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CIVIL AIR PATROL

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The Civil Air Patrol National Historical Journal is published quarterly by professional volunteer staff. As academic historians by trade, we recognize the demand for quality publications reflecting a variety of interests to Civil Air Patrol readers, and strive to provide the best in feature and thought provoking articles. We trust you will enjoy what the e-journal has to offer and will consider contributing to the mission of our staff in providing a forum for the great traditions of our organization.

CIVIL AIR PATROL: 75 Years of Service

Richard Mulanax, PhD.

Prologue

The first history of Civil Air Patrol, *Flying Minutemen*, written by Robert Neprud in 1948, covered the Army Air Forces period of CAP's inception in 1941 through World War II, with the creation of the United States Air Force in September of 1947.

The final chapter in Neprud's book, *CAP Looks Ahead*, was particularly concerned about the future of CAP in the immediate post-war period because it appeared to some to no longer have a mission once at war's end. He hoped that CAP would lead the way in creating an interest in, and enthusiasm for, aviation amongst the American public.

Your author has reinterpreted some of events chronicled by Neprud so that they address issues raised from 1947 into the 21st Century. These events are addressed within the context of events since the original publication of *Flying Minutemen*. This is so that your author may

present a coherent review of the major issues in play with Civil Air Patrol so the continuum of the entire 75 year history of Civil Air Patrol is appreciated. The major issues faced by the organization throughout its history included the following:

- A. Organizing the contribution to American air (later aerospace) education.
- B. Defining *Civil Air Patrol's* proper peacetime relationship with the United States Air Force after CAP became the *official auxiliary* of the Air Force in 1948.
- C. Focusing on changing priorities within the three-part mission of CAP: Emergency Services, Aerospace Education, and Cadet Programs.

Introduction

Civil Air Patrol never operated in a vacuum. Its mission and membership waxed and waned with current events and public awareness of its role in contributing to successfully coping with the needs of the nation. Whether it through day to day activities such as aerospace education, or threats made to the American people via armed attack or the more likely scenario of natural disasters, CAP responded. This has been reflected in the history of Civil Air Patrol throughout its 75 year history. CAP was not static; events caused

changes in public and Air Force perceptions of CAP's usefulness to the Air Force and the nation. This was reflected in membership numbers and public appreciation of CAP. The American public has often been unwittingly unaware of CAP's many contributions to the safety of America, and the existence of CAP itself. These events are addressed in greater detail following the Introduction.

World War II resulted in the creation of the Office of Civilian Defense (OCD), with CAP as its air arm. There was heavy public involvement and interest in the CAP mission in the beginning, and this lasted through the end of the War. However, with postwar demobilization and a return to peacetime pursuits, there was a question of whether CAP should continue to operate, and if so, what should its relationship be with the Army Air Forces, soon to be reorganized and renamed the United States Air Force (USAF).

The Cold War and Korea renewed Air Force and public interest in CAP because of the immediate and continuing threat of nuclear war associated the Soviet Union and its client states, especially China. In times of international crisis, CAP membership improved and the Air Force was actively involved with CAP. In particular, there were internal conflicts between the National Commander and the Air Force-staffed headquarters (CAP-USAF). John F. Kennedy's election to the presidency saw the new policy of Flexible Response to Soviet aggression. His critics would later charge that this led directly to the Vietnam War and other East-West confrontations of the 1960s,

70s, and 80s. As public support for the Vietnam War waned, public and Air Force interest in CAP plummeted and CAP was marginalized by both.

The end of the Cold War and the first Gulf War changed the nation's focus. Overnight, the Soviet threat vanished, and Soviet inspired and funded insurgencies throughout the developing world disappeared. The Air Force, and consequently CAP, was faced with redefining its mission focus in the light of these events. CAP became more involved with disaster relief and drug interdiction missions.

The terrorist attacks on the World Trade Center in New York, the Pentagon building in Washington, and the downing of an airliner in Pennsylvania changed the presumptive role of the U.S. Armed Forces. The Federal Government consolidated homeland threat missions into one agency, the Department of Homeland Security, focusing public attention on terrorist and natural disaster threats to the nation. CAP became more involved with supporting Air Force-related homeland security missions.

In 2015, the Air Force announced a new role for CAP as part of the *Total Force*, making CAP an integral part of planning and non-combatant support for the Air Force. This reflected a closer relationship with the Air Force than had existed for many years.

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Editor's Column: *The Coming Tide*

K.J. Efinger, MMH

It has been the opinion of more than just a handful of CAP members that the recent move by the USAF assigning the Civil Air Patrol to Air Combat Command for Emergency Services operational missions translates to a more active role in recognizing the organization's future potential as an augmentation force of civilian volunteers.

Whatever the case, the Civil Air Patrol has been placed on a footing that fundamentally mirrors that of its wartime forbearers, and must be prepared to engage the expanding responsibilities it will assuredly have. By no means can this be interpreted to denote a military function of the organization. What it does do is provide a clearly defined niche in which CAP will find its place among volunteer and reserve organizations and units that support the USAF in order that it may direct resources where most efficient and central to its purpose.

Consequently—and to restate the obvious—the Civil Air Patrol might well be a far more visible force of volunteers among the nation's uniformed services than

it has in the past—when the operational duties utilizing the CAP air fleet increase, the visibility of the organization will follow.

The plethora of technologies that have come to the forefront of aerial war and surveillance in less than two decades into the 21st century have necessitated a review of the USAF's own operational policies. Though there is no "hard-evidence" as to exactly what those changes will be, it might be fair to say that the USAF is only one step-ahead of the capabilities themselves. In other words, leading a supposed Revolution in Military Affairs (RMA) upon which the civilian world rides the coattails. The idea of a RMA or as some see, technological determinism, is a doctrinal point of view. It is promoted at various levels of government, taught at academic institutions around the country, and supported by large names within the established genre of military historians and scientists.¹ Its adherents are very faithful to the systematic construct that says technology "ups the ante" a little bit with each new application.

Detractors of the ideology will quickly point to the application of countermanding technologies in combating the new-tech, simply arguing that there is no "revolution" as such, but rather a continuation of "tit-for-tat" evolutionary movements in warfare. Therefore,

¹ The broad-spectrum of views on whether the RMA's exist is a subject of great debate—one which is best left to discuss at another time. Suffice it to say, a brief understanding of its application and influence in military thinking is necessitated by its mere mention in this essay. Jeffrey McKittrick, James Blackwell, Fred Littlepage, George Kraus, Richard Blanchfield, Dale Hill, Robert Kim, Marl Jacobson, John Moyle, and Steven Kenney, *Battlefield of the Future: 21st Century War Issues*, ed. Barry R. Schneider and Lawrence Grinter (Montgomery: Air University Press, 1998), 65.

there is no “revolution” per se, but a progression towards advancement that renders previous generational approaches obsolete—the supposition being that changes in doctrine are the result of changes in technology. Though the “detractor’s” view is more in-line with my own thinking, I defer to the unprecedented number of air-power gadgetry that has inundated the 21st century’s first two decades. It is difficult to maintain a stalwart view, and at the same time fail to acknowledge the changes are impacting. DARPA, or the Defense Advanced Research Projects Agency, is at the leading edge of many of these advancements.² The “technology frontier” is far and wide.

The recent policy change by the USAF allowing enlisted airmen to fly Remotely Piloted Aircraft (RPA) as opposed to only commissioned officers—a move that was announced last year in some publications³—is just one of many indicators that the USAF is looking towards utilizing as many resources as possible in overall air operations.⁴ This is not only a policy change, but likely a doctrinal one as well. It may be argued—though with little evidence—that CAP pilots will see larger roles once fulfilled by USAF mission pilots. This is a statement of opinion *rather* than fact. However,

² Chloe Olewitz, "DARPA'S New Gremlin Drones Fly Back to Their 'Mothership' After Completing Recon Missions," *Fox News*, April 15, 2016, <http://www.foxnews.com/tech/2016/04/15/darpas-new-gremlin-drones-fly-back-to-their-mothership-after-completing-recon-missions.html>. (Accessed April 15, 2016).

³ Stephen Losey, "RPA Officer Incentive Pay to Increase to \$35k Under New Law," *Air Force Times*, November 27, 2015, <http://www.airforcetimes.com/story/military/2015/11/25/congress-wants-to-hear-plan-to-boost-rpa-manning/76258546/> (Accessed April 15, 2016).

⁴ Secretary of the Air Force Public Affairs, "AF Introduces Enlisted Global Hawk Pilots," *www.af.mil*, December 17, 2015, <http://www.af.mil/News/ArticleDisplay/tabid/223/Article/637192/af-introduces-enlisted-global-hawk-pilots.aspx/> (Accessed April 15, 2016).

Civil Air Patrol leadership has yet to define the new relationship, and as such, leaves much to speculation. This would certainly create relevance far greater in scope for the organization. Being part of the future use of aviation assets and personnel is where CAP began, and presumably where it will be in the future.

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Letters to the Editor

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CAP members are encouraged to maintain a professional and collegial attitude when submitting correspondence. kefinger@sercap.us

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Over the years, the Office of Civilian Defense, then Headquarters Army Air Forces, and finally Headquarters United States Air Force, delegated support for CAP to various agencies and Major Air Commands under their control, based on the their perception of where it could provide the most use *to them*:

1 DEC 1941	OCD
29 APR 1943	War (Army) Department
4 MAY 1943	HQ US Army Air Forces (USAAF)
24 JUN 1943	USAAF Technical Services Command
31 JUL 1945	USAAF terminates CAP financial support
1 APR 1945	USAAF Training Command
5 AUG 1945	Air Defense Command
1 JUL 1946	USAAF Technical Training Command

18 SEP 1947	USAAF designated United States Air Force
21 MAY 1948	USAF Air Training Command
11 JAN 1949	Headquarters Command USAF
1 JAN 1949	Continental Air Command
1 JAN 1968	Headquarters Command USAF
15 MAY 1978	Air University
1 JUL 1983	Air Training Command
1 JUL 1993	Air Education and Training Command ^{1, 2, 3, 4}

CAP has come full circle with the Air Force. When the organization became the official Air Force Auxiliary in 1948, the Air Force regarded CAP's mission as primarily supporting Air Force recruitment (essentially, the Cadet Program and Air Education), with a secondary mission of augmenting the Air Force search and rescue mission. Air (later Aerospace) Education was essentially an element of the recruitment program. This focus continued throughout the Cold War period, but began to change in the 1990s, as post-Cold War demobilization tremendously reduced the manpower needs of the Air Force.

The introduction of The Drug Demand Reduction (DDR) Program and increased public and Air Force interest in responding to natural disasters resulted in a reprioritization in favor of Emergency Services. After 9/11, CAP expanded its role as a vital component of the homeland security team in augmenting the anti-terrorism effort and responding to natural disasters.

¹ Fact Sheet, *Civil Air Patrol, USAF (AETC)*, 31 March 2009, Air Force Historical Research Agency, <http://afhra/af.mil/factsheets>.

² *Civil Air Patrol Lineage and Honors*, Compiled by Col Len Blascovich, August 2000, <http://capnhq.custhelp.com>.

³ *Civil Air Patrol Joins Total Force "Airmen"*, SSgt Whitney Stanfield, Secretary of the Air Force Command Information, 28 Aug 2015.

⁴ *CAPM 50-5*, Apr 2013, Revision One, pp 15.

Public support for Civil Air Patrol over the last 75 years was based on knowledge of CAP's contribution to public safety and security. Because the public was largely unaware of CAP's contributions, CAP did not exist for them. This has been a recurring theme for CAP. Similarly, CAP was generally unknown to the vast majority of rank and file Air Force personnel during the 70s, 80s, and 90s, receiving relatively low support as a result.⁵ With the change in mission after 9/11 and the assignment of CAP to Air Combat Command, CAP's mission and the Air Force mission are now more closely aligned. CAP is now in a position to provide vital support for the nation that is visible and perceived as essential to the nation.

World War II and Demobilization (1941-1948)

Civil Air Patrol was born and nurtured in the cauldron of World War II. War in Europe broke out in September of 1939, and as the war progressed it became increasingly clear that the United States would be drawn in, and so must prepare for the inevitable. Since the beginning of the 20th Century, America replaced Britain as the great balancer of wars: Whichever side received America's support would win, so even if the isolationists wished not to be involved, America would be forced in by one side or the other because we were the *tipper*.

American military planners in the War and Navy Departments strongly lobbied President Roosevelt to initiate a major build up between 1939 and 1941, ostensibly as a deterrent to German aggression, but in reality preparing to go to war in support of the Allied

⁵ Your author served as an active duty Air Force officer and CAP member from 1972 to 1992, and noted at the time that most Air Force personnel, particularly senior officers, were generally unaware of CAP's contribution to the Air Force mission.

nations of Britain and France. General Headquarters Air Force (GHQ AF) was activated in 1935 to consolidate American combat air forces under one command, reporting directly to the Chief of staff of the Army in his role as wartime Commanding General of General Headquarters US Army. The separate Army Air Corps (AAC) was responsible for training and logistics, and concentrated on developing new combat aircraft for GHQ AF. By 1941, the AAC was combined with the GHQ AF, renamed Air Force Combat Command, as the USAAF, with Maj Gen Henry Arnold as Chief. In 1942, the AAC and the GHQ were deactivated, their components now reporting directly to Headquarters USAAF, with Lt Gen Arnold as Commanding General, USAAF. The USAAF was designated one of three major components of the Army, along with Army Ground Forces and Army Services Forces.

The Office of Civil Defense (OCD) was created in 1941 as the civilian corollary to the military buildup. Several states created Aviation Departments in the 1930s, and there was an aviation component of state-controlled National Guard units. A distinguished group of civil aviators, led by Gil Robb Wilson, joined under the OCD umbrella to form the Civil Air Patrol in December of 1941. This provided private pilots who were not in military service to support the country and the AAC on a volunteer basis to augment the air forces of the country.

Early in the war, the USAAF had little interest in Civil Air Patrol. Military leaders were not convinced that civilian pilots without military training could provide any worthwhile contribution to the air defense of the United

States. This perception quickly changed when German U-Boats appeared off America's coasts.

Despite the pre-war buildup, American military forces were unprepared to defend American coastal shipping. American oil companies used fuel tanker ships to move their products, which were *vital to the war effort*, up and down the Atlantic and Gulf coasts, and through the Panama Canal, where west coast fuel could be transported to Eastern cities. The sheer volume and urgent need for fuel prevented switching to railroad tank cars, and pipelines could not be built quickly enough. Additionally, American Army and Navy aircraft and crews were in such short supply that they could not adequately patrol the shipping lanes along the coasts. This led to oil company executives meeting with representatives of Civil Air Patrol and agreeing to partially fund the creation of a CAP Coastal Patrol along the Atlantic and Gulf coasts. This funded Coastal Patrol and protected the American coastline. It is important to note that this was done at a time when CAP was under the control of the OCD, not the Air Force, or it might not have happened. The President of Sun Oil and other industry leaders were able to use their influence to obtain US government support, and they donated \$18,000 to help fund Coastal Patrol operations. The Army and Navy leadership were hostile to the concept, but were forced by political pressure to accept it.⁶

Coastal Patrol planes were light aircraft such as Piper Cubs; they had virtually no combat value, even though they were eventually armed with small bombs for

⁶ Robert Neprud, *Flying Minutemen*, NY, Duell, Sloan and Pearce, 1948, p 10.

targets of opportunity (provided the other side was not firing on them). Their main purpose was to identify U-Boats and hostile surface craft patrolling the coasts, and search for survivors of sunken Allied ships and aircraft. It was not designed to provide a coordinated program to attack enemy vessels; it was important as a deterrent to U-Boats, whose captains were concerned that the small planes would call in a military attack by air or sea. It was thus a credible deterrent and led to a decrease in U-Boat attacks on coastal shipping.

By 1943, U-Boat attacks in the coastal sea lanes had diminished considerably, as the American Navy drove the German submarines out of the western Atlantic and coastal air and sea defenses became adequately manned by the military and naval forces. CAP in the meantime expanded its participation in other wartime missions such as border patrol, courier services for the Army Air Forces, and forest fire spotting.

When CAP was under the OCD, the USAAF provided the Commander and a small administrative staff for CAP. Most of these individuals, including the National Commander, were commissioned directly from civilian life, and were not part of the regular military establishment; and CAP reported to the OCD, not the USAAF. This changed in 1943 when CAP was transferred to the War Department and placed under the jurisdiction of the USAAF.

The USAAF immediately wanted to militarize CAP, so that CAP would, in the USAAF view, fit better into the total USAAF wartime mission. This led, in 1944, to USAAF Air Inspector General conducting a thorough

examination of all aspects of CAP activities, personnel, and organization. The resulting report heavily criticized the directly commissioned officers and the civilian members of CAP, and charged that CAP members were more loyal to the Civil Air Patrol than to the Army Air Forces. Although this was a false dichotomy, since CAP members could be loyal to both, it led to the first effort to define and rationalize the relationship between the civilian and military sides of CAP.⁷

The Cadet Program, created 1 Oct 1942, was of more interest to the USAAF because it provided aviation training and motivation to high school graduates who could fill the war-depleted ranks of the USAAF.⁸ As cadet membership soared, so did USAAF interest in the Cadet side of CAP. CAP continued to support the war effort both operationally and with the Cadet Program for the duration of the war, providing invaluable services to the USAAF *at a very low cost*.⁹

Membership declined as the US Armed Forces demobilized in 1945-46. For CAP, this meant that the organization had to decide if it had completed its mission and should be disbanded; or if it had a place in the peacetime world. In the view some of the USAAF leadership, the realignment of USAAF missions after the war made CAP redundant. In January, 1946, General of the Army (later Air Force) Henry Arnold convened a conference of Air Force officials and CAP wing

⁷ *Summary Report of Air Inspector's Investigation of the Civil Air Patrol*, dated 8 March 1944. Washington, DC, HQ Army Air Forces.

⁸ *Civil Air Patrol Historical Note, The Cadet Program*, Lt Col Leonard Blascovich, CAP National Historical Committee, Feb 1994.

⁹ *Civil Air Patrol Report to Congress for May 1948*, National Headquarters Civil Air Patrol, p 2.

commanders to consider the future of CAP. The Conference recommended that CAP incorporate as a private organization or corporation.

The USAAF withdrew its funding of CAP on 31 March 1946, and CAP was chartered by Congress as a civilian organization with the three-fold mission of Emergency Services, Aviation Education, and Cadet Programs. This became the TRIAD of Civil Air Patrol. CAP also became the official auxiliary of the USAAF, and in 1948, after the establishment of the USAF, the official auxiliary of the Air Force.¹⁰ Once the USAAF became a separate service in 1947 as the United States Air Force (USAF), the Cadet Program continued to be one of, if not the most, important major interests of the Air Force in CAP up through the 1990s.

The Early Cold War and Korea (1949-1959)

Between World War II and the Korean War of 1950-1953, CAP had different priorities than the Air Force and focused on Cadet Programs and Emergency Services (specifically search and rescue). The war era draft ended in 1947, but because of Cold War tensions, was quickly resumed in 1948, and ultimately greatly expanded during the Korean War and remained high until the end of the Vietnam War. This meant that the Air Force had a continued intense interest in the CAP Cadet Program as a conduit for potential Air Force recruits.

The Soviet Union's consolidation of control in Eastern Europe from 1945 to 1948 was a piecemeal process which the United States was slow to respond. Events came to a head, however, when Communist insurgents,

supported by the Soviet Union, attempted coups in Greece and Turkey. This led to a series of events that culminated in the United States going on a war footing, *albeit in peacetime*, to counter Soviet aggression. The Berlin Blockade of 1948-49, followed by the Soviet Union's acquisition of the atomic bomb and the Communist takeover of mainland China the same year, led to the establishment of NATO that same year, 1949. The Truman Administration responded by adopting the policy of *containment* to stop Soviet world expansion. The first armed application of this new policy was in Korea.

The Communist North Korean attack on South Korea in 1950 was instigated by the Soviet Union, which provided logistical support for and stood behind the North Koreans via their Chinese Communist surrogates. The American response led to a dramatic increase in the US military (and CAP membership as well).¹¹ As USAF search and rescue units were rapidly moved to the Far East, CAP took over virtually all stateside search and rescue (SAR) missions. This enabled the Air Force to concentrate SAR efforts on Korea.¹² After the end of the Korean War, Stalin's death, and Dwight Eisenhower's inauguration as President in 1953, public concern about the Soviet Union diminished considerably, and so did CAP membership.

The United States and the Soviet Union both publicly announced they were developing missile technology for peaceful purposes, but both were quietly working on

¹⁰ CAPM 50-5, Apr 2013, Revision One, pp 15-17.

¹¹ Julius Pratt et al, *A History of United States Foreign Policy*, 4th Edition, Prentice-Hall, Englewood, NJ, 1980, pp 399-408.

¹² *Civil Air Patrol Annual Report to Congress for 1951*, May 1952, "Activities During 1951...Operations".

nuclear tipped intercontinental ballistic missiles (ICBMs). In the midst of all this, the Soviet Union launched the first artificial satellite, Sputnik, in 1957. This created a near panic in America and the Western World. This led to the first instance of what today we might call a Science/Technology/Electronics/Math (STEM) panic attack, the first in America's recent history, as politicians everywhere were sure we were falling behind the Soviet Union. Not only did it cause us to question whether our scientific and educational programs were up to par, but it expanded the existing public fear of an ICBM nuclear attack. There was a surge in CAP membership in 1957 that lasted several years. After the United States landed a man on the moon in 1968, STEM panic abated, but it continues to erupt from time to time, up to the present, even though the US has been a world leader in science and technology for almost 50 years. Prior to Sputnik, most Americans were worried about bomber attacks; after Sputnik, missiles became the concern as a result of their efficient and destructive delivery systems that could avoid the handicaps of bomber warfare. The Cold War mentality caused citizens to build more bomb shelters, practice nuclear war survival, and live under the shadow of imminent nuclear destruction. This was the world of Americans living between 1949 and 1991. Baby boomers knew no other life than suffering the fear of World War III from their childhood through their 40s.

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¹³ Kennedy et al, *The American Pageant, 12th Edition*, Houghton Mifflin, NY, 2002, pp 903-904.

¹⁴ *Civil Air Patrol Annual Report for 1957*.

¹⁵ See Appendix 1, *Membership Statistics include combined data provided by the CAP National Historian, Col Frank Blazich, and the author from CAP Annual Reports to Congress and CAP Annual Financial Reports*.

The Late Cold War and Vietnam (1960-1988)

1960 was a year of decision for CAP. CAP National Commander Air Force Brig Gen Stephen McEnroy wrote a scathing denunciation of CAP's civilian leadership, and sent it to his supervisor, Lt Gen William Hall, the Commanding General of Continental Air Command. McEnroy argued that CAP was successful its first twenty years because of the teamwork between the USAAF/USAF and CAP, and particularly from 1948 to 1959 because of the close relationship of retired Gen Carl Spaatz, former Chief of Staff of the Air Force, as Chairman of the National Board of CAP, and Maj Gen Lucas Beau and Maj Gen Walter Agee as National Commanders during the same period. Brig Gen McEnroy claimed that Lucas and Agee were responsive to the needs of the Air Force while serving as CAP National Commanders because they were Air Force officers, and that civilian members of CAP were not, and would not be, responsive to the needs of the Air Force in the future. He noted a decline in Cadet membership from 50,000 to 28,000 in the previous decade, and attributed this to the poor quality of civilian leadership in CAP.¹⁷ McEnroy stated emphatically that Civil Air Patrol had no legal status as an official agency of the USAF—this is in stark contrast to the Air Force's view of CAP in 2016. In fact, CAP membership had been fairly stable from 1958 through 1961. Brig Gen McEnroy was newly promoted to Brig Gen when he was assigned as National Commander CAP. Ironically, this was at the request of the CAP members of the National Board, because they

¹⁶ Your author remembers drills in which we students tucked our heads into our knees under our desks in order to survive hydrogen bombs!

¹⁷ *Headquarters Civil Air Patrol letter to Lt Gen William Hall from Brig Gen Stephen McEnroy, 20 June 1960, Subject: Civil Air Patrol – USAF Relationship*.

thought a newly minted general would be a more aggressive National Commander because he wanted to be a Maj Gen. He was aggressive, but not in the way the National Board intended.^{18,19}

Brig Gen McEnroy left CAP a year and a half after sending the letter referenced above. He remained a Brig Gen until retirement. The next two National Commanders were Air Force colonels, and then general officers returned as National Commander/USAF Executive Director from 1967 to 1984.²⁰

In 1961, CAP developed its first long range strategic plan, which placed an emphasis on Cadet recruiting. The *Long Range Plan* called for a membership goal of 160,000 (100,000 of which would be Cadets).²¹ This concept of more cadets than senior members was consistent with CAP's goal of emphasizing the Cadet Program through the 1940s and 1950s, a policy CAP intended to continue indefinitely.

During the Truman and Eisenhower years (1945-1961), America's primary military mission was to protect the country by preventing nuclear attack, and if attacked, to strike back. This implied that the strength of the nation's Armed Forces was designed to be a *deterrent* to attack by the Soviet Union. John F. Kennedy, who became President in January of 1961, was concerned that this

policy could lead to general nuclear war, so he modified it. His new policy of *Flexible Response* was designed to defuse the situation so that acts of Soviet aggression would elicit graduated responses from the United States appropriate to the aggression, and not a hair trigger reaction of *bombing the Soviets back into the Stone Age*. The Soviet response was to test the theory by a series of incidents and provocations, such as placing missiles in Cuba and supporting a Communist insurgency in Vietnam. The Cuban Missile Crisis and the escalation in the Vietnam War resulted in a surge in Civil Air Patrol membership.

In February, 1968, the massive North Vietnamese attack on South Vietnam during the Tet holiday (the Tet Offensive) caused American and South Vietnamese forces to suffer heavy losses. Even though the Communist Viet Cong and North Vietnamese were defeated, the series of battles convinced the American people that the war was unwinnable, and CAP membership declined along with public confidence in the military.

Membership increased somewhat during the early Nixon administration, by about 10%. President Nixon promised to "Vietnamize" the War and bring the troops home, but as this dragged on. Membership in CAP dropped by about 10%. In 1972, as public confidence in President Nixon began to decrease, membership dropped 13%, below its Tet Offensive levels. The decline continued through the Ford and Carter administrations, reflecting a serious malaise in national morale, when many Americans lost confidence in their government and the military, and by extension, CAP. A dramatic drop in CAP

¹⁸ *Headquarters Civil Air Patrol letter to Lt Gen William Hall from Brig Gen Stephen McEnroy, 20 June 1960, Subject: Civil Air Patrol – USAF Relationship.*

¹⁹ *Hero Next Door*, Frank Burnham, Fallbrook, CA, Aero Publishers, 1974, p 61.

²⁰ *Civil Air Patrol Lineage*, August 2000, National Headquarters CAP, written by Col Leonard Blascovich.

²¹ *Civil Air Patrol Annual Report for 1961.*

membership of 9% occurred at the end of the first year of the Carter administration, but began to climb again as the public reacted angrily to the Iranian Hostage situation, and soared again by 12% during the first two years of the Reagan administration, as public confidence in the government and the military increased dramatically.²²

Throughout the 1970s and 1980s, CAP membership waxed and waned, but did so largely outside the public eye. Determined members of CAP continued to support the three mission elements of Emergency Services, Aviation (now Aerospace) Education, and Cadet Programs. Beginning in 1985, Civil Air Patrol became involved with Counter-Narcotics missions in support of the Drug Enforcement Agency. CAP support for drug demand interdiction missions continued to the present time. Unfortunately, during the 70s and 80s, CAP was frequently a stealth organization, often unknown by the public and by most members of the Air Force.

Transition to the Post-Cold War Era (1991-2001)

With the end of the Cold War in 1989-91, Collapse of the Soviet Union and the Warsaw Pact, and the emergence of the United States as the only remaining Super Power, CAP membership fluctuated. The end of the Cold War coincided with the end of the First Gulf War (Desert Storm). President H W Bush presided over the end of the Cold War and the demise of the Soviet Union. The threat of general nuclear war that troubled the minds of the American public and the American military from 1949 to 1991 was gone. Abruptly, the American people were not faced with the imminent threat of nuclear war. The

downsizing of the military services, including the Air Force, was dramatic. US Forces were largely withdrawn from Europe, and Strategic Air Command (SAC) was deactivated and its combat missiles and bombers redistributed around the Air Force. The Soviet threat no longer existed.

The former Soviet Union, now Russia, was not happy with how the Cold War ended, but because its economy collapsed along with its military, it was powerless to do anything about it. The new threat on the horizon was state sponsored terrorism, largely of Middle Eastern origin, which was shortly replaced by terrorism based on ideology and religion. Events in Somalia were a precursor of things to come, but initially the US Military was most concerned with responding to the new relationships in the former Soviet bloc of states in Eastern Europe, leaving little room for monitoring events in the Middle East. The *new* Russia was not pleased that it was no longer a super power, and it was concerned when several of its former client states joined NATO. A resurgent Russia in the last decade caused a reorientation within the Air Force, as SAC resurrected as Air Force Global Strike Command, consolidating ICBMs and nuclear bombers once again in one command.

911 and After (2001-2015)

After the end of the Cold War, the new military concerns for the United States were terrorism, insurgencies, and local conflicts. CAP adapted to provide support in an environment more suited to CAP capabilities than it could possibly do supporting the Air Force in meeting its Cold War responsibilities. Extremist Islamic terrorism was on the rise in the 1990s, but insufficient notice was taken until September 11, 2001 (*911*), with the

²² See Appendix 1 for statistics cited in this paragraph.

destruction of the World Trade Center. Suddenly, America was faced with the specter of non-state sponsored, religious-based terrorism.

American military personnel were sent into combat in Iraq and Afghanistan in one form or another over the next fifteen years. Reserve and National Guard troops were more closely integrated into the Total Force, and this increased hometown awareness of the War and appreciation of the US Armed Forces across the country. CAP membership surged again to over 64,000 in two years, then fluctuated again through 2015, with a 2015 membership of 58,611.²³

The American security establishment—including military and civilian agencies—was realigned in response to the new terrorist threat and the demands of Middle Eastern war. The Department of Homeland Security (DHS) was established to place domestic security agencies under one organization which included border and coastal protection, as well as internal security and disaster response. These actions led to better coordination of American internal security. CAP responded by increasing its participation in natural disaster relief, as well as supporting anti-terrorism efforts.

In 2012, the Government Accountability Office (GAO) evaluated CAP's potential for supporting homeland security, and recommended increased use of CAP resources in support of DHS's aviation mission. The US Coast Guard (USCG) objected because it had created its own in-house Aviation Program within the US Coast

Guard Auxiliary (USCGA).²⁴ This was essentially a *turf battle*, and DHS sided with the USCG, which is part of DHS.

Integration into the Total (Air Force) Force (2015-2016+)

On 4 June 2014, Maj Gen Chuck Carr, National Commander of CAP, spoke to the Air Force *Corona Conference*. *Corona* is the annual meeting of Air Force Lieutenant and full Generals, including all Major Air Command commanders. He briefed the senior Air Force command staff on CAP's missions and programs, but most importantly, he *highlighted the ways that CAP could support the Air Force mission in an extremely cost-effective way* (remember 1946 above?).²⁵

This was followed on 23 June 2015 by a visit by Gen Hawk Carlisle, Commander of Air Combat Command (ACC), to CAP National Headquarters, where the General was briefed on CAP's missions and programs in anticipation of CAP developing a closer relationship with ACC.²⁶ These events culminated in the announcement at the 2015 CAP National Conference in August 2015 that CAP would be integrated into the Air Force's Total Force and included in a non-combat role in the Air Force's future mission planning.

The Civil Air Patrol is poised to begin its 76th year with a new public recognition of its importance to the nation's security. Over much of the last 75 years, CAP performed

²³ See Appendix 1 for statistics cited in this paragraph.

²⁴ *Homeland Security, Civil Air Patrol Involved in Certain Missions, but DHS Should Assess the Benefits of Further Involvement*, Washington: GAO Report to Congressional Committees, 2012.

²⁵ *National Commander Addresses Air Force's Top Leaders at Corona*, 4 June 2014.

²⁶ ACC Commander Tours CAP National Headquarters, 23 June 2015.

its Emergency Services, Aerospace Education, and Cadet Programs with distinction, but spoke to a limited number of citizens and with too little appreciation by the leadership and the rank and file of the Air Force.

CAP has come full circle now that it is integrated into the *Total Force*. The Air Force has a renewed appreciation for the contributions that CAP can make to accomplish the Air Force mission. CAP for its part must always remember that CAP does not operate in a public relations vacuum: it must continually make itself known to the public and the Air Force, and not rest on its past laurels. Until CAP is a household name throughout the country, and at every Air Force base, the job is a work in progress. It will always be a work in progress, as any educational endeavor is, as each new generation acquires the knowledge and experience of its predecessors. In the last two years, CAP has taken bold initiatives to accomplish this, and to align itself with the Air Force Mission. The *2016-2020 Strategic Plan* outlines the many contributions CAP can and will make to the nation's security. Within the Strategic Plan, CAP's *Alignment of Goals* highlights the ways in which CAP will actively integrate with the Air Force in the completion of its missions, in support of the Departments of Defense and Homeland Security, and in support of Aerospace Education programs within the Department of Education.²⁷

Civil Air Patrol and the Air Force must remember that CAP is part of the Total Force as the *official* auxiliary of the United States Air Force, and CAP exists to support

the Air Force in its mission to defend the country in air and space. This would reflect the close relationship of the organization with the Air Force in the same manner as the United States Coast Guard Auxiliary relates to the United States Coast Guard.

As CAP embarks on its 76th year, the future is in our hands and those of our successors, and will be what we make of it as we respond to the needs of our country.

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Call for Submissions

The Civil Air Patrol *National Historical Journal* (NHJ) welcomes articles, essays, and commentaries on any topic relating to the history of the Civil Air Patrol, or military/civilian aviation history.

All historiographical works and essays must be submitted in Chicago Manual of Style (CMS). Authors should submit digital photographs (minimal resolution of 300 dots per inch) and illustrations for publication. All content should be the work of the author or open source. Adjustments to pixel saturation, color and size will be made according to the editorial staff's recommendations. Please note that when submitted to the editor at the Civil Air Patrol National Historical Journal, all works and related media are released from copyright infringements when published.

Editorial changes are at the sole discretion of the editorial staff, but will be discussed with the author prior to publication, and require release from the author.

The CAP NHJ editorial staff reserves the right to refuse any work submitted. All submissions must be sent as MS Word attachments and mailed to the editor at kefinger@sercap.us.

²⁷ See Appendix 2, *Alignment of Goals, Civil Air Patrol Strategic Plan, 2016-2020*, Civil Air Patrol National Headquarters.

APPENDIX 1

CAP MEMBERSHIP STATISTICS 1945 - 2015						
1945	135,000	End of WW2/Truman Pres.		1981	60,688	Reagan President
1946	NO REPORT	Demobilization		1982	64,669	"
1947	150,000			1983	67,773	"
1948	129,790	Berlin Blockade		1984	66,505	"
1949	161,979	"		1985	65,771	"
1950	70,624	Korean War		1986	66,931	"
1951	77,412	Korean War Armistice		1987	72,969	"
1952	77,472	"		1988	72,836	"
1953	81,546	Korean War Ends/Ike Pres.		1989	67,339	GHW Bush President
1954	86,507	"		1990	60,226	Collapse of Soviet Union
1955	90,089	"		1991	57,790	Operation Desert Storm
1956	76,839	"		1992	55,679	"
1957	74,361	Sputnik		1993	53,316	Clinton President
1958	70,322	"		1994	51,041	"
1959	70,759	"		1995	52,225	"
1960	69,571	"		1996	53,585	"
1961	71,724	Kennedy President		1997	57,431	"
1962	76,358	Cuban Missile Crisis		1998	59,582	"
1963	82,406	Vietnam War/Johnson Pres.		1999	61,216	"
1964	86,473	"		2000	59,442	"
1965	80,245	"		2001	58,090	G Bush President/911
1966	79,537	"		2002	62,350	"
1967	85,341	"		2003	64,535	"
1968	67,122	Tet Offensive		2004	60,207	"
1969	63,600	Nixon President		2005	56,888	"
1970	73,348	Vietnam Drawdown		2006	56,363	"
1971	70,217	"		2007	56,464	"
1972	62,430	"		2008	54,383	"
1973	60,125	Middle East War		2009	58,660	Obama President
1974	61,447	Ford President		2010	61,133	"
1975	64,978	Vietnam War Ends		2011	61,812	"
1976	64,516	"		2012	60,847	"
1977	63,373	Carter President		2013	59,019	"
1978	57,641	"		2014	56,522	Soviet Invasion of Crimea
1979	59,552	Iran Hostage Crisis		2015	57,580	CAP in Total Force
1980	59,312	"				

APPENDIX 2

ALIGNMENT OF GOALS

Department of Education	CAP Goal
1. Increase College Access, Quality, and Affordability	4.1. Sustain a first class Aerospace Education program 4.2. Position CAP to be America's leader in youth cyber defense education 4.5. Increase cadet educational opportunities by expanding our college and career school scholarship programs
2. Improve Elementary and Secondary Education	1.3. Position CAP to become the Air Force's single home for cadet (youth) programs, both school-based and community-based 2.4. Increase community awareness of CAP AE programs through visits and presentations at local schools and organizations 4.1. Sustain a first class Aerospace Education program 4.4. Increase the effectiveness of our cadet career exploration courses (NCSAs) 6.1. Produce first class leaders for tomorrow's CAP 6.4. Enhance our portfolio of cadet leadership and character development activities
Department of Homeland	CAP Goal
1. Prevent Terrorism and Enhance Security	1.1. Increase opportunities to partner with the Air Force 1.2. Present cost effective alternatives to fulfill Air Force and other federal agencies' needs 2.1. Exploit technological advancements to enhance mission capabilities 7.2. Increase America's confidence that One CAP stands ready to serve
2. Secure and Manage Our Borders	1.2. Present cost effective alternatives to fulfill Air Force and other federal agencies' needs 7.1. Increase America's confidence that One CAP stands ready to serve
4. Safeguard and Secure Cyberspace	4.2. Position CAP to be America's leader in youth cyber defense education
5. Strengthen National Preparedness and Resilience	1.1. Increase opportunities to partner with the Air Force 1.2. Present cost effective alternatives to fulfill Air Force and other federal agencies' needs 2.1. Exploit technological advancements to enhance mission capabilities 2.2. Establish enduring partnerships 7.2. Increase America's confidence that One CAP stands ready to serve
Defense Strategic Guidance	CAP Goal
5. Operate Effectively in Cyberspace and Space	1.1. Increase opportunities to partner with the Air Force 1.2. Present cost effective alternatives to fulfill AF and other federal agencies' needs 4.2. Position CAP to be America's leader in youth cyber defense education
7. Defend the Homeland and Provide Support to Civil Authorities	1.1. Increase opportunities to partner with the Air Force 1.2. Present cost effective alternatives to fulfill Air Force and other federal agencies' needs 2.1. Exploit technological advancements to enhance mission capabilities 2.2. Establish enduring partnerships 7.2. Increase America's confidence that One CAP stands ready to serve
10. Conduct Humanitarian, Disaster Relief, and Other Operations	1.1. Increase opportunities to partner with the Air Force 1.2. Present cost effective alternatives to fulfill Air Force and other federal agencies' need 2.1. Exploit technological advancements to enhance mission capabilities 7.2. Increase America's confidence that One CAP stands ready to serve

Quadrennial Defense Review	CAP Goal
1. Protect the Homeland	1.1. Increase opportunities to partner with the Air Force 1.2. Present cost effective alternatives to fulfill Air Force and other federal agencies' needs 2.1. Exploit technological advancements to enhance mission capabilities 2.2. Establish enduring partnerships 7.2. Increase America's confidence that One CAP stands ready to serve
3. Project Power and Win Decisively	1.1. Increase opportunities to partner with the Air Force 1.2. Present cost effective alternatives to fulfill Air Force and other federal agencies' needs 4.2. Position CAP to be America's leader in youth cyber defense education 7.2. Increase America's confidence that One CAP stands ready to serve
DoD Strategic Management Plan	CAP Goal
1. Optimize DoD Personnel Through Actions Focusing on Readiness	1.1. Increase opportunities to partner with the Air Force 1.2. Present cost effective alternatives to fulfill Air Force and other federal agencies' needs 2.1. Exploit technological advancements to enhance mission capabilities 3.2. Enhance education and training of our members 7.2. Improve CAP's culture across the full spectrum of missions, programs and processes 7.4. Implement a Safety Management System that imbeds risk management into every process of the Corporation and instills a safety culture that becomes a way of life
2. Strengthen DoD Financial Management/Public Confidence	3.1. Develop tools to simplify tasks and garner efficiencies 7.2. Increase America's confidence that One CAP stands ready to serve 7.3. Enhance CAP's stewardship
4. Strengthen DoD Acquisition Processes	7.3. Enhance CAP's stewardship
Air Force Priority	CAP Goal
1. Develop and Care for Airmen and Their Families	1.1. Increase opportunities to partner with the Air Force 1.2. Present cost effective alternatives to fulfill Air Force and other federal agencies' needs 1.3. Position CAP to become the Air Force's single home for cadet (youth) programs, both school-based and community-based 2.4. Increase community awareness of CAP AE programs through visits and presentations at local schools and organizations 4.1. Sustain a first class Aerospace Education program 4.3. Make aviation more accessible to cadets 4.4. Increase the effectiveness of our cadet career exploration courses (NCSAs) 4.5. Increase cadet educational opportunities by expanding our college and career school scholarship programs 5.2. Take care of our members 6.4. Enhance our portfolio of cadet leadership and character development activities 6.5. Support cadets in their efforts to improve their physical fitness 7.5. Maintain America's confidence in the CAP Cadet Program

<p>2. Balancing Readiness and Modernization</p>	<ul style="list-style-type: none"> 1.1. Increase opportunities to partner with the Air Force 1.2. Present cost effective alternatives to fulfill Air Force and other federal agencies' needs 2.1. Exploit technological advancements to enhance mission capabilities 3.2. Enhance education and training of our members 7.1. Improve CAP's culture across the full spectrum of missions, programs and processes 7.2. Increase America's confidence that One CAP stands ready to serve 7.3. Enhance CAP's stewardship 7.4. Implement a Safety Management System that imbeds risk management into every process of the Corporation and instills a safety culture that becomes a way of life 7.8. Aviation excellence- maintain and promote standardized excellence in CAP flight operations
<p>3. Making Every Dollar Count to Ensure a Credible and Affordable Force</p>	<ul style="list-style-type: none"> 1.1. Increase opportunities to partner with the Air Force 1.2. Present cost effective alternatives to fulfill Air Force and other federal agencies' needs 3.1. Develop tools to simplify tasks and garner efficiencies 7.3. Enhance CAP's stewardship

