The refined list of candidates is assessed for the quality of antemortem records and compared to the types of testing anticipated should the remains be disinterred.

d. Complete their analysis, peer reviews, and draft recommendation within **30 calendar days**.

3. When the scientific staff determines:

a. Too much information is missing, or the scientific complexity of the case is too challenging, the team will notify the SADM.

(1) The SADM will notify the PPDM and request an extension.

(2) The PPDM will notify the Military Department's designated disinterment point of contact to inform the external requestor that more time is needed to evaluate their request.

(3) When there is insufficient scientific information to ascertain a probability that the Unknown could be the person suggested by the requestor, the team will recommend to the Director, Scientific Analysis that the case not be disinterred. The disinterment request will still go to Director, DPAA, for consideration.

b. When additional records, information, or analytical time are needed, the scientific staff will notify the SADM.

(1) The SADM will inform the PPDM and request an extension.

(2) The PPDM will then notify the RDM and the Military Department's designated disinterment point of contact. The Military Department's designated disinterment point of contact is responsible for informing the external requestor that more time is needed to evaluate their request.



c. The scientific staff, upon completion of their analysis, will provide the analysis to the SADM for assignment to another team for peer review in accordance with the Science Directorate's Lab SOP. At a minimum, the scientific analysis will include:

(1) Reconciliation of possible unaccounted for personnel on the list provided by the Regional Directorate.

(2) An assessment of the scientific methodology or techniques that may be used and the availability of the necessary records (e.g., medical history, dental charts, chest radiographs, and photographs).

(3) An assessment of whether or not DNA analysis is relevant, and if so, the availability of reference samples.

4. The scientific staff conducting the peer review will complete their scientific analysis and peer reviews within **15 calendar days**.

5. The SADM will acquire required scientific documents, such as AFDIL's letter concerning the availability of Family Reference Samples (FRS), for inclusion in the recommendation packet prior to submitting the recommendation to the Director, Scientific Analysis for review.

6. The SADM will ensure the scientific analytic recommendation is properly prepared and formatted prior to submitting the recommendation to the Director, Scientific Analysis for review.

7. The Director, Scientific Analysis will review the scientific analytic recommendation, and once accepted, the SADM will forward it to the PPDM. In all instances, the scientific analysis must be submitted to the Director, DPAA.

*Phase IV: Disinterment Recommendation Packet.*

1. The Director, DPAA's disinterment recommendation packet will be assembled by the PPDM.

2. The staffing packet will include:

a. The original external request received from the family member or third party.

b. Recommendations made by the Regional Director and the Director, Scientific Analysis. When the recommendations submitted by the Regional Director and the Director, Scientific Analysis do not agree:

(1) The Director, Scientific Analysis and the Regional Director will meet to adjudicate the difference of opinion.

(2) When the disagreement cannot be resolved, the PPDM will note the disagreement and the basis in the staff action coordination packet and forward the packet to the Deputy Director, DPAA, for adjudication and recommendation. The original recommendations made by the Director, Scientific Analysis and the Regional Director will be retained in the packet.

(3) The Deputy Director, DPAA, will review the recommendations and recommend to the Director, DPAA, the Agency's recommendation to be submitted through the DASD (MC&FP) to the ASD (M&RA).

c. The disinterment recommendation memo to the ASD (M&RA) to be signed by the Director, DPAA, or designee, using the standard formats and templates for letters, memorandums, and other correspondence as required and published on the Website.

d. Disinterment recommendation advisory memo to the Military Department's designated disinterment point of contact to be signed by the Director, DPAA, using the standard formats and templates for letters, memorandums, and other correspondence as required and published on the Website.

3. The PPDM will coordinate the packet with the Military Department's designated disinterment point of contact prior to submitting the disinterment packet to the Director DPAA, or designee, for signature. When the proposed list of candidates includes personnel from two or more Military Departments, the disinterment packet will be coordinated with each of the Military Departments concerned.

4. The PPDM, with the assistance of the SACO, coordinates the completed disinterment packet through the DPAA staff to obtain the Director, DPAA's, or designee's, signature. At a minimum, internal coordination will include the Scientific Analysis Directorate, Regional Directorate, Outreach and Communications Directorate, Policy and Plans Directorate, the Office of General Counsel, and Deputy Director.

5. Total time for coordination of an external disinterment recommendation after historical and scientific analysis has been completed, to include time required by external stakeholders such as a Military Department's designated disinterment point of contact, is not to exceed **45 calendar days**.

SECTION 4

INTERNAL PROPOSAL PROCESS

1. Internal disinterment proposals and projects are generated within the DPAA regional directorates when:
  - a. A researcher identifies that one or more Unknowns were recovered from the casualty incident site currently under investigation or excavation.
  - b. A researcher is assigned a disinterment project based upon multiple Unknowns being associated to a specific casualty incident, casualty site, or geographic area.
  - c. A DPAA employee, not assigned to a regional directorate or the scientific directorate, does independent research and presents it to the Regional Directorate for consideration.
  
2. The RDM enters the historical analysis concerning the disinterment potential of an Unknown into the single DPAA case management system when the researcher:
  - a. Recommends the disinterment, or
  - b. Determines that there is insufficient historical evidence to support the disinterment. However, the historical analysis will be maintained in the single DPAA case management system to facilitate subsequent research and to respond to inquiries concerning the Unknown.
  
3. Once the disinterment recommendation is entered into the single DPAA case management system, the same time line and procedures as established in Section 3 for external requests applies. For example, the SADM has **45 days** from the date of receipt from the RDM to complete the scientific analysis.

SECTION 5ACTIONS UPON RECEIPT OF ASD (M&RA) DECISION

The actions taken upon receipt of the ASD (M&RA) decision consists of two processes; Disinterment Recommendation Accepted and Disinterment Recommendation Declined.

*Process I: Disinterment Recommendation Accepted*

1. When the ASD(M&RA) accepts the Director DPAA's recommendation to disinter an Unknown and authorizes disinterment, the ASD (M&RA), through the DASD (MC&FP), notifies DPAA and the cemetery's headquarters activity that the recommendation to disinter has been approved.

a. PPDM will update the single DPAA case management system and notify the Scientific Directorate, Regional Directorate, Outreach and Communications Directorate, and the Military Department's designated disinterment point of contact.

b. RDMs will:

(1) Assign a planner to coordinate disinterment, transfer, and accession of remains, and coordinate with the Combatant Command and other necessary agencies.

(2) Ensure appropriate permits are obtained.

(3) Ensure any diplomatic communications (e.g., Diplomatic Notes) required for ABMC cemeteries are prepared, staffed, and sent to the appropriate officials.

(4) Notify the Strategic Partnerships Directorate when non-DoD personnel will conduct the disinterment as part of a strategic partnership.

(5) Coordinate with officials from the cemetery's headquarters to obtain necessary permissions and access to cemeteries.

(6) Coordinate with the relevant DPAA geographic detachment to ensure the disinterment and transfer are conducted in accordance with host nation and local laws and regulations, applicable international agreements, and DoD and Combatant Command policies and procedures.

(7) Keep the PPDM apprised of the status of the disinterment operation.

c. The Scientific Analysis Directorate will:

(1) Accession the remains into a DPAA laboratory where the remains will undergo scientific analysis.

(2) Coordinate with the Regional Directorate should additional historical research be needed or if new associations are required.

2. When the ASD (M&RA) accepts a recommendation not to disinter an Unknown and does not authorize disinterment, the ASD (M&RA) notifies DPAA and the cemetery's headquarters activity that the recommendation to disinter has been disapproved.

a. PPDM will update the single DPAA case management system and notify the Scientific Directorate, Regional Directorate, Outreach and Communications Directorate, and the Military Department's designated disinterment point of contact.

b. The Military Department's designated disinterment point of contact will notify the external requestor that the ASD (M&RA) declined their disinterment request.

*Process II: Disinterment Recommendation Declined.*

1. When the ASD (M&RA) does not accept the recommendation not to disinter, and authorizes disinterment, the ASD (M&RA) through the DASD (MC&FP), notifies DPAA and the cemetery's headquarters activity that disinterment is authorized. The PPDM will update the single DPAA case management system and notify the Scientific Directorate, Regional Directorate, Outreach and Communications Directorate, and the Military Department's designated disinterment point of contact.

2. The RDM and the Scientific Analysis Directorate will take action as described in paragraph 1, process I, of this Section.

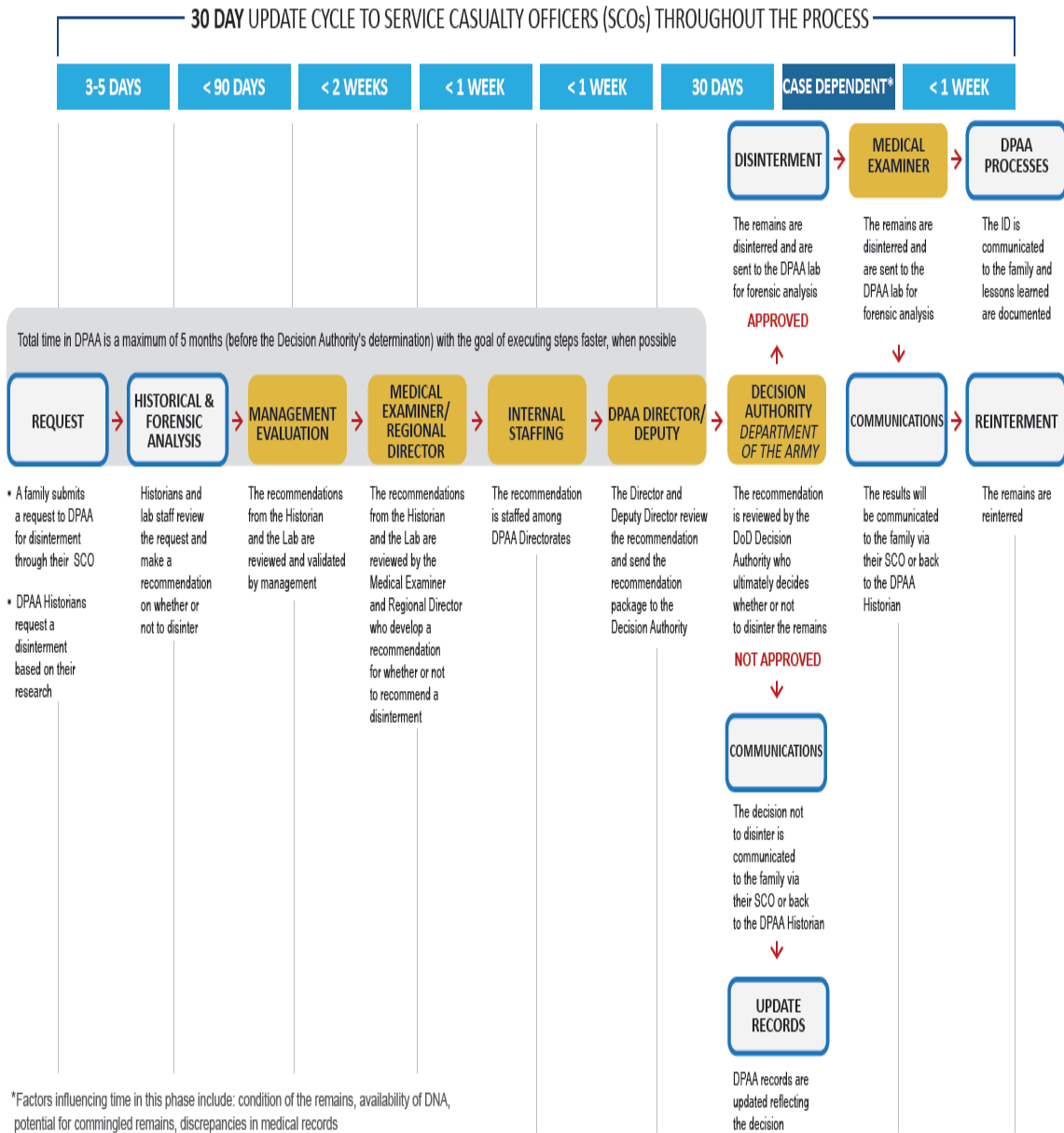
3. When the ASD (M&RA) does not accept the recommendation to disinter the remains and does not authorize disinterment, the ASD (M&RA) through the DASD (MC&FP), notifies DPAA and the cemetery's headquarters activity that disinterment is not authorized.

a. PPDM will update the single DPAA case management system and notify the Scientific Directorate, Regional Directorate, Outreach and Communications Directorate, and the Military Department's designated disinterment point of contact.

b. The Military Department's designated disinterment point of contact is responsible for notifying the external requestor that the ASD (M&RA) declined their disinterment request.

SECTION 6

GRAPHIC DEPICTION DISINTERMENT PROCEDURE



SECTION 7

DISINTERMENT CRITERIA GUIDE

1. In accordance with DTM-16-103, for cases of individual Unknown remains, research must indicate that it is more likely than not that DoD can identify the remains before disinterment can occur. For cases of commingled remains interred as group remains-Unknown, research must indicate that at least 60% of the persons associated with the group can be individually identified.
2. For DPAA, the percentage of likelihood that an Unknown can be identified is a qualitative determination based on the totality of evidence. This determination is evaluated by DPAA historians, analysts, and practitioners of forensic sciences, using multiple lines of evidence for each case. The Director of DPAA, or designee, based on the recommendations of the regional and laboratory directors, determines the likelihood of identification on behalf of DPAA.
3. The criteria guide beginning on page 23 represents possible lines of evidence that DPAA practitioners may consider before assessing the likelihood of identification. The guide is not a checklist, nor is it all inclusive, or a mandate for quantitative analysis. Rather, the guide provides examples of the factors to be considered in determining the likelihood of identification.
4. These factors assume that the information in the files is a true and accurate reflection of the remains present.

***DISINTERMENT CRITERIA GUIDE*****Historical association:**

- |   |     |
|---|-----|
| 1. Is this case associated with a known number of casualties?   | Y/N |
| 2. Is it a single or group burial?  | S/G |
| 3. Have relevant unaccounted for persons within an appropriate radius been considered for association?  | Y/N |
| 4. Have relevant unaccounted for persons associated with the casualty incident been considered for association? Y/N                             |     |
| 5. Have relevant unaccounted for persons within an appropriate time period been considered for association?                                     | Y/N |
| 6. Have casualties from relevant services been considered for association?  | Y/N |
| 7. Does the historical record indicate a possible association with a crash site or burial site (i.e., where additional remains may be located?) | Y/N |

**Past Remains Recovery and Processing:**

- |  |     |
|--|-----|
| 8. Have past AGRS/AGRC activities in the purported recovery location been considered?                        | Y/N |
| 9. Were remains added to or removed from the original assemblage during processing?                          | Y/N |
| a. In particular, is there evidence of duplicated teeth or skeletal elements?                                | Y/N |
| b. If yes, specify the elements added/removed and the associated assemblage the remains came from/went into: |     |
| 10. Is there other historical evidence that may indicate the remains are commingled?                         | Y/N |
| a. If yes, summarize the evidence:   |     |



b. If the remains were processed multiple times, do skeletal elements and/or teeth disappear or reappear over time, according to the skeletal and dental charts filled out during processing? Y/N

c. If yes, specify the elements that disappear/reappear:

11. For large scale disinterment projects, does the forensic analysis community (DPAA Scientific Analysis Directorate and AFDIL) have the scientific and technological ability and capacity to conduct a forensic review and make an identification(s) within a reasonable amount of time? Y/N

**DNA:**

12. Is there evidence that the remains may have been/were treated with paraformaldehyde or other embalming materials that may have affected DNA preservation? Y/N

13. Based on the available skeletal/dental charts, is it likely that there is sufficient bone (or dentine powder) that can be obtained from the remains for DNA testing? Y/N

14. Have the Service Casualty Offices conducted genealogies for associated casualties? Y/N

15. Does AFDIL have FRSs or self-references on file for associated casualties? Y/N

a. How many casualties (relative to the total number associated) have FRSs or self-references? [insert number of casualties with FRSs/self-references over total; e.g., 7/9]

b. How many of the FRSs have been requested but are not yet on file? [insert number without records over total; e.g., 1/9]

c. Total number of FRSs/self-references on file or requested: [e.g., 8/9]

16. Based on questions 12-14, is there a reasonable expectation that current DNA technology may be used to help identify these remains? Y/N

**Odontology:**

17. Are there teeth and/or a mandible/maxilla present? Y/N

a. Specify whether there are teeth, mandible, and/or maxilla present (include number and type of teeth): [e.g., 12 maxillary teeth, 4 mandibular teeth, partial right and left maxillae, mandible fragment]

- b. Are there any dental restorations, antemortem losses/extractions, or dental appliances present? Y/N
18. Do we have at least one complete dental record for all associated casualties? Y/N  
If no, how many casualties (relative to the total number associated) have dental records on file? [insert number of casualties with records over total; e.g., 11/12]

**Anthropology:**

19. Do we have a complete biological profile (minimally, race, stature, age, and sex) for all associated casualties? Y/N
- a. How many casualties (relative to the total number associated) have complete biological data? [insert number of casualties with records over total; e.g., 9/12]
- b. If not all required information is present, specify which data are missing or problematic: [e.g., one casualty is missing stature data, one casualty has widely varying statures listed, one casualty has inconsistent/multiple race classifications ]
20. Can stature be recalculated based on information in the X-file? Y/N
21. Do any of the casualties have skeletal trauma or disease listed in their files? Y/N
- a. If yes, how many?
- b. Specify trauma or disease:
22. Do the records for the remains in question annotate any skeletal trauma or disease? Y/N  
If yes, specify:
23. Is there a complete or nearly complete skull (i.e., cranium plus mandible) present? Y/N
24. Do we have facial photographs available for associated casualties? Y/N
- a. How many casualties (relative to the total number associated) have photos on file? [insert number of casualties with photos over total; e.g., 7/9]
- b. If no, how many photos have been requested but are not yet on file? [insert number of casualties with photos requested over total; e.g., 1/9]
- c. Total number of photos on file or requested: [e.g., 8/9]
25. For cases after WWII, are there clavicles and/or vertebrae present? Y/N  
If yes, specify number of clavicles and/or vertebrae present (including type of vertebrae): [e.g., right clavicle only, 5 cervical and 3 thoracic vertebrae]

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26. For cases after WWII, do we have chest radiographs for associated casualties? Y/N  
How many casualties have radiographs on file? [insert number of casualties  
with radiographs on file over total; e.g., 1/9]

**Intelligence:**

27. Is there any current or past intelligence information associated with the available shortlist  
for:

- a. Korean War? Y/N
- b. Cold War losses? Y/N
- c. Indochina War (also known as the Vietnam War) losses? Y/N

**GLOSSARY****PART I. ABBREVIATIONS AND ACRONYMS**

AI	Administrative Instruction
ABMC	American Battlefield Monuments Commission
AFDIL	Armed Forces DNA Identification Laboratory
AGRC	American Graves Registration Command
AGRS	American Graves Registration Service
ASD (M&RA)	Assistant Secretary of Defense (Manpower and Reserve Affairs)
DASD (MC&FP)	Deputy Assistant Secretary of Defense (Military Community and Family Policy)
DPAA	Defense POW/MIA Accounting Agency
DTM	directive-type memorandum
DNA	Deoxyribonucleic acid
FRS	family reference sample
PPDM	Policy and Plans Disinterment Manager
RDM	Regional Disinterment Manager
SACO	Staff Action Control Officer
SADM	Scientific Advisory Disinterment Manager
SAT	scientific advisory team
SOP	standard operating procedure
VA	Department of Veterans' Affairs

**PART II. DEFINITIONS**

**disinterment.** The exhumation of remains from a grave in an existing cemetery.

**disinterment projects.** The exhumation of multiple remains from multiple graves in existing cemeteries based upon the remains originating from a common casualty incident (e.g., airplane crash), geographic location (battle), or specific location (common grave or battlefield burial).

**Deoxyribonucleic acid.** Used as a line of evidence for making an identification. It is a molecule that carries the genetic instructions used in the growth, development, functioning and reproduction of all known living organisms and many viruses. DNA and RNA are nucleic acids; alongside proteins and complex carbohydrates, they are one of the three major types of macromolecule that are essential for all known forms of life. Most DNA molecules consist of two biopolymer strands coiled around each other to form a double helix.

**DoD personnel.** Defined in DoDD 2310.07.

**external disinterment requests.** Requests to disinter an Unknown received from family members of unaccounted for DoD personnel or third parties.

**family member.** Family members for the purpose of submitting an external disinterment request are the primary next of kin, spouses, children, parents, siblings, aunts and uncles, nieces and nephews, and first cousins.

**field investigations.** Consist of visits to locations where U.S. losses occurred or potential witnesses reside. May include historical research, as defined in this glossary; canvassing of areas for potential witnesses, with ensuing interviews with those who might have information on U.S. losses or loss sites; assessing, surveying, and mapping of potential loss sites; and documentation of interviews and site details. Site visits/surveys are often non-invasive in nature, incorporating hand-drawn or electronic maps, the use of Global Positioning Systems, and pedestrian survey. However, teams may require clearing of vegetation and may employ subsurface survey and testing techniques, including soil probes/augers, shovel tests (i.e., digging small, shovel-depth holes and assessing soil type and material evidence distribution), trenching, or remote sensing techniques, such as electrical resistivity, ground-penetrating radar, metal detection, or cesium magnetometry. The purpose of the site survey is to confirm that the location is the site of a possible U.S. loss, approximate the dimensions of the site, and determine recovery strategy for later excavations. Site surveys may require collection or documentation of material evidence from the surface. Documentation of investigative activities may include photography of witnesses and sites, as well as written descriptions. Investigations require interaction with members of the local population.

**group Unknown.** The commingled remains of two or more individuals that were buried as Unknowns and NOT designated as a group burial at the time of the interment.

**historical research.** Consists of visits to document and material evidence repositories for the purpose of locating information on U.S. losses. Sources of such information may include governmental and private museums, libraries, archives, universities, and collections of private researchers. Activities involve interaction with repository personnel and independent researchers.

**individual Unknown.** The remains believed to be of a single individual and designated, by appropriate authority, to be Unknown.

**internal disinterment proposals.** Proposals from U.S. Government employees (both military and civilian) personnel assigned or attached to DPAA, DPAA strategic partner, or DPAA volunteer to disinter an Unknown.

**single DPAA case management system.** The information management system, in use at the time the disinterment request or proposal is processed, that is used to control, track and record information concerning the remains and disinterment process.

**third party.** A person or organization that is not a family member of an unaccounted for person, DPAA employee, or otherwise affiliated with DPAA.