DEPARTMENT OF DEFENSE PERSONNEL RECOVERY UPDATE

DEFENSE POW/MISSING PERSONNEL OFFICE

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Message from the DASD

With over 88,000 service members still unaccounted for since the beginning of World War II, it's easy to be overwhelmed by the sheer enormity of our task to bring every service member home. Thus far this year, we have had tremendous success in returning home our comrades, and we look forward to continued success in the future.

Equally important to accounting for our fallen comrades in arms are the efforts being made in the area of personnel recovery to prevent further losses or captivity. In the Pacific theater, we're seeing for the first time the incorporation of "personnel recovery" into the lexicon of the multinational forces in the development of their low-intensity conflict, standard operating procedures (SOP). The SOP highlights the significance of personnel recovery, especially in rapid response and crisis situations in which there is little time for deliberate planning .

In July the U.S. Pacific Command (USPACOM) and Multinational Planning Augmentation Team hosted a multinational forces (MNF) conference in Hawaii. During the discussions on preparation of an SOP, members from 31 Pacific Rim nations began work on the SOP's "personnel recovery" annex. My office will follow up conference efforts with USPACOM and U.S. Joint Forces Command (USJFCOM) to address policy-level success, with the respective governments ensuring MNF plans are successful in times of crisis.

In Europe we inserted an expanded definition of NATO's Combat Search and Rescue (CSAR) into NATO's draft Allied Tactical Publication. Once ratified, NATO CSAR will apply to all isolated personnel, not exclusively downed aircrews. We are also assisting on a first-ever NATO executive document on "Personnel Recovery." In coordination with USJFCOM, we opened more personnel recovery training to NATO members.

Similarly, the European Air Group (EAG) is improving CSAR capability through repeated coalition training opportunities and *VOLCANEX* exercises. Mr. Andrew Drwiega, editorial director for *Defence Helicopter's* European bureau, graciously allowed us to reprint an article he wrote in that publication's Feb/Mar 2004 edition. His article highlights the EAG's exciting and commendable progress in working toward an improved CSAR capability.

Following my meeting in March with Air Chief Marshal Sir Anthony Bagnall, Vice Chief of Defence Staff, I formalized a personnel recovery policy liaison between OSD and the British Ministry of Defence. Our intent is to streamline policy coordination between the two governments.

Mr. Jennings talking with the troops in Doha, April 2004.

DPMO and USJFCOM hosted the 2004 Department of Defense Worldwide Personnel Recovery Conference August 31– September 2, at the Hyatt Regency Crystal City, in Arlington, Virginia. The conference theme, "Transformation of Personnel Recovery," stimulated an exchange of ideas that will frame an aggressive and overarching strategy for national personnel recovery architecture. We were gratified to see all our personnel recovery comrades in arms at this year's conference, and I look forward to working closely with them as we tackle the challenges ahead.

— Jerry D. Jennings

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CSAR: A Question of Group Dynamics

By: Andrew Drwiega
Editorial Director, Europe/ROW Defence Helicopter

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The European Air Group's *Volcanex* exercises reveal success and areas of weakness in Europe's slowly improving CSAR capability

"Europe's CSAR problems are different from those of the US," says LTC Horst D. Göbel, originally from the German Air Force but who for the last four and a half years has been part of the team driving the creation of a European capability. "Technology is not the whole answer; familiarisation and confidence in others is the key, at least in the short term, to Europe's CSAR success."

Göbel and two colleagues, LTC Bert van Dop of the Dutch Air Force and Cdt VI Marc Raets, Belgian Army Aviation, are the current heartbeat of Europe's progress towards a European CSAR capability. "The team is small but it has achieved much," says Göbel, talking to *DH* from his office within the European Air Group building, located at RAF Strike Command near High Wycombe, UK.

Interoperability difficulties, both in terms of man/machine and, even more important, man/man interfaces, are the main factors that regulate the speed of CSAR development in Europe.

These who would immediately shout "procurement failure" would be naively shortsighted. Rather, it is a problem borne as a result of the need for European nations to shed their old Cold War independence and work together. During the Cold War, doctrine dictated that individual nations contributed their own independent forces to the NATO defensive structure.

SHARING RESOURCES

Today, the stance is much different, with the emphasis in Europe moving firmly and quickly towards coalition operations, where nations contribute elements into a task force (similar in spirit, perhaps, to the way various nations contribute to the build of each Airbus). "The motivation for change really came into perspective after *Desert Storm*, a conflict that dragged the European militaries out of their 'where to now that total warfare is unlikely?' hiatus," explains Göbel.

Spanish special forces act as the extraction force during *Volcanex 03*
Photo Courtesy: European Air Group

In general, European governments continue to take advantage of the ongoing 'peace dividend,' with defence spending cuts now biting hard into every armed force in Europe. Only the UK and France come near to fielding their own CSAR capability, and only the US currently has the potential to practically plan and execute such missions in a high threat environment. European forces are now unlikely, with only a few exceptions, to go to war independently so working together as an international CSAR team is not only militarily sensible, it is also politically expedient — not least because of public acceptability and shared risk taking.

This is the *raison d'être* of the EAG's focus on CSAR, itself only one element in the personnel recovery spectrum that stretches from peacetime national search & rescue to high-threat CSAR and out to special forces operations.

The ongoing work of the EAG's CSAR team comes to a crescendo with *Volcanex*, an annual multinational exercise involving teams from each of the EAG's member nations: France, Italy, Holland, Belgium, Spain, Germany and (allegedly), the UK.

Its stated aim is 'to improve mutual understanding and practical co-operation between EAG nations.' In short, the real work lies in boosting confidence among all involved, both in trusting the skills of all others, adhering collectively to the briefed plan and not giving them a

"CSAR" (Continues on page 3)

Upcoming Events

Aug 31— Sep 2	**DoD Worldwide Personnel Recovery Conference**	**Washington, D.C.**
Sep 6 — 8	**NATO Search and Rescue Panel**	**Izmir, Turkey**
Sep 7 — 11	**NATO Air Group One**	**Toronto, Canada**

"CSAR" *(Continued from page 2)*

chance to revert to old national doctrines. "While every European CSAR mission is based around the NATO standard document ATP-62, individual interpretation can vary and cause problems when everyone is forced to work together," says Göbel.

FAMILIARITY BREEDS SUCCESS

Confidence and familiarity increase successful teamwork, which eventually leads to reduced briefing time — crucial when saving time is critical. This in turn increases the likelihood of rescues being prosecuted successfully as it gives enemy forces less time to find those who need to be rescued or to move more forces into the area to make the rescue more dangerous and harder. Knowing how the pilot in the other rescue vehicle will break if under imminent missile threat minimises the chance for accidents.

Volcanex 03 was held at Florennes airbase (1-12 September 2003) in Belgium, home of the NATO Tactical Leadership Programme (TLP) and very close to the Ardennes training area. This was the second time the EAG had organised an international Force Integration Training (FIT) event, designed to bring together and test a combined, joint CSAR capability in Europe. It involved over 80 operators from seven different nations (as well as over 150 technicians). As a main objective, it was also conceived to test and prove CIS (communications and information systems) across all participants, including systems architecture, satellite and voice communications and encryption. With the main work being conducted over a week, the five elements tested involved: rescue helicopters, the attached and detached rescort, extraction forces, [Survival, Evasion, Resistance, and Escape] SERE survival schools and the intelligence elements.

The Belgian Ardennes provided excellent ground to structure CSAR missions
Photo Courtesy: European Air Group

Volcanex 03 was split into four distinct phases: academic, planning, demonstration and trail and finally into the main live exercise sector of three missions per day over five days (in fact, 77 individual missions were flown). A building block approach was taken, making successive exercises harder than the last by adding in different threats. SAM systems were simulated using EW threat simulators, together with Smokey SAMs, giving the crews plenty of opportunity to use their self-defence EW systems.

The Belgian armed forces greatly helped the EAG planners (and the economics of the exercise) by providing the Forward Arming and Refuelling Point (FARP) and hostile 'red' forces.

The 'Blue' forces comprised of rescue vehicles: three French Pumas; two German UH-1 Ds; two Spanish Super Pumas. Attached/detached/rescort included: three Belgian A109s and two F16s; four French Gazelles; two Dutch AH-64 Apaches.

"The results were encouraging," says Cdt VI Marc Raets, while acknowledging that there is still much to be done. The main areas of improvement focus on both the tangible and intangible. "Clearly, while our communications systems do not have to be exactly the same type, they must not be proprietary and must offer seamless communication with other systems."

There are three personnel locator systems/beacons (PLS/PLB) communication systems currently in use by NATO forces participating in *Volcanex*. These are the Motorola PRC112B used by Holland, Spain and France; the Tadiran Spectralink PRC 434G used by Germany and Italy and the PRC 112G used by the UK (the US uses yet another system, CSEL). "Individually these systems are fine," says Göbel, "but what we have discovered is the need for interoperability between forces. If our planning is to succeed we cannot have a situation arising where the heliborne rescue location system is unable to recognise the rescuee's locator radio signal. We are currently talking to industry to find ways of improving this situation."

Other lessons learned include the need for planning teams who can confidently operate within the demands generated by COMAO (composite air operations). Although a CSAR briefing plan had been produced by the EAG in time for *Volcanex 03*, the aim for 2004 is to produce a full CSAR Mission Planning Guide to pave the way towards a common CSAR SOP (standard operating procedure).

The importance of training for night missions was underlined when only one night mission was possible this year due to bad weather — something that the planners hope will be irrelevant in the much better Spanish climate and have accordingly scheduled at least three for *Volcanex 04*. Lastly, there was also an acknowledgement that proficiency in the English language was a must 'across the board.'

"CSAR" (Concludes on page 7)

Reflections from a Career in Personnel Recovery

By: Colonel J.R. Atkins
JPRA Deputy Commander

As I close out my military career, I've been asked to briefly share my views on Personnel Recovery (PR) and its future potential. To put it succinctly, we've come a long way in the last 25 years, with more successes well within our grasp — if we stick to the principles of cooperation and flexibility.

When I came on active duty in the post-Vietnam era, rescue forces were fiscally drained, with limited capability and not much hope for improvements. Recovery tactics, techniques, and procedures (TTP) had improved little since Vietnam. Daytime "high bird / low bird" tactics were still the rule, and training for rescue coordination center assignments was not much more than wearing pilot wings and the ability to fog a mirror. This is NOT to say commanders, aircrews, and mission controllers lacked pride, motivation, or valor. Quite the contrary, USAF rescue personnel would've gladly brought their sharpest knife to any gunfight and made the best of it.

The 1980s and 1990s gradually arrival of new equipment, new platfo and renewed confidence. The use of night vision goggles (NVGs) became commonplace and gave recovery forces [Special Operations Forces (SOF) and non-SOF] a true 24/7 capability. It's interesting to note that the use of NVGs during night air refueling (AR) relegated unaided night AR to an emergency procedure. Funny, we didn't know it was dangerous; unaided night AR was just part of the job. So was night water hoist using flares, for that matter. Despite improvements, command and contro staffing was still a pickup game duri contingencies, and state-of-the-art, o horizon communications remained an elusive goal.

The turn of the century has seen an increased emphasis on command and control (including requisite training and education). Joint planning is recognized as the desired end state. Groundwork for interoperable survival radio communications systems and architectures is under way. There is also a resurgence in innovative capabilities such as non-conventional recovery. The continuing progress in coherently integrating isolated personnel preparation, commander and staff training, and recovery force capabilities within a framework of joint, interagency and coalition operations indicate that the PR community is continuing in the right direction. A signed National Security Presidential Directive could be a capstone document to ensure that these efforts become codified to enable future successes.

Despite the potential for future greatness, the standard pitfalls remain a constant threat — and I'm not talking about potential adversaries. Historically, motivated action officers have relied on the passionate, lifesaving aspects of the PR mission to obtain resources while (relatively speaking) overlooking the value of clearly defining resource requirements in Sgt Joe Friday ("just the facts, ma'am") Planning, Programming, Budget, and Execution System terms. Additionally, Service-centric priorities (and subsequent funding processes), as well as established barriers and competing interests in achieving true interagency/ coalition synergy, may delay or block the cooperation necessary to recover all isolated personnel. Clearly communicating win-win goals and working collaboratively within the new Joint Capabilities Integration and Development System process will go a long way in g mission relevance and establishing ring direction for the PR munity. Relevance, coupled with an during direction, should ensure the necessary funding required for a healthy PR community.

So what do I see in the future for personnel recovery? I believe our recovery forces will remain tactically competent within the limits of their equipment and will continue to improve TTP with onstant innovation. Command and control (with specific emphasis on ommander leadership) will continue e critical to mission success. Key s and supporting personnel need to ly trained well ahead of time. onnel preparation will also need to stay ahead of future, adaptable adversaries. Joint (to include interagency and coalition) focus on PR operations will be mandatory — and will save lives.

The real essence of PR — who we are, what we do, and why we do it — remains timeless. We save lives because every life has value. We save our comrades because we can. The American people expect nothing less. Our mission, our heritage, and our convictions make us a better military power, a better people, and a better Nation. So it has been and so it will be.

Dutch Personnel Recovery: Thoughts on Planning

By: Major Bart Holewijn
Royal Netherlands Air Force

Within NATO, "Personnel Recovery," as such, is still an unknown phenomenon. We talk about Combat Search and Rescue (CSAR) and the leading document is still the Allied Tactical Publication *ATP-62 Combat Search and Rescue*. This document was recently rewritten and is currently being sent out as a ratification draft to the nations. Does this mean that we can now sit back and relax? Definitely not! The world is constantly changing and so are operational concepts. Therefore, we need to evolve.

For those who are not familiar with the ATP-62, I shall start by giving a brief description of the current document. This will be followed by what I see as the shortfalls of the current ATP. After that, I will share my views on what we should be focusing on and how to put that into writing.

NATO publications are developed by working bodies comprising representatives of all NATO nations and the Strategic Commands (SCs). Usually not all participants in such working bodies actively participate in the development of publications, but even with five to ten active nations/SCs, it is a difficult and lengthy process to produce a document acceptable to everyone.

The CSAR definition in the current ATP-62 document is as follows:

CSAR is the detection, location, identification and rescue of downed aircrew in hostile territory in crisis and wartime and when appropriate, isolated military personnel in distress, who are equipped and trained to receive CSAR support, throughout an operational area.

It is clear that the primary focus is on rescuing downed aircrew members. One could see this as a remnant of Cold War-era thinking and operations. It has, however, probably more to do with national internal defense policy issues. The significance of such national issues is not to be underestimated if one wants to get to a NATO-wide accepted and supported doctrine.

Another issue with the current ATP-62 is that it contains elements of a policy document, a doctrine publication, and TTP's (Tactics, Techniques and Procedures). This makes it a somewhat problematic document for everyone.

So, how to take this to the next level? First, look at the world around us. The very first thing that strikes me is that it is politically imperative that nations and governments do their utmost to recover isolated personnel, whether or not they are trained to be recovered. The rescue of Jessica Lynch clearly illustrates that. From a NATO perspective, all current and future operations will be joint and combined. It is also clear that we operate not only in medium– and high-threat environments, but also in no– and low-threat environments.

Finally, we can see that equipment, not only aircraft, is becoming more and more expensive and sensitive (e.g., secure communications equipment). It is imperative to develop concepts to recover personnel and equipment under all circumstances. To that end a number of terms besides CSAR have been developed recently: Personnel Recovery (PR), Combat Recovery (CR), Non-Combatant Extraction Operations (NEO), Deployed SAR (DSAR), Downed Aircraft Recovery Team (DART) and Immediate Response Team (IRT). Without assuming that the information is complete or correct, one could put all this into a matrix as shown below. Doctrine and TTP's should be developed to cover all the cells in the matrix in a coherent and consistent way. Although there will be big differences in the execution of missions in the respective cells, I am convinced that conceptually the similarities outnumber the differences, especially when you take a scalable, modular approach. Special attention needs to be paid to training of personnel, both those at the receiving end, and those who are involved in the execution of recovery operations.

Appropriate concepts and procedures need to be laid out in three documents: (1) a doctrine document explaining principles, definitions, concepts and limitations; (2) a planners guide for personnel working in staffs such as (CJ)RCC's; and (3) an operator's guide for use by crews that conduct the recovery.

	Trained personnel	Untrained personnel	Equipment
High threat	PR / CSAR	CR / NEO / PR	??
Medium threat	PR / CSAR	CR / NEO / PR	??
Low threat	PR / CSAR / IRT	CR / NEO / PR / IRT	DART
No threat	PR / CSAR / DSAR	CR / NEO / PR / DSAR	DART

This has been a brief article about a complex issue, and I have cut some corners. I am happy to see that people from DPMO are taking an active stance as U.S. representatives on the NATO SAR Panel to further improve the ATP-62. Do not hesitate to help them in this respect since it is in all our interests to have good doctrine, concepts, and TTP's in place whenever we enter a coalition crisis response operation.

Pacific Rim Multinational Forces Address Personnel Recovery

By: CDR Scott Weidie, USN, USPACOM, and Major Matt Van Parys, USAF, DPMO

The U.S. Pacific Command and the Chiefs of Defense of various Asia-Pacific nations established the Multinational Planning Augmentation Team (MPAT) to facilitate the rapid and effective establishment and augmentation of a multinational coalition task force headquarters. The primary focus of MPAT is to improve multinational interoperability at the operational level of command. One of the first program actions developed Multinational Forces Standard Operating Procedures (MNF SOP).

For the first time, MNF members are including a personnel recovery annex in the SOP. The annex is currently in draft and members expect to review a final copy in November 2004. Personnel recovery staff officers from DPMO, U.S. Joint Forces Command, and the Joint Personnel Recovery Agency provided input from U.S. Joint Publications and guidance on NATO efforts toward coalition personnel recovery during an MNF conference in June 2004.

Since the Asia-Pacific region does not have a regional NATO-like organization, the MPAT and MNF SOP efforts represent the major regional program aimed at developing multinational procedures and maintaining a cadre of multinational military planners using common planning and operating procedures for coalition operations.

The operational objectives of the MPAT program are to: (1) increase speed of initial crisis response by a coalition task force in the Asia-Pacific region; (2) improve coalition interoperability; and (3) improve overall coalition mission effectiveness. All of these issues are applicable to coalition personnel recovery and to search and rescue.

MPAT does not have formal participatory agreements. The key factor in program success to date has been the informal ad-hoc nature of the program. Without memorandums of agreement, terms of reference, or other more formal arrangements, the program has been able to share information, and all participants have been able to jointly develop concepts and procedures without national bureaucratic oversight.

The Multinational Interoperability Council (MIC) is a strategic-level group that provides a multinational forum for identifying and articulating actions that, if nationally accepted and implemented, contribute to more effective coalition operations. MIC nations are Australia, Canada, France, Germany, the United Kingdom, and the United States.

Multinational participation in the MPAT program can best be characterized as robust. To date, 31 nations have participated in the program. Participation is not limited to Asia-Pacific nations: All non-regional MIC nations also participate.

MPAT countries (Asia-Pacific region): Australia, Bangladesh, Brunei, China, East Timor, Fiji, India, Indonesia, Japan, Republic of Korea, Madagascar, Malaysia, the Maldives, Mauritius, Mongolia, Nepal, New Zealand, Papua New Guinea, Philippines, Singapore, Solomon Islands, Sri Lanka, Thailand, Tonga, Tuvalu, United States, Vanuatu, and Vietnam. Non-regional participants: Canada, France, Germany, Russia, and the United Kingdom.

The effort being made by all of the MPAT countries is certainly commendable, and will undoubtedly lay a solid foundation for future personnel recovery efforts in the region.

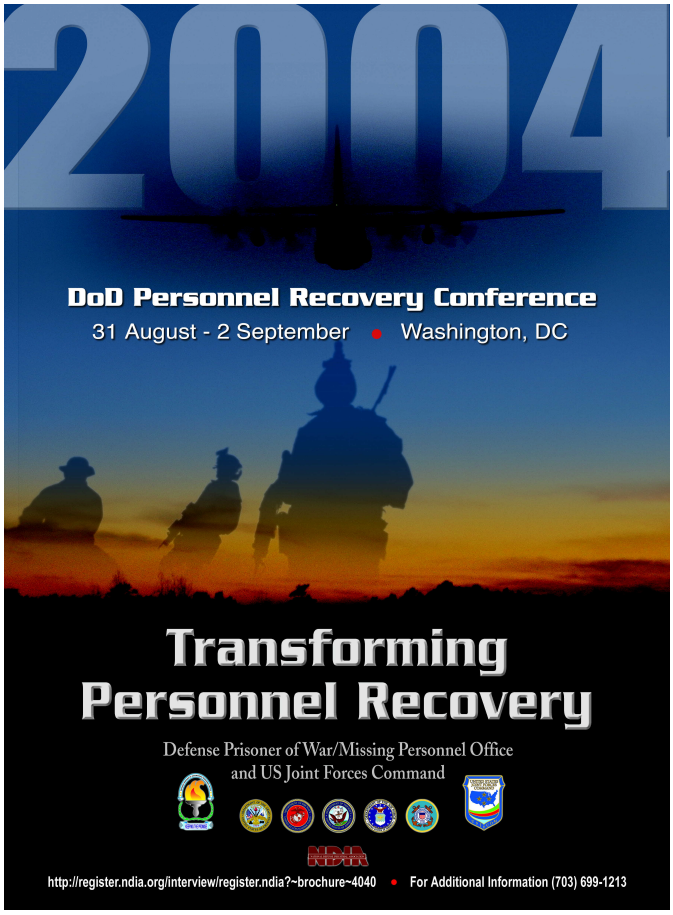
Pacific Rim Multinational Participants
Photo Courtesy: CDR Scott Weidie

"CSAR" *(Continued from page 3)*

While pleased at the level of participation, all at the EAG believe that there needs to be an even higher level of commitment from EAG member countries, particularly if training is to move on to address missions in a medium-to-high threat environment. This will mean more emphasis on detached rescort, a wider range of extraction forces and integrated evasion and survival instruction (SERE).

"The ultimate aim is to create a stand-alone force that can serve the needs of Europe, but one that is also interoperable with US forces within NATO operations," concludes Göbel.

This year's exercise is scheduled to be held around Zaragoza in Spain during the last week in September. The final act of *Volcanex 04* will provide a first for the EAG, in that its participants will put what they have learned and practised to the test by integrating a mission into the major Spanish exercise, DAPEX. "With a full air war going on around them, their ability to fly coalition-style CSAR missions will certainly be fully tested," said Raets.



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Department of Defense Personnel Recovery Update

Defense POW/Missing Personnel Office

Department of Defense