

Casualties, Civilian, Administration of M.D. Civ. Cas. Program.

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HEADQUARTERS, AIR TRANSPORT COMMAND
WASHINGTON

ATC 293

AFATC/PER/BCM/swc
27 September 1943

SUBJECT: Determinations of Death of Civilian
Employees of Contract Carriers and
Civilian Passengers Missing Aboard
Air Transport Command Aircraft.

TO : CG (2) DC (2) CS (2) DCSL (11) DCSD (5) CON SC (5) SA (Sm-2)
SA (St-2) ADJ (13) HQ.SQ. (3) IG (2) I&S (5) SJA FIS FIN (4)
SUR PER (17) CFS (18) P&T (13) S&S (26) PL (4) RAFL TEC

FER (18) DTR (18) NAT (10) Eur (15) Car (15) SAT (17) AME (21)
Als (30) WCo (9) Pac (13) ICh (11)

C.O. ATC Replacement Training Center, Camp Luna, Las Vegas,
New Mexico

1. The Adjutant General does not make a determination or finding of death in regard to civilian employees of contract carriers and civilian passengers aboard missing aircraft operated under the jurisdiction of the Air Transport Command. The Adjutant General does furnish reports of death or death certificates when a definite official determination of death of such employees and passengers is received.

2. In some instances officers responsible for reporting such missing employees and passengers have failed to make a definite determination of death when the circumstances surrounding the disappearance of the aircraft involved were such that only one logical conclusion could be reached, to wit: that the aircraft crashed at sea and that all the passengers and crew members were killed or drowned. This has caused serious delay in the issuance of death certificates by The Adjutant General. Death certificates are necessary for the wives, children, and other beneficiaries of such personnel to receive insurance payments and other benefits to which they are entitled.

3. The officer responsible for reporting employees of contract carriers and civilian passengers missing on ATC aircraft flights will, when search is abandoned, consider the circumstances regarding personnel aboard such missing aircraft, and will report personnel dead, when there is reasonably conclusive evidence of death or where there are circumstances that lead to no other logical conclusion. The report will be made in accordance with casualty procedure established by ATC 704 28 August 1943 and W.D. Circular 195 1 September 1943. In reporting determinations of death a positive statement will be made that the personnel involved is "dead" and that death occurred on a definite date. Statements, such as "believed to be dead", and "thought to be dead", are not construed by The Adjutant General to be a determination of death.

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Ltr, Distribution 2C, 2F, 2G, 27 September 1943

4. A determination of death will be made by a supplementary report whenever sufficient evidence becomes available not withstanding the fact that at the time that search was abandoned the personnel involved was reported as "missing".

By command of Major General GEORGE:

/s/ F. G. Atkinson
F. G. ATKINSON
Colonel, General Staff Corps
Asst Chief of Staff, Personnel

DISTRIBUTION:

C.O., ATC Training Unit, OTU #1, Rosecrans Field, St. Joseph, Mo. (5)
C.O., ATC Operation Training Unit, OTU #2, Homestead Field, Homestead, Fla. (5)
Resident Contract Carrier Supervisors (10)
Personal Affairs Officers (121)

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C O P Y

May 20, 1943

MEMORANDUM FOR: Status Review and Determination Section Records

I telephoned Civilian Personnel Division, Office of Secretary of War, Branch 6802, and was advised that the only civilian personnel active files now in that Division are those of Departmental employees of War Department and field employees of the Secretary's Office and that the maintenance of files of field employees of the different branches was taken over by the various branches in the summer or early fall of 1942. However, I did learn that some sort of records on civilians are kept in Alexandria, 'phone Temple 5600. I called that number and talked with Major Noll who advised me that the records they had were the old Office of Secretary of War files, that nothing had been added to them since July or August 1942, and that copies of everything in those files were supposed to have been filed in the files in the various branches.

He suggested that Mr. Gorell and Miss Harris, Civilian Personnel Division, Office of Secretary of War, had considerable knowledge of the subject and that they might be contacted for further information.

I could not contact Mr. Gorell today but called Miss Harris, Branch 5593. She advised that at the time the Branches took over administration of field personnel matters in summer of 1942, all Office of Secretary of War files, War Department field personnel with certain exceptions, were transferred to dead storage (now in Alexandria but soon to be transferred to Pentagon Building). The exceptions are:

1. Files of employees of Office of Secretary of War.
2. Files of certain employees on "special missions" outside of United States, or on duty in or near combat areas.

Files of the second class on known casualties are supposed to have been sent to the Casualty Branch, but Miss Harris found a file on Dwight E. Thompson, a civilian employee of Quartermaster General's Department, who was reported missing in Burma, April 19, 1942. She says they have very few files in this "special mission" file and that she is going to propose that they transfer these few to the proper branch chief's offices. She said she would let me know if they were transferred. They are now in custody of Mr. Gorell, Branch 2411.

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Room 4D855, Pentagon Building.

The files in Alexandria cover all field employees, including the thousands in the United States, are out of date, and are practically in dead storage. Nothing has been added to these files since July or August 1942.

I telephoned the Personnel Division, Office Quartermaster General, Branch 2455, and they do have personnel files on field employees of the Quartermaster General's Department. They have separate sections for handling Departmental and field employees. They pulled the file on the employee I inquired about and told me what was in it.

I talked with Miss Fowler, Chief Clerk, Casualty Branch, and Miss Baker of Verification Section, and they said we did receive some files on civilians from Officer of Secretary of War, that these files were small and incomplete and contained very little information but were filed in Casualty 201 files and constitute entire Casualty 201 in most cases.

John T. Burns
Major, A. G. D.

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File copy

CASUALTY BRANCH
The Adjutant General's Office
Washington

December 14, 1942

MEMORANDUM:

1. Casualty Branch memorandum dated December 3, 1942, relating to the following subject is rescinded and all copies thereof will be destroyed.

2. The following action will be taken in the Casualty Branch when a Casualty Report is received concerning a Colonel or General Officer.

a. By the Record Section-- A 3 x 5 pink card marked "SPECIAL-- Notify The Adjutant General" will be attached to each case involving a Colonel (not for Lieutenant Colonels) or General Officer.

b. By the Correspondence Section-- The sub-section handling the case will make an extra copy of the notification telegram or letter plainly marked "Copy for The Adjutant General". In the event that (during the day shift) the case cannot be disposed of within three (3) hours, a special memorandum addressed to The Adjutant General will be prepared showing the nature of the casualty and the action being taken, (signed by the Officer in Charge, Correspondence Sect.). The record copy of the notification telegram or letter will show that a copy has been furnished The Adjutant General.

c. By the Dispatch Unit-- The copy (or memorandua) for The Adjutant General will be immediately sent by special messenger to General Dunlop, Room 1068, Munitions Bldg.

d. By the Control Unit-- The Control Unit will check case to insure that record copy shows a copy furnished The Adjutant General, bringing cases not properly prepared to the attention of the Officer in Charge, Correspondence Section.

3. In the event the casualty involves a General Officer, a copy of the notification telegram or letter will be made and plainly marked for the Assistant Chief of Staff, G-1, c/o Colonel Robert W. Berry, G.S.C., Room 3B - 928, Pentagon Bldg. and dispatched by regular messenger service to that office.

Ralph C. Tilley
Ralph C. Tilley,
Lt. Col., A.G.D.,
Chief, Casualty Branch.

Copies furnished:

Each officer, Cas. Br.

Each prin. clerk, Cas. Br.

STATEMENT OF PROCEDURE

1. The following procedure on "missing" cases will be taken after action to determine status is completed by the Status Finding Unit and final approval has been made by the Chief of the Casualty Branch.

2. Section IV of "Action Sheet--Determination of Status" reads as follows:

"Approved for: Finding of Death _____ . Continue to carry as missing _____ . Par. 3a(3) _____ . Par. 3b(3) _____ ."

Chief, Casualty Branch.

3. After action has been indicated and Section IV signed by the Chief of the Casualty Branch, the case goes back to the Status Finding Unit for action as indicated in subparagraphs a, b or c below:

a. If approved for Finding of Death--

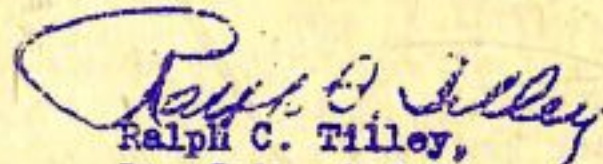
- (1) Form 0353 will be completed in sextuplet (original to Office of Dependency Benefits, copy to General Accounting Office, copy to Chief of Finance, copy to Veterans' Administration, copy for record, copy for Casualty Branch) and after the original has been signed by the Officer in Charge, Status Finding Unit, the entire case will be sent to the Casualty Message Unit.
- (2) The Casualty Message Unit will prepare a Casualty Report showing "Missing--Finding of Death made as of (date)"--(the date to be entered will be the date following the expiration of twelve months in a "missing" status). The Casualty Report (less control copy) with the entire case will be sent to the appropriate file group in the Record Section.
- (3) The File Group will verify the report as to missing status, name and serial number. If found correct the usual procedure and distribution of copies of Casualty Reports will be followed (if not correct, the entire case will be brought to the personal attention of the Officer in Charge, Files Sub-section). The original Casualty Report and entire case will be sent to the Letter Group, Notification Unit, Death Sub-section.
- (4) The Letter Group will prepare the letter to next of kin (beneficiary) and after this letter has been signed by the Officer in Charge, Death Sub-section, the entire case goes to the appropriate Record Examining and Report Group in the Death Sub-section.
- (5) The Record Examining and Report Group concerned will complete the Report of Death. The usual number and distribution of copies of Report of Death will be made. Distribution of the Report of Death to the General Accounting Office, Chief of Finance, and Veterans' Administration will have stapled thereto the copy of Finding of Death (Form 0353) indicated in par. 3a(1) above. The record copy of Finding of Death (3a(1) above) will be attached to the Service Record if enlisted or 201 file if other than enlisted. After the Report of Death has been signed by the Officer in Charge of the Record Examining and Report Group, the entire case goes to the Dispatch Unit, Miscellaneous Section.

(6) The Dispatch Unit makes distribution as follows:

- (a) Reports of Death--as indicated thereon.
- (b) Finding of Death--as indicated above.
- (c) If enlisted, Service Record and record copy of Finding of Death to Enlisted Branch.
- (d) If other than enlisted, 201 file and record copy of Finding of Death to Officers Branch.
- (e) Letter to next of kin--copies distributed as indicated thereon.
- (f) Casualty Branch copies of letter to next of kin, Finding of Death and record copy of Report of Death, will be sent through the Control Unit, Report Unit and Chronological Group, to note, then to the appropriate File Group in Files Sub-section for proper notation on Visi Files of action taken and retention of papers (including Action Sheet--Determination of Status and allied papers) in the Casualty 201 file of that group.

b. If approved for "Continue to carry as missing"-- A special form letter will be prepared (the letter to state that the case has been reviewed and that records or reports do not warrant Finding of Death). The original of this letter goes to the Office of Dependency Benefits, copy to Chief of Finance, copy to Veterans' Administration, copy to the General Accounting Office, record copy to the Service Record if enlisted or 201 file if other than enlisted and copy for the Casualty Branch. The Casualty Branch copy will be forwarded through the Chronological Group, Report Unit to note, thence to the appropriate File Group of the Record Section for proper notation on Visi File and retention of papers (including Action Sheet--Determination of Status and allied papers) in the 201 file of that group. The Service Record and 201 file will be returned to the Branch concerned by the Status Finding Unit.

c. If the recommendation of reviewing officer, section 3a(3), or 3b(3), is approved.-- Action as indicated in such approval.


Ralph C. Tilley,
Lt. Col., A.G.D.,
Chief, Casualty Branch.

October 29, 1942

Memorandum to: Lt. Col. Ralph C. Tilley, Chief, Casualty Branch,
Adjutant General's Office

Present Procedure
Subject: Administration of the War Department Civilian Casualty Program

1. The War Department has numerous civilian employees now working in actual or potential theaters of war scattered throughout the world. It further had civilians working in Hawaii, the Philippine Islands, etc., at the time of the outbreak of hostilities. With the present type of warfare, civilians are subject to casualties resulting from enemy action. The welfare of civilian employees and their families and dependents are as much a responsibility of the War Department as are those of men in the service.
2. Congress through Public Laws 490 and 523, 77th Congress, recognized the problem of providing for the dependents of civilians who become casualties. Public Law 490 authorized payment of allotments to these dependents. The administration of the allotment payment program under this act was delegated to The Adjutant General's Office and the Office, Chief of Finance. These offices are now operating the allotment program and procedures, therefore, are not a problem for the Civilian Personnel Division to consider.
3. However, Section 5 of Public Law 490, 77th Congress, authorized the head of the department, in this instance, the Secretary of War, sole authority to declare large groups of persons (civilians included) as officially missing due to enemy action, and, after 12 months, if no change in status has been received, to officially issue a presumptive certificate of death. Notification of the emergency addressee of a civilian employee who has been reported missing, dead, captured or interned also has been a responsibility of the Office of the Secretary of War.
4. There are certain intangible points, moreover, which must be considered. These civilians are War Department employees and are performing an essential function in the war effort. They expect the War Department to maintain necessary and adequate records of their employment, and to protect their rights under law, just as the War Department looks after its military personnel in theaters of war. Further, because the Depart-

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3. A form is then prepared by the Civilian Casualty Group which is transmitted to the Allotment Division, Office, Chief of ment has sent these civilians to potential or actual combat areas, relatives, families, and friends feel that the Department should have an adequate record of such employment and also to receive early information of casualty due to enemy action and to notify them. From the public relations viewpoint letters notifying an employee's emergency addressee of the death, capture or missing status of the employee should be signed either by or in the name of the Secretary of War.

4. Many inquiries from relatives and friends are answered in the best possible way with the limited information available.

Present Procedure

1. The Civilian Casualty Group, Civilian Personnel Division, Office, Secretary of War, has no central record of civilian employees who are abroad, nor do the various Forces or Services maintain separate records of employees who are outside the continental limits of the United States. The records of civilian employees, abroad or within the United States, are filed together in one Force or Service with no separation as to location of employment. Quite often, there is no record of emergency addressees even in the files of the Forces and Services. In contrast, The Adjutant General's Office of the War Department maintains adequate records on military personnel and upon receipt of casualty reports can notify emergency addressees at once.

2. The present procedure of handling reports and correspondence on civilian casualties, although inadequate, is outlined below:
a. The Civilian Casualty Group, Civilian Personnel Division, Office, Secretary of War, receives from various sources lists of civilian casualties. Often reports come in on employees of contractors working for but not under the War Department. The Civilian Casualty Group, Office, Secretary of War, has no consolidated or central record to refer to to determine whether the person is a War Department employee. Many telephone calls to the Forces or Services, Department of Interior, Division of Territories and Island Possessions, etc., are required. Once a record is found, the problems are not over. The emergency addressee may not be given in either the report or record. In some of these cases previous or incoming correspondence from relatives provide a clue. In others, no emergency addressee can be notified.

b. As the next step, when the emergency addressee is known, the Civilian Casualty Group prepares a wire to the emergency addressee, followed by a letter of confirmation, signed by the Secretary of War, notifying the emergency addressee that the employee has been reported missing, captured, interned or dead due to enemy action. The letter also describes the procedure to be followed in applying for an allotment as a dependent.

c. A form is then prepared by the Civilian Casualty Group which is transmitted to the Allotment Division, Office, Chief of Finance, and Dependency Allotment Division, Adjutant General's Office giving them all available information on the employee reported as a casualty. Similar information is transmitted to various government agencies such as Social Security Board, Bureau of Old Age Survivors Insurance, Employee Compensation Commission, Veterans Administration, etc., for their records.

d. Many inquiries from relatives and friends are answered in the best possible way with the limited information available.

e. Insurance companies also request data on policyholders who have been reported dead.

f. The surrender of the Philippine Islands provides a good example of the present inadequate system. Many civilians were killed or captured when that area fell. On July 21, 1942 by Administrative Memorandum No. 48, these civilians were declared officially missing. However, no central record of civilians who were in the Philippines was available. Forces and Services were requested in the memorandum to report the civilians who were employed in the Philippines. To date only a few complete reports have been received. In the meantime letters from relatives have been frequent, and no adequate information has been available, except from sparse reports sent in by escaping nurses and chaplains, or from the International Red Cross through Geneva, Switzerland. Without a record of the civilians who were employed in the Philippines, or whom the emergency addressees were, the Civilian Casualty Group has been unable to notify many dependents of the status of civilian employees or tell them their rights for allotments under Public Law 480.

Transfer of the Functions of the Civilian Casualty Group, OSW.

Since the Casualty Branch, AGO, has efficient procedures to receive information on military casualties, and inasmuch as the same procedures could be used for reporting civilian casualties, it has been agreed that the functions now performed by the Civilian Casualty Group, OSW, will be transferred to Casualty Branch, AGO.

Recommended Procedures to Adequately Carry Out the Administration of the Civilian Casualty Program:

1. The experiences of the Civilian Casualty Group, OSW, during the past nine months of operation indicate the paramount need for a centralized reference file of civilians employed outside the continental limits of the United States. Such a record is not now available nor can it be quickly and effectively obtained by requesting the Forces and Services to supply the needed information. Two possibilities exist for obtaining such a centralized record;

a. Through The Adjutant General, utilize existing military procedures and forms for securing reports of the name, status, and emergency addressee of all civilians in actual or potential theaters of war.

b. Send a clerical group to the General Accounting Office to transcribe from payrolls the name and status of civilian employees in the various theaters. It has been learned that the information obtained in this way could be brought up to within the last three or four months period. Then by further scouting, the Forces and Services could be requested to report employees hired within the last three or four months period for duty in various theaters. Travel authorizations, passenger lists on army transports or other vessels, etc., are additional possible sources of information. Emergency addressees of these civilians could be obtained, in most cases, from the Force or Service personnel records. Where this source failed the commanding generals in the various theaters could be requested to furnish the emergency addressee on the specified civilian employees.

2. The procedure for reporting civilian casualties could be more adequately clarified by requesting the commanding generals in the various theaters of war to report civilian casualties at the same time they report military casualties. In this way civilians would receive the same treatment as the military.

3. In the administration of the civilian casualty program with adequate centralized records and reporting, it is recognized that most, if not all of the information, would be confidential in character. However, it should be stressed that civilian employees in theaters of war are entitled to consideration in reference to reporting of casualties, notification to dependents, and payment of allotments as are military personnel.

4. Once the basic policy and procedures have been determined, the effectuation of an adequate program for the administration of a civilian casualty program can be undertaken.

Wm. H. Kushnick,
Director of Civilian Personnel
and Training.

Colonel Tilley:

Recommend the following procedure

- 20
GMR
1.
 - a. Require a Form 43 to be prepared and submitted to the Adjutant General under the same conditions as now required for Army Personnel who leave the continental limits of the U. S.
 - b. Require all over-seas stations to submit a Form 43 on all civilian personnel under their supervision.
 2. Compliance by all concerned of a directive in accordance with 1 a and b above would establish a central reference file which would permit immediate notice of a casualty to the E. A. and at the same time operate as a basis for securing detailed information on the individual concerned.
 3. After the Casualty Branch has notified the E. A. the case should then be turned over to the Office of Dependency Benefits to clear its case. Any additional information which might be required by the Office of Dependency Benefits should be obtained by that office from the W. D. Agency employing the individual as indicated on the reverse side of Form 43.
 4. Suggest letter substantially as follows to all Over-seas Commanders and Ports of Embarkation:
Subject: Submission of Form 43 (Emergency Addressee and Personal Property Card) on Civilian employees of the War Department.

To: -----

1. During the current war and until further notice the provisions of Circular 338, War Department, October 8, 1942 are equally applicable to all civilian employees of the War Department, except that the Form 43 will be prepared only (1) upon departure of an individual from the continental limits of the United States; (2) for those who are now serving in overseas departments, Alaska, any base, military mission, or foreign station for whom a Form 43 has not previously been submitted, whether originally employed locally or transferred from the Continental limits of the United States; and (3) in all future cases where a civilian is employed locally by the War Department at a station outside the continental limit of the United States.

2. The term "civilian employee" as referred to in this directive includes all civilians employed by, or under contract of, the War Department.

3. In the preparation of Form 43 for Civilian employees the word "Civilian" will be inserted directly over the block in the upper right hand of the form intended to indicate W.A.A.C. The space allotted on the form to denote "Serial Number" and "Component" will be left blank. All other spaces on the form will be completed and in addition, the Arm, Service, or beureau, or other W.D. Agency, by which employed, and whether employed locally or transferred from the continental limits of the United States, will be shown on the reverse side of the form.

Colonel Tilley:

Recommend the following procedure (continued)

4. Under the provision of Public Law 490, March 7, 1942, a large portion of the civilians employed by the War Department are entitled to many of the benefits now enjoyed by members of our Armed forces. It is therefore of importance that care be exercised to insure the submission and the proper preparation of Form 43 in accordance with this directive.

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