Fiscal Year (FY) 2007 Budget Estimates Defense Prisoner Of War/Missing Personnel Office (DPMO)



February 2006

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

Budget Activity (BA) #4: Administrative and Servicewide Activities

	FY 2005		Program			Program	
	Actuals	<u>Change</u>	<u>Change</u>	<u>Estimate</u>	Change	Change	<u>Estimate</u>
DPMO	15,302	408	129	15,839	319	33	16,191

I. Description of Operations Financed:

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

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

I. Description of Operations Financed: (continued)

In addition, the DASD for POW/Missing Personnel Affairs provides support to the presidentially-mandated US-Russia Joint Commission on POW/MIAs. The commission works to ascertain the facts regarding American servicemen for whom there has been no accounting and whose fate remains unknown and may be resolved as a result of information available in the Former Soviet Union. Additional work by the Commission has been expanded to include research initiatives in a number of East European countries.

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

II. Force Structure Summary: (N/A)

III. Financial Summary (\$ in Thousands):

			Congressional Action				
A. Budget Activity (BA) Subactivities	FY 2005 Actuals		Amount	Percent	Appropriated	Current Estimate	FY 2007 Estimate
DPMO Operations	15,302	16,105	-266	1.7	15,839	15,839	16,191

		CHANGE	CHANGE	
в.	Reconciliation Summary:	FY 2006/FY 2006	FY2006/FY2007	
	Baseline Funding	16,105	15,839	
	Congressional Adjustments (Distributed)			
	Congressional Adjustments (Undistributed)	-30		
	Congressional Adjustments (Earmarks)	-9		
	Congressional Adjustments (General Provisions)	-227		
	Subtotal Appropriated Amount	15,839		
	Fact-of-Life Changes (CY to CY Only)	0		
	Subtotal Baseline Funding	15,839	15,839	
	Anticipated Supplemental			
	Reprogrammings			
	Price Changes		319	
	Program Changes		33	
	Current Estimate	15,839	16,191	
	Less: Wartime Supplemental			
	Normalized Current Estimate	15,839	16,191	

C. Reconciliation of Increases and Decreases	Amount	<u>Totals</u>
FY 2006 President's Budget Request		16,105
 Congressional Adjustments Distributed Adjustments - Unobligated Balances Earmarks General Provisions	-30 -9 -227 -30 -25 -12 -160	-266
FY 2006 Appropriated Amount		15,839
2. War-Related and Disaster Supplemental Appropriations 3. Fact of Life Changes		
FY 2006 Baseline Funding		15,839
4. Reprogrammings (requiring 1415 Actions)		
Revised FY 2006 Estimate 5. Less: Item 2, War-Related and Disaster Supplemental Appropriations and Item 4, Reprogrammings, Iraq Freedom Fund Transfers		15,839
FY 2006 Normalized Current Estimate		15,839
6. Price Change		319
7. Functional Transfers 8. Program Increases a. Annualization of New FY 2006 Program		33

C.	Reconciliation of Increases and Decreases	<u>Amount</u>	<u>Totals</u>
	 b. One-Time FY 2007 Increases c. Program Growth in FY 2007 1) Increase in contract support for archival and research support in Asia and Russia. (Baseline FY 2006, \$2,549 thousand) 	33	
9.	Program Decreases		
FΣ	Z 2007 Budget Request		16,191

IV. Performance Criteria and Evaluation Summary

In 1996, Title 10, United States Code, Section 1501 directed the Secretary of Defense to establish an Office of Missing Persons. This legislation required the existing office (DPMO) to greatly expand the scope of its roles and responsibilities to include establishing comprehensive and uniform procedures for determining and updating the status of missing persons, their personnel files and contents and mandated case review dating September 2, 1945. Under these requirements, the mission has expanded to encompass policy oversight of the personnel recovery process as well as the traditional personnel accounting effort. DPMO's efforts to fulfill these requirements have yielded results in the following areas:

Outreach

DPMO continues an aggressive outreach effort with many highly successful programs. For example, eight Family Update meetings are held annually at major cities across the United States. Since the inception of this program, we have reached more than 12,000 family

IV. Performance Criteria and Evaluation Summary (Continued)

members, face-to-face, through this and our twice-yearly annual government briefings in Washington. During these meetings, Vietnam war, Cold war, Korean war and WWII family members have access to government experts who explain the use of cutting-edge technologies to identify remains, including mitochondrial DNA, archival research, and other important topics. Families are able to review details of their loved one's case and discuss issues with subject matter experts. As a result of these programs, stakeholders and others interested in our mission of the fullest possible accounting, regularly express their approval and support of the U.S. government's efforts.

To build awareness and foster support for our world-wide accounting effort, DPMO officials meet with members of the local media to help generate wider public understanding of the DoD commitment to missing service members and their families. We also contact the staffs of local Congressional representatives to ensure they are aware and supportive of these events in their districts. We also invite them to attend the Family Update meeting. DPMO's multi-pronged outreach program continues to target a variety of audiences. DPMO continues to conduct special meetings and distribute news releases and other items of interest to families, veterans' organizations and legislative members. Each year National POW/MIA Recognition Day posters are printed and distributed to military members, veterans' organizations, family organizations and constituencies to increase public awareness.

The DPMO Internet Web Site has been reconfigured to a more user-friendly format with useful information for researchers and family members. Our Internet web site has been very positively received, receiving more than 400,000 "hits" in one week from interested readers. Interest remains high on progress in Vietnam War and Korean War accounting efforts. The Coincidental Travel Assistance Program (Coin Assist) provides transportation

IV. Performance Criteria and Evaluation Summary (Continued)

for family members to attend annual government briefings. The expansion of this program to include Korea, Cold, Vietnam, and the Persian Gulf wars has contributed significantly to the number of family members who attend the annual Korean/Cold War government briefing. Family members express great appreciation for the government's efforts to account for those still missing.

DPMO advises other parts of the USG on issues affecting the issue of personnel recovery, determining the fate of the missing, and communicating with families of the missing. DPMO monitors activities related to the issue of the missing that are conducted by non-government organizations and other governments and conducts liaison with these entities when appropriate. This includes participating in two regional updates by the National League of Families, as well as participation in the national conventions by several Veterans Service Organizations.

DPMO also hosts Casualty Conferences, attended by all the members of the personnel accounting community. These meetings provide an opportunity for DoD's accounting community to work through issues and come to agreement on what the community could do as a whole to advance the accounting mission.

Policy and Personnel Recovery

In 2005, DPMO completed an interagency personnel recovery needs assessment with the goal of building a national architecture. The final report for the National Personnel Recovery Architecture (NPRA) study addressed the scope and requirements for personnel recovery from a national perspective. Since the report's release, DPMO has been building a plan to implement the key findings and has begun implementing parts of the plan. The

V. Performance Criteria and Evaluation Summary (Continued)

implementation plan is divided into four types of effort including: 1) developing national personnel recovery policy and updating current DoD personnel recovery policy; 2) advising and assisting interagency partners through education and training; 3) updating DoD's approach to survival, evasion, resistance, and escape (SERE) and Code of Conduct training; and 4) addressing the issue of contractors deploying with the force. This fourth effort will be the focus of additional efforts in 2006 as increasing numbers of contractor personnel become involved in Iraq and Afghanistan in rebuilding efforts.

Transition operations in Iraq present several challenges to personnel recovery policy, as interagency partners and government contractors populate a very high threat environment. Advising and assisting interagency partners through education and training is critically important. Fully trained and equipped DoD and interagency personnel, from a personnel recovery perspective, mitigate risk in high threat environments. While most personnel recovery programs across the interagency are in their infancy, DPMO will invest significant time and subject matter expertise over the next two years to ensure that policy guidance, terminology, doctrine, and operations remain synchronized as interagency programs come on line.

DPMO made progress on the issue of contractors deploying with the force and their use in high threat environments, providing inputs to the new DoD policy on Contractor Personnel Authorized to Accompany the U.S. Armed Forces. DPMO is assessing the training and funding requirements necessary to comply with this policy.

At the request of the National Security Council's Hostage Working Group, DPMO prepared a draft National Security Presidential Directive for personnel recovery in 2005. Currently, several different policy options are being considered that will, for the first

V. Performance Criteria and Evaluation Summary (Continued)

time, direct personnel recovery at the national and interagency levels. The implementation plan for the NPRA study gives DoD the leverage to begin building DoD's piece of the national personnel recovery system in FY 2006 and beyond.

DPMO is working with the Executive Agent Action Office, the Joint Personnel Recovery Agency and Service personnel recovery offices, to define and shape the Core Captivity Curriculum initiative. A joint and modular approach to resistance training, this project will help align Service schools and provide better, more thorough training without increasing the required number of training days. The Core Captivity Curriculum also addresses current DoD deficiencies in experiential training for hostage and peacetime governmental detention.

DPMO continued to support high profile family visits in 2005 in conjunction with our captivity support mission. DPMO supported the Colombian hostage families, the Maupin family, and the Bell and Bradley families with regard to their roles in captivity support, media involvement and repatriation support. DPMO is incorporating these issues into personnel recovery directives and instructions.

DPMO is working through the NATO Search and Rescue (SAR) Panel, the NATO Standardization Agency Working Group and NATO Air Group 1, to persuade the European Union (EU) to adopt NATO personnel recovery standards. As the EU develops its organic military capability, future interoperability with U.S. forces will depend on EU nations training and equipping to NATO standards. DPMO made significant contributions to inject "Joint Personnel Recovery" into the NATO Terms of Reference and helped rewrite Allied Technical Publication (ATP) 10, Civil SAR and ATP 62, Combat Search and Rescue (CSAR). DPMO was also instrumental in the continuing development of NATO documents for Personnel Recovery.

V. Performance Criteria and Evaluation Summary (Continued)

These documents will assist in integrating coalition partners' Locate-Tag-Track devices and advanced survival radios into a combined C4ISR recovery architecture.

As the DoD policy proponent for personnel recovery, DPMO supports personnel recovery technology initiatives. DPMO continues its support for the development and fielding of the Global Personnel Recovery System (GPRS) program and other solutions to personnel recovery challenges. GPRS reduces risk for the isolated operator, recovery forces and commanders and staffs while increasing situational awareness by providing secure overthe-horizon, two-way communications and precise location data. GPRS and technologies like it promote and allow for interagency and international interoperability.

In 2006, DPMO codified policy for DoD Support to Civil Search and Rescue. This policy outlines and codifies DoD responsibilities during civil search and rescue operations and serves as the first of six DoD publications DPMO has slated for revision in 2006 and 2007.

DPMO is currently planning the 2007 (7th annual) Worldwide DoD Personnel Recovery Conference for January 2007. The conference's purpose is to heighten awareness of personnel recovery at the highest levels of the U.S. government; facilitate the exchange of ideas within the recovery community; identify and resolve policy-level issues pertaining to personnel recovery within DoD; and chart a course for the future of personnel recovery. In preparation of the conference, DPMO will complete a comprehensive review of action and emphasis items from the previous six personnel recovery conferences.

DPMO annually participates in the Multi National Force Standard Operating Procedures workshop in U.S. Pacific Command. This is an opportunity to promulgate current personnel

V. Performance Criteria and Evaluation Summary (Continued)

recovery policy and ensure that any shortfalls and gaps are identified. DPMO also participates in the Tiger Team monitoring the hostage situation in Colombia, along with Department of State and U.S. Southern Command.

Southeast Asia

DPMO continues to focus on increasing the level of cooperation between the U.S. and Vietnam, Laos and Cambodia and among the Indochina countries themselves. DPMO sponsored the 2005 POW/MIA Consultations, the third multilateral meeting of the four countries. Once again, the central focus of the talks was to obtain cross-border information that would account for Americans, particularly those lost along the Ho Chi Minh Trail. In each country, DPMO focused on expanding the breadth, pace and flexibility of investigations and recovery operations. Nation-specific efforts included maintaining the on-the-ground, all-year intelligence effort in Cambodia, as well as working closely with the Government of Laos to implement a more flexible recovery strategy that will enable joint recovery teams to take advantage of favorable weather windows.

In Vietnam, DPMO continued discussions with the Vietnamese Government, moving forward on a new initiative to conduct additional research in Vietnam's archives. DPMO efforts resulted in U.S. investigators regaining access to previously restricted provinces in Vietnam's Western Highlands. Additional investigations are planned, as is a recovery.

DPMO continues its work with the archival research program in Laos covering each of the primary ministries and the Prime Minister's office. Progress was also made in developing an archival research program in Vietnam focused on the targeted archives of the Ministry of National Defense. The execution of this program in FY2006 and beyond will grant access

V. Performance Criteria and Evaluation Summary (Continued)

to information that was previously denied and holds the best opportunity for new information from this conflict. Analytic assessments also increased the effectiveness of joint and unilateral investigations and research that aided accounting for missing Americans. During technical discussion with each of the three countries, analysts provided information to support operations, the Last Known Alive cases, oral history interviews, the successful use of trilateral witnesses, and bilateral case preparations. In a series of department-wide multi-agency discussions, analysts moved forward the cases of more than 670 individuals by defining new next steps in the investigative process. These programs will continue in FY2006 and FY2007. Continued leads development through the archival research programs, the trilateral experts meetings, and the multi-agency discussions will support the operational elements of the community.

To further supplement the analysis, DPMO is developing policy and community consensus for how to expand the family reference sample database. This will include a robust inclusion into the family outreach program, as well as requesting support and assistance from veterans groups. The program should be defined and implemented in FY2006, and continue through FY2007.

Vietnam Prime Minister's Khai's first-ever visit to the U.S. in 2005 and his meeting with President Bush once again thrust the POW/MIA issue into the national and international spotlight. DPMO provided background and support to the visit and will be an important contributor to preparing for the 2006 Asia-Pacific Economic Conference. In addition, DPMO supported a U.S. Congressional delegation visit to Vietnam and Laos, the first in a decade exclusively focused on POW/MIA oversight issues. DPMO will continue to provide input and assistance to senior-level delegations to Vietnam, Laos and Cambodia. Additionally, DPMO will continue to provide inputs to senior military representatives as

V. Performance Criteria and Evaluation Summary (Continued)

they travel through the region, so that they too can emphasize the importance of the DPMO mission to their counterparts.

DPMO's efforts, in the context of the U.S.-Russia Joint Commission on POW/MIAs, have managed to elicit from the Russian commissioners expanded access in other Russian archives. Initiatives based on those efforts have led to information extracted from classified Vietnam War holdings of the Russian archives.

Northeast Asia

DPMO continues to develop its comprehensive oral history program contacts with Korean War veterans. More than 1,600 former POWs and other combat veterans have provided invaluable leads on tracking the losses of our 8,100+ unaccounted for servicemen from that conflict. DPMO continued to refine the Personnel Missing in Korea (PMKOR) list, another public document posted on its website. This list, configured to allow the public to download it from the DPMO website by state or service, generated considerable public interest and more than 16,000 internet "hits." DPMO research, in coordination with the Military Services, continued to enhance and improve the list, which resulted in higher quality information for the public.

The U.S. Government temporarily suspended remains recovery efforts in North Korea in May 2005, after completing one joint field activity. The previous year, the U.S. completed five operations, overlapping both FY 2004 and early FY 2005, and resulting in the recovery of 39 remains. In May 2005, teams recovered five remains from operations on the west side of the famous Chosin Reservoir and near Unsan. The regions under investigation encompassed over 1,300 losses in two major battle areas. DPMO is prepared to negotiate

V. Performance Criteria and Evaluation Summary (Continued)

with the North Koreans and commence operations in FY2006 as soon as the teams are allowed to return.

DPMO enjoyed continued cooperation from the People's Republic of China (PRC). DPMO personnel conducted the first official DoD visit to the Chinese Korean War Memorial Museum located in Dandong, China, on the border with North Korea. An excavation in May 2005 resulted in the recovery and identification of a WWII USAF pilot. DPMO also met with Chinese government officials to encourage continued cooperation on the accounting mission and to urge the Chinese to provide access to information in their military archives that is essential to the Korean War accounting effort and should also be useful in supporting Cold War and Vietnam War cases. Further negotiation with the Chinese for archival access is expected in FY2006. As the program continues to develop, and with implementation hopeful for late FY2006, the community's understanding of the Korean War POW camps and associated movements of POWs to and between camps should provide clear indications of where to look for some of those still missing. We also anticipate that analysis of information from these archives will help identify Korean War remains that have already been repatriated but cannot be identified. DPMO expects that this access may lead to access to other holdings maintained by private citizens and organizations in China.

DPMO negotiated unfettered access to the unclassified Korean War holdings of the Russian Central Military Archives in Podolsk, Russia. Korean War analysts work in these archives eight days of every month and have retrieved 32,000 pages of Soviet military documents directly related to the loss of American servicemen during the Korean War. Additionally, DPMO analysts have recently received thousands of declassified pages of Korean War materials for review. These documents provided fate-clarifying information on missing-

V. Performance Criteria and Evaluation Summary (Continued)

in-action American servicemen, and this research enabled DPMO to notify 263 next-of-kin family members about the fate of their loved ones. DPMO analysts plan to broaden the scope of its interview program to other countries of the Former Soviet Union in FY 2007, 2008, and FY 2009.

JOINT COMMISSION

DPMO provides direct administrative logistical, and analytical support to the presidentially mandated U.S.-Russia Joint Commission (USRJC) on POW/MIAs and maintains its focus on work conducted in Russia, other countries of the former Soviet Union (FSU), and Central Europe. DPMO analysts and researchers collected and analyzed information obtained in U.S. and foreign archives, witness interviews, and field investigations throughout the aforementioned areas. In addition, a DPMO office within the American Embassy in Moscow consists of personnel (two U.S. personnel and four Russian researchers) dedicated to the USRJC mission. This office provides support to DPMO's work in the FSU, including archival research, daily liaison with senior Russian officials whose support to DPMO's work in Russia is critical, field research to locate U.S. aircraft crash sites and grave sites, and essential follow-up on leads developed by analysts in Washington and those received from numerous sources.

World War II

DPMO continues to work with the Russian Military Medical Museum in St. Petersburg to review its holdings for information about 'unaccounted for' servicemen from World War II who received treatment by Soviet military medical personnel. In Eastern Europe and Russia, DPMO analysts greatly expanded efforts to locate remote burial sites of WWII

V. Performance Criteria and Evaluation Summary (Continued)

airmen. In the past and projected for the future, World War II Working Group analysts will continue to investigate crash and possible burial sites throughout Eastern Europe, especially cases in the Czech Republic, Hungary, Bosnia-Herzegovina, Croatia, Serbia, Slovenia, and the Russian Far East.

Investigative leads, already well advanced by DPMO analysts and investigators, in these regions have the potential to locate, repatriate, and identify hundreds of missing World War II - and Cold War-era military servicemen. DPMO analysts also are working important leads in Lithuania, Croatia, and Poland that offer the prospect of near-term results.

Archival Research (AR) is developing the first ever, complete, list of World War II servicemen whose remains were not recovered or identified after that war, the Personnel Missing World War II Database (PMWWII). This database provides the most accurate list to date of the more than 78,000 servicemen missing or unidentified from World War II that lists by name the individual's service number, his date of loss, and the reported area of loss and his branch of service. AR analysts also research, analyze and write case summaries of missing World War II servicemen for Family Updates and personally explain the reports to the missing man's next of kin at Family Updates. Archival Research analysts are expanding their research efforts to include the history of missing personnel in specific geographic regions and as the result of large-scale battle or ship losses. This information is crucial to helping define the WWII accounting policy, used in negotiations with foreign governments, and can assist in directing worldwide investigative operations. These research efforts serve to reinforce confidence in the US Government's commitment to fullest possible accounting of American still missing from World War II.

V. Performance Criteria and Evaluation Summary (Continued)

Cold War

Through the dedicated work of Cold War analysts, supporting the US-Russia Joint Commission on POW/MIAs, the Russian Side of the Commission has provided a significant amount of information related to the Cold War incidents. Additionally, despite limited archival access, a contracted Russian researcher has provided much of the day-to-day archival research and witness interviews. Through detailed research in Russian archives and interviews with hundreds of officials and military veterans, this DPMO group is closing in on the final resting place in north Russia of one missing Cold War-era pilot and is investigation an aircraft crash site in the Vladivostok region that potentially relates to one of nine remaining U.S. Cold War losses in the area of the former USSR.

Operation Iraqi Freedom

DPMO continues to provide policy support to the U.S. Delegation at each bi-yearly meeting of the Tripartite Commission (TPC). One senior level DPMO representative attends each TPC meeting, usually held in Geneva. DPMO also monitors the situation in Iraq, Afghanistan, and elsewhere to make certain that existing personnel recovery and accounting policy reflects the needs of the Combatant Commanders and those who deploy into harms way.

				Change	Change
V. Personnel Summary:				FY2005/	FY2006/
	FY 2005	FY 2006	FY 2007	FY 2006	FY 2007
Military End Strength (Total)	46	46	46	0	0
Officer	31	31	31	0	0
Enlisted	15	15	15	0	0
Civilian End Strength					
U.S. Direct Hire	69	69	69	0	0
Active Military Average Strength	32	46	46	14	0
Officer	22	31	31	9	0
Enlisted	10	15	15	5	0
Civilian Full-Time Equivalents					
U.S. Direct Hire	69	69	69	0	0
Average Annual Salary (\$ in thousands)	89	97	99	8	2

VI. OP 32 Line Items as Applicable (\$ in Thousands):

	Change from FY 2005 to FY 2006			Change from FY 2006 to FY 2007			
OP 32 Line	FY 2005 Actuals	Price Growth	Program Growth	FY 2006 Estimate	Price Growth	Program Growth	FY 2007 Estimate
101 Executive, General and							
Special Schedules	7,530	241	598	8,369	199	0	8,568
308 Travel of Persons	1,851	44	-1,093	802	18	0	820
673 Payments to DFAS	328	-9	81	400	-38	0	362
912 Rental Payments to GSA	1,056	25	16	1,097	27	0	1,124
914 Purchased Communications	130	3	2	135	3	0	138
915 Rents	6	0	0	6	0	0	6
920 Supplies and Materials	277	6	-113	170	4	0	174
921 Printing	109	2	-91	20	0	0	20
933 Studies	2,212	53	23	2,288	50	0	2,338
989 Other Contracts	1,800	43	706	2,549	56	33	2,638
998 Other Costs	3	0	0	3	0	0	3
TOTAL	15,302	408	129	15,839	319	33	16,191