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MISMANAGEMENT OF POW/MIA ACCOUNTING

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THURSDAY, AUGUST 1, 2013

United States Senate,  
Subcommittee on Financial and Contracting Oversight,  
Committee on Homeland Security and Governmental Affairs,  
Washington, D.C.

The Subcommittee met, pursuant to notice, at 10:35  
a.m., in Room SD-342, Dirksen Senate Office Building, Hon.  
Claire McCaskill, Chairman of the Subcommittee, presiding.

Present: Senators McCaskill and Ayotte.

OPENING STATEMENT OF SENATOR McCASKILL

Senator McCaskill. This hearing will come to order,  
and I apologize for my cold before I begin. I will try not  
to sniffle or cough into the microphone too much today.

We are here today to review the Department of Defense's  
management of POW/MIA accounting.

Our Nation has made a commitment to service members and  
their families that we will obtain the fullest possible  
accounting for the missing and recovery of remains for those  
who died serving our country. Today, the Defense Department  
estimates that there are about 83,000 missing U.S. personnel  
from past conflicts, including World War II, the Cold War,  
Vietnam, Korea, and the Persian Gulf War.

Over the last five years, Congress has appropriated

1 nearly \$500 million for this effort. In 2012 alone, this  
2 amounted to over \$132 million, approximately \$50 million  
3 more than the previous year. Those added funds were  
4 intended to ensure that the Department had every resource it  
5 needed to increase its capacity to account for 200 missing  
6 persons by 2015, a requirement set by Congress in 2009.

7 On average, however, the accounting community has  
8 identified and accounted for only 72 previously missing  
9 personnel per year. Although Congress has more than doubled  
10 the overall budget of the Joint POW/MIA Accounting Command,  
11 known as JPAC, over the last five years, the additional  
12 funds have not yet yielded any significant increase in  
13 identifications.

14 We cannot put a price tag on this mission, but we can  
15 and must ensure that hundreds of millions of dollars that  
16 taxpayers have earned are being spent as efficiently and  
17 effectively as possible.

18 According to a recent report by the Government  
19 Accountability Office, the Defense Department's capacity to  
20 account for missing personnel is, quote, "being undermined  
21 by longstanding leadership weaknesses and a fragmented  
22 organizational structure." In addition, disagreements and  
23 lack of communication between the various Defense Department  
24 commands and offices involved in the accounting mission have  
25 harmed the Department's ability to improve its capacity as

1 required by Congress.

2 GAO also identified significant duplication and overlap  
3 between JPAC and the Defense Department's Defense Prisoner  
4 of War/Missing Personnel Office, known as DPMO, and between  
5 JPAC's Central Identification Laboratory and the Air Force's  
6 Life Sciences Equipment Laboratory.

7 The Subcommittee has also reviewed an internal report  
8 regarding JPAC's internal operations. This report, which  
9 was prepared at the request of JPAC's commanders by a Fellow  
10 hired by JPAC's Central Identification Laboratory, found  
11 that JPAC's Research and Analysis Division was so mismanaged  
12 that it risked, quote, "total failure" of JPAC's mission.  
13 It called the Division's processes acutely dysfunctional and  
14 also found that JPAC had wasted or abused taxpayer funds on  
15 travel and, quote, "military tourism."

16 This report was banned by the former commander of JPAC  
17 and its findings did not become widely known until earlier  
18 this summer. These findings are deeply disturbing.  
19 However, since announcing this hearing, the Subcommittee  
20 staff has heard from nearly a dozen current and former  
21 members of JPAC, DPMO, and experts in the accounting  
22 community who have questioned this report's independence and  
23 its accuracy.

24 I wish to state clearly at the beginning of this  
25 hearing that the Subcommittee does not have a dog in this

1 fight. I am not here to take the side of JPAC, the DPMO,  
2 the Central Identification Laboratory, or Research and  
3 Analysis. I am here to give a loud wake-up call to everyone  
4 involved that it is time to put your squabbles aside for the  
5 good of the mission and the good of our Nation. It is  
6 unacceptable for dysfunctional bureaucracy to impede our  
7 efforts to bring closure to the families of missing  
8 personnel.

9 To all of those in the accounting community who work  
10 every day to find the missing, to identify remains, and to  
11 bring peace of mind to families, I thank you. You should be  
12 proud of the work that you do, and you should serve as an  
13 example to those throughout the chain of command whose  
14 pettiness, negligence, or willful ignorance allowed these  
15 problems to develop and remain uncorrected for so many  
16 years.

17 I hope by the end of this hearing we will understand  
18 more about the issues the accounting community is facing. I  
19 intend to raise some hard questions, including: How many of  
20 the missing personnel can reasonably be recovered and  
21 identified? And what will it actually cost to achieve this  
22 mission? We need to get these numbers straight. The family  
23 members of the missing deserve honest answers about what is  
24 feasible.

25 What we may not know is how quickly the Department can

1 fix these problems. I assure you that both here in this  
2 Subcommittee and in the Armed Services Committee, I intend  
3 to stay on this until they do.

4 I thank the witnesses for being here and I look forward  
5 to their testimony.

6 I am pleased today to be joined by Senator Ayotte, who  
7 I serve with on the Armed Services Committee. My Ranking  
8 Member could not be here today, so she is sitting in that  
9 seat and I could not be more thrilled with that, and I will  
10 now turn it over for her comments.

11 OPENING STATEMENT OF SENATOR AYOTTE

12 Senator Ayotte. Thank you so much, Madam Chair. It is  
13 an honor to be here with you this morning, and I enjoyed it  
14 when we had the opportunity to be the Chair and Ranking  
15 Member on the Readiness Subcommittee in the Armed Services  
16 Committee.

17 I think since we both serve on not only this Committee  
18 but the Armed Services Committee, I want to echo your  
19 commitment to making sure that we address the problems that  
20 have been identified by the internal report, by the GAO  
21 report, and that this must end, to make sure that we can do  
22 what is right for those that we have left behind and bring  
23 them home. So it is an honor to be here.

24 As you know, the Soldier's Creed includes the following  
25 words: I will never leave a fallen comrade. These words

1 are memorialized and memorized by our soldiers, are just as  
2 true for our entire Nation. Coming from a military family,  
3 and as I mentioned, as a member of the Armed Services  
4 Committee, I am determined, as I know the Chair is, as well,  
5 to make sure that our Nation does not waver from this solemn  
6 vow.

7 That is why today's hearing is so important. We have a  
8 solemn duty to recover the remains of our service members  
9 who made the ultimate sacrifice in distant battlefields to  
10 preserve our freedoms and our way of life. They have earned  
11 our enduring gratitude and stand as a lasting model of  
12 patriotism and courage to us all, and their sacrifice has  
13 directly contributed to the freedom and safety that we all  
14 enjoy today. That is why it is important that we live up to  
15 the words on the POW/MIA flag: You are not forgotten.

16 According to the Defense Prisoner of War/Missing  
17 Personnel Office, DPMO, we cannot account for over 73,000  
18 Americans who served in World War II, 8,000 who served in  
19 the Korean War, 125 in the Cold War, and over 1,600 in the  
20 Vietnam War. There have been 37 American POWs since 1973  
21 and all have been returned except one, Sergeant Bowe  
22 Bergdahl. In my home State of New Hampshire, we are still  
23 waiting to learn the fate of six service members from the  
24 Vietnam War and 43 from the Korean War who remain  
25 unaccounted for.

1           We entrust the Joint POW/MIA Accounting Command to work  
2 on behalf of the American people to fulfill our moral  
3 obligation to find and bring home the remains of American  
4 heroes who served overseas. In light of the great trust  
5 that we place not only in you, General McKeague, but in each  
6 of you, I am incredibly disturbed, as the Chair has  
7 mentioned, with not only the internal findings of the report  
8 that was done within the DOD, but with the recent GAO  
9 report, and I think the Chair hit it well when she talked  
10 about the leadership weaknesses identified in the GAO  
11 report.

12           But what bothered me most was reading about the petty  
13 squabbling between the three agencies which each of you has  
14 been charged with leadership. That is not the way--that is  
15 not the way we do things, and we owe it not only to those  
16 fallen heroes that we need to bring home to their families  
17 and to the American people that the squabbling end, that we  
18 get to the bottom of this, that we understand that the  
19 resources that have been given to you that, as the Chair  
20 mentioned, have increased, but the outcome has either stayed  
21 the same or decreased in terms of bringing our fallen heroes  
22 home, that we can do so much better.

23           You know, having served on the Armed Services Committee  
24 and hearing about the disputes between your agencies, it  
25 really troubled me. So we have got to get to the bottom of

1 this, and I want a commitment from each of you that this  
2 squabbling will end, that we will work together, that we  
3 will drive efficiencies to make sure that we are all working  
4 for the same result, and that is to bring our fallen heroes  
5 home, to be honest and truthful with their families, to make  
6 sure that their families know that they are not forgotten.

7 And so the reports, they raise serious questions. I  
8 know the Chair will have many important questions for all of  
9 you, as will I. And I want to thank each of you for being  
10 here today. We need to walk out of here knowing--I know  
11 this will be one hearing, but I think this will be one of  
12 many to make sure that we get this right. Thank you.

13 Senator McCaskill. Thank you, Senator Ayotte.

14 Let me introduce our witnesses. Major General Kelly  
15 McKeague is the Commander of the Joint POW/MIA Accounting  
16 Command, which supports the Department of Defense personnel  
17 accounting mission in analysis, search and recovery, and  
18 laboratory investigations. General McKeague assumed command  
19 in October of 2012. General McKeague began his military  
20 career serving as a civil engineering officer in various  
21 assignments in the U.S. Air Force. He has also served as  
22 Chief of Staff and Assistant to the Chairman of the Joint  
23 Chiefs of Staff for National Guard matters.

24 W. Montague Winfield is the Deputy Assistant Secretary  
25 of Defense for POW/Missing Personnel Affairs and Director of

1 the Defense POW/Missing Personnel Office. He is responsible  
2 for leading the national effort in the fullest possible  
3 accounting of American personnel missing as a result of  
4 hostile action. In addition to having served his  
5 distinguished 31-year Army career, Mr. Winfield was also the  
6 first Commanding General of the Joint POW/MIA Accounting  
7 Command.

8 John Goines is the Chief of the Life Sciences Equipment  
9 Laboratory.

10 Thank you, all three, for being here. It is the custom  
11 of this Subcommittee to swear all witnesses that appear  
12 before us, so if you do not mind, I would ask you to stand  
13 and take the following oath.

14 Do you swear that the testimony you will give before  
15 this Subcommittee will be the truth, the whole truth, and  
16 nothing but the truth, so help you God?

17 General McKeague. I do.

18 General Winfield. I do.

19 Mr. Goines. I do.

20 Senator McCaskill. Thank you all very much.

21 General McKeague, we will begin with your testimony.

1                   TESTIMONY OF MAJOR GENERAL KELLY K. McKEAGUE,  
2                   COMMANDER, JOINT POW/MIA ACCOUNTING COMMAND

3           General McKeague. Good morning, Chairman McCaskill,  
4   Senator Ayotte. It is a privilege to appear before you  
5   today, and I respectfully request my written testimony be  
6   included for the record.

7           When I took command of the Joint POW/MIA Accounting  
8   Command almost ten months ago, I realized that JPAC could be  
9   operated more efficiently and effectively. Since then, my  
10   team and I, in concert with DASD Winfield and all our  
11   partners in the personnel accounting community, have worked  
12   hard to improve how we account for our missing Americans  
13   from past conflicts.

14          The weight of our sacred obligation, as you mentioned,  
15   Senator Ayotte, is no better captured than in a remark a  
16   sister of an Army helicopter pilot missing in Vietnam  
17   recently shared with me. She said, "The vast majority of  
18   the families who are involved have tremendous trust in your  
19   mission and in those who work our cases." As JPAC's  
20   Commander, I have the distinct honor to lead a talented and  
21   dedicated team of professionals.

22          Our noble mission is global in scope, with  
23   investigations needing painstaking research, recoveries  
24   challenged by inhospitable environments, and tougher  
25   identifications demanding a world class scientific

1 enterprise. As responsible stewards of Federal funding, we  
2 are continuously seeking efficiencies and optimizing cost  
3 effectiveness.

4 In addition to optimizing our three mission sets, much  
5 of my focus over the past ten months has been to improve  
6 communication, coordination, and collaboration, both within  
7 the Command and with our external partners, to ensure JPAC  
8 is structured to effectively and efficiently accomplish our  
9 mission, to establish processes which will sustain and  
10 improve the organization and mission into the future, and to  
11 provide a quality work environment for the men and women of  
12 JPAC.

13 Unquestionably, there are areas within JPAC that offer  
14 opportunities for improvement and we make consistent efforts  
15 to identify and address these areas. Given the complexities  
16 of our worldwide mission, it is clear we must continue to  
17 strive to improve our efficiencies and performance. Still,  
18 sequestration and a civilian hiring freeze and furloughs do  
19 present us with steeper challenges.

20 However, I am confident JPAC's professionals will  
21 sustain our priorities with fewer resources and balance  
22 requirements to meet mission objectives. Most importantly,  
23 we will not waver in our commitment to the families of our  
24 mission heroes, our veterans, and the American people, which  
25 is a moral imperative of the fullest possible accounting of

1 those who lost their lives in service to this great Nation.

2 Prominently on a wall in JPAC's headquarters is  
3 President Calvin Coolidge's sage advice: The Nation which  
4 forgets its defenders will be itself forgotten. The  
5 dedicated men and women of JPAC endeavor to see that this  
6 never happens.

7 Madam Chairman and Senator Ayotte, thank you again for  
8 the opportunity to appear before you, and more importantly,  
9 for your support of this noble and critical mission. I  
10 welcome the questions you might have.

11 [The prepared statement of General McKeague follows:]

- 1 Senator McCaskill. Thank you, General.
- 2 Mr. Winfield.

1 TESTIMONY OF MAJOR GENERAL W. MONTAGUE WINFIELD,  
2 RET., DEPUTY ASSISTANT SECRETARY OF DEFENSE FOR  
3 POW/MISSING PERSONNEL AFFAIRS, AND DIRECTOR,  
4 DEFENSE PRISONER OF WAR/MISSING PERSONNEL OFFICE

5 General Winfield. Chairman McCaskill, Senator Ayotte,  
6 thank you for the opportunity to speak about what the  
7 Department of Defense is doing to improve the Department's  
8 efforts to achieve the fullest possible accounting for our  
9 missing DOD personnel and provide answers to their families.  
10 I look forward to discussing the responsibilities of the  
11 various members of the Department's accounting community as  
12 well as the specific collaboration between the Defense  
13 Prisoner of War/Missing Personnel Office, DPMO, and the  
14 Joint Prisoner of War/Missing in Action Accounting Command,  
15 JPAC.

16 Based on my experience as the first Commander of JPAC,  
17 I came to my current position well aware of the challenges I  
18 would be confronting. I know that the Department's  
19 personnel accounting communities suffer from organizational  
20 and structure weaknesses which have been cited in other  
21 reports and studies. Many of these structural flaws relate  
22 to the primary problem recently identified by the U.S.  
23 Government Accountability Office, GAO.

24 Over the past year, Major General McKeague, Mr. Goines,  
25 and I, along with others in the personnel accounting

1 community, have made significant strides to improve our  
2 unity of effort. But this is an issue that clearly needs  
3 further work.

4 As I strongly recommended, the Department has begun the  
5 process of implementing all nine of the GAO recommendations.  
6 Some of the issues raised in the internal draft JPAC  
7 Efficiency Report may require additional attention and  
8 investigation. In fact, last week, the Under Secretary of  
9 Defense for Policy requested that the DOD Inspector General  
10 initiate an immediate investigation into the allegations of  
11 fraud, waste, and abuse. Additionally, the Under Secretary  
12 requested that the Director, Cost Assessment and Program  
13 Evaluation, CAPE, undertake a review of the organizational  
14 structure the Department employs to accomplish this critical  
15 mission. Fortunately, the GAO has helped us identify in a  
16 thorough and objective manner what the Department needs to  
17 do to improve our performance of the sacred mission of  
18 accounting for our missing personnel.

19 I would like to describe recent and upcoming activities  
20 regarding missing personnel. Last week, our Nation  
21 commemorated the 60th anniversary of the Korean War  
22 Armistice at Arlington Cemetery, where the President took  
23 the opportunity to recognize the family of a missing service  
24 member whose remains had been just identified.

25 Next week, I will be hosting the Department's annual

1 meeting for family and members of American service members  
2 missing from the Korean War and Cold War. We expect  
3 approximately 430 family members from across the country to  
4 attend the two-day meeting that we will have the opportunity  
5 to brief them on our efforts and to account for their  
6 missing loved ones.

7       On July 12, I led a meeting in Salt Lake City, Utah,  
8 where we sat down and briefed 80 family members of missing  
9 service members from World War II, from the Korean War, and  
10 the Vietnam War. Likewise, I had the great honor to address  
11 the Veterans of Foreign Wars in July, as well as the  
12 National League of Families of American Prisoners and  
13 Missing in Southeast Asia in June. Major General McKeague  
14 was with me at all of these meetings.

15       I know he agrees that the families and our key external  
16 partners are as determined as ever to help us improve the  
17 way we account for our missing personnel, and just as  
18 importantly, to help us improve how we provide answers to  
19 their questions. Many of our families realize that we may  
20 never find our loved ones. But they look to us to help them  
21 understand what happened, and they do not want us to give  
22 up. It has been made clear to me that not knowing the fate  
23 of a missing loved one is as painful as never bringing them  
24 home.

25       With that in mind, the lessons and experiences we have

1 learned from our families and veterans have helped us shape  
2 the Department's view on how we account for those in Iraq  
3 and Afghanistan and how we support their families. I  
4 believe that with the support of Congress, the Department of  
5 Defense is taking steps to address longstanding challenges  
6 to efficiency and effectiveness in the personnel accounting  
7 community.

8 Thank you, and I look forward to taking your questions.

9 [The prepared statement of General Winfield follows:]

1           Senator McCaskill. Thank you very much.

2           Mr. Goines.

1                   TESTIMONY OF JOHN A. GOINES III, CHIEF, LIFE  
2                   SERVICES EQUIPMENT LABORATORY, U.S. AIR FORCE

3           Mr. Goines. Good morning, Chairman McCaskill and  
4   Senator Ayotte. I am John A. Goines III and I currently  
5   serve as the Chief of the Life Sciences Equipment Laboratory  
6   located at Wright-Patterson Air Force Base, Dayton, Ohio.

7           The Life Sciences Equipment Laboratory was established  
8   in 1983. Its function was to investigate problems  
9   associated with life support equipment and resolve issues  
10   related to Air Force mishaps. More than 30 years later, its  
11   mission support continues to expand to meet taskings from  
12   the Department of Defense, the Armed Services, and those of  
13   allied foreign nations. We occupy some 13,000 square feet  
14   in Building 17 at the Air Force Life Cycle Management Center  
15   and fall under Headquarters Air Force Materiel Command,  
16   Wright-Patterson Air Force Base, Ohio.

17           It is a unique facility within the DOD, and based upon  
18   comments received from numerous international visitors with  
19   regard to equipment studies and mission diversity performed,  
20   it is in all likelihood the only equipment laboratory of its  
21   type anywhere in the world.

22           In 1988, the L\*S\*E\*I\*L mission evolved from the  
23   L\*S\*E\*I\*L Chief, who was approached by the Joint Casualty  
24   Resolution Center, JCRC, to examine equipment artifacts  
25   recovered in Southeast Asia to determine the feasibility of

1 accounting for personnel based solely on the equipment. The  
2 L\*S\*E\*I\*L conducted investigations, studies, and  
3 instructional programs related to a very broad range of  
4 military equipment, which are defined as life sciences  
5 equipment.

6 In 1993, the L\*S\*E\*I\*L was tasked by Congress and the  
7 Joint Chiefs of Staff to become a support agency of the  
8 Joint Task Force Full Accounting, renamed the Joint POW/MIA  
9 Accounting Command, JPAC, in 2003, and subsequently other  
10 agencies, including the Defense Prisoner of War/Missing  
11 Personnel Office, DPMO. This resulted in the establishment  
12 of a dedicated L\*S\*E\*I\*L POW/MIA mission, which is manned by  
13 specialists whose work involves the accountability of  
14 missing Americans from conflicts like the Indochina War  
15 theater, the Korean Conflict, the Cold War, and the  
16 worldwide theater of World War II. Although the mission  
17 coverage is complex and challenging, the staff remains  
18 dedicated to enhancing aviation safety, sustaining and  
19 improving this Nation's military resources, and accurately  
20 resolving the status of our missing personnel for their  
21 families.

22 Within this context, since 1994, the L\*S\*E\*I\*L has  
23 supported 194 POW/MIA cases and has accounted for the  
24 presence of 206 missing individuals out of 349 being sought.  
25 On average, the L\*S\*E\*I\*L supports ten cases per year, with

1 an annual operating budget of \$250,000.

2       The L\*S\*E\*I\*L staff consists of a cadre of specialists  
3 who have extensive background in numerous types of life  
4 sciences equipment types deployed by American military  
5 services. Through the use of comprehensive technical  
6 library and a large collection of equipment reference  
7 exhibits maintained by the L\*S\*E\*I\*L, the analysts endeavor  
8 to match submitted artifacts to the type of equipment and  
9 specific systems from which the artifacts have originated  
10 from, identify its service applicability as well as the time  
11 period it was used. Further testing can then be applied,  
12 often employing state-of-the-art equipment along with the  
13 full resources of other laboratories and specialists at the  
14 Air Force Life Cycle Management Center to enable artifact  
15 identification to be confirmed.

16       Finally, all equipment and scientific test results are  
17 translated into determinations about the presence of missing  
18 personnel. Accordingly, an identified artifact, like a  
19 piece of air crew flight suit, can help reconstruct the  
20 pattern and type of its host structure, reveal information  
21 about which military service utilized it, disclose other  
22 details about when it was used and with what aircraft,  
23 until, along with all other artifacts and damage  
24 assessments, it provides an overall image of what the  
25 evidence supports about its previous user and their probable

1 status.

2           Based upon such work, the L\*S\*E\*I\*L and staff are  
3 totally dedicated to the resolution of the POW/MIA issue and  
4 to supporting other agencies involved in this highest  
5 national priority endeavor, to fully account for our  
6 Nation's missing personnel.

7           I thank you for the opportunity of providing opening  
8 remarks and I await any questions that you have for me at  
9 this time.

10           [The prepared statement of Mr. Goines follows:]

1           Senator McCaskill. Thank you very much.

2           One of the--I think there are three major areas that I  
3 would like to try to get covered today. One is, who is  
4 really in charge and is the structure appropriate? Second,  
5 what are we going to do about the infighting and the turf  
6 battles? And third, have we set realistic goals and are we  
7 using taxpayer dollars in the most efficient way possible?

8           Let us start with the leadership question. I have to  
9 tell you that as I began preparing for this hearing, echoes  
10 of Arlington began resonating with me, because when we  
11 looked at the problem at Arlington National Cemetery, there  
12 was a lack of oversight that was really bred by no one being  
13 in charge. It was very easy to finger point because there  
14 was not a clear chain as to who was responsible.

15           And I will put this chart in the record, but I want to  
16 hold it up because the interesting thing about this is every  
17 red box has a role. Look at that. I mean, is it any wonder  
18 that this is a mess?

19           [The information of Senator McCaskill follows:]

20           / SUBCOMMITTEE INSERT

1           Senator McCaskill. And the frustrating thing about  
2 this is that back in August of 1993, the Senate Select  
3 Committee on POW/MIA Affairs issued a report, and I am going  
4 to read from the report. "The U.S. Government's process for  
5 accounting for Americans missing in Southeast Asia has been  
6 flawed by a lack of organizational clarity, coordination,  
7 and consistency." That was 20 years ago. The notion that  
8 we are at that same place now is just a real head-scratcher  
9 for me.

10           Last year, the House Armed Services Committee pointed  
11 this out. GAO points it out. So what can you tell me about  
12 the Department's plans? It is my understanding that all of  
13 you, really, if you look at it, the only person you have in  
14 common that you report to is, in fact, Secretary Hagel, is  
15 that correct? Does anybody disagree with that assessment?

16           General Winfield. Senator, I agree with you.

17           Senator McCaskill. Okay. So--and, by the way, none of  
18 you are in the same down boxes here, and there are a lot of  
19 layers between you and Secretary Hagel. What can you tell  
20 me about plans to change this ridiculous organizational  
21 structure that is supposed to be working on a very focused  
22 problem? It is not like this problem is disparate. It is  
23 not like we are talking about, you know, lift needs for the  
24 Air Force or we are talking about logistic needs for the  
25 Army. We are talking about locating the missing remains,

1 which involves, obviously, science, it involves personnel,  
2 it involves cooperation of the various branches, but if we  
3 do not get this fixed, they are going to be back here in 20  
4 years yelling at you guys.

5 So, tell me, General McKeague, what are the plans right  
6 now for reorganizing this in a way that we can hold somebody  
7 accountable?

8 General McKeague. Chairman McCaskill, as you know, the  
9 GAO, that was their first recommendation of the night, was  
10 to look for the Department to consider some sort of  
11 consolidation. I do not look at this necessarily from the  
12 standpoint of this being--we all have different roles. My  
13 role is clearly the operational arm of the accounting  
14 community. I do not delve in policy. I do not delve in  
15 notification to families. But I know my partners do. And  
16 so I can assure you that as part of the Department's  
17 implementation of the GAO's recommendations, recommendation  
18 number one will be looked at seriously.

19 Senator McCaskill. Well, what does that mean?

20 General McKeague. I think we will--

21 Senator McCaskill. Who is looking at it, and what is  
22 the timeline?

23 General McKeague. Dr. Miller--this is more for DASD  
24 Winfield, but I will answer what I know. Dr. Miller has  
25 instituted a review of the GAO recommendations. As you

1 know, the Department has accepted eight of the nine and a  
2 partial concurrence of the ninth, and we are implementing  
3 many of those recommendations. Some of them have already  
4 been implemented. And I would view the consolidation  
5 question to be at the top of the list.

6 Senator McCaskill. Okay. That is not completely  
7 reassuring to me, and I will follow up with Dr. Miller for a  
8 timeline. But I think we need to know what the specific  
9 response to the recommendation is going to be. And this is  
10 not something that should take two years to study. This is  
11 something that somebody ought to be able to tell us, we are  
12 going to look at the organizational structure and we are  
13 going to make recommendations for change by this date, and  
14 that is what I am looking for.

15 Do either of you have any input on a date specific that  
16 we can look for some kind of plans to--and I get that we all  
17 have different missions here, but you cannot argue with the  
18 fact that even within your command, you have got two  
19 departments that are fighting like 12-year-olds.

20 General Winfield. Senator, if I may, the Department  
21 has, in fact, accepted all of the recommendations from the  
22 GAO. And in response to the GAO and also the internal JPAC  
23 report, the Under Secretary of Defense has directed that two  
24 reviews be conducted. First, he has directed that the DOD  
25 IG take a look at all malfeasance. Secondly, he has

1 directed that CAPE takes a look at the organizational  
2 structure of this organization, of the entire accounting  
3 community.

4 He has not put a timeline on exactly when we will have  
5 the results of these reviews, but I will assure you that it  
6 is not going to be a very extended period.

7 Senator McCaskill. Okay. Well, you can--and we will--  
8 I am sure that Senator Ayotte will join me in a letter to  
9 Dr. Miller. Dr. Miller needs to know, we need a date--

10 General Winfield. Yes, ma'am.

11 Senator McCaskill. --because we are going to hold him  
12 accountable to the date. And I think we will also direct  
13 the letter to Secretary Hagel, that this is something that  
14 demands some of his attention to get this thing straightened  
15 out once and for all.

16 And it is not that I do not think you guys are not  
17 capable of working with each other. But the problem, the  
18 accountability piece of this--and this is what we found over  
19 and over in Arlington--that when there is a problem, it is  
20 way too easy for you guys to fade with a finger pointing.  
21 Well, that is CIL, or that is over in DPMO, or, oh, that is  
22 in JPAC. If we get this concentrated with some kind of very  
23 clear chain of authority, then we will do a much better job  
24 of making sure that we are not getting excuses as opposed to  
25 real problems that we need to help you solve.

1 I have a lot of other questions, but I will turn it  
2 over to Senator Ayotte now.

3 Senator Ayotte. I want to thank the Chair, and let me  
4 just follow up on what Senator McCaskill just asked about.

5 You know, the 2010 Defense Authorization, in fact,  
6 directed this very issue. In fact, it asked the Secretary  
7 of Defense to implement a comprehensive, coordinated,  
8 integrated, and fully resourced program to account for  
9 missing persons. I mean, that is an excerpt from it right  
10 there. Section 541 set a goal of asking for this plan, a  
11 comprehensive, coordinated plan, be submitted so that we  
12 could accomplish, as you know, recovery of 200 remains each  
13 year to bring back to their families.

14 And one of the things that the GAO identified was the  
15 fact that because of the problems with the organizational  
16 structure and the disputes, that, in fact, as I understand  
17 it, JPAC and DPMO actually developed competing plans. Is  
18 that right?

19 General Winfield. Senator, based on information that  
20 we received from both of our predecessors, we know that to  
21 be true.

22 Senator Ayotte. Okay. So, here we have where we have  
23 already, as a Committee, said in 2010 that, clearly, a plan  
24 is needed, and now the Chair has already identified that  
25 this goes back 20 years where this very same issue has been

1 raised, and you can understand why we hear this today with  
2 no deadline, thinking, when is something going to change,  
3 because if we do not receive the coordination and plan that  
4 has already been asked for 20 years ago, was asked for  
5 clearly in 2010, with no deadline for how this structure is  
6 going to change, and you both have competing plans as to  
7 show should be in charge and how it should work, this has  
8 just got to stop.

9         And I will join the Chair in this letter because I  
10 think the Secretary, Secretary Hagel, has to focus on this,  
11 as well, and make sure that we receive as soon as possible  
12 what the new organizational structure will be of one that  
13 eliminates the squabbling, that eliminates the competing  
14 plans, makes a decision that is going to accomplish what all  
15 of us want to accomplish in bringing the remains home.

16         So, can you both tell me about these competing plans?  
17 Have the two of you communicated about these competing  
18 plans, and have you yet at your level as leaders--and, by  
19 the way, General, I know you have not been in this command  
20 long and you have adopted many of these issues, so you have  
21 a real opportunity, as well--all of you do--to set this  
22 right. But have the two of you gotten together on these  
23 competing plans and talk through what you think as leaders  
24 of DPMO and as JPAC what should happen?

25         General Winfield. Senator, a couple points. We talked

1 about a timeline. There is one portion of the timeline that  
2 Dr. Miller has put in place. He set a 90-day limit on the  
3 response of the review. After the review is actually  
4 conducted, obviously, the final decisions would have to be  
5 made. I can, in fact--when you talk about competing plans,  
6 again, when we--I have been in the position a little over a  
7 year, and when we both assumed our positions--

8 Senator Ayotte. So you are relatively new to this,  
9 too, as well.

10 General Winfield. Yes, I am. There is only one plan  
11 that was on the books, and that was a plan that requested  
12 resources. And of the two plans that you are referring to,  
13 the JPAC plan was the one that was agreed to.

14 So, when we talk about competing efforts, the first  
15 thing that I was directed to do and agreed with my boss, Dr.  
16 Miller, was, first, to bring the accounting community  
17 together. The second thing he asked me to do is increase  
18 transparency. The third was to support the GAO.

19 Immediately upon taking my position, we established a  
20 planning group. It was a joint planning group that had  
21 members of all of the accounting community, and their goal  
22 was to take a look at creating the capacity and capability  
23 of this plan which gets at the requirement that has been  
24 levied upon us. The requirement is to increase our capacity  
25 and capability by 2015 with a subsequent requirement to

1 eventually be able to identify 200.

2       It is important to note that there is no immediate  
3 return on investment. If we are funded--and we were--funded  
4 to increase our identifications, there is a long process.  
5 First of all, there is a lot of research and analysis that  
6 is conducted, followed by an extensive research or  
7 investigation of the specific area, the lost area. Then  
8 there is a recovery, and often times it might take more than  
9 one investigation, more than one recovery. And, finally, it  
10 goes to the lab for identification. So it takes time before  
11 there is a return.

12       Senator Ayotte. You know, and certainly, Mr. Winfield,  
13 I do not dispute that this process takes time in terms of  
14 the proper recovery of these remains. But I do not see,  
15 unless we get at the fundamental structural issues that the  
16 Chair has raised so that we are all working together instead  
17 of spending the time we are duplicating resources or not  
18 having clear chains of authority, how we could possibly  
19 reach the goal and most effectively do this on behalf of the  
20 American people.

21       Would you agree with me on that, that if the structural  
22 barriers are there, if people are not all working together  
23 in the best way, then how--obviously, no matter what time it  
24 takes in terms of the processes, then we are not going to be  
25 able to effectively achieve that. Would both of you agree

1 with me on that?

2 General Winfield. We have done an extremely good job  
3 at unity of effort. We work together on a daily basis. I  
4 communicate with Major General McKeague every day.

5 Senator Ayotte. Well, let me just get at a more  
6 fundamental question. Do you disagree that with the way  
7 things are right now, you have had these two competing,  
8 obviously, that came up through DPMO and JPAC to address the  
9 2010 NDAA. You have seen the organizational structure. Do  
10 you agree that things need to change in the organizational  
11 structure to make sure we get this right?

12 General Winfield. Senator, we agree with the  
13 recommendations that were made by the GAO that there is a  
14 need to take a look at our organizational structure.

15 Senator Ayotte. So, just a look.

16 General Winfield. Again, it is important that the  
17 review is conducted, and CAPE is going to take a good look  
18 and a review and an assessment of our organizational  
19 structure.

20 Senator Ayotte. See, here is what worries me. You  
21 have been looking and looking--

22 Senator McCaskill. For 20 years.

23 Senator Ayotte. --for 20 years, and it is just very  
24 evident--I thought the Chair's point was well taken that the  
25 lines of authority here do not make clear authority, so that

1 would be the most efficient way to drive the results, as  
2 identified in the GAO report and identified 20 years ago  
3 and, obviously, focused on in the 2010 NDAA, and I am sure  
4 many others that we did not pull up today.

5       So, we can keep looking and looking, but we need to go  
6 beyond looking. We need results, and that is why we are so  
7 concerned about driving a date on this of making sure that  
8 we get an outcome, of not just--I mean, I do not want to be  
9 here in the Defense Authorization asking the very same  
10 questions without some results, and I am sure neither of you  
11 do, either. So, that is what--when I hear "look," it really  
12 raises flags for me.

13       And, General, I do not know if you have a comment. I  
14 know my time is up, but--

15       General McKeague. Senator, if I could. The competing  
16 plans were back shortly after the NDAA was introduced and  
17 the goal was established. There were competing plans for  
18 resources. I can assure you that there is no competing--  
19 there are no competing plans today. We have an integrated  
20 plan. DASD Winfield took the lead on a capabilities and  
21 capacity plan for 2014. It included all of the partners.  
22 And I would also clarify that the cooperation and  
23 coordination between JPAC and DPMO, the two largest partners  
24 within the accounting community, has never been better. I  
25 have complete trust in DASD Winfield. As he said, we

1 communicate almost daily. And I do not see competing plans  
2 in today's construct.

3         Senator McCaskill. I just think it would be helpful if  
4 you had the same boss, you know. I just think it is  
5 confusing, and I will just tell you that I know you guys are  
6 going to take a look at it, and I know it is very hard to  
7 make changes in the organization. Speaking from a lot of  
8 experience in the contracting field, we actually managed to  
9 get a contracting command opened because of the severe  
10 problem.

11         I think there are two ways to get this reorganized, you  
12 all doing it in the way you think is best or us doing it for  
13 you. And I can assure you that Senator Ayotte and I will do  
14 it for you if you cannot do it yourself, because we need to  
15 know who the boss is.

16         I do not know if you are at fault or you are at fault,  
17 and you do not even report to the same people. So your boss  
18 may be telling you "A" and your boss may be telling you "B,"  
19 and then you guys are down here trying to work it out. It  
20 just does not make sense.

21         Let me talk about some of the infighting within JPAC,  
22 General McKeague. Does CIL have operational  
23 responsibilities at all?

24         General McKeague. Yes, ma'am. They are the  
25 identification operations arm of JPAC.

1           Senator McCaskill. So, both research and analysis and  
2 CIL have operational responsibilities?

3           General McKeague. They both work for me, ma'am.

4           Senator McCaskill. Okay.

5           General McKeague. There are three mission sets within  
6 JPAC. There is the searching for, research, and analysis.  
7 There is the recovery, led by our investigations recovery  
8 teams. And then there is the identification part, led by  
9 the Central Identification Lab.

10          Senator McCaskill. Other than the personal attacks in  
11 Paul Cole's report, do you think his analysis of the  
12 dysfunction within JPAC is accurate?

13          General McKeague. Ma'am, I would say that we do have  
14 issues in terms of efficiencies. I think Dr. Cole was  
15 astute in pointing out that we needed to improve our  
16 procedures and efficiencies, and we have. And I would say  
17 that he also was very helpful to us in talking about the  
18 need to improve the production of leads.

19          Senator McCaskill. Were there parts of the report that  
20 you thought were inaccurate?

21          General McKeague. Ma'am, I would disagree with some.  
22 For instance, archival research was nonexistent. I would  
23 disagree with that. That we had a stagnated operations plan  
24 and that there were multiple visits to Southeast Asia sites  
25 that were not justified, those are just some of the things I

1 would disagree with.

2           Senator McCaskill. We have heard, the Subcommittee--  
3 and I am going to talk about the whistleblowers, but we have  
4 also heard numerous complaints regarding CIL's management.  
5 After hearing from so many people with the same complaints,  
6 we kind of hard to wonder if there really is a significant  
7 problem with the management at that part of your command.  
8 There are also apparently a very high number of  
9 discrimination and EEO complaints that are pending. What is  
10 your take on that, General?

11           General McKeague. Ma'am, when I first arrived ten  
12 months ago, I found that we were in desperate need of  
13 attention toward communication, collaboration, and  
14 coordination. There was disunity within the command. That  
15 has been my priority, to unify the command. It has been my  
16 priority to improve morale, and I believe that we have  
17 improved it. Are there squabbles between the approaches  
18 that both divisions take? Absolutely. But I think we can  
19 provide those in a professionally enhanced environment to be  
20 able to resolve those without bomb throwing and finger  
21 pointing.

22           Senator McCaskill. I want you, and we will have  
23 questions for the record, but I do want you to keep us  
24 posted on the progress of how you feel that you are solving  
25 the problems within your command, because it appears--as we

1 began down this road, we assumed that the Cole report was  
2 being squashed because the Cole report was critical. Well,  
3 now as we have looked at it, part of it is that there was  
4 such wide disagreement within your command as to whether the  
5 Cole report was ginned up by Mr. Holland in order to try to  
6 make the other two parts of your command look bad, that this  
7 was all about promoting one part of your command at the  
8 expense of another part of your command because there was  
9 this squabbling going back and forth.

10         You know, I hate it that we are getting into this level  
11 of micromanaging within your command, but this all floated  
12 to the surface when we began planning this hearing. I mean,  
13 we answer the phone and we listen, and it was shocking, the  
14 amount of input we were getting. I mean, frankly, on the  
15 whistleblower stuff, I mean, our phone just started ringing  
16 off the hook, and the complaints were both about DPMO and  
17 JPAC, both where you work, Mr. Winfield, and where you work,  
18 General McKeague. We are getting a lot of whistleblower  
19 complaints about retaliation about whistleblowing.

20         Would both of you address the large number of claims of  
21 retaliation within your offices.

22         General McKeague. Ma'am, if I could address the part  
23 of--you are asking for a commitment from me to keep you  
24 apprised. I can assure you that I will keep you apprised of  
25 the progress we make.

1           I will share with you--and Senator Ayotte, you may know  
2 this--our mutual friend, Bill Reddel, put me in touch with  
3 the Arbinger Institute. It is a management consulting firm  
4 that looks at responsibility, collaboration, and influence.  
5 Bill Reddel, who is the Adjutant General of New Hampshire,  
6 has adopted Arbinger principles. I brought Arbinger in look  
7 at this exact same problem because, again, it is something  
8 that I saw firsthand that we--all the most talented  
9 scientists in the world, the most astute researchers and  
10 historians in the world would be totally ineffective if  
11 there was no trust, if there was no acceptance of personal  
12 responsibility, and if this was just a matter of everybody  
13 blaming everybody else, and that has been my focus, to get  
14 at it, to improve the morale and the environment within  
15 JPAC.

16           Senator McCaskill. Well, I realize this is a little  
17 bit of pot calling the kettle black because we do way too  
18 much of that and try to make the other guy look bad around  
19 here rather than coming together and working together, so I  
20 realize that there are a lot of people watching this hearing  
21 who would go, "Well, they have got a lot of nerve."

22           But, that aside, it is--you have a choice when you are  
23 a leader. You can either lead by making the other guy look  
24 bad and, therefore, you look better, or you can lead by  
25 giving the other guy credit and communicating and then

1 everyone does better. And I think what you have had in JPAC  
2 is the former and not the latter and I think you have got--I  
3 know you know you have got a ways to go.

4 General McKeague. Madam Chairman, I would agree with  
5 you, and I would also say that, just as you pointed out, we  
6 are all inextricably linked. The laboratory needs a  
7 functioning, effective research and analysis section just as  
8 much as research and analysis needs a fully functioning,  
9 effective laboratory. That is the irony, is everybody  
10 agrees that this is a passionate--this is a mission that  
11 they can be passionate about, and I share that passion.  
12 What they cannot agree is the approach on how to achieve and  
13 fulfill that passion.

14 Senator McCaskill. I am going to briefly go on to  
15 ORISE fellows and then I will save my numbers questions for  
16 the next round, but I want to, if you would allow me,  
17 Senator Ayotte, I am confused about the ORISE Fellows. You  
18 know, we began looking at the Fellows and it appears to me--  
19 are you paying Oak Ridge or the Department of Energy for  
20 these Fellows?

21 General McKeague. Ma'am, ORISE is an arm of the  
22 Department of Energy, so when we transfer our funding, it  
23 goes to the Department of Energy through ORISE.

24 Senator McCaskill. Are they making money off this?

25 General McKeague. ORISE?

1           Senator McCaskill. Yes. Is the Department of Energy  
2 making money off this?

3           General McKeague. Yes, ma'am. There is an 18 percent  
4 overhead.

5           Senator McCaskill. So--

6           General McKeague. Our annual payment to DOE through  
7 ORISE is \$3.5 million, of which 18 percent for fiscal year  
8 2013 is overhead.

9           Senator McCaskill. So why do you not just do the  
10 Fellows directly and save the 18 percent?

11          General McKeague. Ma'am, I am not sure. This is a  
12 program that has started back in the 1940s. DOD is the  
13 largest recipient of ORISE Fellows. It is intended to  
14 advance the scientific enterprise. We use them with great  
15 results. We use them for projects and research in niche  
16 requirements within the laboratory.

17          Senator McCaskill. Why do we not just hire really good  
18 archaeologists and scientists? Why are we paying an 18  
19 percent overhead to another Department of Government?

20          General McKeague. Ma'am, it is actually a bargain from  
21 the standpoint that they do not receive a salary from us.  
22 They are actually--

23          Senator McCaskill. Who are they receiving a salary  
24 from?

25          General McKeague. They are actually paid a stipend, on

1 average, about \$80,000.

2 Senator McCaskill. But, who is paying that? Is that  
3 the Department of Defense is paying that?

4 General McKeague. No, ma'am. I believe it is ORISE.  
5 We just transfer the funding. But the bottom line is--

6 Senator McCaskill. You mean the Department of Energy  
7 is paying it.

8 General McKeague. I am sorry, Department of Energy.

9 Senator McCaskill. Well, taxpayers are paying them.

10 General McKeague. Yes, ma'am.

11 Senator McCaskill. Okay. We are going to take a close  
12 look at this. We are going to ask your cooperation for the  
13 record--

14 General McKeague. Yes, ma'am.

15 Senator McCaskill. --because if it has been there  
16 since 1940 and there is an assumption you are getting a  
17 bargain, I do not like the idea that one Department of  
18 Government is paying another Department of Government an 18  
19 percent hit on locating and hiring people who are doing work  
20 for the Government. Just because it has always been done  
21 that way does not mean it is the right way to do it, and I  
22 need to see a cost-benefit analysis as to why we are getting  
23 value out of that 18 percent, because they are not working  
24 at the Department of Energy, right?

25 General McKeague. No, ma'am.

1           Senator McCaskill. They are working full time in  
2 Hawaii, right?

3           General McKeague. Yes, ma'am.

4           Senator McCaskill. How many of the Fellows have been  
5 extended past the five-year deadline?

6           General McKeague. Ma'am, if I could take that for the  
7 record.

8           Senator McCaskill. Okay.

9           General McKeague. We have currently 41 on our rolls  
10 right now.

11          Senator McCaskill. Yes.

12          General McKeague. And it provides a great recruiting  
13 and retention opportunity for us, as well, because in  
14 addition to the fact that we do not have them long-term, we  
15 can evaluate whether or not they would perform admirably as  
16 a full-time forensic anthropologist or archaeologist.

17          Senator McCaskill. Okay.

18          General McKeague. And their stipend is still  
19 significantly less than what we would be paying them as a  
20 civil servant.

21          Senator McCaskill. Okay. Well, that is what I want to  
22 get to the bottom of.

23          General McKeague. We will get you the information.

24          Senator McCaskill. But you understand, when we start  
25 to look at it, I am going, wait. Well, what is this? And I

1 know that they are supposed to have been graduating within  
2 five years, and Mr. Cole had not been in school in 20 years,  
3 and there were all kinds of issues about is this a way that  
4 you can get people hired that people know as opposed to  
5 getting the best and the brightest through this program. So  
6 I would appreciate those questions for the record.

7         Sorry, Senator Ayotte.

8         Senator Ayotte. No, that is fine.

9         You know, getting back to the question that we had  
10 initially on the organizational structure and implementing  
11 the GAO's findings, I know that Dr. Miller is looking at  
12 this issue, and have you briefed Secretary Hagel on this  
13 issue, as well, because I do believe that this is an issue  
14 that needs a fire lit on it from the top to make sure that  
15 we are really driving this and we are not ending up in the  
16 same position. So I do not know if you have had an  
17 opportunity, General or Mr. Winfield, to brief the Secretary  
18 on this.

19         General Winfield. Senator, I obviously have weekly  
20 conversations with Dr. Miller, but I would have to take for  
21 the record any conversation that he may have had with the  
22 Secretary of Defense.

23         Senator Ayotte. No, I am just trying to get at it,  
24 because we are going to--we will direct this up to the  
25 Secretary level and, obviously, talk to Dr. Miller, as well,

1 because I do believe that this has to come also from the top  
2 to make sure that we resolve these issues.

3 I know that Senator McCaskill had asked you, General,  
4 about the internal Dr. Cole report, and one of the things  
5 that troubled me about it, I understand that there was a lot  
6 of internal dispute about the validity of it and why it was--  
7 --why some of the criticisms were in it and did people have  
8 other motivations.

9 But your predecessor, Major General Tom, his response  
10 to that report was telling to me. It really stuck out for  
11 me, because he sent that memo saying it was hereby disavowed  
12 and rejected in its entirety, that I do not find any merit  
13 in any of the conclusions or recommendations, and that there  
14 would be no further copying or sharing of the report, and  
15 concluded by saying the command will not consider any  
16 allegations, findings, or recommendations from the report.

17 And I believe that Senator McCaskill had asked you  
18 about the report itself. Do you agree with that, that there  
19 is nothing valid in that report that we can take some  
20 lessons from, putting aside the motivation of it?

21 General McKeague. Senator, before I answer that  
22 question, Madam Chairman, if I could clarify. The ORISE  
23 program was actually in 1992. I misspoke with adding 50  
24 years to that. But, by all means, we will get you the  
25 information that you require.

1           Senator McCaskill. Thank you.

2           General McKeague. Senator, toward your question, I  
3 believe that we have implemented recommendations from Dr.  
4 Cole's report. Three I would like to highlight which I  
5 think are bearing fruit for us is the fact that we  
6 established an Investigation Decision Board to review field  
7 investigations that would come forward--to review research  
8 that would come forward as to whether or not it should  
9 qualify for a field investigation.

10           We also reorganized the command and now we have most of  
11 our--not most, but all of our supporting deploying personnel  
12 under one division. They work investigations and recovery  
13 for the actual field missions.

14           And the last thing I think was a positive from Dr.  
15 Cole's report is that we implemented adding a scientist,  
16 either a forensic anthropologist or archaeologist, to every  
17 field investigation team that went out, to look at the site,  
18 to map the site. In addition, we have assigned a military  
19 leader to help with logistics.

20           So those are just three examples of things we have  
21 already implemented that were recommended within Dr. Cole's  
22 report.

23           Senator Ayotte. Because that was a fairly defensive  
24 response of just saying, no, we are not going to consider  
25 anything in it. So I do appreciate that you have looked at

1 it with the eye of how can we improve.

2 General McKeague. Absolutely.

3 Senator Ayotte. The one issue that was raised in it  
4 that stuck out with me, as well, was this idea of military  
5 tourism. And, in fact, one of the examples in the report  
6 identified the--I have no doubts that in order to recover  
7 remains from World War II, that you have to travel to Italy  
8 and many other places in Europe. But one had highlighted an  
9 incident in which three JPAC teams spent five nights in a  
10 luxury hotel, superior hotel in Rome, that was more than  
11 \$500 a night. And when it was combined with the per diem to  
12 stay at this Hotel De La Minerve cost more than \$18,000 for  
13 taxpayers.

14 So, have you looked at that piece of it, too, as well,  
15 in terms of how taxpayer dollars are being used with the  
16 necessary travel that I do not dispute that JPAC needs to  
17 take in order to effectively recover remains?

18 General McKeague. Ma'am, I cannot speak to that  
19 specific incident. However, I will tell you that as part of  
20 Dr. Miller's review of the draft JPAC internal report, the  
21 DOD Inspector General will be looking at all allegations of  
22 fraud, waste, and abuse within that report.

23 Senator Ayotte. Okay.

24 General McKeague. Toward today, if I could fast  
25 forward, we have strict controls in place that prevent that

1 from happening. Our operational planning function is led by  
2 our Director of Operations, a neutral party. They  
3 encounter--they endeavor to have at least two operational  
4 planning teams that are made up of functional  
5 representatives from throughout the command to develop the  
6 mission set. There is then a decision brief that goes in  
7 front of my deputy to look at country coordination, to look  
8 at fiscal responsibility, to look at all issues regarding  
9 permitting. And then it finally comes to me for a  
10 confirmation briefing.

11 So I believe, today, we have multiple levels of control  
12 whereby other aspects within JPAC, functional aspects, are  
13 involved in the decision making process as to whether or not  
14 we are expending taxpayer dollars to advance a mission,  
15 whether it be an investigative one or a recovery one.

16 Senator Ayotte. And is this process something you have  
17 put in place since you have come into this command?

18 General McKeague. No, ma'am. It was put in place by  
19 my predecessor and I have just increased it and improved it  
20 as we have gone along. It is a constant reevaluation, a  
21 self-assessment. We have after-action reports after the  
22 teams come back. We determine, what did we miss in the  
23 operational planning function, and we then adjust.

24 Senator Ayotte. Well--

25 General McKeague. It is a continuous improvement

1 process.

2           Senator Ayotte. And I hope that you will review the  
3 examples, the one that I just identified and others in  
4 there, to do an after-action report to make sure that  
5 taxpayer dollars were being used responsibly so that any  
6 corrections can be made that those types of things do not  
7 happen again.

8           And I wanted to also ask, with regard to resourcing for  
9 what you have received with regard to JPAC. As I see it--  
10 and also with DPMO--certainly, you have seen some pretty  
11 significant increases. In fact, if you--let us put aside,  
12 obviously, where we are now with sequestration. But if you  
13 look from 2008 to 2012, for DPMO, it has been about a 26  
14 percent increase. For JPAC, from 2008 to 2012, it has been  
15 a 93 percent increase. And I think that reflects the  
16 commitment that Congress has to wanting to make sure that  
17 there are adequate resources for the recovery efforts here.

18           But then if I look at the numbers of remains that are  
19 recovered, there is not a reflection of the increase in  
20 resource. As I look at the numbers of remains recovered by  
21 2008 and 2012, it ranges from 62, 71, 74, 94, and 82. But  
22 there really does not seem to be the consistent increase in  
23 that piece of it along with the increase in resources.

24           So, I think this resource issue of what you need for  
25 resources--I know that my time is up and I know that the

1 Chair was going to ask about this, but I would like to get  
2 your perspective on, with the additional resources we have  
3 invested in this, how come we have not already seen--is it  
4 as a result of some of the issues identified in the GAO  
5 report, seeing better results, and what are we going to need  
6 going forward? So, I know that is a broad question and I  
7 know the Chair will probably have a number of questions in  
8 this area, but I think it is important that we get at these  
9 fiscal issues.

10 General McKeague. Ma'am, our baseline budget in 2012,  
11 when the additional resources were added, was \$71 million.  
12 Today, in fiscal year 2013, it is \$89 million, and there was  
13 additional growth built in through the appropriation from  
14 Congress as endorsed by the Department where, over a five-  
15 year plan, we were going to be added 253 personnel as well  
16 as \$314 million additional dollars to our program. That has  
17 hit a speed bump because of the fiscal environment we face,  
18 but we are confident that with the balance between smaller  
19 resources as well as what we need to do and how we need to  
20 optimize our efficiencies and effectiveness, that we will be  
21 able to do so.

22 Senator McCaskill. So, you are saying that,  
23 essentially, you have not seen a huge increase in resources?

24 General McKeague. Madam Chairman, DASD Winfield  
25 alluded to this earlier in his remarks. There is a lapse

1 time, a lead time between, A, training the people before  
2 they go out. The average forensic anthropologist needs  
3 anywhere from nine to 12 months before they can go on a  
4 field mission. So there is a lead time for that. There is  
5 a lead time for the research and analysis. There is a lead  
6 time for the recovery. And then, obviously, once the  
7 remains come into the laboratory, it can range anywhere from  
8 several weeks to, in many cases, decades--in some cases,  
9 years or decades. Last month, we just identified a set of  
10 remains that were returned to us in the early 1990s from  
11 North Korea.

12 Senator McCaskill. Let me ask you this. Do you feel  
13 confident, both Mr. Winfield and General McKeague, that you  
14 are going to be able to identify significantly more remains  
15 in the coming two to three years? I mean, will you get  
16 above 100? Will you get to 200? Do you believe you can do  
17 that?

18 General McKeague. Ma'am, I think a realistic goal for  
19 us, which would be attainable, would be a ten percent per  
20 year increase. If we were to do that, we could be at 125  
21 identifications within five years. I believe that is a  
22 realistic goal. I believe we will have the resources, even  
23 with this fiscal environment, by which to achieve that.

24 Senator McCaskill. Mr. Winfield.

25 General Winfield. Madam Chairman, in order to make an

1 identification, numerous members of the accounting community  
2 will have to contribute to that particular effort. We have  
3 made several strides that will allow us to increase our  
4 effectiveness and efficiency to identify more individuals.

5 For example, AFDIL, our Armed Forces DNA Identification  
6 Laboratory, have increased their technology where they need  
7 smaller portions of remains in order to make a DNA match.  
8 When we go talk about our SCOs, our Service Captured  
9 Officers, they have made improvements on how we look for the  
10 family members in order to get the family reference samples.

11 In our organization, you mention an increase. In 2010,  
12 we formally were given World War II as a portfolio. That is  
13 where the increase began. That is where we added some  
14 personnel. And, again, we will begin seeing and reaping the  
15 benefits of that very soon. But it is impossible to put an  
16 exact timeline on that.

17 So, I think there are a lot of things moving in the  
18 right direction to ensure that we are working towards our  
19 goal as efficiently and as effectively as we possibly can.

20 Senator McCaskill. I think you all understand, in this  
21 environment, if Congress does not start seeing an increase  
22 in the numbers of remains identified, that the money will go  
23 away. It just is just too hard to find the resources for  
24 what we need to be doing in the Federal Government that we  
25 would substantially increase resources for a given problem

1 that does not result in more productivity.

2 Let us talk about the reasonableness of the numbers and  
3 how honest and open we are being. This is difficult,  
4 because no one wants to give up on anyone, and we feel very  
5 strongly about that as a Nation. I know the current number  
6 is 83,000, and my understanding is 80 percent of that,  
7 73,000, is World War II. And it is my understanding from  
8 preparing for this hearing that you all have estimated that  
9 as many as 58,000 may not be recoverable with current  
10 technologies, and 40,000 were lost over deep water. Of  
11 that, 40,000 were lost over deep water and will never be  
12 recoverable.

13 Do you believe I have stated those numbers in an honest  
14 and forthright way?

15 General Winfield. Madam Chairman, several groups have  
16 attempted to determine exactly how many of our missing or  
17 unknowns are going to be reasonably recovered. What is  
18 important to note is that we have a requirement from  
19 Congress to create a case file on each of our missing from  
20 World War II. We have been working on that. We have about  
21 20,000 at this point and we are going to continue to work  
22 that. Once we have a case file on each individual, we will  
23 be able to make a good assessment on how many of those will  
24 be recoverable, if you will. So the analysis will be done  
25 and we will be able to give you a very accurate figure in

1 the near future.

2 Senator McCaskill. Well, is the number correct, that  
3 approximately 40,000 were lost over deep water?

4 General Winfield. To the best of my knowledge, that is  
5 correct.

6 Senator McCaskill. And do we know who those 40,000  
7 are?

8 General Winfield. We do have names. We have a list of  
9 everyone that was missing from World War II.

10 Senator McCaskill. And do we know which of those  
11 individuals were lost over deep water?

12 General Winfield. We do, indeed.

13 Senator McCaskill. And have we been, do you believe,  
14 honest and forthright with the families about the chance of  
15 recovering those remains, the 40,000 deep water?

16 General Winfield. We have not released specific names.  
17 That is one of the recommendations from the GAO, is to  
18 create that case file and then prioritize the list based on  
19 the probability of being able to recover those remains.

20 Senator McCaskill. Why do you think that we have been  
21 as reluctant as it appears we have been to be reasonable and  
22 honest with these families? What favor are we doing them?  
23 If we know the names and we know it was over deep water and  
24 we know they are not recoverable, why would we not rush to  
25 be honest and forthright with these families?

1           General Winfield.  Ma'am, I had the exact same question  
2 when I assumed this position, and as I started researching  
3 it, what I was told was there are a lot of families still  
4 holding out hope.  I mean, we say that they were in a ship,  
5 if you will, and the ship went down.  There are families who  
6 believe that there may be inaccuracies on who physically was  
7 on the ship, if you will, and there has been a reluctance to  
8 tell the families that there is no hope that we are going to  
9 find your loved one or be able to bring the remains back  
10 home.

11           I will tell you that one of my agendas is to--

12           Senator McCaskill.  It seems cruel to me.  That just  
13 seems cruel to me--

14           General Winfield.  And, Madam Chairman--

15           Senator McCaskill.  and I do not think that the POW/MIA  
16 community is unwilling to receive the factual information  
17 that you have to the best of your ability.  I mean, at some  
18 point in time, is it more cruel to not be honest and  
19 forthright that the chances of recovering half of the number  
20 that you have all been tasked with is somewhere close to  
21 none from slim?  I just--I disagree that you are doing these  
22 families a favor by not being honest and forthright about  
23 it.

24           General Winfield.  Madam Chairman, I agree with you  
25 totally--

1           Senator McCaskill. Then who is keeping you from doing  
2 it, us?

3           General Winfield. No, ma'am. What we have to do is  
4 validate the information that was provided by the Army  
5 Graves Registration Service and other services. Once we  
6 make that validation, we are certainly more than willing to  
7 provide that information to the families. What we do not  
8 want to do is to say there is hope and then return a year or  
9 two later and say, no, there is no hope. So what we want to  
10 do is to be accurate in our assessment, and that is what we  
11 are going to do. That is one of my main objectives, is to  
12 do just what you have described. Once we do the analysis,  
13 once we have collected the information--

14          Senator McCaskill. So you say you are going to wait  
15 until you have done all of them before you tell any  
16 families?

17          General Winfield. Absolutely not, ma'am. As soon as  
18 we get the information on these--as we start working the  
19 case files, we are going to be in a position to be able to  
20 give families information about their loved one.

21          Senator McCaskill. And when will that begin?

22          General Winfield. We have already started the process  
23 of accumulating the information. The charter that was given  
24 to us by Congress is to collect all the information that we  
25 have on each of our missing from World War II. The baseline

1 for that, and we are looking at all of the files from those  
2 that were lost and now we are bringing all of that  
3 information together. As we do the assessment of that, we  
4 are going to start providing the information to the  
5 families.

6 Senator McCaskill. Senator McCain and I have discussed  
7 this, and I am going to meet with him when we return in  
8 September to talk about this, but I feel a sense of urgency  
9 about getting accurate information to these families as  
10 quickly as possible and I have a feeling that sometimes the  
11 bureaucratic need to finish a task, combined with pressure  
12 from Congress, has inadvertently put way too many families  
13 in a cruel limbo when we could fix that in short order.

14 And I am going to try to help with that, to whatever  
15 extent I can, because you have got a lot of work to do that  
16 needs to be done. If we know that there is work that is  
17 impossible to do, the sooner that we deal with that, the  
18 better.

19 General Winfield. And, Madam Chairman, we are working  
20 towards that end. We do just that for the Southeast Asia  
21 Conflict or the Vietnam War. We have categorized them. We  
22 are in the process of doing the same thing for the Korean  
23 War. It is just a matter of getting to it, and again, as I  
24 mentioned earlier, it was 2010, NDAA 2010, that formally  
25 added World War II to our portfolio. So, we are behind.

1 The most mature of our efforts, of course, is Vietnam. This  
2 is where it all started.

3 Senator McCaskill. Yes. Okay. Senator Ayotte.

4 Senator Ayotte. So, right now, in terms of family  
5 members, how do they receive information on someone that  
6 they have lost? Do they have to contact you? Do you  
7 contact them? How does that happen right now?

8 General Winfield. Yes. There is a procedure. Again,  
9 this is an accounting community effort in pretty much the  
10 entire process. The communications is done by the Service  
11 Casualty Officers. We will pass the information to them and  
12 they will make the presentation to the families. If they  
13 have questions, the families have questions, information  
14 will be passed through the Service Casualty Officers and  
15 passed to us. We do the research, and back and forth is the  
16 way that works.

17 Senator Ayotte. And I would totally agree with what  
18 Senator McCaskill said about--I think that families should  
19 get whatever information that you have, because they deserve  
20 this. And when you think about particularly our World War  
21 II veterans, I know it was just added to your statutory  
22 duties in 2010, but so many of them, obviously now, if you  
23 think about the family members, the spouses, we are getting  
24 to a point where we are losing so many of them. And I am  
25 sure that the urgency of providing this information to their

1 families becomes even greater so that they can know and,  
2 obviously, just know whatever we know.

3 I am really blessed because my Grandfather is a World  
4 War II veteran. He is 97 years old. He is still with us.  
5 So I think about so many of them are not going to be with  
6 us, and I am sure their widows, as well. So there is an  
7 urgency to this, and whatever we know, they should know.

8 I also wanted to follow up on this issue that, General,  
9 you had clarified and said originally, as a result of the  
10 2010 NDAA as identified in the GAO report, there came up two  
11 different plans, one from DPMO, one from JPAC, and now you  
12 have settled on the JPAC plan and you are on the same page,  
13 as I understand it. But we have not received anything yet,  
14 have we, to my knowledge? Because I thought, ultimately, we  
15 were going to get that report.

16 General Winfield. Senator, we did not agree to the  
17 JPAC plan. Again, the requirement was to create a  
18 comprehensive, coordinated, integrated, fully funded  
19 program--

20 Senator Ayotte. Right.

21 General Winfield. --and the JPAC plan and the plan  
22 that was being forwarded by DPMO did not include all of  
23 those elements. Since we both--

24 Senator Ayotte. So we are not there yet?

25 General Winfield. Well, we have created a plan. It is

1 our Capacity and Capabilities Plan. That is being formally  
2 coordinated within DOD as we speak. Once that coordination  
3 is complete, then we will be able to release it.

4 Senator Ayotte. So, when will we receive it?

5 General Winfield. I cannot put a time limit on how  
6 long it takes to get through all the coordination.

7 Senator McCaskill. What does that mean? What  
8 coordination?

9 Senator Ayotte. Yes, exactly. I do not know what  
10 coordination--

11 General Winfield. Yes. Any time we produce a product,  
12 it has to go through coordination with the different  
13 services, the Joint Staff, GCM, it goes--yes, ma'am, that is  
14 pretty much accurate.

15 [Laughter.]

16 Senator McCaskill. You are killing me here.

17 Senator Ayotte. Okay. So we just--we need answers and  
18 we need leadership on this, and here is the opportunity.  
19 When I see both of you, you know, General, Mr. Winfield, you  
20 have been in your positions for about a year--ten months, a  
21 year--this is your opportunity. You have got great  
22 challenges, but it is your leadership opportunity to get  
23 this right, and we want to see it, and we want to see it  
24 soon. So we are going to be following up on this with Dr.  
25 Miller and the Secretary because it is not clear to me,

1 because, ultimately, I mean, it was the Congress who asked  
2 you for the report so that we can get this right, finally.  
3 So that is where our frustration comes from, as you can  
4 imagine.

5 General Winfield. And, Senator, it is important to  
6 note that the agreement was that we would nest the JPAC plan  
7 that was accepted and funded into the coordinated plan, and  
8 we did exactly that. And I think General McKeague would  
9 agree that we did not lose any elements of his plan--

10 Senator Ayotte. Whoever is holding the plan right now,  
11 produce it.

12 General Winfield. Yes, ma'am.

13 Senator Ayotte. Up the chain of command. Keep going.  
14 Get it to us.

15 Senator McCaskill. Wherever it is "nesting," we want  
16 it hatched.

17 Senator Ayotte. Yes. No more nesting. No more  
18 coordination, whatever. Let us see it.

19 And I wanted to follow up, Mr. Winfield, while you are  
20 here, just to ask you about Sergeant Bowe Bergdahl. As you  
21 know, he was captured by the Taliban in June of 2009. I  
22 know it is, obviously, for his family, a very difficult and  
23 troubling and horrible situation, and just wanted to see  
24 where things were and what the Defense Department's efforts  
25 were there. I know it is very challenging.

1           General Winfield.  Senator, again, Sergeant Bowe  
2 Bergdahl has our--the Department of Defense's highest  
3 priority and we are working diligently.  What we were  
4 working on for the last year is to ensure that there is a  
5 whole of Government approach to trying to bring Sergeant  
6 Bergdahl home--

7           Senator Ayotte.  Right, along with the State Department  
8 and--

9           General Winfield.  Yes, ma'am, and that--

10          Senator Ayotte.  --DOD, and I understand.

11          General Winfield.  Yes, ma'am, and that is happening  
12 now.

13          Senator Ayotte.  Okay.

14          General Winfield.  So, the effort is there, the focus  
15 is there, and we have the right people working to try to  
16 find information and to bring Bowe Bergdahl home to his  
17 mother and father.

18          Senator Ayotte.  I just wanted to raise Sergeant  
19 Bergdahl in today's hearing so that people understand that  
20 he is very much on our mind--

21          General Winfield.  Yes, ma'am.

22          Senator Ayotte.  and from the highest levels of  
23 Government, so thank you.

24          Senator McCaskill.  I think the most important thing to  
25 remember is when you all go back to your jobs and you have

1 got one of those moments where something is supposed to go  
2 through a process, and that term "coordination," which  
3 really means "lost in a deep black hole at the Pentagon,"  
4 when you are having those days that it has gone somewhere  
5 for somebody else's eyes and it is supposed to be back, I  
6 just want you to hear my voice ringing in your head. Get it  
7 frickin' done.

8 I mean, we are not going to be patient about this.  
9 This has been a problem for 20 years. And we want the plan.  
10 We want the reorganization of this effort so there are not  
11 so many cooks in the kitchen that are in charge, but there  
12 is one chef that we can blame. If the numbers are not  
13 there, if--and, by the way, it is going to help you get the  
14 resources you need, and when you speak with one unified  
15 voice, it makes your job so much easier.

16 Senator Ayotte. Please, hear my voice, too--

17 Senator McCaskill. Yes. I mean--

18 Senator Ayotte. --because our voices will be together  
19 on this.

20 Senator McCaskill. This is going to be ridiculously  
21 hard for you, because we are like a dog with a bone on this  
22 stuff. So, you had better get used to this room because you  
23 are going to be back here a lot if we do not get dates and  
24 we do not get plans and we do not get something that does  
25 not look like a professor's test on organizational ability,

1 how you do not do it. I mean, this would be a business  
2 class--this would be a case study of how you make sure that  
3 you do not get results and accountability.

4 And then, briefly, before we close here, I want to just  
5 ask about the JPAC lab in Nebraska. What purpose is this  
6 lab serving and how much does it cost?

7 General McKeague. Ma'am, we just opened the laboratory  
8 at Offutt Air Force Base, Nebraska, in June of this year.  
9 It provides us the additional capacity and capability that  
10 was identified within the Congressional mandate. It cost us  
11 a little over \$5.2 million. We ended up revitalizing and  
12 reusing an existing facility on the base, and that  
13 laboratory annex is up and running as of June 1.

14 Senator McCaskill. And are they performing  
15 identifications?

16 General McKeague. Ma'am, they have their first case.  
17 It is a case from Vietnam. It is a case of ten  
18 disinternments from the cemetery in your home State and they  
19 are working on that case right now.

20 Senator McCaskill. Well, that is terrific, and I  
21 wanted to make sure that they were up and running. And I  
22 actually will tell you--I will leave on a positive note--  
23 \$5.2 million sounds like a reasonable number in the grand  
24 scheme of numbers that I look at constantly at the  
25 Department of Defense.

1           General McKeague. Yes, ma'am. It was a renovation of  
2 an existing facility, and, again, it provides us a state-of-  
3 the-art facility. I will caveat it that, because of the  
4 hiring freeze, we only have 14 of the 49 laboratory  
5 personnel in the building. But we are working with United  
6 States Pacific Command and DOD on that hiring issue.

7           Senator McCaskill. That is great. That is great.

8           Any other questions from you, Senator Ayotte?

9           Senator Ayotte. No. I may have some questions for the  
10 record. But as the Chair said, we will meet again, so thank  
11 you all for being here and--

12           Senator McCaskill. And I know you all are really  
13 trying. I mean, our job is to do oversight. Our job is to  
14 hold your feet to the fire. Our job is to make you  
15 accountable, and we are going to do that. I understand that  
16 you do have a sacred mission. I understand that you are  
17 dedicated public servants, and we do not diminish that  
18 service in any way. But we want to get this fixed so that  
19 our successors years from now are not saying, well, why were  
20 these Senators so lame? They could not get it done when  
21 they tried--

22           Senator Ayotte. Right.

23           Senator McCaskill. --back in 2013. Thank you all very  
24 much.

25           Senator Ayotte. Thank you, and thank you. I think you

1 have great leadership opportunities here, as well, and your  
2 service records will bring--we thank you for your  
3 distinguished service records to be the right leader needed  
4 at the right time to get this right for the American people,  
5 so thank you.

6 Senator McCaskill. Thank you. The hearing is  
7 adjourned.

8 [Whereupon, at 11:54 a.m., the Subcommittee was  
9 adjourned.]