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CEASES REGISTRATION: AN ISSUE THAT WILL NOT DIE

BY

MR. EARL B. BURCH

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units. To overcome these deficiencies, four potential Graves Registration force multipliers are proposed. These multipliers include:

- (1) The need to accept mass casualty burials as the primary means of temporary disposition of remains;
- (2) Develop better identification techniques and procedures;
- (3) Reduce required paperwork; and
- (4) Increase Graves Registration capability by using Host Nation Support or composite units.

These alternatives, realistically applied, have the potential to reduce the Army's current Graves Registration dilemma.

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6

USAWC MILITARY STUDIES PROGRAM PAPER

GRAVES REGISTRATION: AN ISSUE THAT WILL NOT DIE

INDIVIDUAL ESSAY

by

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ABSTRACT

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Mass casualties on future battlefields will quickly overwhelm the graves registration capabilities of US Army forces as presently structured. The specter of thousands of dead American soldiers unidentified, unattended, and unevacuated, would have a disastrous impact on the fighting force, both in terms of morale and commitment. This paper addresses the historical perspectives of the Army's Graves Registration problems--lessons learned but forgotten, and the inadequate structure, staffing, and training of Graves Registration units. To overcome these deficiencies, four potential Graves Registration force multipliers are proposed. These multipliers include:

- (1) The need to accept mass casualty burials as the primary means of temporary disposition of remains;
- (2) Develop better identification techniques and procedures;
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These alternatives, realistically applied, have the potential to reduce the Army's current Graves Registration dilemma.

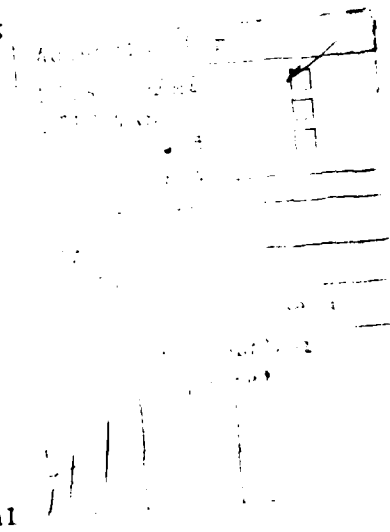
INTRODUCTION

When United States soldiers are killed in battle, traditional American values require that every effort be made to recover, identify, properly return remains to the next-of-kin, and fulfill the next-of-kin desires. The Army has been required to perform these functions during wartime.

The Army's current structure (GRREG) as a non-essential element is not adequately planning for the demands of successive wars--and most of the history has shown it takes months, years to build the structure and train them to a level of proficiency.

Several studies have been conducted aimed at improving the US Army's ability to conduct mass casualty operations. A study in 1981 summarized the findings and found major problems in time to complete GRREG missions, identifying several key findings included:

- (1) Current workload exceeds capability of early deploying GRREG units.
- (2) Divisional GRREG capability is not authorized.
- (3) Cemetery workload is too heavy for the GRREG companies authorized in the force structure.
- (4) There exists no means of handling personal effects from theater to CONUS.
- (5) Increased likelihood of unidentified remains.
- (6) Insufficient MOS 57F personnel are trained in cemetery operations.
- (7) Limited training is conducted in mass casualty burial operations.¹



Through a historical review of GRREG development, an analysis of current structure and personnel issues coupled with training issues, it becomes obvious that the Army has failed to provide the requisite resources to execute its graves registration mission. Grave registration problems and shortfalls have been well documented, yet the Army has done very little to overcome the deficiencies or provide meaningful solutions or alternatives. In view of this apathy, I believe the only viable alternative is to face the reality of mass burials on the battlefield. The Army must prepare the force for this option through technical training and to the psychological adjustments required for the task. To overcome GRREG deficiencies, four potential Graves Registration force multipliers are proposed. These multipliers include:

- (1) The need to accept mass casualty burials as the primary means of temporary disposition of remains;
- (2) Develop better identification techniques and procedures;
- (3) Reduce required paperwork; and
- (4) Increase Graves Registration capability by using Host Nation Support or composite units.

These alternatives, realistically applied, have the potential to reduce the Army's current Graves Registration dilemma. To assist the reader, key GRREG definitions, responsibilities, and terms are provided at the end of the paper.

HISTORICAL PERSPECTIVES - LESSONS LEARNED BUT FORGOTTEN

As the US matured as a nation and technology expanded, concern for American casualties grew accordingly. Yet a review of how the Army has executed its GRREG mission in the past will show how ill-prepared we are to

execute the GRREG mission on the modern, integrated, highly lethal battlefield.

Early American Conflicts

During the Revolutionary War, burial of remains occurred where they fell, burial sites were not generally recorded and often unmarked. Any identification that was accomplished was visual in nature made by friends and acquaintances.

The Seminole Indian War of 1817-1835 saw no improvements in handling or identification of remains. However, the first concentration of military dead occurred; a cemetery at St. Augustine, Florida, was established and is considered the forerunner of the National Cemetery System. After the Mexican War of 1846-1848, a cemetery was established in Mexico City which became the forerunner of the permanent American overseas cemetery system.

Civil War

The Civil War provided several innovations to include experimental embalming, the use of identification tags and burial bottles, and a service unit specifically designed for Graves Registration work was established. In July 1862, Congress authorized the President to purchase land to be used as a national cemetery.

Spanish-American War

The Spanish-American War of 1898 saw the development of the first Return of Remains program. The program was made possible by improved identification and graves marking. The Quartermaster Corps was responsible for organizing a burial group composed of civilian morticians and military personnel to make the disinterments.²

World War I

The outbreak of World War I saw the establishment of a Graves Registration Service. General Order 104, War Department, 7 August 1917, created units under the Quartermaster Corps. This marked the introduction of a theater Graves Registration Service as an element of the military establishment. This service became responsible for the supervision of burials, identification of bodies, registration of graves, maintenance of temporary cemeteries, and the recovery of remains in isolated burials behind the battle zone.

The Graves Registration Service created at the beginning of World War I did not cease to function at the cessation of hostilities when combat forces departed for home. They had the task of removing the dead from enemy territory, the consolidation of isolated burials and cemeteries into the larger permanent overseas cemeteries, and finally the return program for those whose next of kin wished the remains interned in their homeland.³ Based on the desires of the next-of-kin, eight permanent American overseas cemeteries were established for the internment of over 30,000 US servicemen.

World War II

During the intervening years between World War I and World War II, regulations were established giving the Quartermaster General the responsibility for Graves Registration. He was, however, restricted from discharging his obligation until time of war. Three months after the attack on Pearl Harbor, the War Department issued directives recognizing that, since no definitive planning for Graves Registration had been accomplished, extraordinary measures were necessary to meet the crisis.⁴

Between March and December 1942, Thirteen GRS companies were activated. One of the most persistent and troublesome problems was the constant loss of

trainee personnel suffered by the units at all stages of the training process. A turnover of 50 percent or more was not uncommon due to a soldier's inability to work with remains. Personnel training was another key problem due to no training programs, facilities, or instructors.⁵

Two years after World War II commenced, GRS units were committed to the field. Approximately 500 temporary cemeteries were established and 14 additional permanent American overseas cemeteries were established.

Korean War

Korean hostilities again caught the US off guard for GSR functions. During the initial Korean build-up phase, only one platoon of graves registrations personnel were committed to the theater. This acute shortage necessitated that each combat division operate its own GRS, to include collection, evacuation, and internment of its deceased personnel.⁶ The entry of Chinese communist troops into the conflict caused the loss of all temporary cemeteries established in North Korea. A decision was made to hastily evacuate remains from cemeteries in all of Korea and ship them to Japan. This marked the beginning of the Concurrent Return Program. This was a new concept, as the return of remains in World Wars I and II did not commence until cessation of hostilities.⁷

As the Reburial/Concurrent Return Programs developed, procedures improved to the point where shipment of combat casualties from Japan to the US were made within a period of 30 days from the date of death in Korea. Preservation of the remains was made possible by the introduction of the use of refrigeration.⁸

Vietnam Conflict

During the Vietnam conflict remains were handled entirely under a Concurrent Returns Program. It was during the Vietnam period that the

program developed into what is now considered to be the standard for casualty processing. The remains were evacuated through collecting points to one of two mortuaries where they were identified, embalmed, and evacuated to the final destination.

Graves Registration personnel and units were deployed with combat forces when the building of ground forces took place. With the correct ratio of GR units/personnel to combat troops/units, only during TET 1968 was the GRS capacity taxed.⁹

An important segment of the evacuation system was the fast transportation system in the war zone. Most remains were evacuated from the battlefield by helicopter and delivered to collecting points in a matter of hours. After processing, the remains were airlifted to one of the mortuaries for embalming and shipment to the United States.

Vietnam lessons learned included the following:

- a. Concurrent Return Program. The Concurrent Return Program proved highly successful in the limited war environment of Vietnam.
- b. Prompt Identification. Fast evacuation from the battlefield by helicopters combined with the availability of refrigeration prevented excessive deterioration of remains before identification was made. Casualty reporting was kept more current under this procedure.
- c. Modern Mortuary. Mortuary facilities were not adequate during the initial phases of the Vietnam war, but construction of modern mortuaries and a personal property depot made a significant contribution to the efficiency of operations in Vietnam.
- d. Rotation Policy. The rapid rotation of GRREG personnel (12-month tours) was the underlying factor behind most problems encountered in the memorial activities program.

e. Fingerprinting. The availability of fingerprint records in an active combat theater for personnel assigned within the theater facilitated rapid and positive identification of remains.

f. Identification Aids. The requirement for wearing ID tags, carrying ID cards, and marking boots and clothing was not fully enforced, which sometimes delayed identification of remains.¹⁰

Grenada Operation

On 26 October 1983, the Quartermaster School, Ft. Lee, VA, was requested to form a team of highly skilled personnel to process the fourteen remains from the Grenada Operation. The remains were processed under the Current Death Program. This program is similar to the Concurrent Return Program, but the processing of the remains was conducted at a United States location.

It was unclear as to whether GRREG personnel were in Grenada. If not, it points to a serious planning problem. If there, they could have assisted greatly by performing initial identification processing and establishing control and accountability for personal effects.

Lessons learned and recommendations included:

First, fingerprints were difficult to match due to the lack of prints in personnel records. Second, aircraft crew members should have "footprints" on record due to the greater probability of post-accident fires during combat operations. Epidermal tissue of fingers is often destroyed during post-accident fires. Third, the requirement for all personnel to have a Panoraex x-ray proved extremely helpful in dental comparisons. Fourth, only five personnel had identification tags around their necks. There was some evidence that the others had been wearing tags but these were removed prior to processing. Fifth, in each case, all personal effects such as jewelry, wallets, and watches had been removed from the remains. This can hamper the

identification process and violates the established procedures. Sixth, there had been no graves registration processing in Grenada, which points to a serious planning problem. Initial processing would have greatly assisted the Ft. Lee team by performing initial identification and establishing control and accountability for personal effects. And seventh, after the team was organized, it made an initial search for required supplies from graves registration units involved with the operation; in each case, required forms and equipment were not available. Each unit should maintain a basic load of blank forms and required equipment in order to be operationally ready.¹¹

GRREG PERSONNEL ISSUES

The Force

In an attempt to stabilize strength and reduce costs, the Army has decreased the number of active duty positions for those functions having a limited mission. These positions appear on Modified Table of Organization and Equipment (MTO&E) and would be filled by augmentation in the event they were required. GRREG is one of the mission areas impacted by this decision. In peacetime, divisions do not have GRREG capabilities. During wartime, GRREG capability would be provided by augmentation. The figures below indicate the total number of GRREG personnel on active US Army duty during FY84. The figures are reflected against authorized strength.

Active Army GRREG Strength

<u>Grade</u>	<u>E1-E4</u>	<u>E5</u>	<u>E6</u>	<u>E7</u>	<u>E8</u>
Auth.	106	33	23	24	08
OH	123	45	20	24	08

The next table identifies total Army GRREG personnel. The figures are about the same today.

Strengths of Active/Reserve Components*

<u>Grade</u>	<u>E1-E4</u>	<u>E5</u>	<u>E6</u>	<u>E7-8</u>	<u>Total</u>
Act Comp	109	41	22	39	211
ARNG	119	45	12	22	198
USAR	83	30	17	13	143
	311	116	51	74	552

*Based on Concept Analysis Agency, Graves Registration Study, 30 June 1981.¹²

The information below reflects the 1985 authorized GRREG positions in Light, Heavy, Airborne, Air Assault, and Infantry Divisions, as well as Corps GS and DS units.¹³

<u>Unit</u>	<u>Authorized Positions</u>		
Light Division	E7	57F40	1 each, HHC
	E6	57F30	3 each, 1 per FWD Sup Ply Co
Heavy Division	0 All GRREG positions are in augmentation for the Heavy Division under the Army of Excellence.		
Airborne Division	E5	57F2P	4 each, 1 each Main & Fwd Sup Co's
	E4	57F1P	2 each, Main Sup Co
Air Assault Division	E6	57F30	1 each, Main Sup Co.
	E5	57F20	3 each, 1 each Fwd Sup Co
Infantry Division	E5	57F20	1 each, HHC
	E4	57F10	1 each, HHC
	E3	57F10	1 each, HHC
Corps Field Service Co., GS	E5	57F20	1 Each
	E4	57F10	6 Each
	E3	57F10	6 Each
Corps S&S Co., DS	E5	57F20	1 Each
	E4	57F10	3 Each
	E3	57F10	3 Each

The Graves Registration section of the Supply and Transportation Battalion of Army Divisions are augmentation cells and thus the divisions have no organic graves registration capability during peacetime.

The augmentation for division level graves registration requirements generally come under COMPO 4 forces. COMPO 4 is a recognized but unresourced unit requirement in the force structure. In reality, a GRREG force structure does not exist, and in time of war, personnel would have to be accessed, trained, equipped and deployed to divisions.¹⁴

Officer Issues

Under the previous Officer Personnel Management System (OPMS), Graves Registration Officers were identified by Specialty Code 92E. Responsibilities included directing and coordinating memorial activities involving search, recovery, identification, and disposition of deceased personnel as well as the collection and disposition of decedents' personal effects. The GRREG officer also directs battlefield search operations and coordinates memorial affairs with supported units, medical units and chaplains.

In September 1984, the Chief of Staff of the Army approved for implementation a new OPMS specialty as recommended by the DA OPMS Study Group. The DA OPMS Study Group recommended Graves Registration as an Area of Concentration (AOC) within the Quartermaster Branch.

On 3 December 1984, the Quartermaster General directed the formation of the Quartermaster OPMS Task Force. The Task Force was formed to deal with the implementation of the revised OPMS in the areas of force structure, force development and officer professional development. The QM OPMS Task Force recommended Graves Registration as a skill rather than an AOC. The

goal of the new OPMS is to develop each officer by specialty or AOC through his or her career progression from Second Lieutenant to Colonel.

In March 1985, the QM Officer Advisory Board recommended to the Quartermaster General that the title "Graves Registration" be changed to "Mortuary Science." Additionally, the skill should be used to identify officers with a degree or equivalent training and experience in mortuary science.

Presently, all new Quartermaster lieutenants receive six hours of instruction in graves registration procedures in their Officer Basic Course. The Quartermaster Officer Advanced Course includes 18 hours of instruction in Graves Registration procedures. No other GRREG training for officers currently exists at the Quartermaster School.¹⁵

The rationale for eliminating the GRREG AOC was the recognition of the limited GRREG officer requirement during peacetime. It appears that the GRREG mission has been further degraded by limiting officer staffing patterns and career opportunities.

Warrant Officer Study

Consideration has been given to the creation of a new warrant officer career field to replace the 92E GRREG officer specialty. The warrant officer was considered to be a partial solution to the multi-faceted roles and technical problems of the GRREG mission. Senior personnel and logistical officers, however, essentially non-concurred with the warrant officer proposal. Reasons cited included the following:

- a. Warrant officers would also lack the formal technical training and face the same inadequate professional development promotion opportunities as the officer 92E counterpart.¹⁶

b. A separate career field for a GR warrant officer would be extremely limited as the peacetime source of warrant officers would be from the noncommissioned officer ranks. Creation of a warrant specialty field would eliminate the expertise at this level.¹⁷

As a result of the warrant officer study, several suggested alternatives surfaced, to include the following:

a. Incorporate basic GR tasks into the common skills training of all enlisted personnel.

b. Incorporate basic GR instruction into the branch basic course for all officers.

c. Include GR instruction in the program of instruction for all NCO professional development programs.

d. Include refresher-type GRREG instruction in the curriculum of all officer branch advance courses.

e. Actively "play" Graves Registration in major exercises, field exercises, and ARTEP's.

f. Assignment of senior GRREG NCO's at divisional, corps, and EAC major headquarters.

g. Create an additional ASI to the supply warrant's specialty code.

Conclusion

The Army's current personnel staffing and force structure are inadequate to meet any potential major GRREG missions. As previously discussed, the Army had difficulty in meeting the minimum GRREG requirements generated by the Grenada operations. It took personnel, supplies and equipment from three CONUS locations plus an identification specialist from Hawaii to perform the GRREG mission.

The impact of the recent OPMS decision to eliminate Specialty Code 92E cannot be fully assessed. As a minimum, the decision impacts and degrades future training and staffing of officers desiring to specialize in the GRREG area. Inadequate staffing and structure, coupled with training short-falls, make it inherent that new and innovative techniques be established to accomplish the traditional graves registration mission.

ALTERNATIVE APPROACHES

The most critical problem in accomplishing the GRREG mission is that the current force structure is inadequate to meet the anticipated casualties of an integrated battlefield. When United States soldiers are killed in action, traditional American values require that a program be in effect to recover, identify, and properly inter remains. There are no trends to indicate these values will change in the future. Present GRREG doctrine adequately addresses GRREG requirements for conventional conflicts, but also recognizes that future warfare may involve the use of nuclear and chemical weapons and other mass-casualty producing weapons which may produce casualties that would quickly overwhelm even adequately staffed GRREG organizations.

To overcome personnel shortfalls, fulfill duties to fallen comrades, and to satisfy the American populace, innovative changes are required to GRREG policy and doctrine. Possible alternatives which would act as GRREG force multipliers include the following:

- (1) Acknowledgement and acceptance of mass casualty burials as the primary means of temporary disposition of remains until the GRREG force structure could provide doctrinal support.
- (2) Develop improved identification techniques and procedures.

(3) Reduce required paperwork to a minimum necessary to establish identification.

(4) Increase the capability of GRREG units by augmenting with Host Nation or indigenous personnel and units arriving in theater without equipment.

Mass Casualty Burial

The positive adoption and recognition of the need for mass casualty burials during the early stages of a conflict would significantly reduce the number of GRREG personnel required to staff the GRREG evacuation channels. While mass casualty burial policy is established in doctrine, its use is advocated only during extreme emergencies or when handling contaminated remains. Specifically, "Where mass casualties occur within the divisional area, and tactical as well as logistical situations make it impossible to use normal evacuation procedures, mass or trench burials may be used when authorized by the theater commander or his designated representative..."¹⁸

Adoption of this procedure would require a change of goals, priorities and objectives for the Graves Registration mission. The primary GRREG mission would be to clear the battlefield for health and sanitary reasons, identify the dead when possible, and accomplish temporary burial in recorded graves using the least force possible. The quick, efficient and orderly handling of remains will have a direct impact on troops' morale. While not the ideal method, personnel will at least have the knowledge and assurance that ultimately remains will be returned to the next-of-kin. The goals of identification and evacuation of remains would become secondary objectives of GRS and would be delayed pending arrival of an adequate force to perform the full GRS mission.

An effective mass casualty burial program would permit the commander to decide, based on the tactical situation and available resources, whether to

evacuate remains--in accordance with established GRREG policies--or to elect immediate mass burial. This procedure would enable the unit to continue its combat mission with minimum disruption while still fulfilling basic responsibilities to fallen comrades.

Authority to permit mass casualty burials should be the responsibility of a division commander or task force commander as it is at these levels that a minimum of GRREG expertise is located, as discussed earlier.

To be totally effective, a mass burial policy would require significant training initiatives to be undertaken. FM 10-63-1, Graves Registration Handbook provides an excellent starting point by recognizing that each noncommissioned officer must be prepared to assist in the GRREG mission. Chapter 4 specifically addresses burial procedures and provides an outline of the minimum burial requirements. Briefly, these requirements include:

- a. Coordination with engineer units to assist in trench digging, site survey and grid coordinate determination, and final landscaping.
- b. Grave site will be dug into a trench configuration 6.5 feet wide and 3.5 feet deep; the length of the trench is dependent on the number of remains. Tags on each pipe will show row number, length of row, and the azimuth from row, beginning to end.
- c. An iron pipe is used to mark the ends of each trench row.
- d. One identification tag or facsimile will be removed from each remain and strung on wire in order in which the remains are buried.
- e. Remains are buried shoulder to shoulder with no space between bodies.
- f. One copy of DA Form 551 (Record of Internment) will be buried with the remains.
- g. A DA Form 1077 (Register of Remains) will be prepared, listing remains buried in the site.

h. After remains are buried, forms, sketches/overlays, and identification tags should be forwarded to the next higher headquarters.

Publication of FM 10-63-1 is a move in the right direction; however, a publication is useless unless it is followed and necessary training is accomplished to ensure its successful implementation. To ensure a mass casualty burial program can be implemented, several training issues must be considered.

a. Commanders and leaders must understand the importance of the GRREG mission and its impact on their overall mission. Thorough indoctrination is required to ensure that GRREG responsibilities are known, trained, and are part of all planning and operation.

b. Basic GRREG tasks, particularly identification and burial tasks, must be taught to non-GRREG personnel. This can be accomplished by adding GRREG tasks to unit Army Training and Evaluation Programs (ARTEP). The number and detail of tasks should be dependent on the probability of the unit performing GRREG functions. Supply and Services, Field Service, GS, and Supply and Service DS-type units should have more detailed tasks as these units would be expected to perform or supervise others in performing GRREG functions. Combat and combat support units ARTEPs should include basic GRREG functions, concentrating on mass burial procedures. Sufficient training materials and aids would also need to be developed and distributed.

Identification of Remains

The identification process of GRREG is a highly technical, sensitive, and time consuming operation. Failure to make positive identification of remains can result in high dollar costs to the US government through continued salary payments as well as in emotional costs to the families of missing loved ones.

Identification of the dead continues from the time remains are recovered at the place of death until they are positively identified by qualified technicians. The initial phase of identification is usually performed by unit personnel at the place of recovery. This phase is critical in a mass burial situation as fully qualified GRREG personnel will not be available in sufficient numbers to perform more detailed identification procedures. Personnel performing GRREG responsibilities must be thorough and resourceful in examining all possible clues to identification; use care in preserving identifying material; be accurate and thorough in preparing paperwork; and, if possible, use personal identification.

Personal effects and other identifying media, which include all articles found on or associated with the remains, should not be separated from the remains. In a mass burial situation, such articles should be buried with the remains to be used in subsequent efforts at verifying or establishing identity.

Mass burials being performed by marginally trained personnel have the potential for compounding the already difficult identification task. It is therefore imperative that training in mass burial procedures include minimal identification techniques and an understanding of actions required when positive identification is not possible. Training emphasis must be stressed on securing those items of evidence which are acceptable proofs of identity. Such acceptable single item evidence include:

- a. Identification tags found on the deceased.
- b. Identification bracelet found on the remains.
- c. Statement of recognition when signed by an individual who knew the deceased and can positively identify the remains.

d. Official identification cards found on the deceased to include DD Form 2A (ID Card); SF 601 (Health Record, Immunization Record); and DD Form 528 (Geneva Convention ID Card).

In view of the potential for mass casualties resulting in the necessity of mass burials, present identification means require new innovative techniques to serve as GRREG force multipliers. Potential techniques include tattooing, dental filling microchip implanting, or use of an implanted microchip containing personal data. These techniques would ensure maximum identification with a minimum expenditure of GRREG resources.¹⁹

Pending such modern technology adoptions, unit commanders must aggressively enforce the wearing of, or possessing the items detailed above. Commanders must ensure other potential identification records, i.e., fingerprints and panographic x-rays (PANOREXs) are established and maintained.

Reduction of GRREG Paperwork

AR 638-30, Graves Registration Organizations and Functions in Support of Major Military Operations, identifies some 24 forms necessary to support the total GRREG mission. This does not include the required maps, sketches, etc. The forms and responsibility for initiating or completing them are divided between the various segments of the GRREG mission. Principally, these divisions include field records, collecting point records, and cemetery records.

Adoption of a mass burial program, using the most austere of forces, will not permit the detailed recording procedures which total GRS doctrine dictates. As stated previously, the primary emphasis must be on those efforts directly affecting burial and identification. The forms detailed

below are essential to establishing or aiding in identification and properly recording the mass burial.

a. DD Form 551 (Record of Internment) - It is the most important GRS record and must be prepared promptly and completely since it is the basis for DOD to record data on grave location and identification of remains.

b. DD Form 565 (Statement of Recognition) - It establishes a name for the remains. The statement, obtained from an individual who has known the deceased, can serve as acceptable identifying media.

c. DD Form 567 (Record of Recovery of Remains) - The form is prepared for each unknown remains recovered. The information detailed may be used as a basis for further investigation and for eventually establishing identity.

d. DD Form 1076 (Record of Personal Effects - Military Operations) - This form is used to list all personal effects recovered with the remains. The personal effects and a copy of the inventory is buried with the remains until final disposition can be accomplished.

Personnel performing a GRS support mission would require sufficient training to the level necessary to accomplish the minimum required paperwork to start the identification process and to record the burial. As theater GRS capability increases, more of the GRS paper administration could be accomplished.

Current technology, form modification, and other recording mediums may offer opportunities to reduce processing time and increase accuracy and reliability of essential GRS paperwork. Photographs, pre-printed check lists, video and cassette tapes are just a few possibilities that may serve as GRS force multipliers.

PERSONNEL FORCE MULTIPLIERS

To properly execute the GRREG mission, additional personnel are required. As previously discussed, the Army is unable to fulfill personnel requirements for the GRS functions both in terms of quantity and timeliness of assets. Potential personnel force multipliers for GRREG include Host Nation Support (HNS), host nation GRREG units assisted by qualified GRS personnel, and the previously discussed unit level GRREG training programs.

Host Nation Support

The US relies on NATO allies in Europe and other allies around the world for logistical support, in both peacetime and wartime, primarily for rear area requirements. This HNS supplements the organic support capabilities of US units. HNS capabilities are used in such areas as transportation, maintenance, construction, civilian labor, communications, facilities, utilities, air/seaport operations, rear area security, and the movement of US forces and materiel between the ports of debarkation and combat areas. HNS is a means of meeting valid but otherwise unsatisfied support requirements. The objective is to utilize HNS to the maximum extent possible based upon the reasonable assurance of the availability of host nation resources.²⁰

Use of HNS in the performance of GRREG functions, particularly in the rear areas of operation, is a viable personnel resourcing alternative. If the US is willing to entrust potential war stoppers on transportation, rear area protection, communication, etc., to HNS, there is no valid reason not to entrust its war dead. Valuable civilian experience in cemetery and mortuary practices could be readily used. The GRREG assets normally assigned to the COMVZ could be made available to the forward area if replaced by HNS personnel. This effort would place GRREG assets in the

areas where they would most likely be needed and where other alternatives are scarce.

Provisional Units

Three potential methods to form GRREG povisional units include:

a. Utilize a unit which arrives in theater without equipment and is unable to be immediately supplied from in-country assets. The supporting Area Support Group (ASG), COSCOM, or DISCOM would be responsible to direct minimal equipment necessary to perform basic GRREG functions of identification and burial. Technical expertise would be provided from any available GRREG assets, or the unit would be required to perform on-the-job training.

b. Form a provisional unit utilizing individual replacements, either new arrivals or personnel who require reassignment due to unit inactivation. Supply and technical assistance would be performed as discussed above.

c. Multiply existing GRREG assets by creating cadre-type units and fill by individual replacements or HNS augmentation. In the event GRREG companies or teams are available, they would be utilized as a nucleus to form more GRREG units.

HNS and provisional units are not the ideal method to execute the GRREG mission, but do offer the potential to perform those minimum GRREG functions pending the fielding of an adequate, fully trained GRREG force.

CONCLUSIONS

The integrated battlefield offers the specter of the employment of nuclear, biological and chemical weapons in addition to vastly improved conventional weapons and munitions. These factors have significantly

altered the characteristics of the battlefield and have the potential for producing heretofore unknown casualties. While not the final panacea, the alternative approaches identified provide a framework for resolution of the Army's Graves Registration dilemma. GRREG issues and requirements must be dealt with now--not after the war starts--or it will be too late.

DEFINITIONS, RESPONSIBILITIES, AND TERMS

1. Armed Services Graves Registration Office (ASGRO)

ASGRO is established under the Casualty and Memorial Affairs Operations Center (HQDA(DAPL-PED)). During military operations, ASGRO will act as a control point, sending operational guidance pertaining to GRS through required channels to the field. ASGRO has the following responsibilities.

- a. Coordinate GRS matters at the department level.
- b. Set up a central record office for all dead and missing persons.
- c. Serve as a central control point for operational guidance.
- d. Prepare standard policies and procedures regarding GRS.

2. Burials

a. Cemetery Operations. When possible, internment of deceased remains should be done in a temporary military cemetery, and as quickly as conditions permit.

b. Emergency Burials. Burials in locations other than a temporary military cemetery. They include remains hastily buried in shallow graves on the battlefield. Emergency burials are frequently made by civilian populace in local cemeteries and other areas.

c. Mass Casualty Burials. When approved, mass casualty burials may be conducted in order to lessen time interval between recovery and burial,

minimize amount of land required, and/or reduce exposure to NBC contaminated remains.

d. Group Burials. Used when two or more associated remains cannot be individually identified and must be buried in a single gravesite.

3. Evacuation of Remains. Movement of remains from place of death through evacuation channels to a cemetery or final disposition.

4. Graves Registration Service (GRS). Provides the following:

- a. Search, recovery, and evacuation of deceased personnel.
- b. Initial identification and temporary disposition of the remains.
- c. Recovery and handling of personal effects found on the remains.
- d. Establishment, operation, and maintenance of temporary military cemeteries.

e. Accomplishment of pertinent records and reports in connection with such activities.

5. Memorial Affairs Program. The recovery, identification, care, and disposition of deceased persons for whom the Army is responsible. This program is divided into four distinct programs:

a. Current Death Program. Provides professional mortuary services, supplies, and related services incident to permanent disposition, to include personal effects of eligible deceased persons. Operational on a worldwide basis during peacetime and may continue during major military operations.

b. Graves Registration Program. Provides technical services incident to temporary burial of the dead during major military operations.

c. Concurrent Return Program. A combination of the Current Death and Graves Registration Programs. It begins with the initial phase of Graves Registration service providing search, recovery, and evacuation to a processing point and ends with that phase of the Current Death Program

Identifying and preparing remains in a mortuary and shipment to final destination of permanent disposition.

d. Return of Remains Program. Initiated upon cessation of hostilities to provide permanent disposition of deceased persons whose remains were not prepared, casketed, and immediately evacuated under the Current Death Program.

6. Search for and Recovery of Remains. The search for and recovery of remains is the responsibility of the commander of the lowest organizational element. Areas of responsibility are searched out and remains and personal effects are sent to nearest collecting point. When search and recovery cannot be performed, notification is forwarded to next higher headquarters. Search and recovery are also performed by graves registration elements in support of combat units and in relation to the Return of Remains Program (post-combat and area clearance phase).

7. Theater Effects Depot. Receives personal effects from all graves registration elements and/or other services in the theater. Inspects, inventories, and makes disposition of effects.

8. ODCSLOG, HQDA (Office, Deputy Chief of Staff for Logistics). DCSLOG (Troop Support Division, DALO-TST).

a. Develops and implements Army policies, standards, procedures, and training materials.

b. Directs GRS support of major military operations under Army command.

9. United States Army Quartermaster School.

a. Serves as the focal point for implementing GRS policy and procedure. This includes technical and management assistance to commands and installations.

b. Provides technical supervision during major military and support operations.

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