Report to Congress Concerning Certain United States Personnel Classified as Prisoner of War or Missing in Action During World War II or the Korean Conflict

March 1992

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Introduction

As required by Section 406 of the Intelligence Authorization Act (Public Law 102-183), Fiscal Year 1992, this report -- concerning certain United States personnel classified as prisoner of war or missing in action (POW/MIA) during World War II or the Korean conflict -- is forwarded to the Select Committee on POW/MIA Affairs and the Committee on Armed Services of the Senate and the Committee on Armed Services and the Permanent Select Committee on Intelligence of the House of Representatives.

Information in this report was gathered from the Secretaries of the Military Departments, Chairman of the Joint Chiefs of Staff, Under Secretary of Defense (Policy), Assistant Secretaries of Defense, Comptroller, General Counsel, Director of Administration and Management, and Directors of Defense Agencies.

As noted in the responses received from the various Department of Defense elements, most of the records concerning POW/MIAs from World War II and Korea have been transferred to the National Archives and Records Administration (NARA). As a result, within the 90 days Congress allocated to completing this report, uncertainties remain as to the level of research required to determine the scope of identifying, segregating and relocating POW/MIA records from both World War II and Korea. An assessment of cost at this time can only be made in terms of the Department's experience with Vietnam era POW/MIA records.

Two private research firms are assisting the Department of Defense in developing approaches through which U.S. Government officials and private citizens can systematically research cases involving missing personnel between 1941 and 1975. An overview of these efforts is included in this report. Additionally, the Federal Research Division of the Library of Congress has provided some recommendations

for developing a database for POW/MIA related materials from World War II, Korea and the Cold War.

Number of members of the Armed Forces or civilian employees of the United States who remain unaccounted for as a result of military actions during World War II or the Korean conflict.

The National Archives and Records Administration (NARA) maintains most War Department and Department of Defense records on members of the Armed Forces from World War II and the Korean conflict. Numbers for members who were unaccounted for and whose remains have not been recovered are represented in Table 1. These individuals are honored at American Battle Monuments Commission memorials.

Unaccounted for in World War II and the Korean conflict are combined in casualty listings. Separate unaccounted for listings could be developed from American Battle Monument Commission registers for World War II and Korea and the Korean casualty database maintained by the National Archives.

Total Individuals Whose Remains Were Not Recovered*

World War II		
Army/Air Corps	38,439	
Navy	35,713	
Marine Corps	4,141	
Coast Guard	661	
	78,954	**Total**
Korean War		
Army	6,317	
Navy	287	
Marine Corps	669	
Air Force	916	
Merchant Marine	1	
Civilian	2	
	8,194	**Total**

Table 1

* Source: American Battle Monuments Commission

from World War II and Korea. Army military pay records from this era may exist only if the member separated or retired after 1954. These records are stored at NARA's Federal Archives and Records Center, Dayton, Ohio. Requests for records information can be made through DFAS-Indianapolis Center (DFAS-IN/KMD), Indianapolis, IN 46249-0001.

Pay records for former Navy military members are microfilmed and stored at NPRC. These can be accessed through written request to DFAS-Cleveland Center (DFAS-CL/JJ), 1240 East Ninth Street, Cleveland, OH 44199-2055.

Air Force military member pay records from the Korean conflict are located at either NPRC or NARA's Federal Archives and Records Center in Denver, Colorado. Requests for pay record information may be made through the DFAS - Denver Center (DFAS-DE/WAD), Denver, CO 80279-5000.

Pay records for former Marine Corps military members who were separated during or shortly after World War II are filed with personnel records maintained at NPRC. The extent to which records exist after this time is unknown. Requests for Marine Corps pay records can be made through DFAS-Kansas City Center (DFAS-KC/J), Kansas City, MO 64197-0001.

Military pay record information, if available, is releasable within the parameters of the Freedom of Information Act and the Privacy Act of 1974. Records are filed by individual name and there is no coding which distinguishes POW/MIA records from others.

All Department of Defense individual deceased personnel files for POW/MIA from World War II and the Korean conflict are maintained by the Army. These records are stored at the Washington National Records Center in Suitland, Maryland. Individual deceased personnel records are filed alphabetically and stored together with records of Armed Forces personnel who died during these wars. There is no distinction between those unaccounted for and those

whose bodies were recoverd. World War II records are stored in over 10,000 separate boxes containing more than 3,000 pages each.

Records for individuals unaccounted for in Korea are stored similarly in one alphabetical grouping. There are approximately 1,400 separate boxes.

Individual deceased personnel files for this era are available to family members and members of the public. Individual records may be obtained upon request to Commander, U.S. Total Army Personnel Command, ATTN: TAPC-PED-F, 2461 Eisenhower Avenue, Alexandria, Virginia 22331-0482.

The Army Central Identification Laboratory, Hawaii (CILHI), has initiated a project to screen, identify, and extract data from the individual deceased personnel files from the Korean conflict where remains have not been recovered. The database to be developed as a result of this effort will be used to identify on-hand and any future remains that may be recovered from Korea.

Identification and description of any military records (including the location of such records) pertaining to Prisoners of War or Missing in Action from World War II and the Korean conflict that are not available to family members or members of the public and a statement explaining why those records are not available to family members or the public.

In addition to individual Personnel and Pay records, the National Archives and Records Administration (NARA) also holds general Department of Defense records pertaining to World War II and Korea. Information on POW/MIAs can be found in some of these records. Records that may contain POW/MIA information are included in Appendix A. **Of these, less than 20 percent are maintained by the Department of Defense.** For a more comprehensive listing and description, considerable archival research would be required.

Most of the records at National Archives are releasable to the public. A very small percentage of the records require review for declassification. Classified files are being declassified or sanitized through an ongoing systematic review with priority on specific Freedom of Information Act requests.

Assessment of the feasibility and costs of identifying, segregating, and relocating all such records to a central location within the United States.

As noted in the previous section, War Department and Department of Defense records and files concerning Prisoners of War and Missing in Action from World War II and Korea, maintained by the National Archives and Records Administration (NARA), are located in Washington, DC; Suitland, Maryland; St. Louis, Missouri; Dayton, Ohio; and Denver, Colorado. Files maintained by the Department of Defense are located at the Washington National Records Center in Suitland, Maryland. Further research would be required to locate other U.S. Government and international organization records on POW/MIAs.

Independent of feasibility or utility of centralizing these records, a cost estimate could be based on experience the Department of Defense has gleaned working with Vietnam-era POW/MIA records. Although the Vietnam-era records are far more known and accessible, an estimate in the range of $10-20 million to centralize World War II/Korean conflict records is not unlikely. Great care would be required for reproduction of many of the records held by NPRC. Because of the 1973 fire, many of the remaining World War II and Korea records are fragile and require special handling so as not to cause further damage.

Two ongoing efforts sponsored by the Department of Defense are focused on further identifying records and other information on those unaccounted for from World War II and Korea. The result of these efforts will assist in determining the feasibility of segregating and centralizing records to a single location.

The Institute for Defense Analysis is conducting a survey of official records pertaining to U.S. Military and Government personnel declared missing between 1941 and 1975. The goal of this effort is to present a handbook by which U.S. Government officials and private citizens can systematically research cases involving missing personnel. The handbook would tell the

reader what kinds of records are available, where these records are, and how to gain access to them. This effort would also identify what kinds of relevant records were known to have been created, but no longer exist, and cannot now be located. Each record repository will be described as to location, access restrictions, and relevant holdings. Databases and record guides to assist in records searches will be included. Flow chart and checklist research approaches will be outlined. The handbook, as required by the contract, will be available in February 1993.

RAND is also under a Department of Defense contract to do research on those unaccounted for from Korea. The RAND study will focus on American servicemen who were reported missing in action, presumed killed (body not recovered), or who were taken prisoner but remain unaccounted for. RAND research will be focused to describe United States and United Nations efforts made to retrieve those missing in action, prisoners of war, and remains of deceased servicemen buried in North Korea. This report suggests options that could lead to a fuller accounting for U.S. personnel. Study results are expected to be available in June 1992.

In response to an informal Department of Defense request, the Federal Research Division of the Library of Congress recommended developing a database for World War II, Korea, and Cold War POW/MIAs. Historical research suggested would involve consultation with Service POW/MIA action officers and historians, National Archives and Records Administration, other Federal government offices, state and private veterans groups, and POW/MIA organizations. The recommendations presented by the Federal Research Division included doing historical records research both within the U.S. and in other countries such as the former Soviet Union. Preliminary cost estimates for these services would range from approximately $250,000 for a literature search of relevant publications on POW/MIA affairs with emphasis

on individual cases to nearly $1,700,000 for development of individual case files from sources both inside and outside the U.S.

At this time, efforts to determine the feasibility of segregating and centralizing POW/MIA records from World War II and Korea are incomplete. The results of the ongoing Institute for Defense Analysis and RAND studies are required for a more conclusive determination of the feasibility, cost and utility of centralizing all known records of individuals unaccounted for from World War II and the Korean conflict.

In conclusion, it is recommended that continued work on this issue be performed by experienced specialists in historical and archival research. This research has already been initiated with the RAND and Institute for Defense Analysis contracts cited above.

Appendix A

Record Group [1]	File	Note
92	Records of the Office of the Quartermaster General*	2
165	Records of War Department General and Special Staffs*	2
319	Records of the Army Staff*	2
330	Records of the Office of the Secretary of Defense*	2
331	Records of Allied Operations and Occupation Headquarters, World War II*	2
333	Information on International Organizations	2
334	Records of Interservice Agencies	2
389	American POW Information Bureau	2
407	Records of the Adjutant Generals Office	2
N/A	Individual Deceased Casualty Files, World War II and Korea	3
N/A	Individual Personnel, Medical and Dental Files, World War II and Korea	2
N/A	Individual Pay Records World War II and Korea	2

Notes: 1 Number assigned by National Archives to identify related record groups.
2 Maintained by National Archives and Records Administration
3 Maintained by Department of Defense

* Central Decimal Files 312.1 (Correspondence), 383.6 (POWs), and 319.1(Miscellaneous reports) are most likely to contain POW/MIA information.

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PUBLIC LAW 102-18

SEC. 406. REPORT CONCERNING CERTAIN UNITED STATES PERSONNEL CLASSIFIED AS PRISONER OF WAR OR MISSING IN ACTION DURING WORLD WAR II OR THE KOREAN CONFLICT.

(a) REPORT.—The Secretary of Defense shall submit to the Select Committee on POW/MIA Affairs and the Committee on Armed Services of the Senate and the Committee on Armed Services and the Permanent Select Committee on Intelligence of the House of Representatives a report which sets forth the following:

(1) The number of members of the Armed Forces or civilian employees of the United States who remain unaccounted for as a result of military actions during World War II or the Korean conflict.

(2) A description of the nature and location of any military records which pertain to those individuals, including the extent to which those records are available to family members or members of the public and the process by which access to those records may be obtained.

(3) An identification and description of any military records (including the location of such records) pertaining to those individuals that are not available to family members or members of the public and a statement explaining why those records are not available to family members or the public.

(4) An assessment of the feasibility and costs of identifying, segregating, and relocating all such records to a central location within the United States, including an estimate of the percentage of those records regarding such individuals that are currently maintained by the Department of Defense.

(b) DEADLINE FOR REPORT.—The report under subsection (a) shall be submitted not later than 90 days after the date of the enactment of this Act.

TITLE V—FEDERAL BUREAU OF INVESTIGATION PROVISIONS

SEC. 501. FBI CRITICAL SKILLS SCHOLARSHIP PROGRAM.

(a) STUDY.—The Director of the Federal Bureau of Investigation shall conduct a study relative to the establishment of an undergraduate training program with respect to employees of the Federal Bureau of Investigation that is similar in purpose, conditions, content, and administration to undergraduate training programs administered by the Central Intelligence Agency (under section 8 of the Central Intelligence Agency Act of 1949 (50 U.S.C. 403j)), the National Security Agency (under section 16 of the National Security Agency Act of 1959 (50 U.S.C. 402 (note)), and the Defense Intelligence Agency (under section 1608 of title 10, United States Code).

(b) IMPLEMENTATION.—Any program proposed under subsection (a) may be implemented only after the Department of Justice and the Office of Management and Budget review and approve the implementation of such program.

(c) AVAILABILITY OF FUNDS.—Any payment made by the Director of the Federal Bureau of Investigation to carry out any program proposed to be established under subsection (a) may be made in any fiscal year only to the extent that appropriated funds are available for that purpose.