BY ORDER OF THE
SECRETARY OF THE AIR FORCE

AIR FORCE INSTRUCTION 34-1101

1 MAY 2000

Services

ASSISTANCE TO SURVIVORS OF PERSONS INVOLVED IN AIR FORCE AVIATION MISHAPS

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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Certified by: AF/ILV (Arthur J. Myers)
Pages: 95
Distribution: F

This instruction implements the Air Force Survivor Assistance Program (AFSAP). It formalizes procedures for commanders and functional managers to provide information, referrals, death benefits, and other forms of assistance to the next-of-kin and other family members of persons who lose their lives due to Air Force aviation mishaps. It establishes training requirements for commanders and assigned family liaison officers, as well as notional milestones for ensuring that information flow and family assistance is rendered in a timely and appropriate manner. It prescribes a central Air Force point of contact (POC) in Air Force aviation mishaps involving interagency coordination. It implements Air Force Policy Directive (AFPD) 34-11, *Service to Survivors.* It applies to commanders, managers, supervisors, and functional staffs at all levels. This instruction applies to Air Reserve Component (ARC) forces to the extent they are capable of providing required services; active duty commanders will provide support to ARC commanders as necessary to fully comply with all requirements.

Send major command (MAJCOM) supplements to AF/ILV, 1770 Air Force Pentagon, Washington DC, 20330-1770, for approval before publication. See Attachment 1 for a Glossary of References and Supporting Information. Maintain and dispose of records created as a result of processes prescribed in this publication in accordance with AFMAN 37-139, *Records Disposition Schedule.*

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PART 1

OBJECTIVES AND GENERAL CONSIDERATIONS

Chapter 1

RENDERING SERVICE TO SURVIVORS

1.1. Philosophy:

1.1.1. The Air Force has numerous resources to draw upon following the accidental death of a member of the Total Force. This includes active duty, reserve, guard, civilian federal employees, civilians, and contractors. However, it is often difficult to assess the amount of assistance available or required, or the duration for which it might be needed. While many institutions are geared toward improving our people's quality of life, those same institutions, along with many other purpose-designed processes, may play a significant role in supporting survivors upon the death of a member. This AFI will concentrate on aircraft mishaps due to their catastrophic impact and public interest. However, this instruction and its support processes may be applied whenever there is a loss of life.

1.1.2. The Air Force Survivor Assistance Program (AFSAP) is designed to marshal all available resources in support of family needs following unexpected loss of life. At the same time, the AFSAP is also intended to provide a systematic structure within which offers of assistance, information, and support are made available on the family's terms. Grieving families have different needs, so each case must be considered and handled on an individual basis.

1.1.3. Under this instruction, the guiding principles of all services and support to families are *timeliness*, *relevance*, and *compassion*. "Timeliness" means efficient information flow and promptness in the delivery of services and response to inquiries. "Relevance" means tailoring both information and services to the needs and expressed desires of the surviving family members. "Compassion" means responding with empathy to the best of one's ability, just as those providing information and services would wish their own families to be treated.

1.1.4. This instruction also acknowledges the possibility that non-Air Force persons can be lost in the conduct of Air Force operations, e.g., as passengers aboard our aircraft or as bystanders. The Air Force recognizes it has obligations to the survivors of such persons, and the AFSAP will be applied to provide all possible assistance within the limits of the law to those families as well.

1.2. Procedural Guidance:

1.2.1. This instruction is the source document for Air Force policies and procedures regarding post-mishap information flow to families and the integration and harmonization of benefits and assistance.

1.2.2. This instruction is *not* intended to replace guidance regarding individual entitlements, benefits and services contained in function-specific directives. A comprehensive list of the publications most commonly required when seeking answers to post-fatality questions and concerns is provided at Attachment 1. Commanders and other users of this instruction are expected to use both this instruction and the source documents listed in Attachment 1 to gain a working understanding of the range of services available to help them help those in need.

1.2.3. Each Air Force organization and functional manager responsible for a process which is integral to the objectives of the Air Force Survivor Assistance Program will ensure the directives listed in Attachment 1 of this instruction provide detailed policy and guidance which harmonize with and complement this instruction. The Office of Survivor Assistance (AF/ILV) will ensure this instruction is kept current through regular consultation with the interacting functions. (This office and its functions are described in greater detail in Chapters 2 and 10).

1.3. Use of This Instruction:

1.3.1. This instruction provides an overview of services and support, that should be offered to families following fatalities resulting from Air Force aviation mishaps. It is organized as follows:

1.3.1.1. Part I of the instruction is devoted to an explanation of the various components of the Air Force Survivor Assistance Program, an overview of key persons associated with delivery of services under the program, and program training requirements.

1.3.1.2. Part II explains specific functional processes associated with post-fatality support in the chronological order in which they are typically needed. The attachments contain terminology; checklists for post-loss activities; notional milestones for providing mortuary and casualty assistance briefings and releasable investigation information; and supplementary information for commanders and families.

1.3.2. The needs and complications associated with providing assistance to some specific classes of persons can be anticipated before a major loss occurs. Other people who may require and warrant similar support may not be recognized until their need is identified following a loss. In either case, this instruction is intended to provide commanders with a starting point for development of suitable support and information flow strategies, which must be tailored to fit the needs of each individual case.

1.3.3. Use of the procedures and assistance strategy described in this instruction does not constitute an admission of legal liability for any fatalities or property losses that may have been experienced in conjunction with an Air Force mishap. Use of the procedures and support processes described in this instruction is solely intended to assure timely, appropriate, and compassionate humanitarian assistance within the limits of Federal law. Therefore, just as it is essential to be timely, focused, and compassionate in their dealings with the bereaved, it is crucial for Air Force personnel to keep promises made to next-of-kin and other survivors, but to avoid making any promises which cannot be kept.

1.3.4. In rare cases, a loss initially thought to be accidental will subsequently be determined to be the result of a criminal act. In such cases, the Air Force immediately suspends its prevention and accountability-oriented investigations in favor of a criminal investigation.

1.3.4.1. This instruction primarily applies to families of victims of aviation mishaps. Other instructions may be adopted for applications other than aviation mishaps. Unless there is a specific instruction for assistance to victims that applies to an incident (i.e. terrorist or criminal activities or other types of incidents), this instruction should be used as guidance for assisting family members.

1.3.4.1.1. Families finding themselves in circumstances involving criminal activity should also be referred to AFI 51-201, *Administration of Military Justice*; Chapter 7, “Victim and Witness Assistance,” which describes the Air Force Victim and Witness Assistance Program (VWAP), and implements the Victim and Witness Protection Act of 1982 (42 U.S.C.

10601-10605), the Victims' Rights and Restitution Act of 1990 (42 U.S.C. 10606, 10607), DoD Directive 1030.1, Victim and Witness Assistance, November 23, 1994, and DoD Instruction 1030.2, Victim and Witness Assistance Procedures, December 23, 1994. Specifically, it provides guidance for the treatment of victims and witnesses of offenses under the UCMJ, and victims and witnesses of offenses under the jurisdiction of local, state, other federal or foreign authorities during those stages of the criminal justice process conducted primarily by the Air Force.

1.3.4.1.2. The following are objectives of the Air Force VWAP: 1) mitigate the physical, psychological, and financial hardships suffered by victims and witnesses of offenses investigated by US Air Force authorities; 2) foster cooperation of victims and witnesses within the military criminal justice system; and ensure best efforts are made to accord to victims of crime certain enumerated rights.

1.3.4.2. Through the AFSAP, the Air Force is committed to ensuring all appropriate resources and legally releasable information are made available to families who have suffered a loss, regardless of the nature of the event which caused it.

1.4. Persons Eligible to Receive Information and Assistance Under This Instruction. This instruction is designed to help commanders anticipate and plan to assist a broad range of individuals who could require post-loss information, support, or specific benefits and entitlements following a fatal Air Force mishap. The specific directive appropriate to the entitlement in question *must* be directly consulted whenever definitive guidance is required. However, all of the persons described in this paragraph are entitled to effective and caring communication, and all will be provided information regarding the investigation into their loved one's loss.

1.4.1. Next-of-Kin (NOK):

1.4.1.1. "Next-of-kin" is the term used to describe the sole person who has a specific, legally defined relationship with another person who has become a casualty, i.e., died or been injured. However, the term has subtly different connotations depending on the context and the services in question. For example, AFI 36-3002, *Casualty Services*, defines NOK first as "a member's relatives," then further refines that definition as "the person most closely related to the casualty." On the other hand, the definition of "next-of-kin" under AFI 34-501, *Mortuary Affairs Program*, is more focused on which NOK has the authority to make specific decisions regarding the disposition of human remains and personal property. Both definitions are expanded upon in Attachment 1, Section C of this instruction, but readers are cautioned to consult the source documents for the most precise and current definitions.

1.4.1.2. For the purposes of this instruction, the next-of-kin of a member of the Total Force is defined as that person whose name appears on the DD Form 93, *Record of Emergency Data*, in the deceased member's Unit Personnel Record Group. (See Attachment 11 to this instruction, as well as AFI 36-3002, Chapters 3 and 7, for an expanded discussion of this form's use and importance.) The NOK is frequently called upon to make decisions and choices, which require comprehensive explanation and sound advice. The burden of these responsibilities, coupled with an unexpected loss of a loved one, mandates that the NOK be the primary focus of all such services and considerations described in this instruction.

1.4.1.3. For the purposes of this instruction, unless a specific individual previously has been identified by the deceased to be notified in an emergency, the next-of-kin of a person other than a member of the Total Force will be presumed to be the person most closely related to the victim: the parent(s) of a single person without children, a spouse, or child(ren) of a single parent.

1.4.2. "Survivors" and "Dependents:"

1.4.2.1. The terms, *"survivors" and "dependents"* have slightly different meanings in the context of different laws and directives. They typically refer to persons related directly to a decedent by blood or marriage. AFI 34-501 provides a comprehensive definition of "dependents" in conjunction with the delivery of mortuary services, which has been adopted for this instruction as well; other directives may define a "dependent" differently. Consult the appropriate source document for the function concerned as necessary.

1.4.2.2. The related term *"rights of survivorship"* also has variable meanings in a legal sense from one state to the next, particularly with respect to conveyance of titles, property, or the holdings of joint bank accounts and safe deposit boxes. Legal interpretation within the jurisdiction where specific actions take place is essential to insure the rights of all concerned are properly protected; consult the nearest Staff Judge Advocate for further guidance on such interpretations.

1.4.3. *"Family Members."* A working definition of persons who should be considered "family members" is essential to the effectiveness of the processes described in this instruction. This is a complex issue, particularly in that the Air Force must distinguish between those who have unequivocal rights to certain entitlements and the far wider range of individuals with legitimate interest in the circumstances surrounding the death of a loved one. This instruction embodies a broader definition of the concept of "family" than is found in other Air Force publications because it is designed to serve the needs of the entire spectrum of persons who have experienced a personal loss. Therefore, the following discussion and definitions are for the purposes of this instruction only, and may not be applied to any other Air Force policy or process:

1.4.3.1. The changing structure of the American family and advances in telecommunications necessitate a two-pronged definition of *"family."* For the purpose of *Notification and Casualty Assistance*, *"family"* is defined as next-of-kin (NOK), i.e., the person most closely related to the victim, normally the parent(s) of a single person without children, a spouse, or child(ren) of a single parent, OR the individual identified by the deceased to be notified in an emergency. For the purpose of a*ssistance, "family"* is defined as the spouse and children, as well as others who have similar blood or affinity relationships. While a spouse and/or children are normally the focus of assistance, bear in mind that a deceased person's parents also suffer from an unexpected and painful loss, in a way different in character but no less devastating in impact; they must be given due consideration, support, and information to the maximum extent practical.

1.4.3.2. The concept of *"family members"* is extremely flexible within American society and custom. While some laws and directives set specific limits based on the Air Force's ability and legal right to deliver certain benefits, they do not anticipate every possible eventuality. The following do not represent all-inclusive situations, but are examples of factors, which should be taken into consideration in each instance where judgments must be made regarding entitlement to specific support and assistance: 1) depending upon the cultural background of the persons lost in a given mishap, a large number of individuals may identify themselves as part of their extended family; for example, stepparents who were in a member's home before the member joined the Air Force

should be given consideration as family. 2) The divorce and remarriage of persons lost in Air Force aviation mishaps or their parents can present complex possibilities. 3) In many cases other persons, such as fiancées or others who enjoyed long-term relationships with the deceased may warrant consideration as "family" for information flow purposes. Commanders should approach each situation of this type sensitively, but only in close consultation with their staff judge advocate.

1.4.3.3. Given the wide range of familial relationships, a commander may be obliged to recognize a greater number of individuals in providing desired information, support, or services. In such cases, first priority must be given to current spouses and blood relatives. Stepparents and other persons also warrant consideration and should be given preference for support and information provided under this instruction.

1.4.4. Families of Civilian Decedents. If a private citizen dies in conjunction with an Air Force operation, his or her family is entitled to as much assistance as is permitted under the law. A more in-depth discussion of the services available to private citizens is provided in Chapter 7. See also paragraph 1.4.6.3 for discussion of the problem of "culture" in this context.

1.4.5. Families of Foreign Decedents. A broad array of considerations, such as status of forces agreements, treaties, memoranda of agreement, North Atlantic Treaty Organization (NATO) Standardization Agreements (STANAG), and international law may come into play in such cases. However, for the purposes of this instruction, the survivors of any foreign national involved in an Air Force mishap, will be offered timely and compassionate assistance within the limits of the law, and are entitled to the same information flow as citizens under similar circumstances.

1.4.6. Relationships Warranting Special Consideration:

1.4.6.1. Military Survivors. For the purposes of this instruction, the term *"military survivors"* refers to active duty and ARC spouses of Air Force members who die. These individuals customarily receive caring personal support from their own supervisors and co-workers. However, commanders must ensure that all of their legal, informational, and emotional needs are satisfied in the same way, as would be the case if the spouse were a dependent civilian. No presumption may be made to the effect that a military survivor is inherently more capable than a civilian in managing death-related affairs. Specific problems can arise in the post-death personnel management of military survivors. These fall into two categories: removal from join-spouse assignment status, and deployment eligibility.

1.4.6.1.1. Join-spouse assignments (explained in AFI 36-2210, *Assignments*) frequently result in career choices and compromises between married members, as well as between individuals and their career managers. Military survivors who suddenly become single parents may have special problems with respect to mobility and deployment operations. If their care plan (AF Form 357; see AFI 36-2908, *Family Care Plans*) relied upon their spouse's availability, such plans will need to be reconsidered. Moreover, children who suddenly lose a parent immediately become far more emotionally dependent on the remaining parent.

1.4.6.1.2. Military survivors may be eligible for humanitarian reassignment or temporary duty (TDY) deferment per AFI 36-2110, *Assignments*; the latter could prevent them from being sent on an involuntary TDY for up to one year. Regardless of their eligibility for humanitarian-based personnel actions, commanders should delay or cancel a military survivor's deploy-

ments for no less than 90 days, and preferably up to 180 days, after their loss subject to operational requirements.

1.4.6.2. Survivors of Retired Air Force Personnel:

1.4.6.2.1. Retired personnel have space-available privileges aboard Air Force aircraft, and some have died while traveling in this capacity. Services available to the families of deceased active duty members may not be available or as readily accessible to the families of retired personnel. These events, while rare, can become complicated.

1.4.6.2.2. Generally, the Air Force recognizes that a death which occurs in conjunction with a retired member's availing him/herself of an entitlement, such as during treatment at a medical treatment facility or space-available travel may create specific liabilities and obligations which have been expanded upon in both directives and case law.

1.4.6.2.3. Commanders should consult the following references when seeking to assist the families of deceased retired members: AFI 36-3002, *Casualty Services*, Attachment 22, "Benefits for Dependents and Survivors of Retired Air Force Casualties" and AFPAM 34-260, *Mortuary Services Benefits for Retired Air Force Members*. Since retirees may also be members of the federal civil service or otherwise treated as "civilians" under this instruction, commanders should consult Chapter 7, "Benefits and Services for Survivors of Civilians", of this instruction for additional relevant details.

1.4.6.3. Survivors of Air Force Civilian Personnel:

1.4.6.3.1. Survivors of Air Force civilian personnel who are unfamiliar with Air Force functions, traditions, and culture may require special assistance from commanders and civilian supervisors. Spouses of Air Force civilian employees in some cases may never have been on an Air Force installation; they may not consider their spouse's employment as having been directly related to the Air Force or national defense; and, depending upon the circumstances of the death and their spouse's typical exposure to risk on the job, they may harbor ambivalent feelings about the uniformed members of the Air Force who will be trying to carry out their obligations to the civilian employee's family.

Chapter 2

KEY PERSONNEL IN THE ASSEMBLY AND DELIVERY OF SERVICES AND INFORMATION

2.1. The Chain of Command of the Unit Experiencing the Loss. Military operations carry with them an inherent risk of loss. Every commander within the Total Force has an ongoing obligation to ensure that the members under their command are aware of those risks and manage them responsibly. In turn, members owe it to their families to keep them aware of the nature of their duties and the hazards they entail. Post-loss support of the survivors of deceased military members is an inherent obligation of command. By extension, if persons from outside the unit, including civilians, suffer loss of life as a result of Air Force operations, the chain of command of the unit most closely associated with the event must ensure that equivalent or similar support and assistance are rendered to their survivors wherever possible. Wing/installation commanders attempting to fulfill such obligations will be supported by their parent MAJCOM. Should Air Force-level assistance be required (for logistics, funding, etc.), the Office of Family Assistance (see paragraph 2.11) will work with the entire chain of command to help execute the provisions of this instruction as fully as possible. (Support to the families of civilians is expanded upon in Chapter 7 of this instruction.). Specific responsibilities are as follows:

2.1.1. MAJCOM Commanders:

2.1.1.1. Who are responsible for convening investigations of fatal mishaps in accordance with AFI 91-204, *Safety Investigations and Reports*, and AFI 51-503, *Aircraft, Missile, Nuclear, and Space Accident Investigations*, must ensure timely, effective communication of releasable information from those investigations to survivors, Air Force members, the media, and the public in accordance with this instruction.

2.1.1.2. Appoint single points of contact (POC), generally the MAJCOM/SV, following each fatal mishap to ensure effective information flow regarding both the needs of affected families and the progress of investigations (see below).

2.1.1.3. ARC appoints the POC for their mishaps at the discretion of the ARC in coordination with the gaining command.

2.1.1.4. Numbered Air Force (NAF) personnel will not be appointed as MAJCOM POCs unless the NAF Vice Commander or other senior NAF staff member is assigned to perform on-scene spokesperson duties following a mishap with high public interest (see paragraph 5.4.9).

2.1.2. MAJCOM POCs:

2.1.2.1. The MAJCOM POC is a designated senior officer on the staff of the affected MAJCOM, generally the MAJCOM/SV or MAJCOM Director of Services. (AFRC and ANG may also appoint a Brigadier General or a Colonel. ANG State HQ will also be involved at the command level). MAJCOM/SJA should serve as a legal advisor to the MAJCOM POC and coordinate on any information releases, legal issues and benefit determinations.

2.1.2.1.1. The MAJCOM Staff Judge Advocate should not serve as an on-scene spokesperson. Should senior officer presence at the scene be deemed necessary, the MAJCOM Staff Judge Advocate should assign an attorney to advise the on-scene spokesperson, as appropriate.

2.1.2.2. The MAJCOM POC should facilitate information flow to families, the AF, and the public by: ensuring all proposed early releases of Safety Investigation Board (SIB) and Accident Investigation Board (AIB) factual information are authorized in accordance with AFI 51-503; (see paragraphs 5.4.2 and 5.4.3). Providing periodic summaries of investigation information as required, to wing/installation commanders, their designated family liaison officers, and the Office of Survivor Assistance (see below). Providing summaries of investigation information to MAJCOM and local public affairs staffs for release to the public once all affected families have been briefed on their contents. Providing summaries of this investigation information to their MAJCOM webmaster for posting on a dedicated "home page" (see paragraph 5.5).

2.1.2.3. The MAJCOM POC may be sent to the mishap location, accompanied by a public affairs officer, to serve as an official Air Force spokesperson at the discretion of the MAJCOM commander, but will not be involved in any of the investigative activities or deliberations of either the Safety or Accident Investigation Boards.

2.1.2.4. The MAJCOM POC will not contact SIB members directly for any reason. When contact with the SIB is specifically required for the purpose of coordinating the release of factual matters under the provisions of Title 10, United States Code, Section 2254, including the determination of whether such a release would impede the ongoing investigations, coordination will be made between the AIB President and the SIB President

2.1.2.5. Cease to perform the duties described above when determined by the MAJCOM/CC/CV to be no longer necessary.

2.1.3. Wing/Installation Commanders:

2.1.3.1. Responsible for ensuring all functional managers provide support as prescribed in this and referenced instructions.

2.1.3.2. Ensure timely and effective flow of information to families regarding the loss of a member under their command by appointing family liaison officers (see below) for all affected families (see paragraph 5.4 for an expanded explanation of this process).

2.1.3.3. Take responsibility for initiating timely and effective flow of information to the families of persons involved in a AF mishap, when one of their aircraft is associated with such a loss (see paragraph 7.1).

2.1.3.4. Ensure "just-in-time" refresher training and personal briefings are provided to all family liaison officers upon their appointment following a fatal mishap. Practice FLO program as part of unit readiness exercises. (ARC wing/group commanders will provide "just-in-time" training to designated FLOs, if time and resources permit; the greater stability of ARC forces may partially offset the need for comprehensive refresher training if FLOs are identified and trained well in advance of need.)

2.1.3.5. Ensure family liaison officer appointments do not adversely affect mission capability or unit readiness where mass casualties or small units are involved by requesting augmentation from similar units at other bases as necessary (augmentees may be for operational purposes or assigned to FLO duty as the situation dictates).

2.1.4. Unit commanders:

2.1.4.1. Represent the first line of communication for families to ensure their needs are addressed as completely as law, directives, and custom allow.

2.1.4.2. Ensure potential family liaison officers are prepared to render assistance to families in crisis following the death of a unit member by identifying and training unit personnel for such service in advance of a fatal mishap as described in Chapter 3 of this instruction.

2.2. The Family Liaison Officer (FLO). The Family Liaison Officer is integral to the delivery of services and timely information to families. Family Liaison Officers:

2.2.1. Are nominated to wing/installation commanders by unit commanders and provided initial training by Services squadron or Services division personnel in accordance with this instruction *before* a fatal mishap requires their services.

2.2.2. Will be assigned by wing/installation commander to each NOK, and to other family members as required, within 24 hours of a fatal Air Force mishap. Initially, a single FLO will be assigned for each person lost in the mishap and will interact with only the family members affected by that person's loss.

2.2.3. Are provided formal training on their duties. Services squadron or Services Division personnel will facilitate this training. Training should be accomplished before the FLOs make initial contact with the families they are to support.

2.2.4. Are relieved of all other duties until the involved person's funeral is complete.

2.2.5. Are expected to make contact with the families to which they are assigned at least daily until the funeral is over, and periodically as the situation warrants until the accident investigation is complete, unless the family wishes otherwise.

2.2.6. Will help families conduct benefits-related business with other Air Force personnel (casualty affairs, mortuary affairs, etc.) and to work with other supporting military personnel as needed. With the concurrence of the families involved, this includes being present at all meetings and briefings where families are provided specific benefits-related information.

2.2.7. Should be "crew counterparts" (i.e., pilots for the families of pilots, navigators for the families of navigators, squadron members, etc.) whenever practical.

2.2.8. May be senior noncommissioned officers (E-7 or higher) to support the family of an enlisted member of the Total Force.

2.2.9. May be traditional Guardsmen or non-technician Reservists provided man-days are available and funded to permit satisfactory fulfillment of all liaison responsibilities.

2.2.10. Will not be full-time or additional duty safety or mortuary personnel.

2.2.11. Receive all non-privileged, releasable investigation information (see paragraph 5.4) intended to reach the families of members who die in Air Force aviation mishaps, but will not seek or solicit information associated with the official investigations beyond that provided through MAJCOM channels. (NOTE: family questions which go beyond the information provided must be deferred until completion of the accident investigation, but will be recorded by the FLO and passed on to the AIB through the MAJCOM/SV to ensure they are fully addressed in the family's outbrief -- see Attachment 9, paragraph A9.3.)

2.2.12. Are required to protect privileged, limited-use information as defined by AFI 91-204, *Safety Investigations and Reports*, which they may receive in conjunction with their normal duties.

2.2.13. Identify situations where referral of family members for mental health assistance may be warranted.

2.2.14. Will not attempt to perform the duties of other functions or subject matter experts described in this instruction unless expressly authorized to do so by competent authority.

2.2.15. Will not be part of the casualty notification team.

2.2.16. Will maintain close contact with base support agencies (medical, legal, mental health, transportation, family support center, and others) for continued long term assistance and assistance for other family members not located on the installation.

2.3. The Summary Court Officer (SCO). The Summary Court Officer is a commissioned officer appointed on orders by the installation commander, pursuant to AFI 34-244, *Disposition of Personal Property*, to collect, safeguard, and promptly dispose of property belonging to the deceased at the time of their death. The SCO process is part of the larger Mortuary Affairs program, and is specifically designed to help survivors through the management procedures necessary to close out a member's service. The SCO will not be appointed as the FLO in the same mishap. (See paragraph 6.4 for additional information on this process.)

2.4. The Safety Investigation Board (SIB) President and Other Board Mem bers:

2.4.1. While the Air Force has an obligation under Department of Defense Instruction (DoDI) 6055.7 to fully document the circumstances surrounding every Class A mishap (which is fulfilled by the AIB process), it is equally concerned with the problem of preventing recurrence of a similar loss in the future. The SIB process is directed solely toward mishap prevention and making recommendations aimed at minimizing the potential for future mishaps.

2.4.2. In accordance with AFI 91-204, SIB Presidents:

2.4.2.1. Are appointed by and report directly to the MAJCOM commander responsible for the investigation.

2.4.2.2. Are relieved of all other duties for the balance of the investigation.

2.4.2.3. Lead a team of experts in an investigation directed solely toward preventing mishaps in the future.

2.4.2.4. Transmit status reports regarding their investigation, along with factual information as it becomes available, to their counterpart AIB President periodically, unless doing so unduly interferes with the proper conduct of the SIB.

2.4.2.5. Limit their communications with family members and the media to the minimum possible, and do not release any investigation information directly to either (see Chapter 5).

NOTE: Some direct contact between SIB members and family members is usually unavoidable, since it is necessary to reconstruct the personal history of crewmembers in the days preceding a mishap to rule out (or confirm) human performance limitations which might have had a bearing on the mishap sequence.

2.4.3. SIB Presidents are supported by representatives of the Chief of Safety of the Air Force who are assigned to the Air Force Safety Center (AFSC). For the purpose of this instruction, the AFSC representative is a critical link in the orderly flow of information from investigators to families (see explanation of this process in Chapter 5 of this instruction). However, the principal function of the AFSC representative is to bring comprehensive investigative experience and an objective, neutral presence to each investigation.

2.5. The Accident Investigation Board (AIB) President:

2.5.1. All Class A flight mishaps must be investigated by an AIB in accordance with AFI 51-503, *Aircraft, Missile, Nuclear, and Space Accident Investigations*. A single fatality results in a Class A mishap.

2.5.2. Generally, for mishaps involving a fatality, AIB Presidents are: 1) appointed at the same time as SIB presidents, 2) required to proceed to the location where the SIB convenes within 48 hours after appointment, 3) the focal point for all factual information provided by the SIB President via the Air Force Safety Center's representative (see below) as it becomes available and 4) required to forward progress reports and relevant factual information to the MAJCOM/JAs as they become available.

2.5.3. The AIB president is the focal point for family requests to visit the mishap site, however the approval authority and scheduling of the site visit rests with the designated On-Scene Commander (OSC) and the convening authority. Any visit to the accident site must be conducted after the recovery process has been completed. (NOTE: search and recovery activities must be complete and safety investigation activities suspended during all such visits to avoid inadvertent compromise of privileged, limited-use information or deliberations.

2.5.4. Consult Attachment 9 of this instruction for a further discussion of the AIB process. For detailed guidance, refer to AFI 51-503 or consult the convening MAJCOM/JA as appropriate; contact AFLSA/JACT, DSN 426-9055, directly if necessary.

2.6. The Family Support Center (FSC):

2.6.1. AFI 36-3009, *Family Support Center Program*, explains the FSC's mission and responsibilities. While assisting families following a mishap-related loss is not one of the FSC's explicit charters, such activities fall under the FSC core activity of "crisis assistance," which the governing directive defines as giving "immediate, short-term support and long-term follow-up and referral to help individuals and families with challenging life situations." Active duty Family Support Centers ensure host-tenant support agreements with collocated Air Force Reserve Command and Air National Guard units provide for comprehensive support of those units in all FSC processes prescribed under this instruction. Active duty Family Support Centers conclude Memoranda of Agreement with geographically separated Air Force Reserve and Air National Guard units to provide family-oriented crisis assistance consistent with local capabilities and staffing.

2.6.2. Commanders should ensure that their installation FSC's "family readiness" programs are appropriately structured to address the possibility of unexpected loss of life in the line of duty, and that members are regularly advised to keep their legal affairs in order. Commanders should also ensure that Air Force Reserve and Air National Guard members of the Total Force are fully aware that benefits for their survivors may vary depending upon the status of the member at the time of the mishap. For example, members performing flying operations or other aviation-related operations involving

hazardous duty or incentive pay (pararescue specialist, "flying crew chief," etc.) may be entitled to special benefits.

2.6.3. Base-level Family Support Centers may establish contingency "Family Assistance Centers" (FAC) following major mishaps to coordinate family-oriented activities. Such organizations may fulfill or coordinate unit-level "family assistance team" actions described in Attachment 7 to this instruction. If established, this capability will be included in local disaster response plans and exercised at least annually, preferably in conjunction with a Major Accident Response Exercise (MARE). Pre-planning must include: responsibilities of FSC and supporting base personnel in activating and staffing the FAC; designated facilities for FAC operations, including communications and supply requirements; augmentee sources for 24-hour or mass casualty operations.

2.6.4. Family Support Center staffs represent stable sources of corporate knowledge about their base and local communities which should be drawn upon by FLOs whenever needed. Each FSC Director and Staff Information and Referral Specialist should be responsive to any real-time requests for assistance outside the expertise of the FLO and other entitlements experts described in this chapter. Other base personnel, such as casualty assistance representatives and mortuary affairs officers (see below), may also benefit from their supporting FSC's collection of support and service information in the completion of their assigned family assistance tasks.

2.6.5. Commanders should include the FSC as a key resource in ensuring effective support to families. FSC's are key to providing a wide range of support for surviving family members.

2.7. The Casualty Assistance Representative (CAR):

2.7.1. The Casualty Assistance Representative is designated in accordance with AFI 36-3002, *Casualty Services*, which is the single source document for casualty notification and assistance, which may be available to the survivors of persons lost in Air Force aviation mishaps. In the context of this instruction, the CAR may be expected to carry out the following key responsibilities: transmit casualty reports to the Air Force Personnel Center (AFPC), the Defense Finance and Accounting Service, and other concerned agencies; brief Casualty Notification Officers on their duties and responsibilities; and assist the next-of-kin or other eligible beneficiaries in claiming all government benefits and entitlements.

2.7.1.1. All three of these tasks have a direct bearing on the Air Force's successful discharge of its obligations to the families of Air Force casualties and require close coordination between the CAR, the base mortuary affairs officer (see below), and the FLO to accomplish assigned tasks in a manner consistent with objectives of this instruction. To gain perspective on the scope of the challenge sometimes faced in this context, commanders are encouraged to examine AFI 36-3002, Tables 1.1 and 1.2 ("Casualty Services"), that lists the broad spectrum of persons who could potentially become involved in an Air Force mishap.

2.7.2. Air Force Reserve Command has four full-time casualty assistance representatives, located in Pittsburgh PA and Minneapolis MN and at Dobbins AFB GA and Westover AFS MA. Reserve units which are tenants on active duty bases provide casualty assistance representatives to their servicing Military Personnel Flights (MPF), but their responsibilities are limited and vary from one installation to another. Commanders should consult Host-Tenant Support Agreements, Memoranda of Understanding associated with MPF activities, and Casualty Services supplements as appropriate for details.

2.7.3. The Air Force Casualty Services Branch, located at the Air Force Personnel Center, is manned 24 hours a day, 7 days a week to assist commanders, CARs, and others who require support in fulfilling their casualty duties and responsibilities. Their toll-free telephone is (800) 433-0048.

2.8. The Mortuary Affairs Officer. The base mortuary affairs officer is appointed by the installation commander in accordance with AFI 34-501, *Mortuary Affairs Program.* The base mortuary affairs officer is the base Services commander, director, or deputy who administers and executes the program for the installation commander. The mortuary affairs officer is specifically prohibited from being assigned to casualty notification or family liaison officer duty. Mortuary functions are discussed in greater detail in Chapter 6 of this instruction. The 24-hour toll free number is 1-800-531-5803.

2.9. The Critical Incident Stress Team (CIST):

2.9.1. The Critical Incident Stress Team is assembled in accordance with AFI 44-153, *Critical Incident Stress Management* (CISM). As a minimum, membership should include expertise in four key areas: medical (typically a physician) and; mental health practitioner; chaplain and chaplain service support; personnel; and family support center personnel.

2.9.2. CISM represents an integrated, comprehensive, multi-component crisis intervention system which is designed to prevent or mitigate the impact of a critical incident on affected personnel and to accelerate recovery in people who are experiencing normal signs, symptoms and reactions to totally abnormal events. CISM interventions span the entire life of crises, to include actions before a crisis occurs, during the acute phase of the crisis, and into the post-crisis phase. These interventions can be applied with individuals, small or large groups, families, organizations and communities. The core components of CISM are:

2.9.2.1. Pre-crisis preparation. This includes an educational approach in which individuals and organizations are trained in areas such as stress resistance, stress management, and crisis mitigation. It is designed to help participants know what to do in times in which individual resources for coping with stress are challenged to their fullest.

2.9.2.2. Support programs at the family, unit, and community level. These services include efforts to keep affected parties informed through venues such as informational briefings and "town meetings," as well as services to individuals who have served in various roles as disaster workers (e.g., firefighters, security forces, medics, remains handlers, investigators, community leaders). The latter includes both consultation and a process referred to as "demobilization." Demobilizations are short educational or supportive interactions.

2.9.3. The CIST will be involved in a wide range of services for families, aircrew, search and recovery teams, disaster workers, and the local community experiencing the traumatic event. The team can quickly be over-extended if the disaster involves large numbers of victims or if circumstances otherwise drive wide-spread community needs. AFI 44-153, Critical Incident Stress Management, outlines procedures for requesting additional CIST support in the event that a wing commander determines that her or she does not have the necessary CISM resources to manage the disaster.

2.9.4. The specific type of CISM intervention with the spouse and/or family will be determined by the CIST Chief after a CIST member's initial contact (defusing) with the family. This initial contact will generally occur shortly after the family's notification of the loss. Individual or family crisis intervention may be warranted, but should never be intrusive or forced upon family members.

2.9.5. If a FLO has not already been appointed at the time the family is first contacted by the CIST, the CIST should provide an avenue for smooth transfer of support from the casualty notification process into the family liaison and long-term information flow/support processes prescribed by this instruction. Close cooperation between CIST members and the FLO can facilitate disengagement either of the CIST or acceptance of the FLO.

2.9.6. Commanders should use CIST resources for CISM interventions (especially defusings, debriefings, and demobilizations) for themselves, unit personnel, search and recovery team members and others involved in the community response. Particular attention should be given to FLOs throughout the period during which they have regular and frequent contact with the survivors. Commanders should consult with their CIST Chief for further advice and recommendations.

2.10. Military Chaplains and Chaplain Service Support Personnel:

2.10.1. General Responsibilities**.** Per AFI 52-101, *Chaplain Service Responsibilities and Procedures*, the nearest military chaplain, regardless of service affiliation or denomination, may be asked to provide initial support to next-of-kin or family members following the notification of a service member's loss. In addition, Chaplains are typically an integral part of the casualty notification team. Chaplains and Chaplain Service Support Personnel are part of the critical incident stress management teams as described above.

2.10.2. Memorial Services. Chaplains are available to assist commanders and family members in planning and performing funeral or memorial services. In some circumstances, they may also advise commanders in planning appropriate services for those other than family who are affected by the loss, such as squadron personnel, search and recovery team members, or other installation or community members.

2.10.3. Ministry to Providers. Chaplains provide pastoral care to all personnel who provide assistance to the families who have suffered losses. Additionally, they usually serve as a part of the Disaster Response Force (see AFMAN 32-4004) to be available at the scene of a major mishap as needed.

2.11. The Office of Survivor Assistance (AF/ILV). The Office of Survivor Assistance consists of the Director of Services (AF/ILV), permanent staff (AF/ILVQ), and Survivor Crisis Action Team (SCAT) members. When the SCAT is activated, the Director of Services reports directly to the Assistant Vice Chief of Staff of the Air Force. AF/ILV:

2.11.1. Serves as the Headquarters Air Force focal point for all issues related to the survivors of persons lost in Air Force aviation mishaps.

2.11.2. Is the office of primary responsibility (OPR) for this instruction.

2.11.3. Is notified of all fatal mishaps by the Air Force Operations Center, carrying out all procedures described in Attachment 2 of this instruction as appropriate.

2.11.4. Determines the likely level of effort required to ensure all family needs for information and services are fully addressed.

2.11.5. Appoints HQ USAF level family liaison officers when warranted.

2.11.6. Receives summaries of investigation information as they are produced by MAJCOM POC (see paragraph 5.4.3.6).

2.11.7. Receives and serves as a central clearinghouse for all correspondence received from families by HQ USAF staff and agencies, including Congressional and media inquiries, for tasking, follow-up, and consolidated response except when such responses are required by law to be prepared by other Air Force organizations, e.g. requests for information under the Freedom of Information Act (FOIA). (Informational copies of all responses to family FOIA requests related to survivor assistance issues described in this instruction, minus attachments, are sent to AF/ILV for inclusion in survivor assistance case files.) Performs other functions as described in Chapter 10 of this instruction.

2.12. Legal Assistance

2.12.1. General Responsibilities. Military legal assistance attorneys shall provide advice and services to eligible next-of-kin and other eligible family members in accordance with AFI 51-504, *Legal Assistance, Notary, and Preventive Law Programs*.

2.12.2. Legal Assistance to Otherwise Ineligible Next-of-Kin and Family Members. The nearest military legal assistance program may be asked to provide initial support to next-of-kin or family members following the notification of a service member's death or incapacitation. Some of these individuals may not meet eligibility criteria for military legal assistance. When it benefits the command, however, the staff judge advocate of the military legal assistance program may authorize his or her attorneys to provide these otherwise ineligible individuals with advice on personal, civil legal problems that arise from the service member's death. The staff judge advocate will determine the limits of any legal assistance authorized under this paragraph. Military legal assistance attorneys providing advice and service under this paragraph shall do so in accordance with AFI 51-504.

2.13. Other Service Providers:

2.13.1. General Considerations:

2.13.1.1. No single agency can meet the complex needs of families following a mishap. However, such situations can be anticipated and provided for in advance if partnerships and formal relationships with potential supplemental sources of support are forged *before* a crisis develops. Various sources of augmentation, information and outreach are available to aid families affected by a nearby accident, the communities where persons lost in a major accident resided or called home, and many others who potentially may require information and assistance beyond the resources of the Air Force.

2.13.1.2. Where statutory relationships and responsibilities for support and information do not exist, HQ USAF, the major commands, and local commanders and FSC advisors are to develop appropriate contacts and formal relationships as necessary to arrange, validate, and exercise these capabilities. (National private or quasi-official organizations will be contacted by HQ USAF only for this purpose.) However, all such agreements must include specific service tracking and accounting procedures, along with detailed reimbursement plans.

2.13.2. The National Transportation Safety Board (NTSB):

2.13.2.1. If an Air Force member or civilian is lost in an aviation mishap under circumstances where the NTSB has investigative responsibility (49 CFR 800), the NTSB's "Family Assistance Plan" will be executed first as prescribed by the "Aviation Disaster Family Assistance Act of 1996." (Examples of losses of this type would be accidents involving contract air carriers or

United Nations (UN) aircraft transporting USAF personnel on peacekeeping or humanitarian operations, or accidents involving both civil and Air Force aircraft.)

2.13.2.2. Once the NTSB has made its required notifications and offers of assistance, the provisions of this instruction will be carried out.

2.13.2.3. The families of Air Force members who are lost in civil aviation accidents without Air Force aircraft involvement are entitled to all of the benefits and support described in this instruction; however, the NTSB controls all information flow from their investigations (see paragraph 8.4). Wing/installation commanders should appoint family liaison officers to help families following non-Air Force aviation accidents.

2.13.3. The American Red Cross (ARC). The ARC has a long history of service to military members in times of need. It assists the Armed Forces in programs related to health, welfare, recreation, and morale of military personnel and their families. In keeping with the 1905 Act of Congress, the Red Cross provides emergency communications services, humanitarian relief, and other social services to members of the Armed Forces and their family members, in peace or war, within or outside the territorial limits of the United States. Our relationships are defined through DoD Directive 1330.5, *American National Red Cross*, and AFI 36-3105, *Red Cross Activities Within the Air Force*.

2.13.4. Public Health Service. The United States Public Health Service may become involved in an Air Force mishap involving mass casualties for the purposes of augmenting triage and primary care resources and preventing post-mishap casualties resulting from airborne or waterborne infectious agents. Public Health Service physicians also provide medical care to residents of Native American reservations. While Public Health Service personnel are unlikely to come into direct contact with families of casualties except in the administration of initial aid, they represent a valuable resource which could free local Air Force health care providers for other family-related duties (CIST, etc.).

2.13.5. The Air Force Aid Society (AFAS). The AFAS is the official charity of the Air Force. Its activities are managed at base level by the Family Support Center, and it works closely with the American Red Cross. Grants or interest-free loans may be available through AFAS to help defray emergency travel or funeral expenses. NOTE: the Air Force Aid Society's ability to support Air Force Reserve and Air National Guard needs is limited by its charter.

2.13.6. Private Organizations. Recent years have seen the growth of private organizations, such as the "Tragedy Assistance Program for Survivors" (TAPS); "Gold Star Wives of America" (for widows of deceased service members); "Compassionate Friends" (for grieving parents); "Family Service America" (for general social service information), and others. All are geared toward providing or locating grief counseling and mutual support resources. While the Department of the Air Force may not endorse such organizations, which are not specifically provided for by statute (such as the Red Cross), commanders will facilitate any family requests to be put in contact with such organizations.

Chapter 3

TRAINING FOR COMMANDERS AND FAMILY LIAISON OFFICERS

3.1. Responsible Organizations. All training will be conducted in accordance with this instruction as follows:

3.1.1. For prospective wing and group commanders, the Ira C. Eaker College for Professional Development (CPD) is responsible for training prior to taking command; MAJCOMs supplement that training as needed. AF/ILV provides trainers and prepares course content.

3.1.2. Unit commander training is conducted by MAJCOM/SVs in conjunction with other training conducted prior to taking command. (Exception: ARC Commanders may receive training after taking command).

3.1.3. Family liaison officers are trained locally by the Services Squadron or Services Division based on MAJCOM and local requirements. (ARC appointed FLOs may also be involved in this training). The Services Squadron or Division will schedule and facilitate FLO training. Local support agencies (personnel, transportation, medical, legal, and others) will assist by providing their block of training, particularly on services that they may provide to primary and secondary next of kin.

3.2. Content. AF/ILV and CPD develop appropriate modules for wing and group commander training, and MAJCOMs, in conjunction with AF/ILV, develop lesson plans for unit commander and family liaison officer training. All formal training and self-study in the provisions of this instruction should emphasize the following key areas:

3.2.1. Information Flow. As stated in AFPD 34-11, *Service to Survivors*, "The first priority of all commanders in dealing with next-of-kin and family members following a member's death is timely, compassionate communication." The AFSAP must be responsive to the information needs of the families it is chartered to serve. These needs come in three broad categories: 1) Information about the person's loss and the ensuing investigation; 2) Information about the benefits and support activities available to survivors; and 3) Any other information the bereaved considers important.

3.2.2. In all cases, accuracy, reliability, and harmony among all information providers are paramount. Persons inquiring about specific information must receive the same information or the same guidance from all Air Force sources, regardless of which they ask. This is a daunting challenge in a complex and inherently hierarchical organization like the Air Force, but is essential to the credibility of the information itself. FLOs must be trained to understand the nature of the expertise that the various functional specialists can bring to families without trying to become "experts" themselves, and to seek out the right experts for thorough answers to any specific questions families might raise or assistance they might need.

3.2.3. Coordination of Support. Prior to development of the AFPD 34-11 family of instructions, a variety of functions offered various post-fatality support programs, but they all operated in isolation. The Air Force Survivor Assistance Program is intended to integrate all of these programs so as to meet the needs of families as seamlessly as possible. Therefore, commanders and prospective family liaison officers must be trained to: 1) remain continuously engaged with all information providers; 2) ensure necessary information is available when it is most likely to be needed; and 3) prevent intrusive

or repetitive interactions with family members by multiple agencies, while ensuring all necessary contacts are made as quickly and conveniently as possible.

3.3. Target Audiences and Timing for Initial Training:

3.3.1. Wing/installation and geographically separated group commanders should be trained on the provisions of this instruction prior to assuming command, preferably in conjunction with their respective formal courses of instruction at Air University.

3.3.2. Squadron and geographically separated flight commanders should be trained on the provisions of this instruction by MAJCOMs prior to taking command.

3.3.3. Prospective family liaison officers should be identified by unit commanders as soon as practical after the prospective FLO's arrival in the unit.

3.3.3.1. Selection for training should be on the basis of demonstrated maturity, in numbers and at pay grades commensurate with the unit's mission, composition, and frequency of deployments or off-station TDYs.

3.3.3.2. Only volunteers should be trained as FLOs, however, FLOs will be appointed if sufficient volunteers cannot be found.

3.3.3.3. Timing of initial family liaison officer training is at the discretion of each wing/installation commander; however, pre-need training is strongly recommended.

3.4. Refresher and Just-in-Time (JIT) Training:

3.4.1. Refresher training for wing/group commanders is at the discretion of the MAJCOM/CC.

3.4.2. Refresher training for unit commanders should be accomplished not later than 1 year after initial training and annually thereafter until they are reassigned. It may be conducted through self-paced study, computer-based training, or other media at the discretion of the MAJCOM/CC. Refresher training should be taken advantage of as an opportunity to update names, phone numbers, and contact procedures for all support activities against possible future need.

3.4.3. Refresher training for designated family liaison officers is at the discretion of individual wing/installation commanders.

3.4.4. JIT training is required for family liaison officers. However, family contact should not be delayed to facilitate JIT training. Wing/installation commanders assess each designated FLO's readiness to perform their assigned duties when determining the need for JIT training prior to initial contact.

3.5. Format of Training Sessions. Both initial and refresher training may be conducted in conjunction with simulated notifications and support scenarios associated with Major Accident Response Exercises (MARE). In addition, training sessions will be organized as follows:

3.5.1. All initial and refresher training will: ensure each attendee has a current personal copy of this instruction; emphasize the key principles of information flow and coordination of support; include a case study exercise, which incorporates challenges related to both key principles. Example: crash in an inaccessible area (poor communications with investigators) and a divorced parent as NOK (potential for alienation or failure to include other parent).

3.5.2. All refresher and just-in-time training will: be conducted with direct reference to this instruction and other source documents as appropriate; reiterate the key principles of information flow and coordination of support; describe in detail the MAJCOM's established process for information flow from investigations to families and the public; review the critical incident stress defusing and debriefing processes; explain the stages of grief people typically pass through following a sudden loss; review procedures for identifying the need for mental health referral, insure training focuses on the support that other base organizations can provide to families in crisis.

3.5.3. Wing leadership is encouraged to provide opening and closing remarks at FLO training to demonstrate its importance.

PART 2

KEY FUNCTIONAL PROCESSES

Chapter 4

CASUALTY NOTIFICATION/INITIAL CONTACT

4.1. Source Document and General Information:

4.1.1. AFI 36-3002, *Casualty Services*, contains all information required to carry out initial notification in an appropriate manner. Commanders should consult Attachment 16 of that instruction ("Casualty Notification Officer Checklist") for a useful synopsis of the notification process. It is critical for commanders to recognize that AFI 36-3002 provides a *generic* strategy, which can be used, for any notification, regardless of the circumstances of the death or other casualty being reported.

4.1.2. Persons outside the Air Force may obtain information about an Air Force mishap and attempt to reach families before official notification can take place. In the face of this new reality, commanders must make every effort to expedite casualty notification consistent with the need for accurate, confirmed information. (See paragraph 4.11 for an expanded discussion of media relations in conjunction with family interactions.)

4.1.3. In the wake of a person's loss in an Air Force mishap, a commander's personal involvement from the very beginning maximizes the likelihood of providing the most satisfactory and helpful support and information flow to those who need it. Therefore, unless it is physically impossible for commanders to make post-mishap casualty notifications personally, they must make every effort to do so.

4.2. The Notification Team. Forethought in assembling the notification team is important. Consider such factors as time of day, the possible presence of children, potential language or cultural challenges (in the case of foreign-born spouses) and other variables which might dictate specific team members or additional help which might be needed.

4.3. Commanders' Readiness to Make Casualty Notifications:

4.3.1. Commanders should review this instruction prior to making casualty notifications.

4.3.2. Commanders should have personal information on each member of their units, including civilian employees, immediately available to aid in providing successful support to families after a fatal mishap. To this end, commanders must encourage members to keep their DD Forms 93, *Record of Emergency Data*, up to date; civilian employees must be encouraged to regularly review and update Part A of their AF Forms 971, *Supervisor's Employee Brief* (AF Form 971 NAF for nonappropriated fund employees). Since ARC personnel frequently reside in a different location than where their unit is located, information of this type is essential for commanders of Air Force Reserve Command and Air National Guard organizations. Commanders may also prepare detailed personal data cards on all military and civilian unit personnel. Bear in mind that supplementary cards will only be as useful as they are current, so commanders must establish and enforce a rigorous update system should they decide to use them to aid in assisting families. Supplemental data cards must include a Privacy Act Statement that must be maintained within an existing system of records (such as with the DD Form 93).

4.3.3. Information, which is useful in times of emergency, includes: 1) Names and ages of dependents/family living in the local area; 2) Phone numbers of family members (local and long distance); 3) Religious preference; 4) Special needs or conditions (dependent parent in home, disabled child or spouse, etc.); 5) Detailed directions to the home (with hand-drawn map); 7) Specific instructions made in advance by the deceased individual regarding his/her family notification preferences, such as contact information for a particular person to make the notification or have present during or after the casualty notification is made; 8) Information on family members or friends other than those indicated on the DD Form 93/ AF Form 971 who the military member or civilian employee would like to have notified in the event of their death or serious injury.

4.3.4. Given the sensitivity of some of this above information, supplemental data cards should be used in case of emergency only, and should be destroyed upon permanent departure of the persons to whom they pertain. This information is not to be used as a substitute for a "social roster" or other unofficial product, nor should it be available to anyone other than supervisors who might reasonably be expected to make a casualty notification in the commander's absence.

4.4. Survivors' Readiness and Ability to Receive Information:

4.4.1. People vary widely in their ability to deal with traumatic events. Some withdraw, others become highly emotional, while still others may initially try to manage their shock and grief by becoming matter-of-fact, businesslike, curt, or brusque. However, few will have the capacity to absorb and digest much information beyond the fact of the loss itself. The initial casualty notification is not the time to provide vast amounts of information, regardless of its usefulness, simply because it will be neither understood nor internalized. Commanders and FLOs must be sensitive to the stages of grieving through which the family members are passing at any given time.

4.4.2. Limit initial information flow to those details which require near-term decisions or actions.

4.4.3. While voluntarily provided information should be offered with due consideration for the above guidelines, requests for information must be responded to as quickly as possible. It is impossible to predict what will or will not be important to the families of persons who have died suddenly, but it is essential to establish and cultivate a climate of full and open communication from the moment of initial notification onward. Therefore, during initial notification and preliminary FLO contacts, commanders and FLOs will treat *all* questions as valid and make every effort to get them answered by the appropriate subject matter experts as quickly as possible.

4.4.4. From the moment of casualty notification onward, information regarding the facts and circumstances surrounding the mishap will become available. To the extent legally permitted, Commanders and FLOs will provide all information as it becomes available (see Chapter 5).

4.4.5. Examples of questions and appropriate responses:

4.4.5.1. If asked direct questions about the mishap itself, it is perfectly acceptable to say, "I don't know" and then explain the investigation process. It is *not* acceptable to say "We can talk about that later," but neither is it acceptable to engage in supposition about the circumstances surrounding the mishap. Stress that the Air Force will provide regular updates on the progress of the investigation, and that any questions the family has will be answered as fully as possible, as soon as possible.

4.4.5.2. If asked questions about funeral arrangements or entitlements, consult available subject matter experts and get an answer immediately from AF Mortuary at 800-531-5803. If the appro-

priate expert is not immediately available, you may simply respond by saying, “I don’t have that information with me, but let’s make a list of everything you’d like to know about that, and I’ll find the right person to get you those answers as quickly as I can.”

4.4.5.3. If asked questions about the condition, disposition, or location of the deceased person’s remains, you must be truthful, but you needn’t be graphic. If directly pressed for an answer which would undoubtedly be distressing, such as in the case of a catastrophic, destructive crash, simply say, “I’d better let one of our flight surgeons discuss that with you.”

4.4.6. Commanders and FLOs must never speculate, but must always be as forthright as possible. Some subjects will be as unpleasant to explore as they are for the families to inquire about, but they must never be deferred.

4.5. Information to Be Provided Immediately:

4.5.1. The basis upon which the decision has been made to advise the family of the loss (positive identification, reasonable certainty, missing or overdue aircraft, etc.).

4.5.2. How to contact the deceased's unit commander. Explain briefly the purpose of the assigned Family Liaison Officer and that they will be contacting the family shortly.

4.5.3. The roles of Air Force casualty assistance representatives, mortuary affairs officers, and other assistance providers.

4.5.4. The role of the Family Liaison Officer in facilitating information flow regarding both the loss itself and available services.

4.5.5. The Air Force’s willingness to make other notifications (to other family members, a close friend, a relative, or a clergy member) to provide immediate support and comfort to the immediate family.

4.6. Matters to Avoid During Initial Notification. It will not be productive to discuss the following information during the initial notification: Insurance payments and arrears of pay; mortuary affairs matters (which will handled separately by the mortuary affairs representative); specific questions regarding line of duty, neglect, errors of judgment, or the responsibility of others involved in the mishap; prior experiences or personal conjecture regarding the person’s loss; or any other subject the person making the notification is not qualified to address.

4.7. Matters Not to be Discussed During Any Visits: Safety investigation board information determined to be privileged in accordance with AFI 91-204, paragraph 1.13; theories of potential legal liability; assignment of blame, whether it is to an individual, an organization, or the Air Force itself.

4.8. Missing and Overdue Aircraft:

4.8.1. Since 1990, there has only been one Air Force aircraft -- with two occupants -- which has never been found. However, given the global mission and increasingly expeditionary nature of Air Force operations, such a possibility cannot be discounted in the future. Whenever an aircraft goes unreported, there is always a chance that its occupants have survived but are temporarily out of contact. Large aircraft are often capable of surviving forced landings, and modern tactical aircraft have highly effective egress systems. However, the efficiency of contemporary communication systems and satel-

lite-based emergency locator transmitter (ELT) tracking capabilities makes prolonged lack of contact a matter of grave concern.

4.8.2. Families of persons who are "Duty Status -- Whereabouts Unknown" (DUSTWUN) typically hold expectations for a favorable outcome for a considerable period of time. However, they also need realistic appraisals of the situation from the chain of command. The significance of visual sightings of smoke or debris, information from ELT alerts, and other indicators need to be presented to the families as they become available, particularly if validation of such indicators will require a separate, protracted effort.

4.8.3. Since "investigations" do not typically start while search and rescue operations are still in progress, it is up to the commander to ensure that regular progress reports regarding the search are passed along to the families of the missing until either the search is suspended or investigations commence. *This is critical to the credibility of subsequent information flow efforts.*

4.9. The Search and Recovery (S&R) Process:

4.9.1. General Description. The S&R process, run by the Services Squadron or Division, is an essential part of every disaster response where casualties are known or expected. It consists of a ground search in the vicinity of a major mishap, typically conducted by a team of trained individuals; the number of persons deployed on an S&R operation is based on the requirements of the mishap situation. The purpose of S&R is to locate and recover the remains of victims of the mishap along with any personal property, which might help with identification. Recovery of remains is considered as important as the accident investigation itself; however, it is time-sensitive, and valuable investigative information, identification of remains, and mishap clues can easily be destroyed by hasty or incomplete recovery actions. Therefore, mortuary affairs officers and S&R teams work closely with the director of base medical services or the Safety Investigation Board's medical officer to ensure remains are properly documented as they are found, then expeditiously removed from the scene. In extremely destructive mishaps, the victims are subjected to instantaneous, violent forces that make post-crash recovery and identification extremely difficult. Air Force directives are specific and graphic with respect to how remains are to be recovered and when all such remains may reasonably be expected to be recovered. These same directives also make clear the S&R team's obligation to be as deliberate and thorough as possible.

4.9.2. Special Circumstances. In some cases, the search for the remains of victims of a mishap may overlap with investigative activity, such as in cases where an aircraft has impacted terrain or is submerged in a body of water. Because of the possibility of additional recovery when remains are not intact, mortuary affairs officers customarily do not request disposition instructions prior to termination of all search operations. However, investigators are sensitive to the possibility of further recovery and facilitate temporary resumption of S&R activities or other recovery operations whenever warranted.

4.9.3. Termination of S&R:

4.9.3.1. Search and recovery operations vary widely in the length of time they require based on the amount of area to be covered, the nature of the terrain, and the climate. Even after the full S&R team has completed its detailed area search, normal procedures require leaving a team leader and at least five S&R team members at the scene until the mortuary affairs officer and On-Scene Commander determine that the search for both remains and wreckage is complete.

4.9.3.2. The mortuary affairs officer or Services Commander or Division Chief, recommends to the On-Scene Commander when S&R activities should be formally terminated. Mortuary affairs officers normally consult with the Air Force Mortuary Affairs Office, and their MAJCOM/SV, prior to making such a recommendation.

4.9.3.3. Once the decision to end S&R has been made by the appropriate commander, it becomes the mortuary affairs officer's duty to so advise all affected next-of-kin. This duty normally should not be delegated to the individual family liaison officers, since the emotional impact of this determination is often as profound as that experienced following the initial casualty notification. However, if numerous families are involved, installation commanders may ensure prompt notification by augmenting the mortuary affairs officer as necessary. Should augmentees be deemed necessary, the Air Force Mortuary Affairs Office can offer the designated individuals useful advice prior to making the end-of-search notification; they may be contacted directly for this purpose at the commander's discretion.

4.10. Dealing with Requests to Visit the Scene of the Mishap:

4.10.1. Under no circumstances should an immediate offer be made to visit the scene of a major mishap. However, if the mishap occurred close to their residence, family members may request an opportunity to visit the scene, and such requests must be evaluated in light of the circumstances of each mishap. Commanders must avoid making any commitment to provide such an opportunity until they have had the opportunity to consult with the investigation convening authority, the SIB and AIB Presidents, and the On-Scene Commander. Air support to remote locations should be coordinated with the MAJCOM/XO.

4.10.2. Crash sites present very real physical hazards, and the presence of a destroyed aircraft brings home the violence of some aviation-related deaths in a way that can cause deep emotional distress. However, some theories of grief and coping suggest that such exposure can be beneficial in some cases. In some cases, such visits should be deferred until after the scene has been remediated (environmentally restored), or at least until wreckage has been removed; in others, the impact of the scene and its attendant destruction may be deliberately sought. Some families may not wish to visit the site until a much later time after the accident (1-year anniversary, etc.). Any visits to the crash scene by family members should be escorted by wing/installation or unit commanders if at all possible, and made with either CIST personnel or medical professionals in attendance. A family liaison officer should *not* be the only chain of command representative during a crash site visit. Commanders should consult with their CIST Chief for further advice and recommendations. NOTE: Commanders should be prepared for the reactions, which can accompany even such "arms-length" exposure to the scene.

4.10.3. Visits to a crash site should be strictly limited to family members only. If S&R activities are not yet complete, do not allow family members inside the cordon under any circumstances. Ideally, a vantagepoint for distant observation should be pre-selected by the On-Scene Commander, and family members asked to remain in that immediate area.

4.10.4. The Air Force will make every effort to transport family members to the scene of an accident for the purposes of memorialization, but cannot make a blanket promise to do so. Our global mission frequently takes our people and aircraft to inaccessible parts of the world, often under carefully controlled "diplomatic clearances" granted for mission-related purposes only. (See paragraph 6.5 for more information regarding memorial services and activities.)

4.11. CIST Involvement:

4.11.1. The CIST process anticipates the needs of people who face an unexpected traumatic event. This can include everyone from the family who experiences the loss of a loved one to members of the involved chain of command, FLOs, search and recovery team members, and even investigators.

4.11.2. IAW AFI 44-153, CISM services should be provided in response to aircraft mishaps where there is loss of life. The CIST will be activated immediately through the Command Post of the base called upon to provide an interim Safety Investigation Board (SIB). The CIST Chief will be listed on the Command Post required notification list for an aircraft mishap. The Command Post at the base incurring the loss of aircraft or personnel will notify the local CIST Chief to activate support for local base personnel, regardless of the location of the mishap itself.

4.11.3. CIST members will be available to provide support and counseling for local surviving family members within 12 hours of the family's initial notification of their loss, at the discretion of the CIST Chief. As the acute crisis continues for the family, CIST members will continue to have periodic contact with the family members to assess their need for and/or to provide other CISM services, as needed. CIST contacts with the family members will generally be phased out shortly after the interment of the deceased member's remains.

4.11.4. The CIST will provide counseling, defusings and debriefings to others directly or indirectly impacted by the disaster. Debriefings or counseling will begin within the first 12 hours of the notification of the mishap. Debriefings will follow for individuals directly impacted within 24 to 72 hours. Demobilizations will occur with disaster workers during selected shift changes and/or at the termination of the disaster work. Similar to defusings or counseling, stress debriefings may be offered to families, if deemed appropriate by the CIST chief. Individual crisis intervention services will be provided to non-family members on a time-available basis.

4.11.5. Individuals not directly involved with the traumatic event, but experiencing effects from the event (such as commanders, colleagues, and CAST members, or perhaps even an entire squadron) will be provided Critical Incident Stress Debriefings (CISD) upon request of unit commanders or as an open offering IAW AFI 44-153.

4.12. Interaction with Media During and After Initial Notification:

4.12.1. Initial and Follow-Up Releases on the Mishap:

4.12.1.1. Within an hour of initial notification of a major mishap, the Air Force public affairs office from the installation appointing the interim safety board (or SAF/PA, as appropriate) should issue an initial news release containing all available releasable information.

4.12.1.2. After the initial release, the names of survivors should be released as soon as possible unless doing so would reveal the identity of those who were lost before their families can be notified. Once all notifications are confirmed to have been completed, the assigned public affairs officer (PAO) is to release the names of all persons involved.

4.12.1.3. After the initial release, coordination of follow-up releases with the On-Scene Commander and casualty officer, as well as the MAJCOM/SV and AIB president is essential to ensure facts released to news media agree with those given the families. The MAJCOM/JA must coordinate on proposed follow-up releases. See AFI 51-503, Chapter 7, for additional guidance.

4.12.2. Typical Post-Mishap Information Requirements. General public affairs guidelines contained in AFI 35-101, *Public Affairs Policies and Procedures*, set an ambitious benchmark for the amount and nature of information which should be made available to the public as soon as practical after family notification. These include: the names of persons killed; each decedent's home of record; for military members, information that usually could be given out without invasion of an individual's privacy, such as, gender; Air Force Specialty Code (AFSC); military grade and rank; base pay and all allowances except Basic Allowance for Quarters (BAQ); current and past assignments; date of rank (DOR); extended active duty (EAD) date; pay date; source of commission; Professional Military Education (PME); military awards and decorations; duty status; attendance at technical, scientific, or professional meetings; and, in the case of key personnel previously developed biographies and photographs (typically available for senior officers only).

4.12.3. Personal and Privacy Act-Controlled Information. PAOs are advised by their own directives to ensure releases do not invade the personal privacy of the victims or their relatives. Nevertheless, it is possible that members of the media may discover the identity of a person or persons who have been lost in a mishap very quickly. PAOs will protect the following information to the best of their ability: Home address; Home telephone number; Age (date of birth); Marital status; Number and sex of dependents; Civilian education, degree, and year of graduation; and Civilian awards.

4.12.3.1. However, bear in mind that much of this information is readily obtained through telephone books, the Internet, and previously prepared individual biographies in the public domain.

4.12.4. Release of Fatality Information Prior to Family Notification:

4.12.4.1. When a military mishap in a civilian community causes significant property damage or civilian loss of life, public affairs directives indicate that wing commanders or their equivalents may release the names of members killed in the mishap before their next-of-kin have been notified, but only when in the judgment of the commander the needs of the public outweigh any potential distress of the victim's next-of-kin. This may be necessary when the commander needs to immediately reassure the community that the members were well qualified and experienced, or when civilian authorities need information on the members to identify the mishap victims' remains. If an immediate release of this type is required, wing/installation commanders will consider making an immediate telephonic casualty notification to the next-of-kin in lieu of an in-person notification. NOTE: Telephonic notifications are done by rare exception only and will not be routinely accomplished.

4.12.4.2. A wing/installation commander's judgment also comes into play in the case of survivors of mishaps. Public affairs directives strongly urge release of the names of all survivors as quickly as possible unless the severity of their injuries makes their survival doubtful. However, if in the judgment of the commander releasing survivors' names would reveal the identity of deceased individuals prior to next-of-kin notification (such as in the case of crew members known by their families to customarily fly together), the survivors' names may be withheld.

4.12.5. High-Visibility Mishaps. When an active Air Force, Air National Guard (ANG), or Air Force Reserve Command (AFRC) (or Civil Air Patrol, if on an Air Force authorized mission) aircraft, space, missile, or explosives mishap causes a non-Air Force death or injury, or extensive private property damage, media interest rises sharply. Refer to AFI 35-102, Chapter 6 for guidance.

Chapter 5

ESTABLISHING AND MAINTAINING INFORMATION FLOW

5.1. General Guidelines:

5.1.1. Information flow following a loss in an Air Force mishap starts with the very first reports on that mishap. Both operational and preliminary (8 hour) safety reports must be concise, purely factual, and contain no information that is privileged or exempt from release, and is aimed at getting the notification and support processes which will follow, off to an effective start.

5.1.2. All functional areas which receive initial information regarding mishaps and casualties, including operations, safety, medical, casualty affairs, mortuary affairs, and public affairs personnel, must share their information promptly and effectively within the restrictions imposed by directives and legal requirements. All parties must make a concerted and consistent effort to ensure information needed to initiate disaster response, casualty notification, and investigation actions have been received by the commanders and functional managers responsible for carrying them out.

5.1.3. The process explained in this chapter is dependent upon the convening of Air Force safety and accident investigation boards as described below. Such boards are typically convened for all Air Force aviation mishaps involving loss of life. However, commanders must be alert to the possibility that one or both of these processes may be deferred or delayed due to unusual circumstances, and remain prepared to take action on their own to initiate and sustain a flow of information to the families of those who have died, as effectively as possible under the circumstances.

5.1.4. If investigations are delayed pending the outcome of search and rescue or salvage operations, commanders will ensure they receive regular progress reports from the persons conducting such operations and convey them promptly to the affected families. Under these circumstances, mortuary affairs officer search and recovery progress reports required under AFMAN 34-243 may be provided to the affected families directly or via the FLO at the wing/installation commander's discretion. Sensitive information concerning condition of remains should not be released until individual positive identification of remains is made. Without exception, the designated mortuary affairs officer must personally brief the termination of S&R activities to families.

5.2. The Family Liaison Officer (FLO).

5.2.1. One member of a unit experiencing a major mishap should be assigned to each family as their personal FLO within 24 hours of the loss. This individual should be relieved of all other duties until the deceased's funeral is complete. Individuals selected for FLO duty who have not previously received formal training in this instruction per Chapter 3 must do so before making initial contact, if at all possible. Persons who may be considered participants in the mishap sequence (e.g., other crewmembers from the mishap aircraft, members of the mishap aircraft's formation, maintenance personnel directly responsible for the aircraft, etc.) should not be appointed as FLOs.

5.2.2. The unit commander should formally introduce the FLO to the family he or she will be assisting. (This may not be feasible in a mass casualty situation.) From the first meeting on, the FLO should never be placed in the position of having to make a personal visit to the family alone unless absolutely necessary. Regularly scheduled phone calls may be accomplished without supervision; however, personal visits should be in the company of commanders or the various subject matter

experts (casualty assistance representative, mortuary affairs officer, etc.) who have prescribed business to conduct. In all cases, FLOs must perform their duties in a professional manner, bearing in mind their dual obligations to the Air Force and the family to which they have been assigned.

5.2.3. Once interment has been completed, FLOs must remain readily available to their assigned family and their commander for the balance of the safety and accident investigations to ensure reliable and timely flow of information. This does not preclude the conduct of normal mission activity, but FLOs should not be sent on deployments or lengthy temporary duty (TDY) trips unless essential to the mission. In this event, a suitable replacement must be appointed, ideally in advance of the original FLO's departure date.

5.2.4. FLOs may elevate family concerns through the chain of command as necessary to ensure their resolution. However, in all such cases their guiding principle will be resolution at the lowest level practical in the least time possible. This means giving local functional managers the opportunity to correct problems before going up-channel, but not accepting undue delay in the process.

5.2.5. Commanders, service providers, and persons with function-specific expertise will not use FLOs as buffers to deliver "bad news" -- denials of requests for information or assistance remain the responsibility of the appropriate OPR and will not be delegated to others for explanation.

5.2.6. Should family liaison officers be reassigned while still in regular contact with a supported family, a thorough outbrief and effective handoff to a suitable replacement is essential.

5.2.7. Assignment as a FLO, while open-ended at the outset, is not to remain indefinite. Commanders must continuously review the frequency and nature of family-to-FLO contacts and develop a plan for withdrawing the FLO's one-on-one support as soon as it is no longer required. The first opportunity to consider such a withdrawal would be following the Accident Investigation Board's outbrief to the family. Even after the official duties of the FLO are completed, the FLO may desire to continue to be in contact with the family in an unofficial capacity. FLOs should consult the unit commander on the appropriate time to terminate official involvement with the family.

5.3. The USAF Survivor Assistance Resource Guide Pamphlet:

5.3.1. Professionals in the personnel, services, medical, and chaplain specialties have independently developed written materials detailing the contributions their functions make to the informational and support needs of survivors.

5.3.2. This pamphlet synopsizes the variety of entitlements and information that will be presented to families. It can be used by FLOs and family members to address the most immediate and pressing areas families typically have after notification of their loss. The pamphlet includes a listing of available resources for families, a resource listing of toll free numbers to call for information and assistance, and a listing of websites and on-line services for future use.

5.3.3. The purpose of the pamphlet is to assemble information of value to survivors in an organized and coherent manner; ready for use at the time it is needed. Therefore, it interacts with: AFPAM 34-259, *Escorting Deceased Air Force Military Personnel;* AFPAM 34-260, *Mortuary Services Benefits for Retired Air Force Members*; AFPAM 34-261, *Mortuary Services Benefits For Members Who Die While On Active Duty;* AFI 36-3002, *Casualty Services; AFI* 36-3008, *Servicemen's Group Life Insurance (SGLI) and Veterans' Group Life Insurance (VGLI).*

5.3.4. The Director of Services (AF/ILV and the Air Force Services Agency) are responsible for the content and maintenance of the USAF Survivor Assistance Resource Guide. The Deputy Chief of Staff, Personnel (AF/DP) and the Air Force Personnel Center are coordinating agencies.

5.4. Information Flow from Air Force Investigations:

5.4.1. The Relationship Between Air Force Investigations and their Products:

5.4.1.1. Two separate Air Force investigations are conducted following any fatality resulting from an Air Force aviation mishap: The “safety investigation” is conducted first, and is solely focused on mishap prevention; since in some cases a similar loss could occur the very next time a given aircraft or mission is flown, time is of the essence in a safety investigation. The “accident investigation” normally follows the safety investigation; since this investigation is required to produce a complete, legally sufficient, and publicly releasable report on the loss, it must be conducted deliberately, with proper consideration given to the legal rights of all involved. These processes are described in greater detail in Attachments 8 through 10 and their source documents, AFI 91-204 (for safety investigations) and AFI 51-503 (for accident investigations).

5.4.1.2. Every mishap is a story, which must be reconstructed in detail. Investigation information -- facts and updates derived from or related to the progress of both Air Force investigations -- is of vital importance to family members who have suffered a loss. The remainder of this chapter describes the methodology whereby the families' need for such information is given the priority they are due.

5.4.2. The Information Flow Process:

5.4.2.1. Due to its time sensitivity and the potential safety and readiness implications of its findings, the safety investigation process is given primacy in access to evidence, witnesses, and the mishap scene itself. For this reason, information flow from investigations has historically been centered around the need to accurately convey factual information and documentary evidence from the SIB to the AIB. Air Force policy is to ensure that next-of-kin and family members who have suffered the loss of a loved one receive as regularly as possible a flow of releasable investigation information. This is accomplished by using existing mechanisms to the maximum extent possible to keep families appropriately informed while protecting the investigative process.

5.4.2.2. Expeditious turn-around of releasable investigation information is essential to the goals and credibility of the AFSAP. The Chief of Staff of the Air Force requires families to be kept informed on the progress of accident investigations. MAJCOM commanders will establish appropriate goals for family updates based on the specific circumstances of each mishap and the logistical challenges of the investigation that the mishap presents. SIB and AIB presidents will make every effort to provide meaningful updates periodically throughout the course of their investigations, consistent with the countervailing need to avoid delaying or otherwise interfering with the investigations themselves. (See paragraph 5.4.4.1.3 for additional details regarding this goal.)

5.4.2.3. To ensure its reliability, and to verify that no privileged, limited-use information is inadvertently disclosed, releasable investigation information passes through three stages of handling en route to families: 1) From the safety investigation board to the accident investigation board (for continuity and preservation of evidence); 2) From the accident investigation board to the major command responsible for convening the investigation (to preserve the chain of command’s statutory role in validation and dissemination of information); and 3) Down through the chain of com-

mand to the appropriate commander for transmission to the affected family or families via the family liaison officer(s).

5.4.2.4. Formal information flow conducted under this instruction follows the principle "families first." Public release of investigation information is not addressed in any of the three stages described above because public release of such information should not be made ahead of family updates. The On-Scene Commander or designated public affairs officer may make preliminary releases of general information as described in AFI 35-101, *Public Affairs Policies and Procedures*, but must stop short of releasing any information which might taint witnesses, prejudice the investigations to follow, or tend to lead observers toward any conclusion regarding the cause of the mishap. While circumstances may compel exceptions to this general policy (see paragraph 5.4.5 below), it is always preferable for the Air Force to officially convey releasable investigation information to those to whom it has personal importance before it becomes public knowledge. In general, public release of information should only take place after the affected families have been briefed on it.

5.4.2.5. Nothing in this instruction is to be interpreted as permitting release of privileged, limited-use safety investigation board information under any circumstances. All such information must be clearly distinguished from "investigation information," which is purely factual and subjected to review and formal release approval. Unauthorized disclosures of privileged safety information are punishable under Article 92 of the UCMJ; DoD civilian employees are subject to adverse personnel actions under applicable regulations; and contractors are subject to exclusion from future contract selection.

5.4.3. Content and Format of Informational Updates:

5.4.3.1. Families typically have an ongoing desire to know as much as possible about their loved one's loss, and an expectation that they will be kept informed of the investigators' progress. These priorities suggest the nature of investigation information most commonly sought, namely, reliable facts which help the survivors understand the events leading up to the mishap and the expected completion date of the investigation.

5.4.3.2. There are hazards associated with providing raw information with minimal or no context or explanation. The most obvious of these is the temptation to "solve" the mishap on the basis of the facts provided, and both the persons who pass along investigation information and the families who receive it will be inclined to do just that. Commanders and family liaison officers must resist the urge to apply their experience to the information they receive, leaving the information to stand on its own as much as possible. Early expectations regarding the circumstances surrounding a mishap are often extremely difficult to overcome later, when better or more thoroughly interpreted data might yield very different conclusions. Before it is released, information must be reliable, corroborated, and as complete as necessary to avoid confusion or the possibility that someone could inadvertently be misled. In all cases, investigation information must be accompanied by a disclaimer to the effect that it is preliminary only and subject to revision pending further analysis or the discovery of additional evidence. The sole authoritative document with respect to the accident investigation is, ultimately, the report the investigators produce, and that report must under no circumstances be put in the position of being perceived as a revision or reconsideration of previously established "facts."

5.4.3.3. Similarly, it is unwise to commit to an ambitious accident investigation completion schedule, even when the sequence of events appears straightforward, because delays are always possible. For example: Witnesses may be temporarily unavailable due to mishap-related injuries. Physical evidence may be difficult to reach due to rough terrain, deep water, etc. Technical reports and analyses may be delayed due to complexity or materiel problems. However, it is precisely the kind of information provided in the examples above, which may be of value to families who are waiting for a report to help them toward closure. Delays, if legitimate and thoroughly explained, are both understandable and acceptable to families -- being kept in the dark, or repeatedly put off without explanation, is not acceptable.

5.4.3.4. The fairest and least controversial way of passing on investigation information is to relate it to how and when it is established. A basic "flow plan" makes updates at once understandable and credible, since it keeps family members' expectations realistic by anticipating and explaining challenges up front. For example: Initially: explain what factual information is being collected and where it is coming from. If specialized analysis will be required (e.g., readout of recording devices), state whether the devices have been located, where they will be analyzed, and a conservative projection of turnaround time. Later: explain how the sequence of events leading up to the mishap is being reconstructed (flight plans, weather briefing logs, air traffic control radar and transcripts of radio and cockpit voice recordings, etc.). Mention any data that has yet to be assembled to this end. Give a status report on any specialized analyses being conducted by Air Force personnel away from the main investigation site; aim to have a preliminary portrayal of the aircraft's route of flight available. Finally, when investigations are near the end of their field phase, assemble information regarding components which have been sent out for technical analysis; stress that such analysis is frequently used simply to rule out failures or malfunctions which cannot be readily determined through field examination.

5.4.3.5. Many families will be focused on funeral arrangements and other personal business during the first week to ten days after a mishap. So, information of this type may be held until they are ready to receive it and then provided all at once as a "preliminary briefing." Commanders and FLOs who elect to follow this course of action shall not draw any conclusions from this information, nor may they encourage or participate in speculation as to its significance.

5.4.3.6. All factual, non-privileged summaries of releasable investigation information are prepared by MAJCOM POC based on investigation progress reports and factual data submitted for "early release" approval by AIB Presidents. All must be completed in writing so they can be approved for release by the MAJCOM/CC; used as briefing aids by commanders and FLOs; provided to families following each update briefing; posted on a dedicated "home page" (see paragraph 5.5); and used by MAJCOM and local PAOs to prepare media updates.

5.4.4. Key Personnel/Responsibilities:

5.4.4.1. SIB Members:

5.4.4.1.1. Commanders and families must recognize that the first responsibility of safety investigation board personnel is to the investigation they have been appointed to conduct. Other lives, as well as our nation's readiness, may depend upon their work. Still, investigation information normally starts with the SIB, and therefore must be developed and up-channeled as rapidly as conditions permit.

5.4.4.1.2. When board resources are constrained by the circumstances under which they are working or the complexity of the investigation, the flow of investigation information may be adversely affected. Should this occur, convening MAJCOM commanders or SIB presidents should consider requesting additional members to support information flow as necessary. For shortfalls of this type during investigations of ARC mishaps, the gaining MAJCOM/CC should appoint such augmentees from active duty units to avoid man-day availability problems.

5.4.4.1.3. The following notional process and timeline should be followed to the maximum extent possible: The SIB President stays continuously abreast of the progress of the investigation. He or she keeps a running record of investigative milestones (e.g., wreckage recovery complete, field phase of investigation complete, witness interviews complete, etc.) and challenges (climatic or terrain conditions, etc.) and authorizes release of progress reports periodically to the AIB President and the convening authority. The AFSC representative screens factual information as it is developed, identifies reliable data which meets the content criteria outlined above, obtains the SIB President's permission for release of that data to the AIB President, and forwards both authorized releases and approved progress reports to the AIB. In preparing synopses of factual information, the AFSC representative will make use of language developed for Tabs A through S to the maximum extent possible to avoid duplication of effort or subsequent conflicts between preliminary and final information provided to the families.

5.4.4.2. AIB President and Legal Advisor (as appropriate). The AIB President merges SIB progress reports with approved factual data into a single product and transmits it to the MAJCOM/JA for preparation of "summaries of investigation information." The material is also reviewed for necessary redactions (Privacy Act information, etc.) prior to transmission.

5.4.4.3. MAJCOM Point of Contact. The MAJCOM POC provides each update to the following persons only: The convening authority (MAJCOM/CC); the MAJCOM Director of Public Affairs, who retains it under embargo until advised that all affected families have been briefed on its contents (if all affected families cannot be reached within 24 hours after an update becomes available, MAJCOM/CCs may authorize its public release after that time); the mishap wing commander or equivalent (who provides it to either the decedent's unit commander or the designated family liaison officer at his/her option); the Director of Services (AF/ILV); and the MAJCOM/JA. *This process is critical in the event of mass aircraft fatalities. A single POC must review all incoming requests, task out the questions, and review all responses to insure consistency and accuracy rather than having a variety of offices responding differently to the same questions from different sources.*

5.4.5. Public Affairs Participation in Investigation Information Flow. It is critical for commanders and FLOs to recognize that the families of persons lost in Air Force aviation mishaps typically become avid consumers of all available news and information regarding their loved one's mishap. All public releases of information must be tempered with this realization. The AFSAP process is designed to make sure all such "public" information first reaches family members through official Air Force channels. However, there will always be situations where the media will insist that the public's "right to know" outweigh that of the survivors. Therefore, public affairs strategies and responses to fatal mishaps must strive to place the needs of the families first and to avoid airing unnecessary comment or press conferences until family members have been properly apprised of current events. The following discussion acknowledges the Air Force's obligation to keep the public informed but is tem-

pered by concern for the information needs of families. However, in every case commanders and PAOs should ask themselves, “Does the family know this?” before issuing any formal statements or releases.

5.4.5.1. When an aircraft or missile mishap occurs, the commander at the Air Force installation helps the local PAO prepare an “initial release” which contains at least the following: a general description of the type of mishap (crash, mid-air collision, etc.); the time and location of the event; the aircraft's or missile's departure point and destination (unless classified or politically sensitive); the number of crewmembers and passengers aboard; the type of aircraft or missile involved (unless classified); unclassified facts about the mission the aircraft and crew were on when the mishap occurred, avoiding nondescriptive phrases, such as "on a routine training flight" in favor of a specific description of the mission’s purpose; and the fact that a board of officers will investigate the accident.

5.4.5.2. In dealing with the media after a mishap, commanders and PAOs must not speculate about the possible causes of the mishap, even if they seem obvious. If pressed by a reporter, they should explain that only the investigators are qualified to determine the causes, and that the Accident Investigation Board’s report will provide further insight into the circumstances surrounding the mishap. Also, they should take the opportunity to mention that accident investigating officers are required by federal statute to state, if there are sufficient facts, their opinion about the cause of the mishap, or the significant contributing factors.

5.4.5.3. Following any mishap, care should be taken not to jeopardize the ensuing investigations by making premature releases regarding witness observations or participant statements. Any such testimony collected under the purview of the SIB is considered privileged and will not be released. Sworn testimony given before the AIB that is prematurely released to the general public may distort or render unreliable subsequent testimony, which has yet to be collected.

5.4.5.4. Once the Accident Investigation Board’s report is complete, the convening MAJCOM’s Director of Public Affairs prepares a release plan. This plan will ensure that the press is reminded that previous releases of investigation information were preliminary in nature, and that only the final report should be considered authoritative. It will also explicitly require all family outbriefs to be complete prior to formal release of the report to the public.

5.4.6. Legislative Liaison Participation in Investigation Information Flow. Legislative relations are generally the responsibility of the Director of Legislative Liaison (SAF/LL). Appropriations Committees, Budget Committees, and the Congressional Budget Office are the responsibility of the Assistant Secretary of the Air Force for Financial Management and Comptroller (SAF/FM), which designates the Office of Budget and Appropriation Liaison (SAF/FML) to meet the latter’s information requirements. Three source documents establish the parameters within which these relations are conducted: AFPD 90-4, *Relations with Congress;* AFI 90-401, *Air Force Relations with Congress;* AFI 51-906, *Representational and Organizational Activities of Air Force Personnel.*

5.4.6.1. SAF/LL and SAF/FML receive and forward all Congressional inquiries to the appropriate Secretariat or Air Staff agency for response, along with an action officer’s amplification on the nature of the inquiry as appropriate. AF/ILV will be the focal point for all congressional inquiries on behalf of families who have lost loved ones in Air Force aviation mishaps.

5.4.6.2. AF/ILV will review available summaries of investigation information and will coordinate with the MAJCOM POC to respond to congressional inquiries, assess the quality of information flow, and determine if additional guidance or assistance is required.

5.4.6.3. AF/ILV will insure that coordinated responses to all congressional inquiries are provided to SAF/LL by the assigned suspense date, and AF/CVA is briefed on any information flow problems identified and/or resolved in conjunction with the inquiry.

5.4.7. Private Attorney Involvement in Investigation Information Flow:

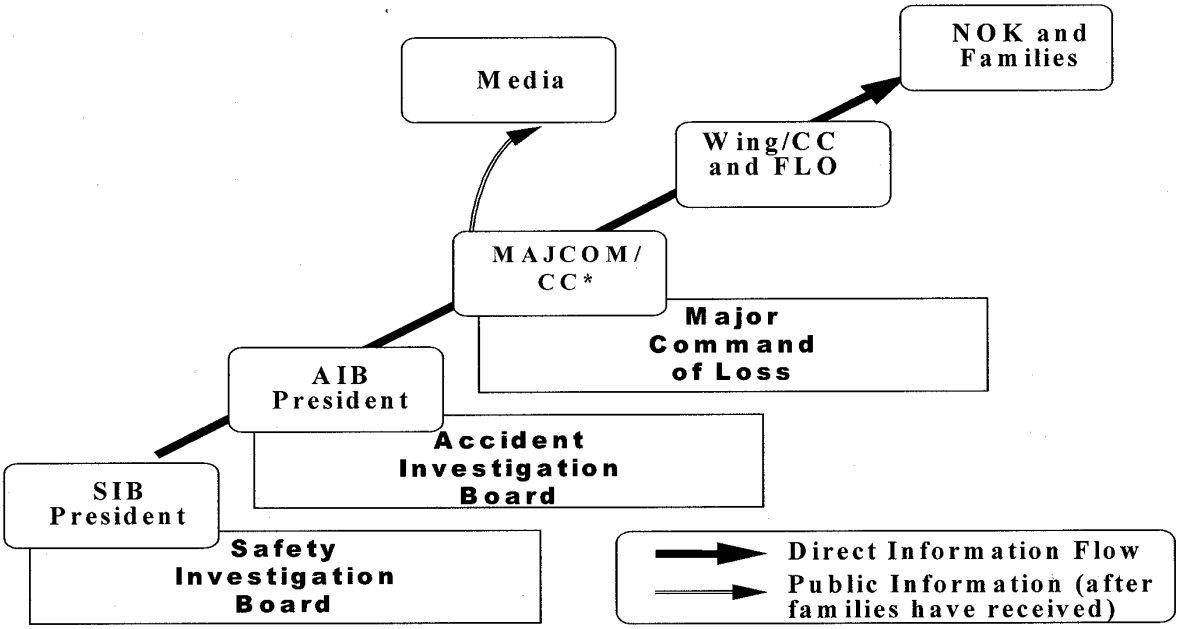
5.4.7.1. The families of persons lost in Air Force aviation mishaps frequently seek legal counsel following their loved one's accidental death, and have an absolute right to do so. Report any information regarding potential legal action to the local staff judge advocate (SJA). The SJA is required to immediately notify AFLSA/JACT of new or potential tort litigation against the US or its employees. AFLSA/JACT should notify AF/ILV, NAFs and MAJCOMs (as appropriate) concerning this communication.

5.4.7.2. The presence of attorneys at meetings intended purely to provide information or support to family members can change both the relationship between information providers and the family and the tone of the meeting itself. If commanders or FLOs are asked if an attorney may be present during family meetings, they should refer that request to their servicing Staff Judge Advocate. If time or circumstances make such a referral impractical, such as being confronted by an attorney at a scheduled family meeting, commanders and FLOs should contact AFLSA/JACT, DSN 426-9055 (commercial 703-696-9055) for guidance.

5.4.7.3. If a family meeting must proceed with a private attorney present, but without the opportunity to obtain Air Force legal advice, inform the family that such meetings are strictly intended to keep them up to date on the progress of the investigation and to ensure their support needs are being met. If the attorney has a list of questions for the family to ask, offer to take the questions back to your headquarters for the purpose of obtaining as complete an answer as possible. Do not attempt to answer questions which require subject matter expertise (entitlements, investigative conclusions, etc.).

5.4.8. The Role of the Chain of Command in the Flow of Investigation Information. The information flow process prescribed by this instruction is designed to follow the chain of command to the maximum extent possible. The objective of this sequential handling is to maintain the independence and integrity of the investigative process while properly equipping commanders to respond to their obligations to family members. EXCEPTION: For ARC investigations convened by the gaining MAJCOM the information flow process will be coordinated with AF/RE or NGB/CF as applicable. Figure 5.1 depicts the linear nature of this process.

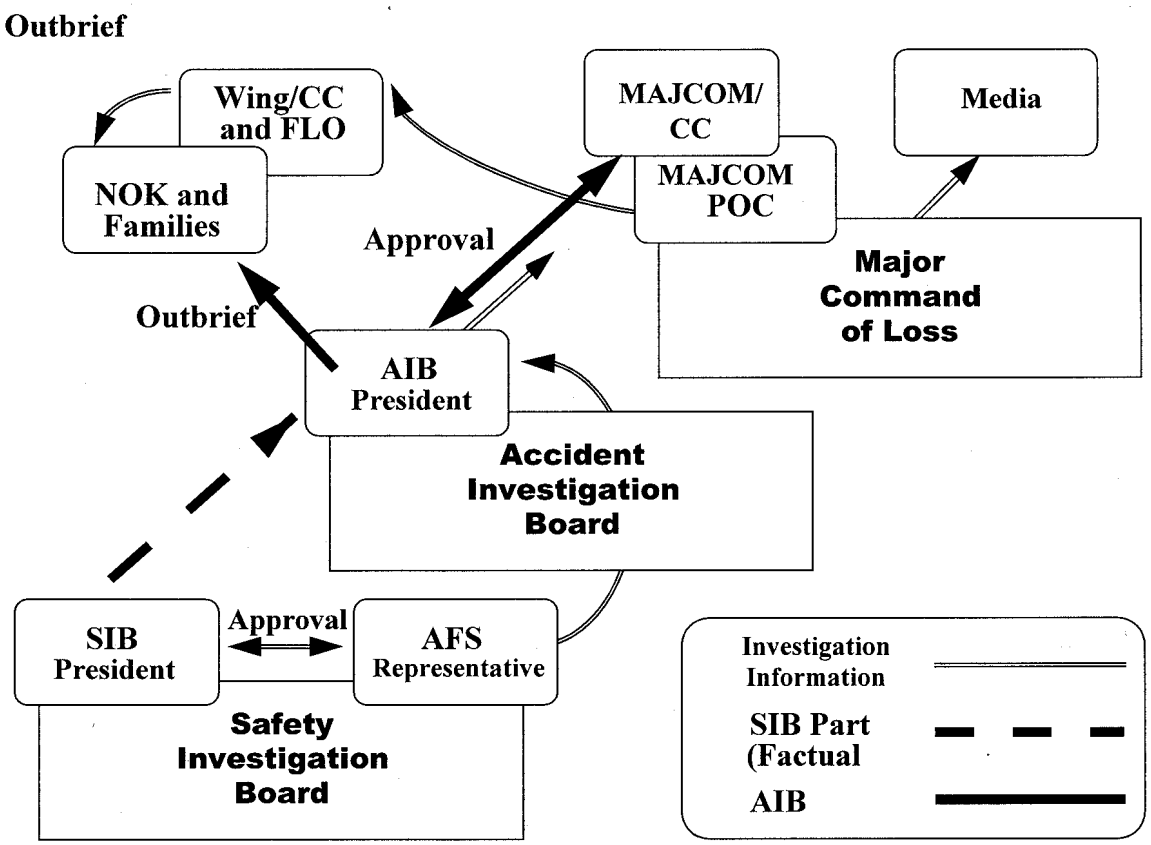
Figure 5.1. Sequential Investigation Information Flow.



The above illustration also shows that information flow during an investigation is unidirectional, not interactive. While the Air Force fully acknowledges the need family members have for information regarding a loved one's loss, it is essential not to disrupt or delay properly constituted investigations. In other words, until the accident investigation is complete, it is not appropriate to attempt to respond to direct inquires regarding investigative conclusions, causes, etc., because the analysis of the information itself is not yet complete. Similarly, it is important to take care not to inadvertently mislead family members or the public by prematurely releasing potentially inaccurate or incomplete information.

5.4.9. Notional Investigation Information Flow for Typical Mishaps**.** See Figure 5.2 for a depiction of the notional information flow process.

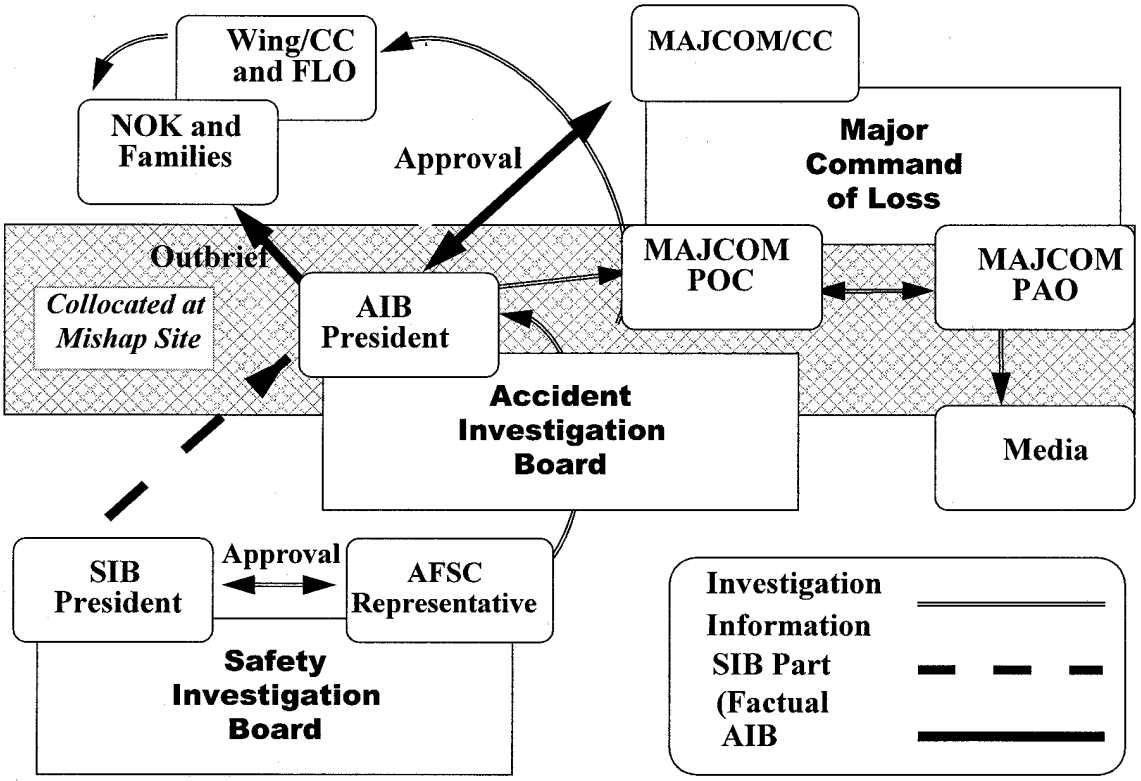
Figure 5.2. Notional Information Flow from Investigations to Families and Other Parties.



5.4.10. Notional Information Flow for Mishaps of Major Public Interest. In rare cases, the convening authority may elect to dispatch a general officer to a mishap location to serve as Air Force spokesperson regarding the investigation, resolution of claims, environmental cleanup, or other major issues associated with the mishap. That general officer will be designated the "MAJCOM POC" for the purposes of this instruction and will perform all duties described in paragraph 5.3.4 above. To facilitate effective information flow under these circumstances, the MAJCOM/PA will dispatch a PAO, either from the MAJCOM staff or an augmentee, to assist in preparation of summaries of investigation information and related press releases.

5.4.10.1. See Figure 5.3 for a depiction of information flow when the MAJCOM POC is collocated with the AIB President.

Figure 5.3. Notional Information Flow (Collocated General Officer MAJCOM POC).



5.4.11. Information Flow to Other Federal Agencies:

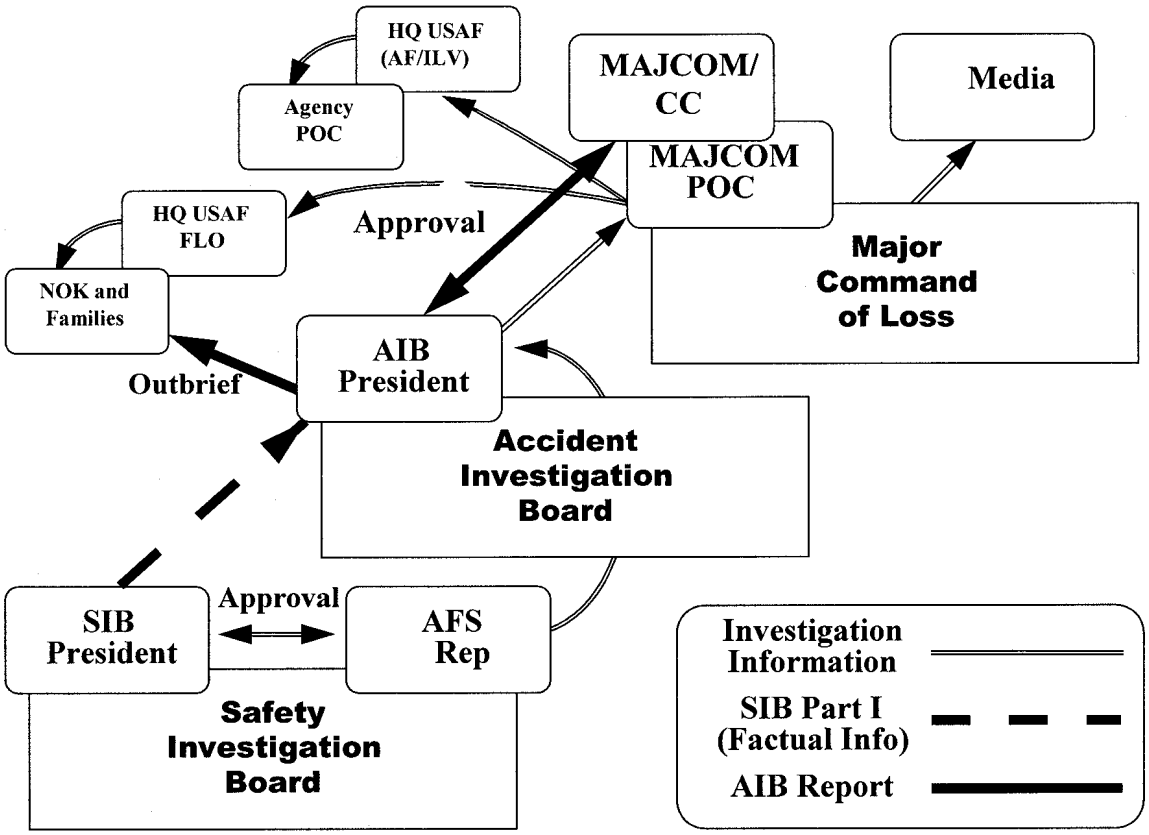
5.4.11.1. Members of other federal agencies from all three branches of government make use of Air Force airlift and are thus exposed to possible loss in an Air Force mishap. In the event of such a loss, the leadership of the affected agency may have a need for timely investigation information similar to that of the family members.

5.4.11.2. The Air Force will offer the services of a family liaison officer to the family of each member of another federal agency lost in an Air Force mishap. If this offer is accepted, AF/CVA will appoint qualified FLOs and ensure AF/ILV has provided them with all summaries of investigation information prepared by the MAJCOM POC. In addition, AF/ILV will ask the FCAT members to receive all summaries of investigation information for their internal use. Should the other agency decline the Air Force's offer of a dedicated FLO, it is anticipated that the agency's POC would assume responsibility for ensuring regular updates are provided to survivors as appropriate.

5.4.11.3. This instruction is not to be interpreted as authority to provide investigation information to other federal agencies for any reason other than to ensure it reaches the survivors of their deceased members as rapidly as possible. The President, Vice President, and Secretary of Defense are entitled to receive all such information they consider necessary, but all such requirements will be fulfilled through Departmental channels, and not under this instruction. (For congressional inquiries not associated with the loss of Members of Congress or their staff, see paragraph 5.4.6.)

5.4.11.4. See Figure 5.4 for a depiction of desired information flow between the Department of the Air Force and other federal agencies following the loss of members of those agencies.

Figure 5.4. Notional Information Flow to Other Federal Agencies Following the Loss of Their Personnel in an Air Force Mishap.



5.5. Survivor Assistance on the Internet. The information-sharing capabilities of the Internet make it an ideal means of providing useful assistance to families. AF/ILV is responsible for the Survivor Assistance Website to provide assistance to families. This site may also be utilized to post accident reports that have been previously released to family members and the media. Such action will preclude duplicating paper copies of reports that are already in the public domain.

5.6. Toll Free Number. AF/ILV will staff and operate a toll free number for information for families and friends. If needed, additional toll free numbers will be obtained and activated. SAF/PAZ and local PA offices will publicize the toll free number. AF/ILV will telephone primary family members of individuals who survive an aviation mishap.

5.7. Post-Mortem Examination (Autopsy) Results and Death Certificates:

5.7.1. Post-mortem examination results represent a particularly sensitive type of information to which next-of-kin are legally entitled, but other "family" members may not be. Autopsy reports are public records in some states, but are protected as a matter of personal privacy in others. Local coroners sometimes exercise rights of their specific jurisdictions to require autopsies to be accomplished in their own facilities, or by their own staffs. In other cases, military Medical Treatment Facility or Armed Forces Institute of Pathology (AFIP) personnel may conduct the autopsy, creating records which may or may not be subject to release under the Freedom of Information Act, depending on the facts of the case and the privacy considerations of the surviving family members.

5.7.2. Autopsy reports are never included in accident investigation board reports.

Chapter 6

BENEFITS AND SERVICES FOR SURVIVORS OF ACTIVE DUTY, AIR FORCE RESERVE, AND AIR NATIONAL GUARD MEMBERS

6.1. Casualty Assistance. The Casualty Assistance Representative (CAR) possesses comprehensive information regarding post-death benefits which needs to be conveyed to NOK and other family members as quickly and efficiently as possible. During the family briefings the CAR addresses:

6.1.1. Air Force Benefits and Entitlements:

6.1.1.1. Death Gratuity: A lump sum paid to eligible beneficiaries of a member who dies on active duty, active duty for training, or inactive duty for training. It helps the survivors meet immediate financial needs during their readjustment.

6.1.1.2. Unpaid Pay and Allowances: A lump sum the Air Force pays to the beneficiary named by the member prior to death, which includes all pay and allowances due the member but unpaid at the time of death.

6.1.1.3. Survivor Benefit Plan (SBP): A monthly payment made to the spouse (or, in some cases, the children) of a member who dies on active duty and is eligible for retirement (20 or more years of active service).

6.1.1.4. Dependent Travel and Shipment of Household Goods: Arrangements for dependents' moving expenses, including shipment of household goods and one privately owned vehicle. (These entitlements are governed by the Joint Federal Travel Regulation, Volume I, the Joint Travel Regulation, Volume II, and AFI 24-101, *Passenger Movement*; arrangements for these services must not be made without first consulting the Traffic Management Officer)

6.1.1.5. Reissuance of the Uniformed Services Identification and Privilege Card (ID Card): ID cards issued while the sponsor was alive are not valid; the holder must apply for a new card that shows he or she is a dependent of a deceased service member.

6.1.1.6. Medical Benefits: Eligibility and availability.

6.1.1.7. Commissary and Base Exchange (BX): Eligibility and availability.

6.1.1.8. Use of Base Transient Quarters: Dependents may occupy transient quarters when approved by the installation commander, provided they have current ID cards (Uniformed Services Identification and Privilege Card).

6.1.1.9. Legal Assistance: Availability of base staff judge advocate services for preliminary advice on post-death matters.

6.1.1.10. Continued Occupancy in Government Housing: Dependents occupying Government housing on the date the member dies may continue to occupy such housing without charge for a period of 180 days; if dependents are not occupying government housing, they may receive a Basic Allowance for Quarters and a Variable Housing Allowance, or an overseas housing allowance for 90 days after the member's death.

6.1.1.11. Financial Assistance: The Air Force Aid Society may offer temporary financial assistance to a dependent faced with a financial emergency based on immediate needs.

6.1.2. Social Security Benefits:

6.1.2.1. Monthly Payment: The Social Security Administration makes monthly payments to some qualified persons based on their age and relationship with the decedent. (e.g. a spouse who was living with the member at the time of death; or if no surviving spouse, it pays the lump sum to the eldest child eligible for monthly Social Security benefits during the month that the member died.)

6.1.3. U.S. Department of Veterans Affairs (VA) Benefits:

6.1.3.1. Dependency and Indemnity Compensation (DIC): the VA pays DIC to certain relatives of service members whom the VA determines died from service-related injury or illness; the VA does not pay DIC if it determines that the member's own misconduct contributed to the death.

6.1.3.2. Education Benefits: Dependents Educational Assistance provides educational opportunities for certain relatives of a service member who dies from service-connected injury or illness; in addition to the Dependents Educational Assistance program, various programs are available to help dependent children reach their education goals.

6.1.3.3. VA Home Loan: an unremarried spouse of a service member who died from service-related injury or illness may be eligible for a government-insured home loan.

6.1.3.4. Non-service-connected Death Pension: A monthly payment which applies to eligible widows or widowers and qualifying children of wartime or Vietnam-era service members who died from causes not related to military service.

6.1.3.5. Headstone or Grave Marker: the US government provides headstones or grave markers for the grave sites of those interred in national cemeteries; these are also made available for veterans buried in private cemeteries, but the family must pay the cost of placing the marker in a private cemetery.

6.1.3.6. Servicemen's Group Life Insurance (SGLI): Based on the member's election of coverage, the Office of Servicemen's Group Life Insurance processes and pays claims under the jurisdiction of the VA.

6.1.3.7. Veterans Educational Assistance Program (VEAP) and Montgomery GI Bill Refunds: if the service member contributed to either of these programs, the designated SGLI beneficiary may receive any unused contributions.

6.1.4. Miscellaneous Benefits:

6.1.4.1. Commercial Life Insurance: survivors will be advised to contact their CAR or insurance company for settlement guidance.

6.1.4.2. Credit Unions, Banks, and Charge Accounts: survivors will be advised to contact all financial institutions concerning transfer of accounts to the survivor's name, and also to ask about any insurance associated with the accounts.

6.1.4.3. Air Force Village Foundation: widows and widowers of active duty Air Force officers and their minor dependent children may live at the Village for one year immediately after an active duty member's death; the widow or widower must be age 62 or over to become a permanent resident.

6.1.4.4. Air Force Enlisted Men's Widows and Dependents Home Foundation: widowed spouses over age 55 of Air Force enlisted members are eligible for residency.

6.1.4.5. Civil Service Job Preference: a widow or widower may be eligible to receive a ten point veterans service preference for Federal service employment if the deceased member served in wartime or in a peacetime campaign or expedition for which the member received a campaign badge or service medal.

6.1.4.6. State Benefits: many states have laws that provide certain rights, benefits, and privileges to the spouse and children of deceased service members, including bonuses, educational assistance, employment preference, and tax exemptions.

6.1.4.7. Income Tax Benefits: some death benefits may be taxable, and some death-related expenses are deductible.

6.1.4.8. Victim Witness Assistance Program (VWAP): Should the investigation become a criminal one or if the accident is suspected to be an act of terrorism, coordinate with the local Air Force Victim Witness Assistance Liaison to arrange victim witness assistance services. The VWAP liaison will be assigned to the base legal office. If it were unclear which installation should act as the liaison, contact the Air Force Victim Witness Assistance Coordinator at AFLSA/JAJM to determine which base legal office would be the most appropriate office to act as the VWAP liaison. All victims should be treated in accordance with the guidelines outlined in AFI 51-201, chapter 7.

6.1.5. Educational Assistance:

6.1.5.1. Scholarship Information: many states, universities, and other groups sponsor scholarship programs for the children of deceased service members (particularly those with wartime service).

6.1.5.2. The Air Force Aid Society (AFAS) Guaranteed Student and Parent Loan Programs: the AFAS offers educational loan programs to Air Force personnel and their children, spouses, and widows or widowers to help them finance post-secondary education.

6.1.6. Death Certificates. The Air Force Casualty Assistance Division, located at Headquarters Air Force Personnel Center (HQ AFPC), Randolph AFB TX 78148, publishes DD Form 1300, *Report of Casualty*, which in effect, is an Air Force death certificate. The DD Form 1300 used in lieu of certified copies of the civilian death certificate under some circumstances when proof of death is required for submissions of claims, etc. DD Form 1300 may not be an adequate substitute in all circumstances. See paragraph 5.6 in connection with local jurisdiction and issuing death certificates. Copies of the DD Form 1300 will be provided to appropriate family members without cost. (The cost of certified copies of civilian death certificates is a personal expense not payable by the Air Force.)

6.1.7. Air Reserve Component Entitlements. Some programs unique to the Air Force Reserve, such as the Reserve Component Survivor Benefit Plan, may be available to survivors of Reservists. Some entitlements described above also vary between active duty and Air Reserve Component members. The Air Reserve Personnel Center's Entitlements/Casualty Branch, DSN 926-6576, can help answer specific questions regarding these differences.

6.1.8. Summary. See AFI 36-3002, Attachment 21 for more detailed information on all of these entitlements. Bear in mind that the specialized expertise of the CAR is irreplaceable in discussing these matters with the families, and every effort should be made to put the CAR in direct contact with any eligible individual who has specific questions.

6.2. Critical Incident Stress Team. The CIST process is generally described in Chapter 2 and is explained in the context of initial casualty notification in Chapter 4. Critical Incident Stress Management

(CISM) services are specialized benefits, which should be drawn upon as early as possible following a traumatic event to facilitate understanding of and provide guidance through the grieving process. Sudden loss can have profound medical and psychological effects, which can be mitigated with timely and caring support. The CIST skill set includes: recognition of physical and mental conditions requiring monitoring and/or referral; techniques for confronting and addressing loss; tailored intervention procedures for children, the elderly, and persons of different cultural and ethnic backgrounds; and strategies for dealing with the special stresses created by losses suffered while at overseas assignments, or within small, tight-knit communities. Commanders and family liaison officers should seek CIST counsel when attempting to determine a family's readiness to receive and act on information (see Chapter 5). They should also obtain CIST expertise in addressing their own personal response to the mishap, as well as the need for outreach to the base or surrounding community.

6.3. Mortuary Affairs. The Air Force Mortuary Affairs program is administered through the base Services (SV) function, the MAJCOM/SVs, and the Air Staff (AF/ILV). Subject matter expertise resides at the Air Force Services Agency (HQ AFSVA/SVOM) in San Antonio TX. The following is a brief synopsis of a complex and sensitive subject; commanders and FLOs are strongly advised to seek expert assistance when specifically questioned on any issues regarding entitlements or eligibility. In all such cases, base mortuary affairs officers, followed by MAJCOM/SV personnel, must be consulted first; if the matter cannot be resolved satisfactorily at either of those levels, commanders may contact HQ AFSVA/SVOM at DSN 487-5806 or (800) 531-5803 for guidance, but only after all other opportunities for resolution have been exhausted.

6.3.1. Source Documents and General Information:

6.3.1.1. AFI 34-501, *Mortuary Affairs Program*: this is the overarching guidance for all mortuary affairs-related activities, including the "Current Death Program" (preparation and transportation of remains), the "Personal Property Program" (managed through the summary court process under AFI 34-244, *Disposition of Personal Property*), and the "Installation Honor Guard Program" (which ensures military honors are as widely available, as possible to respond to funeral and memorial requests IAW AFI 34-503, *USAF Base Honor Guard Program*).

6.3.1.2. AFPAM 34-261, *Mortuary Services Benefits For Members Who Die While On Active Duty:* this is an extremely useful pre-need publication which should be reviewed by all FLOs prior to their first contact with family members. It is addressed to members rather than family members, and thus should be used as reference material rather than as a document to be provided to the family. Relevant family information is included in AFPAM 34-11XX.

6.3.1.3. AFPAM 34-260, *Mortuary Services Benefits for Retired Air Force Members*: the retirees' equivalent to AFPAM 34-261. (See paragraphs 1.4 and 7.5 for conditions under which retirees may be served by the AFSAP process.)

6.3.2. The Identification Process. Per AFMAN 34-243, *Mortuary Affairs Program Procedures*, the Air Force must segregate and individually identify remains of deceased personnel whenever possible. A scientific identification is performed by an Armed Forces Medical Examiner (AFME) on an individual or group of individuals when any condition exists which leaves the remains severely damaged and unrecognizable (non-viewable).

6.3.2.1. The mortuary affairs officer responsible for search and recovery of remains is also responsible for ensuring the examining official processes remains for individual identification.

Commanders or their representatives are strongly discouraged from communicating identification information to the next of kin before a medical and mortuary expert identification has been established. Identification by friends or co-workers does not constitute official, positive identification. NOTE: Premature family notifications before confirmation that individuals are actually on the aircraft may result in undue emotional trauma.

6.3.2.2. The official who identifies the remains for identification officially designates them as individually identified when it is concluded, beyond a doubt, that their identification findings (made through review of available physical and documentary evidence and examination of personal effects) are in favorable agreement with an individual by name.

6.3.2.3. An Armed Forces Medical Examiner is responsible for establishing identification of remains under Air Force control. No remains are officially designated as unidentified or unknown unless and until an Air Force identification specialist makes a complete review of the case.

6.3.2.4. The family has the right to engage, at their expense, a private, professional forensic specialist to examine the remains following positive individual identifications established by the AFME and the Air Force for remains of Air Force personnel (active duty, family members, civilian employees and their family members, and certain other eligible persons). If the family wishes to exercise this right, they should advise Mortuary Affairs personnel, either directly or through the family liaison officer.

6.3.3. Mortuary Briefings. The base mortuary affairs officer typically presents these briefings to family members. They typically include, but are not limited to, the following matters: 1) Transportation of remains from place of death to place of interment. 2) Primary (funeral) and secondary (interment) expense items. 3) Next-of-kin travel entitlements (which may be facilitated by FLOs, but must always be coordinated with servicing Traffic Management Officer and Mortuary Affairs Officer). 4) Escorts (see AFPAM 34-259, *Escorting Deceased Air Force Military Personnel*). 5) Military funeral honors (the Air Force provides full military honors, including an Air Force chaplain and, if eligible, a "flyover" as described in AFI 11-209, *Air Force Participation in Aerial Events*; commanders should bear in mind that, even if approved, on the day of the funeral a flyover may be limited by inclement weather or availability of aircraft). 6) Government headstone or memorial markers. 7) Interment in a Government (National) Cemetery (see AFMAN 34-243 for national cemetery location, interment, and eligibility information). 8) Personal Property and Effects (the Summary Court process (See paragraph 6.4 below). A separate briefing should be conducted for each NOK family to ensure that the concerns or questions of each family are addressed.

6.3.4. Release of Bodies**.** When an Air Force member dies outside the limits of an Air Force installation, his or her body cannot be recovered or transferred from the place of death to some other location by Air Force personnel without the express permission of local civil authorities. However, the Air Force will take all necessary steps to secure such permission as quickly as practical.

6.4. Summary Court Process. The Summary Court process, executed by the designated SCO, can accomplish the following tasks: Getting property disposition instructions from the NOK or designated individual; inventorying, packing, shipping, and storing personal property as specified; turning in military identification (ID) and other military documents and equipment; disposing of mail, personal papers, funds, and negotiable instruments; locating and redirecting property in transit or in nontemporary storage; disposing of property without a designated recipient. For detailed information see AFI 34-244, *Disposition of Personal Property*. Commanders should make every effort to return non-government property and

personal effects not required for investigative purposes to the decedent's family as quickly as possible, based on the next-of-kin's formally expressed desires. (Written expression of NOK wishes may be passed through either the mortuary affairs officer or the SCO.)

6.5. Memorials and Memorial Services:

6.5.1. Wing/installation commanders may set aside real property on their installation for construction of a suitable memorial to multiple victims of a single major mishap, or for a tribute to the memory of multiple base personnel who have died in the line of duty. Individuals may be memorialized through renaming of a street or structure, with landscaping projects such as a memorial grove of trees, by adding them to an existing memorial, or by other means prescribed in AFI 36-3108, *Memorialization Program and Ceremonies*. Should special circumstances surround an individual death, such that it warrants special recognition, consult AF/ILV for policy guidance.

6.5.2. Appropriated funds are not available to construct memorials. However, this in no way precludes private organizations from establishing a fund in a local financial institution, which may receive donations or the proceeds of fundraising events for construction purposes. Donations or proposals for memorial construction projects should be processed in accordance with AFI 51-601, *Gifts to the Department of the Air Force*.

6.5.3. Permanent memorials represent the Air Force's connection with its heritage and legacy. Even in cases where base realignment and closing action has resulted in the loss of facilities, the Air Force has established procedures for ensuring that relocatable or transferable memorials can be moved. However, such memorials can be of equal or even greater importance to family members who may remain in the area of the closed facility, and their desires must be accommodated to the maximum extent possible.

6.5.4. Commanders of the home installation of those who have been lost may conduct a local memorial service in their honor for the benefit of base personnel. Such services are typically arranged through the base chaplain and are conducted in the base chapel or other appropriate locations. However, when remains are not recovered, commanders have no defined responsibilities for funeral services or family-requested memorial services. Such observances are arranged by and for the affected families. The mortuary affairs officer of the base responsible for military honors (see AFI 34-243) will provide requested honors support. Chaplain support may also be provided by the installation providing military honors at the request of the families. The base mortuary affairs officer handling the mortuary case assists families with travel arrangements to and from the location of the memorial service and applies for reimbursement of authorized expenses as required.

6.5.5. The remains of persons lost in Air Force aviation mishaps which occur outside the United States may be returned to the country by way of the Air Force mortuaries at Dover AFB DE or Travis AFB CA. "Arrival ceremonies" at these aerial ports of entry are not normally conducted.

6.6. Legal Assistance:

6.6.1. AFI 51-504, *Legal Assistance, Notary, and Preventive Law Programs*, governs base-level legal assistance activities. These efforts are characterized as "mission-related" (those which ensure that the legal difficulties of military members do not adversely affect command effectiveness or readiness) and "non-mission-related" (wherein certain categories of beneficiaries are provided support as

resources permit). Military legal assistance attorneys shall provide advice and services to eligible family members in accordance with AFI 51-504.

6.6.2. When in the interests of the command, SJAs may authorize non-mission related legal assistance to someone who is not an eligible beneficiary in accordance with AFI 51-504. In the case of next-of-kin and family members of service members who have died or been rendered incapacitated as a result of an Air Force mishap, the SJA should carefully weigh the interests of the command with the benefits of providing service.

6.6.3. Legal assistance is the one type of support that must be obtained by the family personally. FLOs may not act on their behalf. Guidance to USAF Judge Advocate General (JAG) personnel and civilian Air Force attorneys is explicit on this point: "Do not enter into an attorney-client relationship on legal issues or concerns raised on behalf of another person, even if the other person is eligible for legal assistance."

6.7. Family Liaison. A family liaison officer will be made available to any family or next-of-kin to provide timely, accurate information regarding the loss of a loved one. Secondarily, family liaison officers will facilitate the delivery of all services to which the persons they are supporting are entitled. (See paragraph 2.2 for a discussion of the FLO's duties.)

6.8. Information and Referral for Mental Health Assistance:

6.8.1. Persons who undergo the unexpected loss of a loved one, whether a spouse, a parent, a child, or a sibling, may are expected to grieve. Feelings of sadness and associated symptoms such as insomnia, poor appetite, and weight loss are common reactions. The duration and expression of "normal" bereavement varies among different cultural groups. However, the shock and stress created by such an event can sometimes result in dangerous or unhealthy states of mind, ranging from depression to suicidal or homicidal tendencies.

6.8.2. The Air Force's first opportunity to identify and help mitigate the possibility for such responses comes during initial notification, followed closely by the first visit of the Critical Incident Stress Team (See paragraph 2.9). Early intervention and counseling can often forestall major downstream problems by helping the bereaved express their feelings, or at least approach them in a structured, constructive manner.

6.8.3. Involved persons who observe any of the following behaviors should encourage those persons displaying them to seek mental health care when appropriate (Air Force members may be referred to mental health professionals IAW AFI 44-109, *Mental Health and Military Law*):

6.8.3.1. Indicators that a family member is experiencing symptoms which are not characteristics of a "normal" grief reaction: Guilt about things other than actions taken or not taken by the survivor at the time of the death; thoughts of death (such as survivor feeling that he or she would be better off dead or should have died with the deceased person); morbid preoccupation with worthlessness; visible generalized slowing of movements and speech; prolonged and marked impairment in daily functioning; hallucinatory experiences other than thinking that he or she hears the voice of, or transiently sees the image of, the deceased person; prolonged, intense sadness with symptoms of insomnia, loss of appetite, weight loss, which last longer than two months.

6.8.3.2. Indicators that the individual may be suicidal: actual threats of suicide, preoccupation with death or suicide; prolonged lack of interest in activities; social isolation; feelings of hopeless-

ness and helplessness; preparations for one's own death (e.g., giving away possessions, saying good-byes to loved ones); unusual purchases (e.g., guns, ropes, etc.); significant changes in behavior (e.g., decline in work performance, aggressive /violent behavior).

Chapter 7

BENEFITS AND SERVICES FOR SURVIVORS OF CIVILIANS

7.1. General. This chapter is designed to help commanders ensure the prompt delivery of appropriate assistance to civilians. Three distinct types of civilians are typically at risk of loss in the course of Air Force flight operations: 1) Federal employees, to include, non-appropriated fund employees; 2) military retirees and 3) Non-federal personnel (private citizens).

7.1.1. Because each category may include people entitled to different benefits programs or possessing different standing to make claims or take other legal action against the government, each situation requires careful judgment in the delivery of appropriate post-mishap/death information and support to survivors. However, in all cases, the families of civilians have an absolute right to the same level of information flow and one-on-one family assistance as is accorded survivors of military members.

7.2. Air Force Civilian Employees:

7.2.1. Commanders should refer to AFI 36-809, *Survivor Assistance*, for detailed information regarding Air Force civilian employee deaths in Air Force aviation mishaps. This instruction prescribes many of the same kinds of services and support for the families of deceased civilian Air Force employees as are made available to the families of military decedents. The civilian Survivor Assistance Program's goal is essentially the same as that of its military counterpart: to reduce the trauma on the deceased's next-of-kin. Each person handling the personal affairs of a deceased civilian employee must act with compassion and on a confidential basis.

7.2.2. Supervisors of civilian employees are responsible for many of the activities assigned to summary court officers for military decedents, including: Completion of appropriate personnel actions; closeout of time and attendance records for pay purposes; securing the employee's personal property for prompt inventory and shipment to the authorized recipient as directed in AFI 34-244, *Disposition of Personal Property*; arranging for turn-in of government property charged to the employee.

7.2.3. In addition, some civilian-specific tasks are conducted by supervisors following the death of a civilian employee, including preparation of compensation forms as directed in AFI 36-811, *Injury Compensation*, or AFI 34-308, *Service Workers Compensation Program*, as appropriate, if a work-related injury or illness caused the employee's death; notification of an official of any union or employee group that the employee belonged to, so it may provide any insurance or other benefit due to survivors.

7.2.4. Civilian Personnel Flight (CPF), Human Resources Offices (HRO), and the Air Force Personnel Center's Directorate of Civilian Personnel Operations (HQ AFPC/DPC) also perform support and family assistance functions following the death of an Air Force or DoD civilian employee, including: Contacting the next-of-kin and offering the assistance of AFPC or the servicing CPF (or that of a more conveniently located Air Force CPF); mailing copies of letters and supporting information to other CPFs or HROs mentioned in letters of assistance, to hasten any help they are expected to provide; counseling the survivors about their entitlements, which may include: unpaid compensation; death benefits under the Civil Service Retirement System, the Federal Employees' Retirement System, the Nonappropriated Fund Retirement Plan, the Thrift Savings Plan, the Nonappropriated Fund 401(k) Plan, the Federal Employees' Group Life Insurance Program, and the Nonappropriated Fund Group Life Insurance Plan; health benefits coverage; possible eligibility under the Federal Employees' Com-

pensation Act or Nonappropriated Fund Workers Compensation Program if a work-related injury or illness caused the death; availability of special benefits if the death occurred because of terrorist or military action through the Department of Justice, Federal Bureau of Investigation and the Victim Witness Assistance Program; and Family Support Center services.

7.2.5. Commanders will appoint a family liaison officer (FLO) to the family of any Air Force civilian employee who dies in conjunction with an Air Force mishap to ensure unimpeded flow of information to the affected family. The assigned FLO will also work closely with the employee's supervisor and AFPC or the appropriate CPF or HRO to ensure personal assistance in obtaining authorized support and services.

7.2.6. Eligibility for transportation of survivors and remains is dependent upon the employee's status and location at the time of death. When authorized, the installation mortuary affairs officer assists the NOK on mortuary affairs benefits.

7.2.6.1. When an employee dies while traveling on official government business, or while permanently serving outside the 50 states and District of Columbia, the remains are prepared and transported as provided for in AFI 34-501, *Mortuary Affairs Program*, and the Joint Travel Regulation (JTR), volume 2, chapter 6, part B.

7.2.6.2. When an employee stationed outside the CONUS dies, travel and transportation of family members, household goods, and personal effects are provided as specified in AFI 34-501 and the JTR, volume 2, chapter 6, part B.

7.2.6.3. If a civilian employee in the U.S. is not traveling on government business at the time of death, preparation and transportation of remains may not be accomplished at government expense. Similarly, transportation of family members or shipment of their household goods and personal effects is not authorized for civilian personnel who are stationed in the CONUS. Contact AF/ILV if a SECAF waiver may be warranted.

7.3. Federal Civilian Employees. The entitlements made available to the families of Air Force civilian employees under the Survivor Assistance Program (AFI 36-809) should be made available to other federal civilian personnel in equivalent employment status to the maximum extent possible. The parent agency is ultimately responsible for ensuring survivor assistance. For the purposes of this instruction, "civilian employees" are understood to be federal Civil Service appropriated fund or non-appropriated fund employees. Congressional members and professional and committee staff members may have markedly different entitlements. Commanders must consider each situation individually, with every effort made to provide fair and equitable treatment to all involved. When in doubt, consult AF/ILV.

7.4. Private Citizens:

7.4.1. For the purpose of this instruction, a "private citizen" is defined as anyone not employed by the federal government who is involved in a fatal Air Force mishap. For the purposes of this paragraph, foreign citizens (other than foreign military personnel) are included in this category as well.

7.4.2. Private citizens are occasionally authorized travel aboard Air Force aircraft for official purposes described in the Joint Transportation Regulation (JTR). The families of persons who lose their lives in conjunction with an Air Force mishap will be accorded the same opportunities for family liaison officers and investigation information flow accorded all other categories of personnel discussed in this instruction

7.4.3. Deceased retired military personnel are entitled to some mortuary service benefits similar to those of active duty personnel in recognition of their long and faithful service, within the limits of the law. These include: Military funeral honors (within the limits of available resources in the area of interment); Veterans Administration (VA) benefits (interment in a national cemetery, preparation of a government headstone, a "burial allowance," and a memorial flag); space-available transportation from overseas to CONUS under certain criteria determined by the State Department. However, unless a retiree dies while an in-patient in an Armed Forces medical facility, the costs associated with transportation of remains within the CONUS are not covered. Consult AFPAM 34-260 for details on the benefits for which the families of retirees may be eligible; see also paragraph 1.4.5 of this instruction for additional information.

7.5. Commanders' Quick Reference on Civilian Eligibility for Benefits and Services. Table 7.1 summarizes the various benefits and services to which the various categories of civilians described in this chapter may be entitled. It is intended as a generalized overview only. Commanders must contact the appropriate functional expert any time specific questions need to be addressed on behalf of families seeking assistance.

Table 7.1. Civilian Eligibility for Benefits and Services.

Service/Support	Federal Civilian	Military Retiree	Private Citizen
Family Liaison Officer	A	A	A
Mortuary Affairs	Limited (note 3)	Limited(note 2)	N(note 7)
Summary Court	A	A(note 1)	A (note 1)
Transportation of Remains	A(note 3)	N (note 2,6, 7)	N (note 6,7)
Survivor Travel at Government Expense	A(note 8)	N(note 4)	N (note 4)
Funeral / Memorial Service	Limited(note 5)	Limited(note 5)	Limited(note 5)
Emergency Chaplain Assistance	A	A	A
Critical Incident Stress Mgmt Assistance	A	A	A
Information and Referral	A	A	A
Legal Assistance	A (overseas)	A	N

A = authorized N = not authorized

Notes: Specific eligibility is defined by statute and the nature of transportation that may be provided is in some cases limited.

1. Summary court service is available to federal civilian employees, contract personnel, and foreign national military members and civilians. See AFI 34-244, Atch 2.

2. Retired military members who die while in-patients at Armed Forces medical facilities may be entitled to this benefit.

3. Mortuary Services are available to federal civilians stationed outside the CONUS or while traveling on official business overseas. See paragraph 7.2 and 7.3.

4. Transportation of non-Federal Employees and private citizens will be handled on a case-by-case basis.

5. Funeral benefits may be authorized if a group burial is conducted.

6. May be compensated under claims statutes.

7. Can be arranged on a reimbursable basis.

8. Transportation of family members is authorized when employee is stationed overseas.

Chapter 8

SPECIAL CONDITIONS AND CIRCUMSTANCES

8.1. Nonrecoverable Remains. The Air Force policy on the recovery of remains is as follows: when efforts to recover human remains from any inaccessible location, at sea or ashore, would unreasonably endanger the lives of those making the attempt, commanders must consider both the risks involved and the desires of the next-of-kin before pursuing them further. The following more fully explains these basic tenets:

8.1.1. In cases where aircraft crash into bodies of water or in extremely remote areas, commanders must explain to the families of those aboard that salvage operations are sometimes dangerous and generally warranted only when necessary to determine the cause of the mishap. There is also the possibility that remains could be disturbed, or less than fully recovered, during attempts to retrieve them. AFI 34-243 acknowledges these possibilities, directing Mortuary Affairs personnel to: delay requesting disposition instructions prior to termination of aircraft salvage operations without the approval of Air Force Mortuary Affairs; continue search and recovery operations for remains only until the salvage for aircraft parts is completed; and be prepared to resume search and recovery activities in the event additional remains are discovered after the aircraft salvage operation is terminated.

8.1.2. It is extremely important for the entire chain of command to be as forthcoming as possible regarding the purpose of salvage operations, as well as the feasibility and desirability of remains recovery in conjunction with such operations. For crashes in remote areas, photographs of the overall location and maps of the region frequently illustrate the problem in a way verbal explanations cannot. However, since such depictions may be the only way families might ever see the actual place where their loved one died, commanders and FLOs are advised to bear in mind the emotional impact such briefing aids might have when considering their use.

8.1.3. Since a failure to recover remains precludes a funeral service and subsequent interment, the Air Force will assist the family in arranging a memorial service with Air Force participation. The memorial service may be conducted at a place selected by the family to include a place of worship, a funeral home, a cemetery (national or private) or a combination thereof. Round trip travel will be provided at Air Force expense to attend the memorial service arranged by the family. Travel is authorized for the surviving spouse and children, or if no spouse, the decedent's parents. Consult the base mortuary affairs officer for further details; refer questions regarding special circumstances to the Air Force Mortuary Affairs Office if timely assistance cannot be obtained through base or MAJCOM/SV channels.

8.2. Disappearance of an Aircraft:

8.2.1. AFI 13-202, *Overdue Aircraft*, prescribes operational procedures to be observed following the disappearance or failure to arrive of an aircraft. All information regarding the progress of an ongoing search must be conveyed to families in a timely manner by the commander(s) who have suffered the loss, supported by updates from the commander responsible for the search.

8.2.2. AFI 91-204, *Safety Investigations and Reports*, provides for safety investigations to commence once the aircraft has been missing for 10 days. If the search is suspended prior to the 10-day point, the safety investigation begins once the search is suspended. AIB Presidents travel to the point of origin

of the flight, home station of the aircraft, or other location as appropriate to begin the information flow process explained in Chapter 5 at the same time that the SIB assembles.

8.2.3. Public affairs guidelines associated with identifying missing persons following an aircraft loss are more flexible than described in Chapter 4 of this instruction. While the fact an aircraft is missing needs to be promptly reported, the names of those aboard are not reported until the next-of-kin are notified. Thus, when an Air Force aircraft, including a contract or charter flight, is officially declared missing or crashes in a remote area, the PA office at the departure base will only release the names of passengers and crew to news media, after the next-of-kin are notified.

8.2.4. Commanders typically have three options to explore in the wake of a missing aircraft with respect to the status of the persons aboard: 1) Declare both members and civilians "missing" if the conditions under which their aircraft is missing are such that it would be premature to presume the occupants have died; 2) Declare them "Deceased" if death is the only reasonable conclusion; or 3) Report military personnel in "Duty Status -- Whereabouts Unknown" (DUSTWUN) if there is insufficient evidence to make a definite determination of death. (This status applies to military personnel only.) If a member's true status is not established within 10 days, commanders are to contact the Casualty Services Branch at the number in paragraph 2.7 to obtain further guidance. AFI 36-3002 paragraphs 2.7 though 2.12 further define these distinctions. However, the degree of latitude accorded commanders is sufficient in such cases to allow them to make reasonable assignments of status, which also gives due consideration to the needs of families. In some cases, the circumstances surrounding the disappearance of an aircraft, once investigated for a relatively brief period, make it much easier to officially declare its crew "deceased." Doing so in the face of compelling evidence of catastrophe allows all support structures and benefits to immediately come to the aid of the families, whereas unjustified indecisiveness or reluctance to "give up hope" can impede delivery of some needed services (death gratuity, etc.) and make it harder for the family to accept and deal with their loss.

NOTE: If a loss is due to hostile action, or under circumstances initially thought to be accidental but subsequently determined to be due to hostile action, contact the Casualty Services Branch for guidance.

8.3. Surviving Participants in an Air Force Mishap:

8.3.1. In some cases, Air Force members survive mishaps, which claim the lives of others. While their medical needs will be cared for as a matter of course, they will have a need for factual information regarding the mishap similar to that of family members who have lost loved ones. It is essential that CISM services are offered to survivors of mishaps to help mitigate the impact of the incident.

8.3.2. It is essential for commanders to be as forthcoming with members in this position as they are with the families of the decedents. Commanders must also make deliberate efforts to ensure surviving members are included in post-mishap memorialization activities encouraging them to grieve with their colleagues and remain fully engaged in the day-to-day life of their unit.

8.3.3. Surviving participants must be treated as material witnesses to the mishap. Their testimony must not be tainted or compromised prior to collection. This may mean accelerating both SIB and AIB formal gathering of testimony from such individuals to ensure the families of their colleagues do not pass on information they have received under this instruction to the detriment of the investigations.

8.4. Air Force Personnel Lost in Civilian Aircraft Accidents. There are two types of civil aircraft accidents in which Air Force personnel are typically lost: scheduled airline flights (which are the exclusive domain of the National Transportation Safety Board or host nation civil aviation authority, as appropriate), and flights involving civilian aircraft contracted, leased, chartered, or otherwise arranged for official transportation purposes.

8.4.1. Investigative Responsibilities and Information Flow:

8.4.1.1. The National Transportation Safety Board (NTSB) has primary investigative responsibility for any civil aviation accident, including any civil accidents in which military aircraft are also involved; information flow from an NTSB-controlled investigation is at the discretion of the Investigator In Charge (IIC).

8.4.1.2. The Air Force may also conduct its own independent investigations of any aircraft accident where both civil and Air Force aircraft are involved; information flow from these investigations is as described in Chapter 5 of this instruction.

8.4.2. Air Force Participation in and Review of Civil Aircraft Accident Investigations:

8.4.2.1. The Chief of Safety (AF/SE) will invoke "party status" on behalf of the United States Air Force for every NTSB investigation of a fatal accident involving a contract air carrier, a United Nations peacekeeping or humanitarian airlift aircraft, or a collision between civil and military aircraft where Air Force personnel are lost.

8.4.2.2. Upon request of the family, AF/SE may direct a review of the investigation report of any civil aircraft accident in which an Air Force member has died. This may include review of the National Transportation Safety Board's "public docket," examination of physical evidence, and discussions with NTSB "major investigations" personnel. The assistance and support of the NTSB's Director of Aviation Safety will be solicited in all such cases, but is not required to carry out the intent of this section.

Chapter 9

MAINTAINING CONTACT WITH SURVIVORS

9.1. Governing Concept. Air Force members who give their lives in the service of their country merit our ongoing gratitude and respect. However, it is in the best interests of all parties involved -- families, commanders, and unit personnel alike -- to make positive efforts toward closure and looking to the future. The best gauge of how and when to scale back continuous support and regularly provided information in favor of providing assistance and answers to specific questions on request is the nature and frequency of the family's contacts with their assigned FLOs and the commanders supporting them.

9.2. When to Disengage:

9.2.1. Prior to public disclosure of the AIB Report, the family of each person who died must be briefed on the results of the investigation. This may be accomplished either by the AIB President or by designated and specifically trained "notification officers." The latter is preferable when multiple families must be briefed, since the goal is simultaneous notification and explanation prior to making the information available to the press, Congress, or the general public. In every case, survivor outbriefs must explain the facts and circumstances surrounding the accident, to include the cause or the factors contributing to the accident. They also provide a formal degree of closure to the loss beyond the funerals and memorial ceremonies that precede them. Review AFI 51-503 and seek MAJCOM guidance regarding standards and procedures for conducting these briefings.

9.2.2. If survivor updates are accomplished on a regular basis as prescribed in Chapter 5, survivor outbriefs can focus on expressing the condolences of the Department of the Air Force for the death or injury resulting from the crash, then move efficiently through a synopsis of the investigation results and answer questions of the next-of-kin or family members based upon the facts contained in the report. Once this obligation has been discharged, it is up to the wing/installation commander who has supported family liaison since the accident to render a judgment as to the future need for regular contact and a continuously identified family liaison officer.

9.3. Ongoing Support Needs. Upon official notification of a local commander's disengagement from support of a specific family provided for under this instruction, the Director of Services (AF/ILV) assumes long-term responsibility for responding to future requests for information or assistance in obtaining support or services. Other organizations (medical, legal, transportation, personnel, and others) may be called on to provide assistance, counseling, and referral services by family members as necessary. Private organizations such as those referred to in paragraph 2.12.5 may also be ideally suited to provide long-term support to families. In any event, the Air Force will continue to be responsive to all requests made by families that have received information and assistance under this instruction.

Chapter 10

SPECIFIC FUNCTIONS OF THE OFFICE OF AIR FORCE SERVICES (AF/ILV)

10.1. Mission:

10.1.1. Air Force Services (AF/ILV) and the Survivor Crisis Action Team (SCAT) serves as the Headquarters Air Force focal point for all issues related to the survivors of persons who lost their lives in the Air Force. It provides information and advisory assistance to commanders at all echelons affected by such a tragedy. It reports directly to the Assistant Vice Chief of Staff (AF/CVA).

10.1.2. Air Force Services (AF/ILV) maintains Air Force Policy Directive (AFPD) 34-11, *Service to Survivors,* as well as all publications within the AFPD 34-11 series of directives. It periodically reviews all directives with which AFPD 34-11 directives interact and coordinates on changes to those directives as required.

10.1.3. Air Force Services (AF/ILV) is the office responsible for all communications between the Department of the Air Force and other Federal agencies related to fatalities experienced in Air Force aviation mishaps except where specific functional responsibilities (e.g. claims, Legislative Liaison) are already in being.

10.2. Survivor Crisis Action Team (SCAT) Process. In the event of an aircraft disaster or other emergency Air Force Services (AF/ILV) will activate the SCAT. The SCAT will meet as required usually twice per day to crossflow information and work with functionals at the MAJCOM or other levels. Direct contact between the SCAT and local base officials should be rare. Most information will be channeled through MAJCOM functionals to the SCAT and its functionals. The SCAT's function is to provide information to senior leadership on on-going actions surrounding the mishap and to provide Air Staff assistance to MAJCOMS or local commanders, as necessary.

10.2.1. The SCAT membership will, at a minimum, be from the following directorates:

10.2.1.1. AF/ILV (Chair)

10.2.1.2. AF/ILT

10.2.1.3. AF/DPD

10.2.1.4. SAF/IGX

10.2.1.5. AF/HCX

10.2.1.6. AF/SGX

10.2.1.7. AF/SGOH

10.2.1.8. AFSLA/JAC

10.2.1.9. SAF/PAZ

10.2.1.10. SAF/LLP

10.2.1.11. AF/SEI

10.2.1.12. AF/XOO

10.2.1.13. NGB/CF

10.2.1.14. AFRC

10.2.1.15. AF/ILEX

10.2.2. Based on the severity of the accident the Chair will decide on the frequency of meetings and the membership of the SCAT. Some members may be required on a regular basis and others may only need to be "on-call."

10.2.3. AF/ILV will continue to keep the SCAT operational until the final funeral is completed.

10.2.3.1. A "hotwash" will be conducted following each major mishap and both problem areas requiring corrective action as well as successes will be recorded.

10.2.3.2. A formal record of all SCAT activities will be maintained during and following the mishap.

10.2.4. Air Force Services will have toll free numbers that will be provided to family members and FLOs for questions that cannot be answered locally.

10.2.5. Responsibilities. Each SCAT member is responsible for the following areas at minimum:

10.2.5.1. ILV will operate the Air Force Survivor Assistance Program, activate the SCAT, maintain current SCAT rosters, operate toll free telephone numbers, provide information and regular updates to senior leadership, staff questions and recurring requests, prepare and conduct training for Group and Wing Commanders at Air University and provide overall guidance and leadership for the family assistance program. In the event of an aircraft crash where there are survivors aboard the aircraft, ILV will contact the primary family members of those individuals to inform them that their loved one survived the accident.

10.2.5.2. DPD will provide key liaison with Family Support Centers worldwide and with MAJCOM points of contact. Additionally they will provide information on casualty notification procedures and various personnel programs like Servicemen's Group Life Insurance. DPD will assist ILV in obtaining the names and phone numbers of next of kin or primary family members of individuals who survive a major aircraft accident so that Survivor Assistance personnel can contact them.

10.2.5.3. SEI will receive and process requests for information related to safety investigation boards on behalf of the other SCAT members. Direct contact between SIBs and SCAT members other than AF/SEI is not authorized.

10.2.5.4. HCX will provide information and assistance on all chaplaincy involvement as well as information on memorial services.

10.2.5.5. LLP will work with members of Congress on accident issues and advise ILV of questions asked and information provided.

10.2.5.6. PAZ will coordinate all public affairs issues and publicize toll free numbers.

10.2.5.7. SGOH will be available for all mental health issues and follow-on counseling that may be required by survivors, family members, search and recovery team members or others. They will provide assistance teams to go to the accident site or home installation as necessary.

10.2.5.8. SGX will provide assistance or information on medical issues as needed.

10.2.5.9. XOO will coordinate the approval and scheduling of flyovers for authorized personnel for memorial services, funerals and air transportation for family visits to the mishap site. They will work closely with the Air Force Services Agency, Mortuary Affairs Branch.

10.2.5.10. ILT will work all transportation requirements and waivers as necessary

10.2.5.11. JAC is responsible for coordinating approval of interim releases of information from the AIB with HQ/AF. JAC is also responsible for all claims and litigation arising out of the mishap.

10.2.5.12. ANG and AFRC will be available to assist and coordinate any assistance that the Air National Guard or Air Force Reserve unit involved in an aviation mishap may require.

10.3. Survivor Assistance Case Files. A case file includes information protected under the Privacy Act of 1974 (see title page of this instruction for citation). AFI 37-132, *Air Force Privacy Act Program*, prescribes specific procedures for compliance with the law.

NOTE: Some of this information may already be in the public domain through biographies, open directories, etc. Consult AF/JAG for appropriate response to requests.

10.4. Routine Case Management:

10.4.1. Upon notification of a fatal mishap by the Air Force Operations Center or through other channels, the Director or Services (AF/ILV) will initiate actions described in Attachment 2 ("AF/ILV Initial Response Checklist").

10.4.2. In the event of an aircraft accident with a fatalities as well as survivors, ILV will contact the primary family members or NOK of those survivors and inform them that their loved ones have survived the aircraft accident. The toll free number for Survivor Assistance will be publicized for friends and family members to call for information. DPD and the Air Force Personnel Center will provide names and phone numbers of NOK and primary family members. Casualties and seriously injured personnel notifications will be made in the standard manner.

10.4.3. ILV, with assistance from the SCAT, will initiate and maintain contact with the designated MAJCOM POC and the affected wing/installation commander throughout the course of the safety and accident investigations, receiving summaries of investigation information, as they become available. The MAJCOM OPR for the AFSAP is the MAJCOM/SV.

10.4.4. ILV, with assistance from the SCAT, will serve as points of contact for family members, the Air Staff, and the Secretariat for all survivor family issues elevated to Headquarters Air Force through MAJCOM channels or as a result of Congressional or media interest.

10.4.5. ILV and the SCAT will serve as long-term contacts for families who elect to discontinue local communications with their originally assigned FLO or the mishap unit or wing/installation commander. If a case involving multiple fatalities results in only a few families requiring Headquarters-level support, principal case officers may be reassigned internally based on workload and prior contacts with the involved families.

10.4.6. Decedent family case files will be retired as permanent in accordance with AFI 37-138, *Records Disposition -- Procedures and Responsibilities*, when no longer required to manage HQ USAF support actions on the family's behalf. A case file will be considered inactive if no new requests for information or other staff actions have been received for 24 consecutive months.

10.5. Crisis Response and Augmentation. Following mishaps, which receive unusually high levels of attention, individual mobilization augmentees may augment AF/ILV. Should a prolonged requirement for outside assistance become necessary to satisfactorily meet the needs of supported families, AF/CVA may levy personnel from other Air Staff organizations on a temporary detail basis.

10.6. Interaction with Other Headquarters Air Force Functions:

10.6.1. AF/ILV with assistance from the SCAT will act as ombudsman at the Headquarters Air Force level for all issues associated with information flow to, and care and support of, surviving families (should such issues require Headquarters Air Force resolution). In conjunction with execution of this charter, AF/ILV may work directly with organizations for resolution of Air Force/survivor disputes on behalf of the Assistant Vice Chief of Staff.

10.6.2. AF/ILV must coordinate on all responses to Congressional inquiries processed by SAF/LLI, LLP, LLW, LLX, and SAF/FML which provide information related to fatal Air Force aviation mishaps.

10.6.3. AF/ILV obtains SAF/PAS (security review) coordination on proposed postings to MAJCOM-maintained family-oriented web pages which involve material other than summaries of investigation information and Accident Investigation Board "Summaries of Fact" and "Statements of Opinion" (see paragraph 5.5).

10.7. Interaction with Other Federal or Government Agencies.

10.7.1. AF/ILV will be the primary POC for interacting and coordinating with other agencies to assist families of AF persons who have been involved in AF mishaps.

JOHN W. HANDY, Lieutenant General, USAF
Deputy Chief of Staff/Installations & Logistics

Attachment 1

GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION

References

AFPD 10-2, *Readiness*

AFMAN 10-206, *Operational Reporting* (formerly AFR 55-55)

AFPD 11-2, *Aircraft Rules and Procedures*

AFI 11-209, *Air Force Participation in Aerial Events*

AFPD 13-2, *Air Traffic Control, Airspace, Airfield, and Range Management*

AFI 13-202, *Overdue Aircraft* (formerly AFR 55-5)

AFPD 24-1, *Personnel Movement*

AFI 24-101, *Passenger Movement*

AFPD 31-4, *Information Security*

AFI 31-401, *Information Security Program Management* (formerly AFR 205-1)

AFPD 32-40, *Disaster Preparedness*

AFI 32-4001, *Disaster Preparedness Planning and Operations* (formerly AFR 355-1)

AFMAN 32-4004, *Emergency Response Operations*

AFPD 34-3, *Nonappropriated Funds Personnel Management and Administration*

AFI 34-308, *Service Workers Compensation Program*

AFMAN 34-310, *Nonappropriated Fund Personnel Program Management*

AFPD 34-5, *Mortuary Affairs* (to be replaced by AFPD 34-2)

AFMAN 34-243, *Mortuary Affairs Program Procedures*

AFI 34-244, *Disposition of Personal Property (formerly AFI 34-502)*

AFPAM 34-259, *Escorting Deceased Air Force Military Personnel*

AFPAM 34-260, *Mortuary Services Benefits for Retired Air Force Members.*

AFPAM 34-261, *Mortuary Services Benefits For Members Who Die While On Active Duty*

AFI 34-501, *Mortuary Affairs Program* (formerly AFR 143-1, AFM 143-3,

AFI 34-503, *USAF Base Honor Guard Program* (to be replaced by AFI 34-245)

AFR 143-9, and AFP 143-10, to be replaced by AFI 34-242)

AFPD 35-1, *Public Affairs Management* (formerly AFR 190-1)

AFI 35-101, *Public Affairs Policies and Procedures*

AFPD 36-1, *General Civilian Personnel Provisions and Authorities*

AFPAM 36-106, *Supervisor's Records*

AFPD 36-5, *Civilian Personnel Resource Management*

AFI 36-503, *Civilian Travel and Transportation PCS* (formerly AFR 40-18 and AFR 40-230)

AFPD 36-8, *Employee Benefits and Entitlements*

AFI 36-809, *Survivor Assistance*

AFPD 36-21, *Utilization and Classification of Air Force Military Personnel*

AFI 36-2110, *Assignments*

AFPD 36-29, *Military Standards*

AFI 36-2908, *Family Care Plans* (formerly AFR 35-59)

AFPD 36-30, *Military Entitlements*

AFI 36-3002, *Casualty Services* (formerly AFR 30-25)

AFI 36-3008, *Servicemen's Group Life Insurance (SGLI) and Veterans' Group Life Insurance (VGLI)*

AFI 36-3009, *Family Support Center Program*

AFI 36-3020, *Family Member Travel*

AFPD 36-31, *Personal Affairs*

AFI 36-3105, *Red Cross Activities Within the Air Force*

AFI 36-3108, *Memorialization Program and Ceremonies*

AFPD 37-1, *Air Force Information Management*

AFI 37-131, *Air Force Freedom of Information Act Program* (formerly AFR 4-33)

AFI 37-132, *Air Force Privacy Act Program*

AFI 37-138, *Records Disposition -- Procedures and Responsibilities*

AFMAN 37-139, *Records Disposition-Standards* (formerly AFR 4-20, Volume 2)

AFPD 40-3, *Family Advocacy Programs*

AFI 40-301, *Family Advocacy*

AFPD 41-1, *Health Care Programs and Resources*

AFI 41-115, *Authorized Health Care and Health Care Benefits in the Military Health Services Systems (MHSS)*

AFPD 44-1, *Medical Operations*

AFI 44-109, *Mental Health and Military Law*

AFI 44-153, *Critical Incident Stress Management*

AFPD 51-2, *Administration of Military Justice*

AFI 51-201, *Administration of Military Justice*

AFPD 51-3, *Civil Litigation*

AFI 51-301, *Civil Litigation*

AFPD 51-5, *Military Legal Affairs*

AFI 51-501, *Tort Claims*

AFI 51-503, *Aircraft, Missile, Nuclear, and Space Accident Investigations* (formerly AFR 110-14)

AFI 51-504, *Legal Assistance, Notary, and Preventive Law Programs*

AFPD 51-6, *Civil Law for Organizational Activities*

AFI 51-601, *Gifts to the Department of the Air Force*

AFI 51-602, *Boards of Officers* (formerly AFR 11-31)

AFPD 51-9, *Civil Law for Individuals*

AFI 51-906, *Representational and Organizational Activities of Air Force Personnel*

AFPD 65-6, *Budget*

AFI 65-601, Vol 1, *Air Force Budget Policies and Procedures* (formerly AFR 172-1, Volume 1 and AFR 172-81)

AFPD 90-4, *Relations with Congress*

AFI 90-401, *Air Force Relations with Congress*

AFPD 91-2, *Safety Programs*

AFI 91-204, *Safety Investigations and Reports* (formerly AFR 127-4)

AFJI 91-206, *Participation in a Military or Civil Aircraft Accident Safety Investigatio*n (formerly AFR 127-11)

DoDI 1300.18, *Military Personnel Casualty Matters, Policies, and Procedures*

DoDD 5400.7, *DoD Freedom of Information Act Program*, 13 May 1988

DoDD 4515.13R, *Joint Transportation Regulation*

DoDI 6055.7, *Mishap Investigating, Reporting, and Recordkeeping*, 10 April 1989

JCS Publication 1-03.6, *Joint Reporting Structure, Event/Incidents Report*, November 1980

Abbreviations and Acronyms

AETC—Air Education and Training Command

AF—Air Force

AF FORM—Air Force Form

AF/ILV—Air Force Services

AF/SCAT—Air Force Survivor Crisis Action Team

AFI—Air Force Instruction

AFIP—Armed Forces Institute of Pathology

AFJI—Air Force Joint Instruction

AFLSA—Air Force Legal Services Agency

AFM—Air Force Manual (old usage)

AFMAN—Air Force Manual

AFMC—Air Force Materiel Command

AFMOA—Air Force Medical Operations Agency

AFOSI—Air Force Office of Special Investigations

AFP—Air Force Pamphlet (old usage)

AFPAM—Air Force Pamphlet

AFPC—Air Force Personnel Center

AFPD—Air Force Policy Directive

AFR—Air Force Regulation

AFRC—Air Force Reserve Command

AFSAP—Air Force Survivor Assistance Program

AFSC—Air Force Safety Center

AFSPC—Air Force Space Command

AFSVA—Air Force Services Agency

AGR—Active Guard and Reserve

AIB—Accident Investigation Board

AIG—Address Indicating Group

ANG—Air National Guard

ANGUS—Air National Guard Of The United States While In Active Military Service

ARC—Air Reserve Component

ASAP—Aerospace Safety Automation Program

ASC—Aeronautical System Center

ATC—Air Traffic Control

CADRE—Center for Aerospace Doctrine, Research, and Education

CAR—Casualty Assistance Representative

CAST—Casualty Augmentation Support Team

CE—Civil Engineering

CFR—Code of Federal Regulations

CINC—Commander In Chief

CISD—Critical Incident Stress Debriefing/Defusing

CISM—Critical Incident Stress Management

CIST—Critical Incident Stress Team

CONUS—Continental United States

CPD—College for Professional Development

CPF—Civilian Personnel Flight

CPI—Crash Position Indicator

CSAF—Chief of Staff of the Air Force

CUT—Coordinated Universal Time

CVR—Cockpit Voice Recorder

DAF—Department of the Air Force

DD FORM—Department of Defense Form

DET—Detachment

DO—Director of Operations

DoD—Department of Defense

DoDD—Department of Defense Directive

DoDI—Department of Defense Instruction

DOT—Department of Transportation

DP—Director of Personnel

DRU—Direct Reporting Unit

DSN—Defense Switched Network

DUSTWUN—Duty Status - Whereabouts Unknown

ELT—Emergency Locator Transmitter

FAA—Federal Aviation Administration

FAC—Family Assistance Center

FCAT—Family Crisis Action Team

FDR—Flight Data Recorders

FECA—Federal Employees Compensation Act

FLO—Family Liaison Officer

FLT—Flight

FOA—Field Operating Agency

FOIA—Freedom of Information Act

FOUO—For Official Use Only

FSC—Family Support Center

GSU—Geographically Separated Unit

HC—Chaplain

HO—Historian

HRO—Human Resources Office

HQ—Headquarters

ICAO—International Civil Aviation Organization

IL—Installations and Logistics (HQ USAF)

ILV—Director of Services (HQ USAF)

JA—Judge Advocate

JIT—Just-In-Time (training)

JTR—Joint Travel Regulation

LL—Legislative Liaison

MAJCOM—Major Command

MPH—Military Public Health

MWR—Morale, Welfare and Recreation

MT—Military Technician

NAF—Non-Appropriated Fund Civilian or Numbered Air Force

NATO—North Atlantic Treaty Organization

NOK—Next-of-Kin

NONAF—Non-Air Force

NTSB—National Transportation Safety Board

OPR—Office of Primary Responsibility

OPREP—Operational Report

OSC—On-Scene Commander

OWCP—Office of Worker's Compensation Program

PA—Public Affairs

PAO—Public Affairs Officer

PACAF—Pacific Air Forces

PCS—Permanent Change of Station

PMV—Private Motor Vehicle

POC—Point of Contact

PTSD—Post-Traumatic Stress Disorder

RC—American Red Cross

RCSBP—Reserve Component Survivor Benefit Plan

REGAF—Regular Air Force

ROTC—Reserve Officer Training Corps

S&R—Search and Recovery

SAF—Secretary of the Air Force (organizational)

SAR—Search and Rescue

SBP—Survivor's Benefit Plan

SCAT—Survivor Crisis Action Team

SCO—Summary Court Officer

SE—Chief of Safety (HQ USAF, NAF, and Wing Level)/Director of Safety (MAJCOM)

SecAF—Secretary of the Air Force (individual or position)

SG—Surgeon General

SGLI—Serviceman's Group Life Insurance

SIB—Safety Investigation Board

SJA—Staff Judge Advocate

SOFA—Status of Forces Agreement

SQDN—Squadron

STANAG—Standardization Agreement (NATO)

SV—Services

TAPS—Tragedy Assistance Program for Survivors, Inc.

UCMJ—Uniform Code of Military Justice

USA—United States Army

USAF—United States Air Force

USAFE—United States Air Forces in Europe

USC—United States Code

USCG—United States Coast Guard

USN—United States Navy

VGLI—Veteran's Group Life Insurance

VWAP—Victim Witness Assistance Program

WG—Wing

Terms

Air Reserve Components (ARC)—All units, organizations, and members of the ANG and AFRC (10 U.S.C. 261) on active duty, on active duty for training, or in drill status, and ANG and AFRC technicians; include ANG and AFRC property and equipment. Military status starts upon beginning duty for military pay and ends when duty stops. (All references to Air Force military personnel and property also apply to ARC military personnel and property).

Active Guard and Reserve (AGRs)—AGRs consist of members of a Reserve component on active duty under 10 U.S.C. 12301 (reference (© 14 U.S.C. (reference (f), or full-time National Guard duty under 32 U.S.C. 502 (f) (reference (d) for a period of 180 consecutive days or more for organizing administering, recruiting, instructing or training the Reserve components, in accordance with Subsection 101 (d) (6) of reference (c)).

Beeline/Faded Giant—A nuclear reactor system or radiological incident as defined by the criteria in AFI 91-204, paragraph 12.1.3.7.

Collateral Damage—Damage or injury caused by a mishap other than the damage, destruction, or injury to the mishap equipment or personnel.

Convening Authority—This is the individual who has the authority to order a mishap investigation with a single investigator or board.

Critical Incident Stress Debriefings (CISD)—Group discussions, which are structured in phases to address cognitive, emotional, and physical responses to a traumatizing event. The goal of a CISD is to encourage people to understand the normal emotional and cognitive reactions to traumatic events and to promote effective coping with their exposure to the event. (This is especially important because post-traumatic stress disorder (PTSD) frequently results from not talking about, and not being able to put into perspective, a traumatic event. Once PTSD develops, the impairment caused by the long-term emotional response to the trauma is harder to fix. For many, debriefings help facilitate psychological closure to the event. CISDs usually take place 1 to 10 days post crisis.

Defusings—Short, informal discussions with individuals or small groups (at least 4 persons), which are designed to enable assessment, triaging and mitigation of acute symptoms. Defusings are conducted fairly rapidly after the crisis (generally within 8 to 12 hours) and serve to help normalize the participants' reaction to the experience.

Department of the Air Force (DAF) Civilian Personnel—DAF civilian personnel include: 1) Senior Executive Service (SES), General Schedule (GS), General Manager (GM), Federal Wage System (FWS) employees, AFRC technicians, and ANG technicians employed under 32 U.S.C. 709, unless in military duty status. 2) Nonappropriated fund (NAF) employees who are not military personnel working part time. 3) Youth Opportunity Program and Student Assistance Program employees. 4) Foreign-national civilians employed by Air Force in direct or indirect hire status. Foreign-national, direct-hire employees are the same as DAF civilian employees. Foreign-national, indirect-hire employees are the same as DAF civilian employees only when the Air Force has supervisory or work performance control. This includes Air Force responsibility for any compensation claims arising from employment injury.

Dependents.—Persons who are dependent on a military member or civilian employee (sponsors). A dependent may be one or more of the following: 1) A spouse; 2) Unmarried children, stepchildren, and adopted children under 21 years old if dependent on sponsor for over half their support (unless they turn 21 while residing with the sponsor overseas and have a return travel entitlement, or are over 21 and

mentally or physically challenged and unable to care for themselves, or are under the age 23, enrolled in a full-time accredited institution and dependent on the sponsor for more than half of their support); 3) A parent, stepparent, adopted parent, or person who stood in loco parentis for the sponsor for at least 5 years when the sponsor was a minor; 4) A parent-in-law who resides with the sponsor and is entitled to Government-funded return travel. NOTE: A stepparent-stepchild relationship terminates with the divorce of the blood parent from the stepparent.

Disability—Disabilities resulting from mishap injuries are divided into two categories, permanent total disability and permanent partial disability. (See definitions of these major categories for more detail).

Emergency (Mental Health Definition)—When information or circumstances indicate an individual is a danger to self or others or government property.

Explosives Mishap.—Mishaps involving explosives, explosive devices, or toxic chemical agents functioning unintentionally or abnormally, or are accidentally damaged or destroyed in storage, handling, transport, maintenance, manufacture, testing, or operational use.

Family—For the purposes of this instruction only, this term includes next-of-kin, siblings, parents, and other persons related to a decedent by blood, marriage, or long-term association who warrant consideration as a "family member." (See paragraph 1.4 for expanded discussion.)

Family Crisis Intervention/Counseling or Psychological Support—This is designed to foster support of families where and when needed to help mitigate symptoms. Again, this form of crisis intervention is not the same as psychotherapy. It includes assessment and referral, if needed.

Fatal Injury—Injuries resulting in death, either in the mishap or at any later time, due to complications arising from the mishap injuries.

Flight Mishaps—Mishaps involving Air Force aircraft when intent for flight is established and there is reportable damage to the aircraft.

Follow-Up and Referral Services.—Designed to assess individuals and families and to help them access higher levels of care if needed.

Government Motor Vehicle (GMV) Mishap—Mishap involving a DoD-owned or -leased motor vehicle where the government vehicle is in an operational mode and the vehicle is damaged, or an injury or property damage results, due to a collision or unsecured cargo.

Ground Mishaps—Mishaps not defined in any other category. These are mishaps occurring without intent for flight (Air Force or non-Air Force aircraft), on ground or water, on or off an Air Force installation, and involving Air Force personnel and operations, Air Force contractor operations, or Air Force property.

Investigation Information—A blanket term referring to releasable facts and updates derived from or related to the progress of ongoing investigations.

"Just-In-Time" Training—For the purposes of this instruction, this refers to family liaison training provided immediately after a major mishap.

MAJCOM Commander.—The term "MAJCOM commander" as used in this instruction includes field operating agency (FOA) and direct reporting unit (DRU) commanders, system program directors (SPD) or equivalent, Air Force Program Executive Officers (AFPEO), etc. In addition, this term includes the air component commander of unified commands during contingency operations. It applies to the Director,

Air National Guard and the Commander, Air Force Reserve Command to the extent that they and their staffs support information flow from investigations and the administration of entitlement processes.

Mental Disorder—A clinically significant behavior or psychological syndrome or pattern that occurs in an individual and that is associated with present distress (a painful symptom) or disability (impairment in one or more important areas of functioning) or with a significantly increased risk of suffering death, pain, disability or a important loss of freedom. In addition, this syndrome or pattern must not be merely an expectable and culturally sanctioned response to a particular event; e.g., the death of a loved one. It must be a considered manifestation of a behavior, psychological, or biological dysfunction in the person. Neither deviant behavior (political, religious, sexual), nor conflicts between the member and society are mental disorders unless the deviance or conflict is a symptom of dysfunction in the member, as described above.

Military Technicians (MT)—A civilian employee of the Military Department concerned who, except as specified below, is required as a condition of employment to maintain military membership in a Reserve component and who is assigned to a position as a technician in the administration and training of such Reserve component, or in the maintenance and repair of supplies or equipment issued to such Reserve component.

Next-Of-Kin—The person most closely related to the casualty, normally the spouse of married persons or the parents of single persons without children. (Casualty Services); the person most closely related to the deceased individual who is entitled to direct disposition of the remains and/or disposition of personal property (Mortuary Affairs.)

NON-DAF Civilian Personnel—State employees supporting Air National Guard operations. Persons employed by host-nation agencies and doing work such as public works or general engineering on Air Force installations. The employer of persons working in such capacities is the host-nation agency paying them, supervising them, and handling employee benefits. Indirect-hire employees are not the same persons as DAF civilian employees when a host government has supervisory control. This includes the host government's responsibility for insurance, compensation costs, and the like.

One-On-One Crisis Intervention/Counseling or Psychological Sup—port--This includes intervention with individuals where and when it is needed. Crisis intervention is not the same as psychotherapy. Rather, it is a form of "psychological first aid" designed to help mitigate symptoms and return individuals to a state in which they can appropriately function. One-on-one crisis intervention includes assessment and referral to more intensive mental health resources, if needed.

Party—(National Transportation Safety Board) In NTSB investigations, the term "party" is "limited to those persons, government agencies, companies, and associations whose employees, functions, activities, or products were involved in the accident or incident and who can provide suitable qualified technical personnel actively to assist in the investigation." (49 CFR 831.11)

Permanent Partial Disability—A permanent partial disability is defined as an injury or occupational illness which, in the opinion of competent medical authority, results in permanent impairment through loss or loss of use of any part of the body. Injury and illness costs are used solely for statistical analysis purposes, not mishap classification, in these exceptional cases. The following injuries are not considered permanent partial disabilities: Loss of teeth; loss of fingernails or toenails;. loss of tips of fingers or toes; inguinal hernia, if repairable; disfigurement; sprains or strains which do not cause permanent limitation of motion.

Permanent Total Disability—A permanent total disability is defined as, any nonfatal injury or illness,

which is totally incapacitating. For purposes of this instruction, any mishap resulting in injury severe enough for the individual to be comatose is a permanent total disability. Competent medical authority determines the disabled person cannot follow any gainful occupation or is medically discharged, retired, or separated. Losing the following body parts, or the use of them, in a single mishap is a permanent total disability: both hands, and both feet, and both eyes, and any combination of two of these body parts.

Total Force—Active Duty Air Force, Air National Guard, and Air Force Reserve personnel, including civilian employees of the Air Force and Air Force Reserve Command, and State employees who support the Air Force mission. Additionally contractors and private citizens who support the Air Force mission.

US Air Force Military Personnel—These are: Air Force personnel on active duty with the Air Force; ANG and AFRC personnel on military duty status; Air Force Academy cadets; Reserve Officer Training Corps (ROTC) cadets engaged in directed training activities. Members of other US military services serving on extended active duty with the Air Force; Foreign-national military personnel assigned to the Air Force.

US Air Force Mishap.—An unplanned event, or series of events, resulting in: Injury to Air Force military personnel; Injury to on-duty DAF civilian personnel; Injury to non-Air Force personnel resulting from Air Force operations; Occupational illness of Air Force military or DAF civilian personnel. The medical staff reports occupational illnesses through its reporting system; Illness of non-Air Force personnel caused by Air Force operations; Damage to Air Force property; Damage to non-Air Force property resulting from Air Force operations; Degradation of nuclear or radiological safety.

Attachment 2

AF/ILV INITIAL RESPONSE CHECKLIST

A2.1. Upon notification of a fatal Air Force mishap:

A2.1.1. Determine the number of fatalities and non-fatal casualties associated with the mishap (per DoDI 6055.7, *Mishap Investigating, Reporting, and Recordkeeping*, five or more fatalities or hospitalizations in a single event requires SECDEF notification).

A2.1.2. Determine how many persons in each of the following categories were lost:

A2.1.2.1. Active duty military (officer/enlisted).

A2.1.2.2. Air National Guard (officer/enlisted) (include state and member's duty status).

A2.1.2.3. Air Force Reserve (officer/enlisted) (include member's duty status).

A2.1.2.4. Other U.S. military (officer/enlisted).

A2.1.2.5. Retired U.S. military (officer/enlisted).

A2.1.2.6. Department of the Air Force civilian employees.

A2.1.2.7. Department of Defense civilian employees.

A2.1.2.8. Other Federal civilian employees (include agency or branch of government).

A2.1.2.9. Non-Federal U.S. citizens aboard the aircraft.

A2.1.2.10. U.S. citizens lost on the ground.

A2.1.2.11. Non-U.S. citizens aboard the aircraft.

A2.1.2.12. Non-U.S. citizens on the ground.

A2.1.3. Determine the following: 1) Whether or not the mishap occurred on a military reservation. (If non-U.S. military, so state); 2) the installation providing disaster response; 3) the nearest Air Force base; 4) the MAJCOM which experienced the loss; 5) the type of aircraft involved; 6) the degree of local media interest/potential for national or international interest; and the AF base with claims jurisdiction.

A2.2. By the close of the first duty day following notification of a major mishap:

A2.2.1. Create individual family assistance case files for each decedent containing the following information:

A2.2.1.1. The name, rank, and status (active duty, Air National Guard, retired, civilian, etc.) of the decedent.

A2.2.1.2. Names, addresses, e-mail addresses, and voice and fax telephone numbers of the following:

A2.2.1.2.1. Next-of-kin (NOK) and other family members (include all such persons who assert a familial relationship). Request MAJCOMs fax copies of the DD Form 93s and any other information as soon as possible.

A2.2.1.2.2. Safety Investigation Board President

A2.2.1.2.3. Air Force Safety Center (AFSC) Representative

A2.2.1.2.4. Accident Investigation Board President

A2.2.1.2.5. MAJCOM/SV

A2.2.1.2.6. MAJCOM Staff Judge Advocate

A2.2.1.2.7. Wing/Installation Commander(s) Experiencing the Loss

A2.2.1.2.8. Unit Commander(s) Experiencing the Loss

A2.2.1.2.9. Family Liaison Officer(s)

A2.2.1.2.10. Casualty Assistance Representative

A2.2.1.2.11. Mortuary Affairs Officer

A2.2.1.2.12. Supporting Base Chaplain

A2.2.1.2.13. Public Affairs Officers (at mishap location and/or at MAJCOM, as appropriate)

Attachment 3

WING/INSTALLATION COMMANDER CHECKLIST

A3.1. Upon taking command:

A3.1.1. Review AFI 44-153, AFPD 34-11, AFI 34-1101, and AFPAM 34-11XX.

A3.1.2. Ensure potential family liaison officers have been identified and provided initial training.

A3.1.3. Ensure establishment of at least one local CIST

A3.2. Upon notification of a fatal mishap:

A3.2.1. Ensure disaster response has been initiated.

A3.2.2. Ensure casualty notification procedures have been initiated. The Air Force Casualty Services Branch (AFPC/DPWC) is manned 24 hours a day, 7 days a week to assist commanders and others who require assistance making notifications; their toll-free telephone is (800) 433-0048.

A3.2.3. Confirm next-of-kin for each involved member from DD Form 93 in Unit Personnel Record Group.

A3.2.4. Appoint family liaison officers as required; provide just-in-time training if required and time permits. NOTE: A focal point or coordinator for multiple FLO's who reports to the Wing/CC may be required.

A3.2.5. Consult with the installation CISM Team Chief regarding the need for CIST services.

A3.2.6. Determine if the unit will be activating a Family Assistance Team (see Attachment 7) or if base-level support of such an effort will be required.

A3.2.7. Review AFI 34-1101.

A3.3. Within 12 hours of initial casualty notification:

A3.3.1. Ensure Critical Incident Stress Management needs have been assessed and acted upon as needed. Pay attention to the mental state of all family members in attendance. If you think professional intervention or counseling may be warranted, ask a CIST member (mental health provider, chaplain, or Family Support Center staff member) to accompany you to your next meeting to obtain an expert opinion regarding the possible need for referral to other service providers.

A3.3.2. Participate or schedule a one-on-one defusing session for yourself ASAP.

A3.4. Once casualty notification has been completed:

A3.4.1. Assign the Support Group commander to monitor:

A3.4.1.1. Status of mortuary affairs arrangements (with Support Group commander)

A3.4.1.2. Proposals for base memorial services (with Senior Chaplain)

A3.4.1.3. Procedures for lowering the flag in honor of the deceased (with wing/installation protocol)

A3.4.1.4. Travel schedule of out-of-town family members who may be coming to attend memorial services (with unit commander and FLOs). NOTE: mortuary funds will not be used for NOK travel to base memorial services

A3.4.1.5. Base newspaper coverage, outside media interest, and possible need for media training for assigned personnel based on intensity of interest and frequency of interactions (with Chief of Public Affairs).

A3.4.1.6. Personally confirm that all assigned FLOs are making regular contact with the families they have been tasked to support, and that the FLOs are keeping personal visits to an absolute minimum except in the company of commanders or subject matter experts (e.g., casualty assistance representative, mortuary affairs officer, etc.). Determine whom besides the next-of-kin should be offered investigation information; establish contact with any other family members the next-of-kin wishes to have involved. If these additional contacts may result in the currently assigned FLO being overtasked, consider appointing additional FLOs. Remember: quality, personal contact is the cornerstone of effective information flow, and FLOs may unwittingly spread themselves too thin.

A3.4.1.7. Set aside time to make personal contact with each affected family within 48 hours of the mishap (if practical).

A3.4.1.8. Prepare letters of condolence as appropriate.

A3.4.1.9. Discuss possible posthumous decorations with unit commander; assign project officer to begin assembling information ASAP.

A3.4.1.10. Confirm summary court process has begun.

A3.4.1.11. Ensure base is in presentable condition for memorial services.

A3.4.1.12. Decide if a standdown from flying, either as a tribute, for informational commanders' calls, or for safety purposes, would be appropriate.

A3.4.1.13. Advise AF/ILV of any potential problems, which may be developing with respect to either information flow or local support.

A3.5. During each in-person or telephonic contact with the family from casualty notification until interment is complete:

A3.5.1. Review information provided to date regarding: the mishap itself; mortuary briefing; casualty assistance briefing.

A3.5.2. Inquire about the family's well-being and any pressing needs they might be encountering.

A3.5.3. Confirm that the designated FLO is meeting the family's needs and expectations; correct misperceptions if there is confusion about his/her role in information flow.

A3.5.4. Determine if there are unresolved questions or issues that can be addressed at the time of contact.

A3.5.5. Discuss local media interest and its effect on the family as appropriate.

A3.5.6. Affirm the Air Force's desire to provide all possible assistance.

A3.6. During each contact until the accident investigation is complete:

A3.6.1. Review information provided to date regarding the mishap, and inform the family of the expected date the Accident Investigation Board's briefing to them will be available once you have been advised of a firm target for delivery.

A3.6.2. Confirm that entitlements have been satisfactorily received.

A3.6.3. Confirm that the designated FLO is continuing to meet the family's needs and expectations (correct any miscommunications or errors in investigation information as they are encountered).

A3.6.4. Determine if there are unresolved questions or issues that can be addressed on the spot.

A3.6.5. Affirm the Air Force's continuing commitment to provide all possible assistance and information in as timely a manner as possible.

A3.7. After the investigation is complete:

A3.7.1. Facilitate local travel and accommodations for AIB president or assigned briefing officers.

A3.7.2. Request an advance copy of the "Summary of Facts" and "Statement of Opinion" in the AIB report from MAJCOM/JA to prepare for family questions. Note: Do not provide any portion of the advance information to families or the media. In addition, do not expect to receive a complete copy of the AIB report until after the families have been personally briefed on its contents.

A3.8. On the first anniversary of the mishap:

A3.8.1. Consider making contact with the family to reiterate the Air Force's sympathies and assess whether the survivors have been receiving the assistance and support they need. Further, consider the appropriateness of a brief memorial service marking the event.

Attachment 4

UNIT COMMANDER CHECKLIST

A4.1. Upon taking command:

A4.1.1. Review AFPD 34-11, AFI 34-1101, and AFPAM 34-11XX.

A4.1.2. Ensure potential family liaison officers have been identified and provided initial training.

A4.1.3. Review available personal data cards (see paragraph 4.3); consider creating a set if none exists.

A4.1.4. Implement/emphasize periodic review of DD Forms 93 by all assigned personnel.

A4.2. Upon notification of a fatal mishap:

A4.2.1. Ensure disaster response and casualty notification processes have been initiated.

A4.2.2. Confirm next-of-kin for each involved member from DD Form 93 in Unit Personnel Record Group.

A4.2.3. Nominate suitable family liaison officers to wing/installation commander as required; ensure they receive just-in-time training if time permits.

A4.2.4. Activate unit Family Assistance Team if previously organized (see Attachment 7); request base-level support as needed.

A4.2.5. If the mishap significantly degraded the unit's operational capability, so advise the wing/installation commander ASAP.

A4.2.6. Delegate further response and investigation-related activities to operations officer, deputy commander, or other qualified officer.

A4.2.7. Participate in casualty notifications.

A4.2.8. Contact the CISM Team Chief to assess need for and coordinate CIST services; arrange a one-on-one CISD for you.

A4.2.9. Review AFI 34-1101.

A4.3. At the casualty notification meeting:

A4.3.1. Ensure the following subjects are addressed as completely as possible:

A4.3.2. The basis upon which the decision has been made to advise the family of the loss (positive identification, reasonable certainty, missing or overdue aircraft, etc.).

A4.3.3. Whether positive identification has been made, or if there will be a delay before that can be accomplished.

A4.3.4. How to contact you.

A4.3.5. The roles the other people present or immediately available (casualty assistance representatives and other assistance providers such as CIST members) will play in trying to help in the days ahead.

A4.3.6. The role of the FLO in facilitating information flow regarding both the loss itself and available services.

A4.3.7. The Air Force's willingness to make other notifications (to other family members, a close friend, a relative, or a clergy member) to provide immediate support and comfort to the family.

A4.3.8. Avoid the following topics if at all possible:

A4.3.8.1. How insurance payments and arrears of pay will be handled.

A4.3.8.2. Mortuary affairs matters (which will be handled separately by the mortuary affairs representative).

A4.3.8.3. Specific questions regarding line of duty neglect, errors of judgment, or the responsibility of others involved in the mishap.

A4.3.8.4. Any personal conjecture regarding the person's loss.

A4.3.8.5. Any other subject you are not fully qualified to address.

A4.3.9. Explain the purpose of the FLO and that they will be assisting.

A4.3.10. Make an initial offer of whatever unit Family Assistance Team capability might be immediately available (child or elder care, phone-watching, etc.)

A4.4. During each contact until interment is complete:

A4.4.1. Review information provided to date regarding the mishap itself; Mortuary briefing; Casualty assistance briefing.

A4.4.2. Inquire into the family's well being and any pressing needs they might be encountering; evaluate the effectiveness of Family Assistance Team assistance (transportation, child/elder care, etc.) being rendered and the need for possible adjustments to personal support arrangements.

A4.4.3. Confirm that the designated FLO is meeting the family's needs and expectations; correct misperceptions if there is confusion about his/her role in information flow.

A4.4.4. Determine if there are unresolved questions or issues that can be addressed at the time of contact.

A4.4.5. Discuss local media interest and its effect on the family as appropriate.

A4.4.6. Inquire into the effectiveness and helpfulness of CIST interventions; make personal observations regarding the state of mind of various family members for discussion with wing/installation commander and head of medical treatment facility as necessary.

A4.4.7. Affirm the Air Force's intention to provide all possible assistance.

A4.5. During each contact until the mishap investigation is complete: Begin to establish a pattern of personal disengagement from routine contact once the family has begun to adopt a stable routine and appears to be making plans for their future. Keep the FLO fully engaged through regular, predictable contact at a frequency acceptable to the family. Ensure CIST debriefings continue to be offered as often as needed; take advantage of periodic CIST defusings for yourself.

Attachment 5

FAMILY LIAISON OFFICER (FLO) CHECKLIST

A5.1. Upon selection as a potential FLO: Review AFPD 34-11, AFI 34-1101, and *USAF Family Assistance Resource Guide.* Attend initial FLO training as soon as possible. Make sure you have your own hard copy of this instruction, and keep it with you at all times until relieved of FLO duties.

A5.2. Upon notification of a mishap requiring your service as a FLO:

A5.2.1. Remind yourself that your role is to help facilitate communications between the family and subject matter experts and investigators. *NOTE:* Your role is not to be an expert in all of the subjects covered in this instruction, and it is not to decide what information the family should receive.

A5.2.2. You have been assigned to help them get through a very difficult time in their lives, and they need you. If you are grieving the loss yourself, try to remain as professional as possible, but remember that you are not required to stay stone-faced and dispassionate no matter what.

A5.2.3. Check to see if you will be given any refresher or "just-in-time" training prior to your first meeting with your assigned family.

A5.2.4. Ask the unit commander to review any personal information (to include personal data card information) he might have on the member who has died. *NOTE:* For persons other than members of the Total Force, ask the wing/installation commander for as much information as is available regarding the person who died, the circumstances surrounding their involvement in the mishap (authorized passenger, bystander, etc.), and who the family wishes to have contacted.

A5.2.5. Remain open to the possibility that a loss initially considered accidental may subsequently be determined to have been due to a deliberate act (terrorism, etc.). Family liaison support will continue to be required, but will move into the realm of legal and law enforcement professionals. Contact your servicing Staff Judge Advocate for information regarding the "Victim Witness Assistance Program" (VWAP), and see paragraph 1.3.4 for additional details.

A5.3. At the first meeting:

A5.3.1. Ask someone to accompany you, such as your wing/installation commander or the member's squadron commander. Do not go to the meeting by yourself.

A5.3.2. If you knew the person who died, tell the family how you knew them, and how well you knew them.

A5.3.3. If the emotion of the initial meeting is overwhelming, make it as brief as possible, but remember that you will be making regular and continuous contact with the family for at least the next two to three months.

A5.3.4. Explain what you will do for the family in your own words, as simply as possible. Mention these key points: Your goal is to be as efficient and prompt as possible in helping the family get the information and entitlements they need. You will try to anticipate the family's needs as much as possible regarding both information and direct support and services. You intend to treat the family just as you would want your own family treated under similar circumstances.

A5.3.5. Mention, but do not emphasize, that your appointment as their FLO means you will be getting regular summaries of investigation information -- the status of the investigation and facts about the mishap as they become known -- specifically for their use, directly from your MAJCOM headquarters. Promise that you will let them know as soon as the information starts reaching you.

A5.3.6. Be alert to the possibility that other persons besides the next-of-kin may need to be offered investigation information; after consulting with the wing/installation commander, establish contact with any other family members the next-of-kin wishes to have involved. If you think you are being overtasked with excessive numbers of contacts, ask your wing/installation commander to appoint additional FLOs.

A5.3.7. Pay attention to the needs of all family members in attendance. If you think professional intervention or counseling may be of help to the family, consult with a CIST member (mental health provider, chaplain or Family Support Center staff member).

A5.3.8. Finally, mention that part of your job as the family's FLO is to make sure they understand all of the information they'll be receiving, as well as all of the help and support that is available to them. Be prepared to make calls to various Air Force offices on the family's behalf, but you will probably find that all of the processes which are designed to get the family the help they need are already being activated, and may simply be trying to figure out how to make initial contact themselves.

A5.3.9. NOTE: Don't confuse requests to make "death notifications" (see Chapter 4) with requests to permanently engage people other than family members in the information flow process. While this instruction is written to authorize information flow to as extensive a "family" as possible, it does not allow non-family members to interpose themselves between the family that experienced the loss and the Air Force. If the family does not accept your help, don't force it on them, but don't lengthen the lines of communication, either -- withdraw, advise the wing/installation commander that the family is not accepting your assistance, and allow the chain of command to take over the responsibility for conveying essential information directly. If you think your withdrawal is required, don't hesitate to do so, and don't treat it as a failure on your part.

A5.4. During each contact until interment is complete:

A5.4.1. Make as many of your contacts as possible telephonic, not personal visits. Do not make any personal visits by yourself unless absolutely unavoidable; strive to always be accompanied, either by a subject matter expert (casualty affairs representative, mortuary affairs officer, etc.) or someone from your chain of command.

A5.4.2. Stay vigilant as to the needs of the family to which you have been assigned. Your frequent contact with them puts you in the best position to make recommendations for further assistance for them.

A5.4.3. Make a point of getting to know the various Air Force people, such the casualty assistance representative (CAR) and the mortuary affairs officer, who are responsible for providing information and services to family members. Sit in on their briefings if the family will let you -- doing so can help you understand any possible confusion or disagreements that might arise.

A5.4.4. Make sure that follow-up questions asked at the family's entitlements briefings are being answered in a timely manner by the appropriate subject matter experts, either directly or through you. Be ready to step in and do research as necessary to help close information gaps, but always make sure definitive answers come from the experts.

A5.4.5. Refer family requests for autopsy reports to the commander of the nearest Air Force medical treatment facility for assistance as soon as possible. If you receive a request of this type, review paragraph 5.6.

A5.4.6. Be on the lookout for family members who you have not had pointed out to you by the next-of-kin, such as parents or stepparents, who may be seeking information about the member's loss. Air Force policy is that anyone with legitimate family ties to someone who has died in an Air Force mishap is entitled to effective information flow, just like the next-of-kin. Estranged family members also deserve our help and support. If you become aware of additional family members who seek our help and support, advise your wing/installation commander immediately.

A5.5. During each contact until the accident investigation is complete:

A5.5.1. Keep making regular, predictable contact at a frequency acceptable to the family; look for the family to start relying on you less for help beyond the providing of investigation information as they begin to adopt a stable routine and appear to be making plans for their future.

A5.5.2. Ensure CISM services continue to be offered as often as needed; take advantage of periodic CIST defusings for yourself following personal visits (or if you are being repeatedly contacted by the family outside the scheduled calls or visits).

A5.5.3. Pay attention to the kinds of questions you are being asked. If you perceive that particular types of information are not being provided in a timely manner, consult with your wing/installation commander. If confronted by the media or an attorney, refer to paragraphs 4.12.6 or 5.4.7, respectively, for guidance.

A5.6. After the investigation is complete:

A5.6.1. Once the family has received the Accident Investigation Board's report on their loved one's loss, your continuous, recurring responsibilities to them should end. The wing/installation commander should terminate your appointment as a FLO at this time. This does not mean you should immediately sever all ties with the family. Instead, you should advise them that you will no longer be making regularly scheduled contact, but that the entire chain of command will continue to provide as much help and information as it can for as long as the family may need. Insure that base support organizations are apprised of any long-term needs and have been in contact with family members.

A5.6.2. Be sure to get a final demobilization debriefing once you have discontinued scheduled contact with the family.

A5.6.3. From this point on, report all calls from the family to your wing/installation commander without delay. Other information providers will take over your duties and get them the facts they need to move on.

Attachment 6

NOTIONAL POST-MISHAP ACTIONS TIMELINE (LONG-TERM) BY RESPONSIBLE FUNCTIONS

A6.1. 48 Hours to 2 Weeks after the Mishap:

A6.1.1. MAJCOM/CC appoints SIB members and AIB President (in separate documents). Remaining AIB members may be appointed at a later time.

AF/SE and MAJCOM/CC: Permanent SIB in place, in-briefed by interim board (may arrive anywhere from 48 hrs to 2 weeks after mishap depending on location and progress of S&R operations).

A6.1.2. SIB President and AFSC Representative: Establish a routine for progress reports and factual data transmittal to AIB President.

A6.1.3. MAJCOM/PA: Announcement of AIB president (when identified).

A6.1.4. AIB President and MAJCOM/JA: Routinization of investigation information flow to MAJCOM/SV.

A6.1.5. MAJCOM/SV: Routinization of HQ MAJCOM investigation information flow process:

A6.1.5.1. To MAJCOM/CC for early release authorization

A6.1.5.2. MAJCOM/CC will inform CSAF prior to release

A6.1.5.3. MAJCOM/JA will inform AFLSA/JACT, who in turn will provide information to Air Staff and Secretariat.

A6.1.5.4. To MAJCOM/PA for minimum 48-hour embargo, followed by update release

A6.1.5.5. To mishap wing/installation commander for transmittal to families via the FLO

A6.1.5.6. Wing/Installation Commander: Securing and targeting of CISM services.

A6.1.5.7. Responsible HC: Funerals and memorial services as appropriate; participation in and support of critical incident stress management and Family Support Center processes.

A6.1.5.8. Responsible CIST: Provides defusing services to families and assesses need for and/or provide family with additional CISM services. Initiate defusings and debriefings, as well as other applicable CISM services to others impacted by the mishap.

A6.2. 2 to 7 Weeks after the Mishap:

A6.2.1. SIB President and MAJCOM/CC: Mishap brief to MAJCOM/CC 30 days after board formation; final message report released to field within 44 days of mishap/two weeks after completion of investigation, as appropriate.

A6.2.2. Responsible FSC: Coordinates other assistance, such as home visits, temporary childcare, etc.

A6.2.3. Responsible HC: Funerals and memorial services (if not conducted sooner), followed by continuing pastoral care.

A6.2.4. Wing/Installation CC: Ensure CIST performs appropriate CISM services if/when new information is identified that could be traumatic to families.

A6.2.5. Responsible SV: Arranges memorial service. For victims where body was not recovered based on official closure of S&R by On-Scene Commander this memorial may include: 1) Transportation of primary NOK; 2) Honors; 3) Flyover (if entitled); Summary Court Officer/personal property accountability processes completed (may require significantly more time in complex cases, at overseas locations, etc.).

A6.3. 7 Weeks to 4 Months after the Mishap:

A6.3.1. AF/SE and MAJCOM/CC: Ensure SecAF and CSAF are briefed on fatal mishaps

A6.3.2. MAJCOM/JA: Coordinate public release of AIB report through AFLSA/JACT and train family briefing teams (45 to 120 days after mishap)

A6.3.3. SAF/LL: Notification and briefing to Congress and the Executive Branch (as appropriate) on AIB investigation results prior to public release

A6.3.4. MAJCOM/PA: AIB release (location dependent on circumstances of loss)

A6.4. 4 Months to Indefinitely after the Mishap:

A6.4.1. SAF/LL and AFLSA/JACT: Follow-up in high interest cases where Members or staffers request personal briefings.

A6.4.2. Responsible FSC: Long-term follow up with families

A6.4.3. AFLSA/JACT: Respond to 3rd party litigation requests.

A6.4.4. Responsible DP: 6-month target for closing casualty assistance case.

A6.4.5. Responsible HC: Continuing pastoral care as required.

A6.4.6. AF/ILV (SCAT): Assumes primary responsibility for resolution of continuing family assistance issues.

Attachment 7

THE SAFETY INVESTIGATION BOARD (SIB) PROCESS

A7.1. Purpose and Objective.

A7.1.1. Purpose. As described in AFI 91-204, the purpose of a safety investigation is "only to find causes of mishaps in order to take preventive action." This is critical to both the safety of future operations and the preservation of readiness and mission capability. Therefore, safety investigation board reports are "privileged" (meaning they are exempt from disclosure outside official safety channels) and "limited-use" (meaning they are created solely for a specific purpose and may not be used otherwise).

A7.1.2. Objective. The ultimate goal of an SIB is development of findings, causes, and recommendations which will prevent recurrence and increase the overall safety of a given weapon system, operation, or process. These goals require speed, subjective (as well as objective) analysis, and the freedom to draw inferences and conclusions on the basis of information that might not meet strict rules of evidence.

A7.2. Conduct of the Investigation:

A7.2.1. SIB Membership. A typical safety investigation of a Class A aviation mishap includes at least the following key personnel, each of whom brings specific expertise to bear on the loss:

A7.2.1.1. The SIB President (a rated full colonel or higher who has graduated from the Air Force Safety Center [AFSC] Board President's Course)

A7.2.1.2. The investigating officer (generally a fully qualified flight safety officer and graduate of the Air Force Safety Center's full six-week safety investigation and management course)

A7.2.1.3. The AFSC Representative (a full-time member of the Chief of Safety's staff with experience in multiple investigations)

A7.2.1.4. The "pilot member" (usually a captain or major fully qualified in the type of aircraft involved in the mishap)

A7.2.1.5. The "maintenance member" (a maintenance and logistics expert with experience in the servicing and support of the type of aircraft involved in the mishap)

A7.2.1.6. The "medical member" (an Air Force flight surgeon who is an expert in human performance in the aviation environment)

A7.2.1.7. A commander's representative, if requested by the commander whose aircraft or operator was involved in the mishap. The commander's representative will provide information to the SIB regarding operational and organizational details and practices.

A7.2.1.8. In addition, the SIB President is empowered to secure virtually any specialized expertise deemed necessary to develop useful conclusions. Military experts in virtually every engineering and human performance specialty are regularly called upon to lend their talents to support Air Force investigations as technical advisors.

A7.2.1.9. Further, while major accident investigations conducted by civil authorities literally could not proceed without comprehensive support from the manufacturers of the involved aircraft,

most Air Force safety investigations place strict limitations on the amount of participation allowed the involved aircraft's prime contractor. If it becomes necessary to greatly expand the scope of a safety investigation, the core members head up individual "teams," just as their NTSB counterparts do.

A7.3. Evidence. Vast amounts of evidence are left behind in the wake of a major mishap. It falls into three broad categories:

A7.3.1. Documentary evidence (the "paper trail," including all objective recorded data): usually the easiest to obtain, assemble, and transmit to others; it helps investigators understand the activities of the crew and the performance of the aircraft as the situation began to deteriorate.

A7.3.2. Physical evidence (wreckage, damage done to surrounding property during the crash, etc.): valuable but requires expert evaluation and analysis which sometimes requires assistance from the manufacturer of the component part.

A7.3.3. Testimonial evidence (related by participants in and witnesses to the mishap): highly dependent upon point of view and the accuracy of the individual's memory of the event.

A7.3.4. Because it is easy to obtain and relatively straightforward to interpret, documentary evidence usually forms the basis of the first accounts made widely available about any given accident.

A7.4. Deliberations. Once the SIB members have gathered all available evidence and obtained necessary technical analysis of failed components, they collectively arrive at "findings" based on their professional assessment of the information at hand. The SIB assigns "cause" to one or more of these findings; this simply means that the chain of events, which ultimately led to the mishap, would have been broken had the "causal" factor not been present.

A7.5. Outbriefs. The SIB's formal report and final message report, as well as the Air Force Chief of Safety's Memorandum of Final Evaluation of the mishap and messages contributing to its development, are not subject to public disclosure. This restriction includes disclosure to families due to the privileged, limited-use nature of SIB deliberations, analysis, and confidential witness testimony. Air Force personnel requiring first-hand knowledge of the SIB's conclusions receive briefings tailored to their need (like weapon system, similar mission, etc.) by local safety personnel.

Attachment 8

THE ACCIDENT INVESTIGATION BOARD (AIB) PROCESS

A8.1. Purpose and Objective.

A8.1.1. Purpose. As described in AFI 51-503, the purpose of an accident investigation is "to provide a comprehensive report of the facts and circumstances surrounding an accident, releasable to the public and to gather and preserve evidence for claims, litigation, disciplinary, and adverse administrative actions, and for all other purposes." While accident investigation board reports have many uses (all of which are elaborated upon in the source document), three stand out in terms of this instruction and its goals:

A8.1.1.1. AIB reports are provided and personally briefed to the next-of-kin (NOK) of crewmembers and other military and civilian personnel killed and to individuals seriously injured in the accident. AIB reports are released to the media and the public, either in conjunction with routine inquires or in response to formal Freedom of Information Act (FOIA) requests. AIB reports are provided to Members of Congress upon request, and are the preferred vehicle for conveying factual information about any major Air Force mishap.

A8.1.2. Objective. The ultimate goal of an AIB is preparation of a report that contains all relevant facts regarding an accident and the investigator's professional assessment of what he or she determines to have been the cause or causes of the losses incurred. Central to this product are the "Summary of Facts" and "Statement of Opinion."

A8.1.2.1. The Summary of Facts presents a thorough discussion of the facts relevant to the accident in a narrative style. The length of the summary varies with each accident. The summary follows a general outline prescribed by AFI 51-503, and may be modified as required by specific accident circumstances.

A8.1.2.2. In accordance with 10 U.S.C. 2254, the Statement of Opinion presents the AIB president's personal opinion regarding: The cause or causes of the accident, or if the evidence surrounding the accident is not sufficient to come to an opinion as to the cause or causes of the accident, then provide a description of those factors, if any, that substantially contributed to or caused the accident.

A8.1.3. The Statement may not be considered an admission of liability by the United States or of any person it names, and may not be considered as evidence in any civil or criminal proceeding arising from the aircraft accident. It is intended solely to provide an opinion regarding the cause or causes of the aircraft accident, and then only if "clear and convincing evidence" supports that opinion. Clear and convincing evidence enables the accident investigator to reach a conclusion without serious or substantial doubt.

A8.2. Conduct of the Investigation. The Accident Investigation Board begins with the releasable evidence assembled by the Safety Investigation Board. Part I of the SIB report (the nonprivileged part) is provided in its entirety to the AIB President, who incorporates it unaltered (except for legally mandated redactions of Privacy Act or otherwise restricted information) as Tabs A through S of the AIB report. The AIB is separate and distinct from the SIB, and has different objectives. The AIB relies upon evidence and information collected by the SIB as a starting point only. After Part I of the SIB report is incorporated into

the AIB report, the AIB President then obtains: additional factual information which is germane to the crew, the aircraft and weapons system, and the assigned mission; all available physical evidence; conducts witness interviews under oath using the list of witnesses interviewed by the SIB; and performs any additional testing and analyses of the evidence, as required. All nonprivileged photographs taken by the SIB are also provided to the AIB for review.

A8.3. Outbriefs. Prior to public disclosure of the AIB Report, NOK must be briefed on the results of the investigation. This may be accomplished either by the AIB President or by designated and specifically trained "notification officers." The latter is preferable when multiple families must be briefed, since the goal is simultaneous notification and explanation prior to making the information available to the press, Congress, or the general public. In every case, survivor outbriefs must explain the facts and circumstances surrounding the accident, to include the cause or the factors contributing to the accident. They also provide a formal degree of closure to the loss beyond the funerals and memorial ceremonies that precede them. AFLSA/JACT and MAJCOM/JA guidance set standards and procedures for conducting these briefings. If survivor updates have been accomplished on a regular basis as prescribed above, survivor outbriefs can focus on expressing the condolences of the Department of the Air Force for the death or injury resulting from the crash, then move efficiently through a synopsis of the investigation results and answer questions of the next-of-kin or family members based upon the facts contained in the report.

Attachment 9

COMPARISON OF SAFETY INVESTIGATION BOARD (SIB) AND ACCIDENT INVESTIGATION BOARD (AIB) REPORTS

A9.1. SIB Part I (General-Use) Information. Per AFI 91-204, *Safety Investigations and Reports*, Part I of the SIB report is fully releasable except for those matters exempt from disclosure under a FOIA exemption or Privacy Act considerations and may include some or all of the following information: Weather forecast, transcripts of cockpit voice recorder contents, as well as transcripts of air-to-ground and aircraft-to-aircraft communications, maintenance and Material Data, DoD materiel analyses from Tear-Down Deficiency Reports (TDR), flight and personnel records, AFTO Form 781 series, military flight plan and weight and balance form, certificate of damage, statement of damage to private property, orders appointing the board, diagrams, photographs not staged by the Safety Investigation Board to recreate any part of the mishap sequence, witness testimony not gathered under a promise of confidentiality and contractor reports not provided under a promise of confidentiality. Any or all of the factual information above may be provided to families as an approved "early release of information" via the process described in Chapter 5. All of the above deemed relevant by the SIB will be included in Part I (Tabs A through S) of the Safety Investigation Board's report. Since Part I material is factual, it is turned over to the AIB for use in their investigation.

A9.2. SIB Part II (Privileged) Information. All Tabs included in Part II of the SIB are exempt from disclosure under the Freedom of Information Act. They include the following protected information: Board analysis, staged photographs; board reconstruction of flight plans; recreations of routes of flight based on other than radar data; reconstruction of impact angles; extrapolation of pilot visual fields; and findings, causes, and recommendations developed solely to prevent future recurrence. In addition, the following will be included as privileged information: witness statements and testimony to the safety board; rebuttals made by individuals named in the board's findings; contractor reports (if confidentiality is granted); Life Science reports; and board proceedings.

A9.3. AIB Report:

A9.3.1. Documents contained in Tabs A though S of the AIB Report are the same as Tabs A through S of the SIB report, except as noted in Attachment 9, paragraph A9.2.

A9.3.2. Additional contents prescribed by AFI 51-503, *Aircraft, Missile, Nuclear and Space Accident Investigations*, include an Executive Summary, a Summary of Facts, a Statement of Opinion, and additional documents contained in Tab T through BB.

A9.3.3. The AIB report does not make recommendations to prevent recurrence.

A9.3.4. The AIB President is also responsible for briefing the surviving families on the results of the investigation. Only after this responsibility is satisfied will the results of the investigation be made public. In high interest, cases, a press conference may be held.

Attachment 10

INFORMATION COLLECTED FROM AND PROVIDED TO NON-AIR FORCE PERSONNEL TRAVELING ON AIR FORCE AIRCRAFT

A10.1. Emergency Data Card:

A10.1.1. Complete next-of-kin information is essential for prompt notification in the wake of a fatal mishap. If an approved Department of Defense form is available for collection of comprehensive information of this type, it should be completed by all passengers flying on government aircraft or government contracted flights (including Category "B" and Civil Reserve Air Fleet [CRAF] missions) for whom the Air Force does not already possess emergency data, including all private citizens, retirees, and dependents who are not flying in a qualified crew-member capacity on any government procured aircraft. If such a form is not available at the time of flight, passenger manifests should be made as complete as possible.

A10.1.2. Active duty, Guard or Reserve personnel who fly as qualified aircrew members (or are in training to become aircrew members) on Air Force aircraft must not complete a separate notification form of any type when traveling in passenger status as described above to prevent confusion with their record DD Form 93. However, they must be regularly reminded to maintain an up-to-date DD Form 93 at their local Military Personnel Flight (MPF) to ensure no delay in proper notification should the need arise.

A10.2. Insurance Limitations. Certain private, commercial insurance policies include coverage limitations. Those limitations may include, but are not limited to, travel to hazardous work sites, participation in military, police, or firefighting activity, or flights on board military aircraft. All persons, whether government employees or private citizens who may be required to fly on military aircraft should be advised to check their personal insurance policies concerning these limitations or seek insurance coverage that does not have the referenced limitations.

Attachment 11

REQUIRED SUBJECT MATTER FOR SURVIVOR ASSISTANCE TRAINING

NOTE: Wing/installation commanders should supplement the training prescribed in this attachment with periodic refreshers and/or simulated family contacts, preferably in conjunction with a Major Accident Response Exercise (MARE).

A11.1. Introduction to the Air Force Survivor Assistance Program (AFSAP):

A11.1.1. Be familiar with the guiding principles of survivor assistance: *timeliness*, *relevance*, and *compassion*.

A11.1.2. Know the purpose and contents of each of the AFSAP's source documents: AFPD 34-11, *Service to Survivors;* AFI 34-1101, *Assistance to Families of Persons Involved in Air Force Aviation Mishaps;* AFPAM 34-11XX, *After Your Loss: Questions and Answers for Families.*

A11.1.3. Understand the concept of "investigation information" (progress of and information discovered by Air Force investigators).

A11.2. Key Air Force Personnel and Processes Integral to the AFSAP:

A11.2.1. Know the key persons and processes associated with delivery of information and services under the AFSAP: Commanders, Family Liaison Officer (FLO), Accident Investigation Board (AIB) President, Safety Investigation Board (SIB) President, Major Command (MAJCOM) Director of Services (SV), and Air Force Director Services (AF/ILV).

A11.2.2. Know the steps that must be followed to convey investigation information from investigators to survivors. 1) SIB to AIB; 2) AIB to MAJCOM; 3) MAJCOM to FLO; 4) FLO to family.

A11.2.3. Know the procedures for conveying investigation information to the public.

A11.3. Key Air Force Personnel and Processes Which Interact with the AFSAP:

A11.3.1. Be familiar with the range of entitlements, support, and services available to families to ensure you are able to refer them to the proper source of specific information.

A11.3.2. Understand the proper role of subject matter experts in all of the following functions: Casualty Affairs; Mortuary Affairs; The Chaplain Service; Critical Incident Stress Management; Summary Court Process; Memorials and Commemorations; Safety Investigations (SE); Accident Investigations (JA); Legal Assistance; Military and Civilian Personnel Flights, including Human Resources Offices; Family Support Centers; Mental Health Care.

A11.3.3. Understand the concept of "privileged, limited use information" as it applies to Air Force safety investigations.

A11.3.4. Understand the FLO's obligation to protect all privileged, limited use safety investigation information that may come into his/her possession in conjunction with their normal duties.

A11.4. Providing Information and Support to Families:

A11.4.1. Understand the importance of personal data cards in the providing of timely and effective support to families.

A11.4.2. Know the kinds of personal assistance most frequently of value to families following a sudden death: Companionship; Transportation; Housekeeping; Child or Elder Care; Telephone Message-Taking; Meal Preparation.

A11.4.3. Understand the “stages of grief” which typically follow a sudden death.

A11.4.4. Understand the signs of extreme distress or possible mental disorder, which may require professional intervention.

A11.4.5. Know that base support organizations (medical, transportation, legal, chaplain, personnel, and others) have points of contact to assist family members in specialized requirements as well as provide for long term information and assistance.

A11.5. Lessons Learned from Previous Fatal Air Force Mishaps:

A11.5.1. Know the basic facts of previous fatal mishaps and their aftermath and lessons learned with respect to family assistance.

A11.6. Case Study and Exercise: Be able to apply knowledge from this training to a classroom exercise in which information from subject areas A11.1 through A11.5 will be reinforced.