

War Civilian Security Program*

MEASURES TO PROTECT the safety of the civilian population, to mitigate hardships resulting from enemy action, to prepare for the removal of civilians from danger zones if ordered by the military authorities, and to organize local communities to meet special war needs are the responsibility of the Federal Government. The Government's plans call for the fullest possible utilization and coordination of established health, welfare, educational, and protective agencies, both public and private. Some aspects of the plans have necessitated the establishment of new agencies or units. Thus, the Office of Civilian Defense was established to assist in the organization and development of State and local defense plans. The Office of Defense Health and Welfare Services,¹ in addition to bringing together the services of established agencies, developed units with special responsibility in the fields of nutrition, recreation, day care of children, social protection, and community organization. Similarly, the Joint Committee on Evacuation, established by the Directors of the Office of Defense Health and Welfare Services and the Office of Civilian Defense, has special responsibility for seeing that plans are formulated and for establishing standards in relation to State and local plans for evacuation of the civilian population.

On February 6, 1942, the President allocated the sum of \$5 million from the Emergency Fund of the President (Allocation No. 42-70) to the Federal Security Administrator, who was authorized to assume responsibility "through such Federal or other agencies as he may designate" for inaugurating programs providing temporary aid to civilians residing in the United States who were in need of assistance as a result of enemy action.²

* Prepared in the Division of Publications and Review, Office of the Executive Director.

¹ On March 6, 1943, the functions of the ODHWS with respect to nutrition were transferred by Executive Order to the Department of Agriculture. On April 29 the ODHWS was abolished and its functions transferred to the Federal Security Agency, to be carried out by the Office of Community War Services.

² On the same date the President also allocated \$500,000 (Allocation No. 42-74) to be expended by the Federal Security Administrator, through public or private agencies designated by the Administrator, for providing for the removal of enemy aliens excluded from designated areas, transporting their dependents, and relocating and temporarily aiding enemy aliens who have been removed from the prohibited areas or whose livelihood has been interrupted as a result of restrictions imposed by the Department of Justice and the Army.

From this sum the Administrator allocated \$750,000 to the Social Security Board for the payment of benefits and for assistance and other services, and \$500,000 to the Public Health Service for hospitalization and medical care for civilians affected by enemy action.

On the basis of the allocation of February 6, and a subsequent authorization of October 5 (Allocation No. 42,3-56), three programs were set up: the civilian war benefits program under the Bureau of Old-Age and Survivors Insurance and the civilian war assistance program under the Bureau of Public Assistance of the Social Security Board, and the civilian war medical care program under the Public Health Service. These programs, recently constituted as the War Civilian Security Program, apply to civilians in the United States, Alaska, Hawaii, Puerto Rico, and the Virgin Islands. The aid authorized may include money payments, loans (with or without interest or security), and assistance in kind and medical or other services necessary for the protection of health, safety, or welfare. Established to meet needs not as yet covered by specific legislation, the temporary programs do not create any vested rights and may be terminated on the exhaustion of the allocated funds, or as a result of executive or legislative action, or for reasons specifically provided in the programs.

Under the terms of the allocations, aid is available to civilians, including enemy aliens:

- (1) Who are injured as a result of enemy attack or of action to meet such attack or the danger thereof, or who are injured while in the performance of their duties as civilian defense workers; or
- (2) Who are dependents of individuals injured or killed under circumstances described in (1), or interned by the enemy, or reported as missing under circumstances indicating such death or internment; or
- (3) Who are being or have been evacuated from any area under the direction of civil or military authority; or
- (4) Who are otherwise in need as a result of enemy attack or of action to meet such attack or the danger thereof.

"Civilian defense worker" is defined as any civilian (other than a Federal employee receiving wages for services as a civilian defense worker)³ who is engaged in the Aircraft Warning Service, as a member of the Civil Air Patrol⁴ or of the U. S. Citizens Defense Corps in the protective services established from time to time by the Office of Civilian Defense, or persons registered in training courses proscribed and approved by the OCD for such protective services. Aid is available to civil personnel of the Federal Government to the same extent as to other civilians. In determining the amount of aid, any other Government benefit is taken into account, as far as practicable.

Enactment on December 2, 1942, of Public Law No. 784 (77th Cong., 2d sess.) entitled "An act to provide benefits for the injury, disability, death or enemy detention of employees of contractors with the United States and for other purposes," transferred a large group of workers hitherto covered by the temporary programs to the jurisdiction of the U. S. Employees' Compensation Commission. The act provides that compensation shall be paid or credited to such employees who are partially or totally disabled because of an injury proximately resulting from a war-risk hazard or who are missing or captured, and to the widow, child, and—if dependent—the widower, parent, brother, sister, grandparent, and grandchild of such persons who die as a result of these injuries. The rate of benefit for permanent disability or total temporary disability is two-thirds of the person's weekly wage up to a maximum benefit of \$25 a week; for temporary partial disability the rate is two-thirds of the difference between the person's weekly earnings before and after the injury. The maximum compensation payable with respect to any case is \$7,500.

Civilian War Benefits

The civilian war benefits program provides for three types of benefits: disability benefits, death benefits, and benefits for the dependents of persons who are detained or missing. Disability benefits are paid to civilian defense workers and to civilians generally who sustain total disability, or partial permanent disability of at least 30 percent of total, in the performance of their defense duties or as a

result of enemy action within the United States, Alaska, Hawaii, Puerto Rico, or the Virgin Islands. Disability benefits are not payable for the first 7 days of disability or to persons aged less than 16.

Monthly benefits for total disability amount to two-thirds of the injured person's monthly earnings in the preceding month, with a minimum of \$30 and a maximum of \$85 a month. If the civilian was not gainfully employed, the \$30 minimum is applicable. The benefit rate for partial permanent disability bears the same ratio to total disability benefits as the partial disability bears to total; with a minimum benefit of \$10. These benefits are reduced by the amount of any non-contributory Government benefit, except civilian war assistance, or by one-half the amount of any contributory Government benefit received. Civilian war assistance and benefits may be received simultaneously during an initial period of 30 days, but beyond that period civilian war benefits will not be paid unless the assistance payments are terminated.

In addition, in cases of total permanent disability, up to \$50 a month may be allowed for a full-time attendant, when one is needed.

Applications for benefits must be filed within a year of the injury or by June 30, 1943, whichever date is later. Benefits may continue, subject to the time limits of the program, as long as the compensable disability exists.

Monthly survivor benefits are payable, in general, to the widow, child, or parent of a civilian who dies as a result of enemy action, or of injuries sustained in the performance of civilian defense duties and who was furnishing the relative's chief support. Parents must have been 65 years of age or over at the time of the compensable event. If the enemy action which causes death occurs outside the United States, Alaska, Hawaii, Puerto Rico, and the Virgin Islands, benefits are not payable unless either the deceased civilian or the dependent is a citizen of the United States.

In the case of civilians missing or detained as a result of enemy action, monthly benefits are payable to the dependent wife, child, or parent; the enemy action must have occurred outside the United States, Alaska, Hawaii, Puerto Rico, and the Virgin Islands; and the civilian or the dependent relative must be a citizen of the United States.

The schedule of dependents' benefits is as fol-

³ Protected under the Federal Employees' Compensation Act.

⁴ Transferred to the War Department as of April 20, 1943.

lows: for a wife or widow, 30 percent of the monthly earnings rate of the deceased, missing, or detained civilian, with a minimum of \$30, and a maximum of \$45; for each child, 10 percent of the monthly earnings rate (minimum \$10, maximum \$15) except that, if there is no widow, the first child receives a benefit of 20 percent of the monthly earnings rate (minimum \$20, maximum \$30). The total benefit with respect to one casualty cannot exceed \$85.

In addition to the monthly benefits, a lump sum not to exceed \$100 may be paid to the person equitably entitled to reimbursement for the payment of the funeral expenses of the civilian casualty, except when death occurs outside the United States, Alaska, Hawaii, Puerto Rico, and the Virgin Islands. The Public Health Service is also authorized, in connection with its part of the program, to pay funeral expenses if no relative or friend assumes responsibility for the burial.

Civilian war benefits are not payable to or with respect to the crews or other persons employed on vessels; individuals whose death, disability, detention, or disappearance is determined to have resulted from willful misconduct; persons in the military service of the United States or a foreign country, or aliens in the employ of a foreign country; or employees eligible for benefits for the same cause under the Federal Employees' Compensation Act, as amended.

Benefit payments.—The first civilian war benefits were certified on March 20, 1942, when monthly benefits were approved for 972 dependents of 487 civilian casualties who had died or been disabled, detained, or missing as a result of enemy action. Most of these claims were filed by dependents of workers on Wake and Guam Islands.

As of December 1942, monthly benefits of \$38,890 were in force for 1,467 beneficiaries. In January, under the terms of Public Law No. 784, mentioned above, the Social Security Board transferred to the jurisdiction of the U. S. Employees' Compensation Commission claims with respect to approximately 850 workers. Of the total claims transferred, monthly benefits had been in force for 1,258 beneficiaries of 670 workers at a monthly amount of \$33,174; the remainder were cases in which claims had been disallowed or suspended, or were in process of adjudication. Claims with respect to approximately 100 workers were retained by the Board, representing a monthly

amount of \$5,866 in force for 217 beneficiaries. As of March 1943 the number of beneficiaries under the Board's jurisdiction for whom payments were in force amounted to 251 and the monthly amount, to \$6,952.

With respect to civilian defense workers, benefits for total disability have been paid to six individuals, for varying periods during which the disability continued; as of April the total amount paid, ranging from \$42.50 in one case to \$535.50 in another, aggregated \$1,669. Minimum survivor benefits were also awarded to the widow and child of a deceased civilian defense worker.

Civilian War Assistance

The civilian war assistance program is a temporary program to provide assistance of short duration to meet emergency need resulting from enemy attack or of action to meet such attack or the danger thereof. In general, the program covers assistance to civilians disabled by enemy action, pending compensation payments; to dependents of civilians who are killed, interned, or reported as missing, pending receipt of compensation; to shipwrecked persons or their dependents; to persons repatriated to the United States; to stranded persons from war-stricken areas; and to civilians evacuated from Alaska, Hawaii, other Pacific islands, Puerto Rico, or the Virgin Islands, and from danger points in the United States. The program also covers civilian defense workers injured or killed while on official duty, and their dependents.

Existing public assistance programs will continue to meet types of need which, although affected by the war situation, were present before or may continue during or after the termination of the war. For most individuals and families who receive civilian war assistance, it is expected that prompt emergency help is all that will be needed.

The Bureau of Public Assistance discharges its responsibility for administering the civilian war assistance program, insofar as possible, through established State and local public assistance agencies, on the principle that existing programs and services should be strengthened and not duplicated by the creation of paralling emergency agencies. One agency in each State has been selected to administer the program, on the basis of its authority to carry out the program,

its ability to provide the necessary services and its willingness to utilize existing facilities, and its standards of performance and adequacy of personnel. The agencies either receive reimbursement for State and local funds expended within the scope of the program, or, if this arrangement is not possible, expend funds advanced by the Social Security Board for this purpose.

Operation of the program is based on agreements between the Social Security Board and the designated State agencies. By the end of March, agreements had been entered into by the Board with 43 State public assistance agencies. The standards and procedures established by the Board require that the assistance be given, on the basis of need, to provide the essential requirements for maintaining morale and for the effective productivity of persons engaged in war industries.

Assistance may be given in cash or, when necessary, in kind. Payments may in some cases be made with an informal arrangement for reimbursement by the recipient. Provision may be made for emergency mass care, including group shelter and feeding, emergency shelter, and other essentials.

Assistance payments may be made on an emergency basis to cover needs in a crisis, and on a month-to-month basis, for such time as funds are available, when financial assistance is required beyond the emergency situation. Food, clothing, shelter, fuel, household equipment and supplies, medical care, transportation, incidentals, and other ordinary requirements of individuals and families may be included in determining the amount of assistance, as may replacement of tools and other equipment required to enable workers to return to their employment promptly; salvage, repair, or replacement of furniture, and minimum repairs to real property to make it habitable; storage of household goods; and burial.

The services encompassed in the program comprise the essential activities involved in enabling the individuals or families to reestablish themselves and to take up their activities in home and industrial life. These services include providing for immediate rehousing or settlement of individuals and families who have been uprooted from their homes; providing for children who have been separated from their parents; assisting persons to take advantage of insurance, compensation, or other benefits to which they are entitled; referring

persons to and helping them use available employment, vocational rehabilitation, and medical services, and specialized child welfare services.

During the year April 1942-March 1943, total assistance payments under the civilian war assistance program amounted to about \$69,000. The bulk of this sum represents aid to civilians evacuated from Hawaii and Alaska under a plan for the voluntary evacuation of nonessential civilian population from the Territories, and to needy persons repatriated to this country. In March 1943, assistance amounting to \$6,872 was paid to 117 cases. During the same month, 96 cases not receiving assistance were given services available under the program.

Civilian War Medical Care

Responsibility for the administration of civilian war medical care rests with the Surgeon General of the U. S. Public Health Service. The District Directors of the Public Health Service act as the field agents with respect to civilian evacuees to the United States, repatriates and their dependents who need medical care at the point of debarkation, and shipwrecked persons. The Emergency Medical Service of the U. S. Citizens Defense Corps acts in behalf of the Public Health Service in providing hospitalization and medical care for civilians affected by actual enemy action when community services are disrupted; civilian defense workers injured while on official duty; dependents of civilian defense workers injured or killed on duty when need has been certified by a public assistance agency; and evacuees removed from one point to another in the United States.

Medical care furnished to the groups of beneficiaries named above, with the exception of civilian casualties resulting from actual enemy attack, is to be authorized by the appropriate representative of the Public Health Service, and may include the services of physicians, dentists, nurses, and attendants in a hospital or at home; hospitalization at ward rates; nursing or convalescent home care; X-ray and laboratory services; drugs and medical supplies; certain prosthetic appliances; essential transportation; physical and occupational therapy; and such other medical services and supplies as may be regarded as necessary by the attending physician. Burial expenses up to \$100 may be provided if no relative, friend, or other person assumes responsibility for burial.

Any civilian casualty resulting from actual enemy attack is entitled to hospitalization without prior authorization. The hospitals receiving this type of civilian casualty will be paid a per diem rate of \$3.75 for each casualty.⁵ Additional costs are not a Federal responsibility unless they have been specifically authorized in advance.

In caring for civilian casualties, the Public Health Service is authorized to utilize existing Federal hospitals when available, hospitals under contract with the Public Health Service, and any other public or private hospitals as needed. The management and control of the hospitals are not affected by the plan.

The Public Health Service, in cooperation with the Medical Division of the Office of Civilian Defense, is establishing approximately 275 affiliated hospital units, each composed of 14 physicians and one dentist commissioned in the inactive Reserve Corps of the Public Health Service. Members of these units will be called to active duty for the Emergency Medical Service, in the event of serious wartime disaster, to staff emergency base hospitals which have been designated in the interior of coastal States, and to give temporary assistance in extemporized Army medical facilities. When necessary, emergency base hospitals will be opened to care for civilian casualties and other hospitalized patients transferred from target cities.

Interrelation and Coordination of the Programs

Responsibility for over-all supervision of the three programs under the War Civilian Security Program, and coordination of these programs with activities of other agencies which deal with related situations, has been delegated to the Director of Community War Service.⁶ The Office of Community War Services, the Office of Civilian Defense, and the American Red Cross have jointly recommended development of plans for a central information file and inquiry service in all communities exposed to enemy action so that current information concerning individuals and families directly

⁵ This rate represents the reimbursement rate established at intervals by the Federal Board of Hospitalization. Effective July 1, 1943, the authorized rate of the Federal Board of Hospitalization will be \$4.25 per diem.

⁶ See footnote 1.

affected by the emergency may be pooled. A standard registration form and instructions for its use have been developed through the cooperation of these agencies, the Bureau of Public Assistance, the Children's Bureau, the Office of Education, and the National Social Service Exchange Committee of Community Chests and Councils.

The Joint Committee on Evacuation, consisting of representatives of the Office of Civilian Defense, Office of Community War Services, Children's Bureau, Public Health Service, Office of Education, and Bureau of Public Assistance, is responsible for recommending policies, procedures, and standards for development and execution of evacuation plans. A civilian evacuation service, established within the Office of Civilian Defense, is to assist in preparing for and effecting evacuation and reception of civilians, in accordance with policies developed by the Committee.

The public welfare agencies cooperate with the State and local defense councils of the Office of Civilian Defense in planning for meeting their obligations under this program. Within these defense councils, an emergency welfare service has been established to carry out joint planning with the participation of all the operating agencies concerned for those types of service and assistance required to meet the varied social and economic needs of civilians which result from enemy action.

The regulations governing the status under these programs of members and trainees of the Citizens Defense Corps are issued by the Office of Civilian Defense, which also provides information on the programs and forwards the claims for benefits. In order to expedite payment of bills for medical care and establishment of claims for civilian war benefits, the Public Health Service and the Bureau of Old-Age and Survivors Insurance have established a joint office in Baltimore, known as the War Civilian Security Office. In each case involving a civilian defense worker, this office receives initial reports direct from the attending physicians concerned and the personnel officer of the Office of Civilian Defense, an official Aircraft Warning Service supervisor, or the commander of the Civil Air Patrol.