

**Post-Hearing Questions for the Record  
Submitted to Major General McKeague  
From Senator Kelly Ayotte**

**“Mismanagement of POW/MIA Accounting”  
August 1, 2013**

1. Question: The 2010 National Defense Authorization Act (NDAA) sets an accounting goal of identifying at least 200 missing persons annually. The Secretary of Defense is "to increase significantly the capability and capacity" of the Department of Defense (DoD) to better contribute to the mission. - Secretary Winfield and Major General McKeague, what funding levels would you need in FY14 and FY15 to achieve the 200-identification requirement by FY15? - Major General McKeague, how will sequestration in 2013 and 2014 affect the mission?

Answer: In response to the passage of the Fiscal Year (FY) 2010 NDAA requirement to build the capability and capacity to achieve 200 annual identifications by 2015, JPAC requested (through the FY2012-2016 Program Objective Memorandum--POM--process) the requisite resources to meet this goal. DoD subsequently approved the additional \$312.1 million and 253 new personnel (208 civilians and 45 military) requested in the POM.

Despite having received our FY2012, and some of the FY2013, allocations, this year's Continuing Resolution Authority (CRA) funding delays, Sequestration reductions, and the civilian hiring freeze have severely hindered our planned capacity-building and restricted our capability growth initiatives. Being able to hire the additional 91 and 25 civilians respectively programmed in FY2013 and FY2014, as well as receiving the additional \$59.9 million and \$69.3 million programmed for those years, would help to counteract the accumulating negative impacts. But, as it stands, the delays to hiring, training and fielding new personnel by FY2014, due to the limiting capability and capacity growth, will prevent 200 annual identifications in being achieved.

- Major General McKeague, how will sequestration in 2013 and 2014 affect the mission?

Answer: The most significant impact from Sequestration has been to our programmed capacity growth. During FY 2013, the Department of the Navy-imposed a civilian hiring freeze preventing JPAC from filling 74 programmed civilian vacancies, and 3 unfilled vacancies from FY2012. Moreover, the civilian hiring freeze precludes us from filling 37 current civilian attrition vacancies that have accumulated, as well as retaining critical scientific term-employees who have proven themselves through their performance. In FY2014, JPAC will be unable to fill 25 more civilian billets, which had also been programmed and should be in the applicant-advertising phase by now. The freeze currently prevents us from hiring 139 civilians, many of whom are required scientists, historians and analysts, to build our capacity per the FY2010 NDAA.

Also, in FY2013, the collective effects of CRA budgeting delays and Sequestration reductions to our budget, resulted in the cancellation of 6 of 36 planned Joint Field Activities (JFAs), each of which comprises multiple recovery missions and investigation missions in a specific country and the scaling down of 4 other JFAs. JPAC anticipates similar budget impacts in FY 2014 and will

again be forced to cancel and scale back operational missions if Sequestration continues in its current form.

2. Question. The July 2013 Government Accountability Office report acknowledged that Secretary Winfield has made improvements in some areas, but it found that problems persisted and impeded DoD's efforts to ensure the effective and efficient accomplishment of the mission.-Secretary Winfield and Major General McKeague, what reforms are you pursuing to make DPMO and JPAC more efficient and to help accomplish the mission?

Answer. The Joint POW/MIA Accounting Command (JPAC) has made numerous reforms aimed at improving our efficiency and effectiveness to better accomplish our mission. Several of the key ones include:

- In October 2012, we instituted an internal reorganization to better align our functions. One major aspect of this was combining most of the sections supporting our Investigation and Recovery Teams into a single division to provide better command and control, logistics planning, and synergy among all deploying support personnel.
- We have also restructured our deploying investigation teams to include two key positions with very important roles: a civilian scientist to provide site assessment and mapping capabilities, and a military team leader to provide improved planning and logistics.
- We established an Investigation Decision Board to evaluate and approve cases for advancement from the research to field investigation phase, which has ensured greater oversight and cross-functional collaboration among JPAC's directorates.
- Our scientific staff has developed methodologies in collaboration with academic institutions and civilian laboratories which capitalize on forensic solutions to identify unknown remains where traditional DNA methods are not possible. One particularly successful method involves ante- and post-mortem radiographic comparisons of Korean War servicemen. This innovation has enabled us, in the last two years, to identify 25 Korean War servicemen formerly buried as Unknowns at the National Memorial Cemetery of the Pacific.
- We expanded our laboratory capacity through the establishment of a laboratory annex at Offutt AFB, Nebraska, in a renovated facility. Although presently staffed with only 14 civilian personnel, when the current civilian hiring freeze is lifted, this facility will house 50 personnel comprised of scientists, historians and various support personnel.
- In Burma, we are formalizing an outreach program to acquire and follow up on potential leads from local citizens who may have information related to U.S. World War II loss incidents. In the initial 2 months, we received more than 1,000 calls, which preliminarily appear to comprise at least 350 actionable leads.

- In Papua New Guinea, we are hiring local Papuans to canvass areas in search of potential WWII crash sites, engage villagers who may have information about WWII loss incidents, and to photograph and record GPS coordinates of these sites.
- In the Republic of Korea, we established a forward element to conduct continuous investigation operations in direct concert with our South Korean counterparts which leverages their extensive in-country expertise and enhances the efficiency of our efforts there.
- In Europe, we established a Liaison Officer to work directly with U.S. European Command (USEUCOM) and foreign governments. The close and ongoing coordination has enabled us to further streamline our processes and more efficiently achieve our mission objectives in the USEUCOM area of responsibility.
- We are finalizing plans to digitize JPAC work flow processes to promote more efficient management control and oversight of JPAC products, to centralize data, and to facilitate easier access to records.

3. Question. The 2010 NDAA required the Secretary of Defense to "implement a comprehensive, coordinated, integrated, and fully resourced program" to account for missing persons.-Secretary Winfield and Major General McKeague, when will the FY 2014 Capacity and Capability Plan be finalized and released to the committee?

Answer. Earlier this summer, the Joint POW/MIA Accounting Command provided input to, and fully coordinated on, the FY2014 Capacity and Capability Plan. However, it has been put on hold pending completion of the Cost Assessment and Program Evaluation (CAPE) review and analysis of the accounting community's organizational structure and processes, which commenced on August 28, 2013. The CAPE report is projected to be delivered to the Deputy Secretary of Defense on December 23, 2013.