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REPORT OF THE  
COMPTROLLER GENERAL  
OF THE UNITED STATES

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Effectiveness And Morale  
Of The Colorado Wing Of  
The Civil Air Patrol

This report assesses Colorado wing operations of the Civil Air Patrol. It covers notification procedures, selection of members for mission participation, utilization of radio frequencies assigned to the Civil Air Patrol, and the organization's system of debriefings and receipt of feedback from members after missions are closed or suspended.

The Civil Air Patrol is a civilian auxiliary of the Air Force and its Colorado wing generally is an effective search and rescue organization and responds to emergency situations on a timely basis. Because pilots stake their lives on the competence of the Civil Air Patrol's search and rescue operations, an effective and efficiently run organization is important.

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JAN. 9, 1976

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COMPTROLLER GENERAL OF THE UNITED STATES  
WASHINGTON, D.C. 20548

B-184000

The Honorable Patricia Schroeder  
House of Representatives

Dear Mrs. Schroeder:

In your May 20, 1975, letter you asked us to investigate certain allegations concerning the Colorado wing of the Civil Air Patrol. You emphasized the importance of efficiency and effectiveness of the Civil Air Patrol, because pilots stake their lives on the competence of the Patrol's search and rescue operations. In this report we have assessed the effectiveness and morale of the Colorado wing.

We held discussions with personnel and reviewed records at:

- Colorado Wing, Civil Air Patrol, at Denver and other locations in Colorado.
- Headquarters, Civil Air Patrol, United States Air Force at Maxwell Air Force Base, Alabama and Colorado Wing Liaison Offices.
- Air Force Rescue Coordination Center at Scott Air Force Base, Illinois.
- Federal Aviation Administration office at Denver, Colorado.

We also mailed questionnaires to 553 members selected at random from the 1,096 Colorado wing senior members and received responses from 346 (63 percent). At the completion of our review we discussed the results with a member of your staff. We have summarized the report data in this letter for your convenience.

The Civil Air Patrol is a volunteer, nonprofit, civilian auxiliary of the U.S. Air Force. It performs, among other things, search and rescue missions authorized by the Air Force. It obtains Federal assistance in the form of equipment declared excess to the military departments and support from the Air Force which averages about \$6 million a year, including \$5 million for Air Force military and civilian personnel pay. The \$6 million also includes

reimbursement to Civil Air Patrol members for expenses incurred for fuel and communications on search and rescue missions.

The Civil Air Patrol patterns its organization after the Air Force, and therefore its units are organized along conventional military lines. Commanders at various levels are appointed by Civil Air Patrol members of a higher organizational level, and consequently members of specific units have no opportunity to choose their leaders.

We found no major indication that the Colorado wing of the Civil Air Patrol is not effectively performing authorized search and rescue missions. Annual evaluations by Air Force officials indicate that the Colorado wing performs satisfactorily. Air Force officials from the Air Force Rescue Coordination Center, who authorize Colorado wing missions, and CAP/USAF liaison officials directly supporting the Civil Air Patrol, told us that they consider the Colorado wing one of the top rated wings in the Nation. Most questionnaire respondents indicated that the performance of the Colorado wing was good.

The following is our response to your specific questions.

1. Have there been undue time lags after an aircraft is reported missing in terms of CAP notification?

a. In Air Force notification from the Federal Aviation Administration?

We reviewed information on 16 search and rescue missions in which the Colorado wing was asked to participate. Records were generally not available showing when the Federal Aviation Administration first became aware of an aircraft in possible distress situations. In the few cases in which they were available, it appears that the Federal Aviation Administration acted within a reasonable time in notifying the Air Force Rescue Coordination Center.

b. In CAP notification from Air Force?

The Air Force Rescue Coordination Center is responsible for coordinating all search and rescue missions in the 48 contiguous States. The Center has no specific time criteria within which it must authorize a Civil Air Patrol search and rescue mission. It must first initiate several actions to

determine if an emergency does exist and pinpoint, as near as possible, the last location of the distressed aircraft. These procedures include a communications search at all possible recovery airports along the flight path, contact with local law enforcement authorities, and, in some cases, contact with relatives of pilots operating private aircraft without having filed flight plans. According to the urgency of the situation, the Center selects the resources required to best perform the mission. Actions taking place between the Federal Aviation Administration and the Air Force make it difficult to determine if there has been an unreasonable time lag in the Center's notification of the Civil Air Patrol.

c. In anyone responding to emergency locator transmitter signals once they are heard?

When an emergency locator transmitter signal is heard the Federal Aviation Administration immediately notifies the Air Force Rescue Coordination Center and concurrently requests aircraft flying over the area to monitor the emergency frequency. The Administration and the Center cooperate in checking flight plans and overdue aircraft to determine if an actual emergency exists or if the emergency locator transmitter was inadvertently activated. The Rescue Coordination Center received 6,149 emergency locator transmitter reports in fiscal year 1975, and only 55 of them were known to have been activated in a distress situation.

2. Have there been undue time lags after the Colorado Wing has been notified in terms of alerting CAP members? Are members alerted according to regulations? How effective are the regulations?

The Colorado wing has not established time criteria for initiating action in response to a request from the Rescue Coordination Center. Records showed that their reaction time ranged from "immediate" to about 3-1/2 hours, which doesn't appear to be untimely. The Colorado wing has a directive which prescribes its alerting procedures down to the area level of command and requires area units and squadrons to publish their own alerting procedures. Those interviewed at the area and squadron levels had no written procedures. Nor were records available to indicate who was alerted or when. Records showed only the members who participated in the mission. Considering their reaction time frames, their informal procedures appeared to be effective.

3. Has there been discrimination towards certain CAP members in terms of who is chosen to participate in CAP missions? Do the records indicate that certain CAP members tend to participate more than others in search and rescue operations? If so, why?

Records available at the Colorado wing do not indicate whether there is discrimination in selecting Civil Air Patrol members to participate in missions. However, they do show that some members participate more than others.

We believe that their selection criteria could contribute toward discriminatory practices, particularly for missions requiring limited participation. Since mission participation is on a volunteer basis and there is no regulatory requirement that each member participate in an equal number of missions, some members may be chosen to participate more than others. We were told that Civil Air Patrol officials select personnel to participate on the basis of such factors as knowledge of the terrain, reliability and equipment, and those who in the opinion of the official can best perform the mission and are most likely to be available. On the basis of questionnaire responses, 17 percent felt they should have been asked to participate more frequently.

4. What mechanism exists in the Colorado Wing of the CAP for discussion of missions and receipt of feedback from members? Does this mechanism appear to be working both to improve operations and to keep membership morale high?

Officials state that debriefings are generally held almost 1 week after the mission is completed or suspended. Formal minutes of these meetings are not maintained. Therefore, we used the questionnaire to obtain membership views on the timeliness and worth of these meetings. We found varying opinions on how often and within what time frames meetings were held. Moreover, questionnaire results indicate that only 55 percent of those participating in missions go to debriefings.

5. What is the level of morale in the Colorado Wing of the CAP?

Morale at the wing level does not seem to be a general problem. Only 14 percent of the questionnaire respondents indicated that low morale is a problem. This increased at the unit level to 23 percent.

We attempted through the questionnaire to determine specific conditions that the membership felt might contribute to low morale. However, none of the conditions listed, including infrequent mission participation, rated high enough to be considered a prime cause of low morale. In addition to the responses concerning morale, several members spoke of problems in the management of Colorado wing operations. Since the problems mentioned did not appear to support a pattern of poor management, we felt that further investigation was unjustified. This was discussed with your Denver staff, who agreed that further field work should not be done.

6. Have CAP radios been used for personal messages? If so, what is the extent of this? Is it a significant problem? If so, what can be done to prevent such occurrences?

Some Civil Air Patrol members have radio equipment that can receive broadcasts on CAP-assigned frequencies. Some of this equipment is issued to members by the Civil Air Patrol but much of it is individually owned. Thus, some individuals can listen regularly to traffic transmitted on CAP-assigned frequencies. However, assigning specific radio frequencies to the Civil Air Patrol provides point-to-point communication to alert officials and members of emergencies and authorized missions and training. Therefore, while it is important for members to monitor (listen to) these radio frequencies as often as possible, the use of CAP-assigned radio frequencies for personal messages prevents their effective use for required communications.

Civil Air Patrol communication policy guidance requires that each region and wing commander establish a communication monitoring program in accordance with the geographical characteristics of the area to be served. The Civil Air Patrol monitoring program is self-policing to insure the maintenance of high standards, effective techniques, and efficient utilization of all Civil Air Patrol communication operations. The Civil Air Patrol accomplishes this by operating monitoring stations at the region and wing levels. Additionally Civil Air Patrol officials pointed out that the Federal Communications Commission also listens in on CAP-assigned frequencies, noting such violations as unauthorized

communications, incorrect radio-telephone procedures, and unauthorized subject matter.

We used the questionnaire to determine the extent that frequencies were used for other than authorized transmissions. Over 75 percent of the respondents who have radio facilities and monitor the frequencies more than 10 hours a month felt that little or no personal use exists.

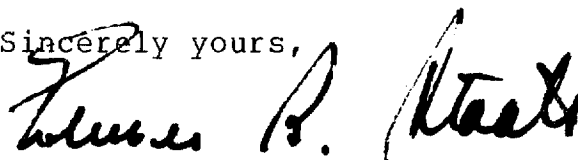
7. Is there any Federal agency, other than the GAO, which is empowered to conduct an investigation of the CAP? If so, which agency? Which agency, if any, is mandated to act as a watchdog over the activities of the CAP?

Neither GAO nor any other agency has authority to directly investigate or audit either the Civil Air Patrol or any of its State component organizations without its consent and cooperation. The Civil Air Patrol is a federally chartered corporation as is the Boy Scouts of America and is therefore a private enterprise and not an agency of the Federal Government. While Government corporations generally are supervised under the Government Corporation Control Act, 31 U.S.C. 841 et seq. (1945), federally chartered corporations need only undergo an annual audit by independent accountants and submit a report of the audit to the Congress (36 U.S.C. 1102-1103). We noted that the Civil Patrol Air bylaws and Air Force regulations authorize the Air Force to make necessary audits and inspection of Civil Air Patrol accounts and activities to insure that assistance furnished by the Air Force is used properly.

In summary, we found no substantial indication that the wing is not performing authorized search and rescue missions effectively.

As instructed by your office, we did not seek formal comments on this report from the Civil Air Patrol, the Federal Aviation Administration, or the Air Force.

Sincerely yours,



Comptroller General  
of the United States

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### ABBREVIATIONS

CAP	Civil Air Patrol
ELT	emergency locator transmitter
FAA	Federal Aviation Administration
GAO	General Accounting Office
SAR	search and rescue



## CHAPTER 1

### INTRODUCTION

On May 20, 1975, Congresswoman Patricia Schroeder asked us to investigate certain allegations concerning the Colorado wing of the Civil Air Patrol (CAP). As stated in the Congresswoman's request, "because pilots stake their lives on the competence of the CAP's search and rescue (SAR) operations, it is important that the organization be run as effectively and efficiently as possible." We were to analyze the policies, procedures, and efficiency of the Colorado wing's search and rescue missions and to answer specific questions on

- undue time lags in notifying CAP after aircraft are reported missing,
- undue time lags in alerting CAP members after the Colorado wing has been notified,
- discrimination towards certain CAP members in choosing participants for CAP missions,
- a system in the wing for discussing missions and for receiving feedback from members,
- morale level in the wing,
- using CAP radios for personal messages, and
- whether any Federal agency, other than GAO, is empowered to investigate CAP and whether it is mandated to act as a watchdog over CAP activities.

Search and rescue in the United States is based on the humanitarian principle which compels people to aid those in distress. Many Federal and private organizations are involved in this humanitarian venture to which CAP is a contributor. The Federal Government assumes overall responsibility for search and rescue. The National Search and Rescue Plan assigns responsibility for the control and coordination of all available facilities for all types of search and rescue operations. National policy, as explained in the plan, protects the desires of State and local agencies to direct and control their own SAR resources. Therefore, the Federal Government encourages lower levels of government to assume SAR responsibility within their geographic boundaries and capabilities. In general, the Federal role is to establish

coordination among agencies to insure rapid and effective pursuit of a particular distress situation and to create a cooperative national SAR network.

CAP MISSIONS, FUNCTIONS,  
AND INTERRELATIONSHIP TO  
AIR FORCE

The Civil Air Patrol was founded in 1941 to use the resources of general aviation in World War II. Because of its wartime contribution to national defense and to insure its continued existence, it was established as a nonprofit civilian corporation in 1946 by an act of Congress, "with objectives and purposes:

"To provide an organization to encourage and aid American citizens in the contribution of their efforts, services, and resources in the development of aviation and in the maintenance of air supremacy, and to encourage and develop by example the voluntary contribution of private citizens to the public welfare; and

"To provide aviation education and training especially to its senior and cadet members; to encourage and foster civil aviation in local communities and to provide an organization of private citizens with adequate facilities to assist in meeting local and national emergencies."

To be distinguished from Government corporations such as the Federal Deposit Insurance Corporation, CAP is a federally chartered corporation (as is the Boy Scouts of America) and is therefore a private enterprise and not an agency of the Federal Government. While Government corporations are supervised under the Government Corporations Control Act, federally chartered corporations need undergo only an annual audit by independent accountants and submit a report of the audit to the Congress.

In 1948 the Congress established CAP as "a volunteer civilian auxiliary of the Air Force." The act and its amendments were not designed to make CAP an agency of the Federal Government but to allow the Air Force to assist CAP in fulfilling its aviation missions. Specifically, CAP performs search and rescue missions that the Air Force would otherwise have to perform itself. The

Air Force is authorized to use the services of CAP and to assist in material and personnel by making available to CAP such help as

- equipment excess to military departments,
- the necessary Air Force facilities,
- fuel and lubricants for carrying out authorized missions, and
- Air Force civilian and military personnel to provide advice and assistance.

As of August 31, 1975, 99 officers, 94 airmen, and 64 civilians were assigned to USAF-CAP Liaison offices to assist CAP units. Presumably under the same rationale of CAP's assistance to the Air Force, volunteer civilian members of CAP are deemed by an act of Congress to be civilian employees of the Government, but only to insure them Federal employees' compensation for injuries.

The following figures show Air Force expenditures for CAP support which includes: (1) military and civilian pay, (2) operation and maintenance of facilities and Air Force aircraft used by Air Force liaison personnel, and (3) reimbursement to CAP members for fuel and communication expenses incurred on search and rescue operations authorized by the Air Force. CAP members are not paid for their services.

-----Fiscal year-----				
<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>
----- (millions) -----				
\$5.9	\$6.0	\$6.6	\$6.2	\$5.9

The Senior Air Force officer performing duties with CAP, until recently, had a dual status:

- Under CAP bylaws he acted as National Commander, CAP. In that office he acted in his private capacity and not as an officer of the United States.
- In his military capacity as an officer of the United States Air Force, he commanded all Air Force personnel assigned to liaison offices or detailed to duty with CAP.

Currently he acts only in a military capacity, and a CAP officer acts as the National Commander. CAP's purposes are to:

- Conduct a continuous nationwide program of general aviation education, emphasizing the advancement of aeronautics and the maintenance of air supremacy.
- Supervise CAP Cadet encampments at selected Air Force bases.
- Coordinate aviation education workshops conducted by major colleges and universities in the United States and its territories.
- Conduct an International and Intranational Cadet Exchange.
- Maintain a flying organization of members who operate and maintain light aircraft.
- Perform emergency missions for Federal, State, and local agencies.
- Assist in local and Federal civil defense activities.
- Perform search and rescue missions under the supervision of the Air Rescue Service.
- Assist in the Air Force recruiting program.
- Assist in Ground Observer Corps training.
- Maintain a nationwide radio net for training communications personnel and emergency situations.
- Perform noncombatant services for the Air Force as authorized.

CAP's organization is generally patterned after that of the Air Force. A CAP wing is located in each State, the District of Columbia, and the Commonwealth of Puerto Rico. Each wing is supervised by a CAP wing commander. Wings are subdivided into groups (or areas) and squadrons, the squadron normally being the basic unit of membership and activity. The 52 wings are grouped according to geographic location into 8 regions, each supervised by a CAP regional commander. A National Headquarters at Maxwell Air Force Base, Alabama, directs the activities of the regions and wings.

Federal leadership in search and rescue may generally be recognized, but it holds no mandate to compel State, local, or private agencies to conform to a national search and rescue plan. Such a plan was prepared in 1961 and revised in 1969 to provide for the effective use of all available facilities, including the coordination of all types of search and rescue.

The plan establishes three SAR regions: inland, maritime, and overseas. It also designates a regional coordinator for each. Regional SAR coordinators are responsible for organizing existing agencies and their facilities through suitable agreements into a network for assisting persons and property in distress. The U.S. Air Force is designated SAR coordinator for the inland SAR region, which is defined as the 48 contiguous States. Within the Air Force, this responsibility is delegated to the Aerospace Rescue and Recovery Service, which established the Air Force Rescue Coordination Center at Scott Air Force Base, Illinois, to exercise the responsibilities of the inland SAR Coordinator.

Each SAR mission has its own particular circumstances. Basically, the environment of the distress scene, the urgency of the mission, and the magnitude of the effort required dictate which method and what SAR resources to use.

Several resources are available for SAR missions. For example, all Department of Defense agencies having SAR capability may be called on to participate in SAR operations, as well as other Federal agencies, such as the Department of Transportation (which includes the U.S. Coast Guard and Federal Aviation Administration), the Department of Commerce, National Aeronautics and Space Administration, and the Department of the Interior. There are also many volunteer SAR organizations in addition to CAP. Some are local, while others are nationwide. The Rescue Coordination Center maintains a file of these organizations and calls upon them to participate in missions requiring their particular skills. Some of the available volunteer organizations having SAR resources are:

- National Ski Patrol.
- Search and Rescue Dog Association.
- National Jeep Search and Rescue Association.
- Mountain Rescue Association.
- SAR Explorer Scouts.
- Air Search Foundation.
- National Association of SAR Coordinators.

The Center will accept initial notifications from any person or agency and may act by verifying that an actual distress exists and by selecting appropriate SAR forces. Volunteer organizations play a large and important role in SAR within the United States. CAP conducts approximately 80 percent of all aerial search activities in the inland region for which the Air Force has coordination responsibility.

#### AUTHORITY TO INVESTIGATE CAP

Neither GAO nor any other agency has authority to directly investigate or audit either CAP or any of its State component organizations without its consent and cooperation. While government corporations generally are supervised under the Government Corporation Control Act, 31 U.S.C. §841 et seq. (1945), federally chartered corporations need only undergo an annual audit by independent accountants and submit a report of the audit to the Congress (36 U.S.C. §§1102-1103).

However, CAP Bylaws and Air Force Regulation 175-4 authorize the Air Force to make such audits of CAP accounts as it may deem necessary and to make such inspections of CAP activities as it may deem necessary to insure that assistance furnished to CAP by the Air Force is being used properly.

## CHAPTER 2

### EFFECTIVENESS OF SEARCH AND RESCUE PROCEDURES

The Federal Aviation Administration (FAA) and the Air Force Rescue Coordination Center are responsible for responding to emergencies and coordinating search and rescue missions in the continental United States. We found that these agencies were generally responsive to emergency situations and were alerting CAP and other search and rescue resources within reasonable time frames. The Colorado wing responds in a timely manner once alerted by the Air Force. Moreover, the Colorado wing has performed search and rescue missions effectively.

#### FAA AND AIR FORCE EMERGENCY ALERTING PROCEDURES

FAA is not responsible for conducting search and rescue operations. However, through air traffic control and flight service facilities FAA assists search and rescue operations by:

- Providing emergency alerting service for distressed aircraft.
- Assuring that SAR procedures will be initiated if an aircraft is overdue or unreported.
- Attempting to locate overdue or unreported aircraft by communications search.
- Making FAA facilities available for assisting the searching agency.

Aircraft operated under instrument flight rules are under constant surveillance of FAA facilities; emergencies are known immediately and reported to the Rescue Coordination Center.

An aircraft on a flight plan is considered overdue (in an emergency status) when communications cannot be established and it fails to arrive 30 minutes (15 minutes for jets) after its estimated arrival time. Conversely, an aircraft not on a flight plan is considered overdue (in an emergency status) if a reliable source reports it 1 hour overdue at destination. An emergency can be declared by the pilot or airport or airline officials responsible for operating the aircraft.

When an aircraft is considered to be in an emergency status, FAA sends an alert notice (a teletype message describing the aircraft and circumstances of the situation) to the Rescue Coordination Center and to FAA facilities along the flight route from the last reported position to the destination.

When an aircraft operated under visual flight rules is considered overdue, FAA attempts to locate the aircraft by contacting nearby airports. If the aircraft is not located within 30 minutes (15 minutes for jets), the FAA facility at which the aircraft was to land is to issue an alert notice to FAA facilities located approximately 50 miles on either side of the intended route of the aircraft and to the Rescue Coordination Center.

On receiving an alert notice, each facility makes a communications search of those airports which could accommodate the aircraft and which were not checked earlier. The alert notice originator is to be notified of the search results within 1 hour.

FAA's Air Route Traffic Control Centers serve as the central points for collecting information and coordinating with the Rescue Coordination Center on all emergency locator transmitter (ELT) signals. An ELT is a device designed to transmit a "HELP" signal when activated, indicating that an aircraft is in distress. It is designed to activate from the force of impact and is often inadvertently activated. The device transmits the signal on an assigned frequency and can be heard by aircraft flying in the area on communication equipment installed in aircraft. A Federal Aviation Administration Regulation requires many U.S.-registered aircraft to be equipped with the device. When an ELT signal is heard or reported, FAA is to notify the Center as well as request assistance from other aircraft and FAA offices. When the Center receives information concerning ELT signals, it starts its search procedures.

FAA and Center personnel work closely together to determine the urgency of the situation. All radio communications are reviewed to determine as closely as possible the last location of the distressed aircraft. Concurrently, other FAA facilities check all possible recovery airports for the missing aircraft.

Once the incident is judged to be a distress case, the Center then selects, briefs, and launches an appropriate SAR force. The force is selected on the basis of the geographical area, terrain, existing weather, availability of forces, urgency of the situation, capability of the forces, and type of task required. While the mission is in progress, the Center monitors all activity. The Center, once notified



of a possible distress situation, has no established time criteria for authorizing SAR missions. Instead, the Center evaluates and authorizes missions on a case-by-case basis.

Time lags

We recorded the elapsed times for FAA and Rescue Coordination Center actions on 16 Colorado wing CAP missions. The following table summarizes the elapsed time taken by FAA from the time it considered an aircraft in distress to the time it notified the Center and from the time the Center was notified to the time they authorized a CAP mission.

<u>Mission</u>	<u>FAA</u>	<u>Center</u>	<u>Other information</u>
----- (elapsed time) -----			
1	1 hr 5 min	1 hr 25 min	Visual flight rules flight plan--aircraft crashed.
2	-	4 hr 59 min	No flight plan--aircraft crashed; CAP received initial notification and, in coordination with the Center and FAA, assisted local law enforcement agency that was already conducting rescue operations.
3	-	4 hr 50 min	No flight plan--aircraft crashed; CAP received initial notification and initiated actions. Official authority from the Center delayed due to erroneous report from local law enforcement agency regarding location.
4	-	-	No flight plan--aircraft crashed.
5	-	7 hr 43 min	Search authorization delayed from 9:37 p.m. to 5:20 a.m. to complete communications check of 3-State area--aircraft found safe.

6	-	11 hr	Three ELT reports widely dispersed. ELT inadvertently activated at an airport.
7	-	16 min	False report.
8	-	8 hr 30 min	Three ELT reports widely dispersed signals never located.
9	-	27 min	No flight plan--aircraft crashed.
10	4 hr 55 min	55 min	Local sheriff controlled SAR--aircraft crashed.
11	-	39 hr 10 min	Two ELT reports 39 hours apart--aircraft safe at airport. ELT inadvertently activated.
12	1 hr 3 min	8 hr 17 min	Visual flight rules flight plan--aircraft never found. Hours from 10:35 p.m. to 6:50 a.m. spent checking airports on route between Gallup, N.M., and Rapid City, S.D.
13	-	10 hr 56 min	Utah CAP authorized in 1 hr 26 min--aircraft crashed in Utah.
14	-	1 hr 59 min	No flight plan--aircraft crashed.
15	-	10 hr 55 min	Three ELT reports between 10:35 p.m. and 7:33 a.m. ELT inadvertently activated on aircraft that had not flown in 7 days.
16	-	7 hr 30 min	No flight plan--aircraft crashed. CAP prealerted after 2 hrs 30 min but not authorized to search because sheriff was using 2 aircraft and helicopters to search.

In two of the missions CAP--and not FAA--was the agency who notified the Rescue Coordination Center of the situation. In three other missions, records did not show who notified the Center. In eight other missions records were not available to show when FAA became aware of the situations. In two of the remaining missions FAA exceeded its time limit for alerting the Center by about 5 minutes. In the final mission the aircraft disappeared from the radar scope on its final approach to the Denver airport at 11:30 p.m. FAA notified the Center at about 4:30 a.m. the next morning. This resulted in a total elapsed time of about 5 hours for FAA's notification of the Center. However, records show FAA had contacted local law enforcement agencies who had begun search operations before the Center's notification.

The Rescue Coordination Center's elapsed times for 15 of the 16 missions, from time it was notified to the time it authorized a mission, ranged up to 11 hours. The Center had an elapsed time of about 39 hours before authorizing the remaining mission. We were told the initial notification in this mission was a single ELT report from FAA and that there was no other indication of a possible distressed aircraft. Aircraft flying over the suspected area were asked to monitor their emergency frequencies. All reports were negative until about 39 hours later when another ELT signal was reported. The second ELT was located in a nondistress situation. It was pointed out that the two ELT's may not have been from the same source.

The Center works closely with FAA to locate the source of ELT signals. All ELT signals reported to FAA facilities are immediately forwarded to the Center and are jointly investigated by the two agencies as probable distress signals. However, to date, due to ELT equipment malfunctions and presumable pilot unfamiliarity with the equipment, the majority of signals reported are not caused by a distress situation.

During fiscal year 1975, 6,149 ELT signals were reported to the Center. Of those reported, 1,893 were located. At least 55 signals activated were actual distress situations. FAA is currently studying ELT performance and accuracy to include false alarms, repair facilities, manufacturing facilities, and survivability.

#### COLORADO WING MISSION ALTERING PROCEDURES

National CAP policy states that wing commanders are to publish a directive to explain specific alerting procedures established by the wing. The policy also states that when CAP participates in an emergency services mission, personnel

will be alerted in accordance with the established wing alerting procedures, which must insure quick action while allowing sufficient time for manpower and equipment preparation; i.e., safety should never be sacrificed to save time.

The Colorado wing has a directive which prescribes the alerting process down to the area level of command and requires areas (or groups) and squadrons to publish their own alerting procedures.

We obtained information from various personnel from wing staff, two areas, and three squadrons to ascertain the alerting procedures followed. Those interviewed at the area and squadron levels had no written procedures.

The emergency services officer notifies the wing communications officer and wing commander by telephone of the mission, and the communications officer then broadcasts the alert over CAP frequencies throughout the State. A roll call is taken to determine which area commanders have received the transmission. The emergency services officer attempts to telephone all area commanders who did not answer the radio roll call. Subsequent alerting of other CAP members is the responsibility of area commanders, who either contact squadron representatives within their areas or have another area staff officer contact them. Squadrons contact their members in different ways. Discussions with two squadron commanders showed that in one case, the squadron commander contacts two other members and then all three notify the remaining members of the squadron. In another case, the squadron is separated into six groups, each with a designated alerter.

Air Force officials stated that the Colorado wing has always had enough personnel and equipment to handle its assigned search and rescue missions and is quick to respond to them.

#### COLORADO WING EFFECTIVENESS

##### Elapsed time for CAP action

We analyzed the elapsed times for CAP action on the same 16 Colorado wing missions, as shown on pages 9 and 10, from the time the Rescue Coordination Center authorized the mission to the time the wing either launched aircraft or dispatched ground teams. On one mission the Colorado wing did

not launch aircraft or dispatch ground teams. The missing aircraft was found safe at an airport by FAA. Elapsed times for Colorado wing action for the remaining 15 missions ranged from immediately upon authorization to about 3-1/2 hours after authorization.

#### Air Force effectiveness evaluation

CAP regulations require that each wing undergo an effectiveness test annually. Test problems are prepared, observed, and evaluated by Air Force personnel assigned to regional liaison offices.

We reviewed the effectiveness test reports for the Colorado wing for 1972, 1973, and 1974 and the Air Force's evaluation criteria. The following aspects of the wing were examined and evaluated on the basis of demonstrated knowledge and ability while the tests were in progress.

- One or more simulated, lost, or downed aircraft to include an emergency locator beacon for electronic search.
- Organization of the unit to support missions requirements.
- Mission management and the capability of the mission coordinator.
- Availability and capability of equipment to conduct SAR mission; i.e., aircrafts, vehicles, office equipment.
- Communication, both the plan which supports the mission and the establishment and operation of a communications center in accordance with regulatory procedures.
- Adherence to safe ground and flying practices.
- Training.

The evaluations of the Colorado wing for 1973 and 1974 were based upon actual SAR missions. Overall evaluation scores for Colorado as compared to other States are shown below.

<u>CAP wing</u>	<u>Overall evaluation</u>		
	<u>1972</u>	<u>1973</u>	<u>1974</u>
Colorado	93	satisfactory	satisfactory
New York	99	excellent	excellent
Nebraska	97	satisfactory	satisfactory
Arizona	96	satisfactory	satisfactory
Texas	94	(no test)	satisfactory
Alaska	92	excellent	excellent
California	98	sat. (with exception)	satisfactory
Idaho	90	satisfactory	satisfactory
Montana	87	satisfactory	sat. (with exception)
Pennsylvania	100	excellent	satisfactory

Colorado wing members were asked how they would rate the performance of the Colorado wing in SAR missions during the past 12 months. Questionnaire results from the Denver area and from the total respondents are shown below.

<u>Rating</u>	<u>Denver area only</u>	<u>Total respondents</u>
Poor	3%	3%
Fair	8	8
Good	20	22
Very good	45	39
No basis to answer	16	18
No response to question	<u>8</u>	<u>10</u>
	<u>100%</u>	<u>100%</u>

#### CONCLUSION

We found FAA, Air Force Rescue Coordination Center, and the Colorado wing are performing their emergency alert and search and rescue responsibilities effectively. Their reaction times to actual or potential emergencies seem reasonable.

## CHAPTER 3

### MISSION PARTICIPATION AND MORALE IN THE COLORADO WING

Although the selection criteria for mission participation may lend itself to discriminatory practices, morale does not seem to be a general problem throughout the wing. We found no specific conditions affecting morale, including mission participation, that strongly needed improvement.

#### MISSION PARTICIPATION

CAP officials at various levels said that some missions require only limited participation and that when such a decision is made only selected personnel or units are alerted. They said that selection of personnel or units may be on the basis of the individual member's

- availability,
- knowledge of terrain,
- proximity to the area, and
- reliability.

An individual member's qualifications are known through

- past experience,
- information from squadron commanders' meetings, and
- visits at squadron meetings.

Since these are subjective judgments, discrimination can occur.

We attempted to determine if there was a pattern for selecting participants for missions which showed discrimination against particular units or members. We reviewed the Colorado wing records for 33 missions authorized between January and July 1975 but could not find documents showing who was alerted for each mission or how soon. We were told that such information is not generally maintained. As a result, we could not determine whether particular members were consistently alerted to the exclusion of others.

Some members participate in missions more frequently than others. Wing records showed which members participated in 9 of the 33 missions covered in our review. An analysis showed the following.

<u>Members participating</u>	<u>Mission</u>
1	6
5	5
9	4
22	3
66	2
197	1

This same pattern emerged from our questionnaire responses. As can be seen by the next table relatively few members participated in more than five missions. Moreover, 17 percent of the respondents felt that they should have been asked to participate in missions more frequently.

<u>Opinion</u>	<u>Number of missions members participated in during the past year</u>				<u>Total</u>
	<u>0</u>	<u>1 to 5</u>	<u>Over 5</u>	<u>Not shown</u>	
Total responses to questionnaire	<u>116</u>	<u>156</u>	<u>43</u>	<u>31</u>	<u>346</u>
Should have been asked to participate more frequently	17%	21%	12%	6%	17%
Asked to participate about the right number of times	16	40	60	6	32
Asked to participate more times than should have been	0	1	2	0	1
No basis to answer	44	35	19	7	33
No response to question	<u>23</u>	<u>3</u>	<u>7</u>	<u>81</u>	<u>17</u>
Total	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>



Questionnaire results also showed the following opinions on the usefulness of the debriefings.

Value of debriefings	Missions members participated in during the past year				
	<u>0</u>	<u>1-5</u>	<u>Over 5</u>	<u>Not shown</u>	<u>Total</u>
Extremely useful	31%	58%	51%	10%	44%
Slightly useful	7	18	21	3	13
Almost no value	5	3	5	0	4
No response to question	<u>57</u>	<u>21</u>	<u>23</u>	<u>87</u>	<u>39</u>
Total	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>

Members were also asked their opinions on the timeliness of debriefings. Their responses are shown below.

Time debriefing held after close of mission	Missions members participated in during past year				
	<u>0</u>	<u>1-5</u>	<u>Over 5</u>	<u>Not shown</u>	<u>Total</u>
Same or next day	10%	24%	5%	3%	15%
Few days to a week	14	28	46	10	24
A week to a month	9	13	28	0	13
More than a month	3	2	0	0	2
No response to question	<u>64</u>	<u>33</u>	<u>21</u>	<u>87</u>	<u>46</u>
Total	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>

#### MORALE OF MEMBERS

Using the questionnaire, we determined the morale in the Colorado wing during the time of our investigation.

On the basis of total responses, we found some dissatisfaction, particularly at the unit level. We asked the members to indicate their opinion of morale in both the unit and wing level.

<u>Level</u>	<u>Morale today</u>	
	<u>Unit</u>	<u>Wing</u>
Extremely or moderately low	23%	14%
Average to extremely high	61	59
No response to question	16	27

<u>Level</u>	<u>Morale now vs. 1 year ago at unit level</u>
Lower	23%
Same or higher	52
No response to question	25

We attempted to determine if there were one or two particular conditions that the membership felt strongly needed improvement to raise the morale. The following table shows that the members did not single out any specific condition, not even the category of mission participation.

<u>Condition for low morale</u>	<u>Percent of respondents</u>	
	<u>Denver area only</u>	<u>Total</u>
Inadequate leadership	9	9
Inadequate communications within ranks	10	11
Individual capabilities not being utilized	11	11
Insufficient recognition of accomplishments	8	6
Lack of public support	12	12
Inadequate equipment	13	13
Insufficient training	6	7
Favoritism in mission participation	9	10
Lack of adequate discipline	4	3
Other	10	10
No significant problems	5	4
No response to question	3	4

CAP bylaws require wing commanders to establish a committee to hear grievances of wing members. Such a committee has been established at the Colorado wing level. If the member is not satisfied with the committee action, the decision may be appealed to the regional level of command. This decision is normally final unless the region commander considers the complaint serious enough to warrant final decision by the CAP national headquarters.

When asked if they felt other members in their units were given adequate opportunity to participate in missions, 56 percent of all the respondents said that generally everyone has been given an equal opportunity, 24 percent said some members have not been given as much opportunity as they should have, and 12 percent said some members have been given more opportunities than they should have.

#### BRIEFINGS AND DEBRIEFINGS

CAP Manual 50-15 "Emergency Services" stresses the importance of briefings and debriefings as paramount for safe and effective mission accomplishment and directs them to be conducted in a formal atmosphere. Debriefings are described in the CAP manual as a most important function, for it is at these meetings that the results of the search effort are recorded to aid the search, evaluation, and future search activities.

We found no specific written procedure by the Colorado wing for holding such meetings. We were told that for missions performed by squadrons in the Denver area postmission meetings are usually held within 1 week from the close of a mission and are open to anyone who wants to attend. However, because there were no written minutes of these meetings, we could not conclude that the postmission session was working to improve operations and/or to keep morale high. We asked on the questionnaire members' views on postmission meetings.

As shown in the following chart of questionnaire results, opinions varied on the number of occasions that debriefings were held during the past year.

Frequency of debriefings held in relation to total missions	Missions members participated in during past year				
	<u>0</u>	<u>1-5</u>	<u>Over 5</u>	<u>Not shown</u>	<u>Total</u>
Seldom	18%	18%	7%	0%	15%
Less than half	2	3	0	0	2
About half	0	3	5	0	2
More than half	0	10	7	3	6
All or almost all	21	38	67	10	33
No response to question	<u>59</u>	<u>28</u>	<u>14</u>	<u>87</u>	<u>42</u>
Total	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>

PERSONAL USE OF CAP RADIO FREQUENCIES

Some CAP members have radio equipment that can receive broadcasts on CAP-assigned frequencies. Some of this equipment is issued to the member by CAP, but much of it is individually owned. Thus, some individuals can listen regularly to traffic transmitted on CAP-assigned frequencies. However, assigning specific radio frequencies to CAP provides point-to-point communication to alert officials and members of emergencies and authorized missions and training. Therefore, while it is important for members to monitor (listen to) these radio frequencies as often as possible, the use of CAP-assigned radio frequencies for personal messages prevents their effective use for required communications.

CAP communication policy guidance requires that each region and wing commander establish a communication monitoring program, depending on the geographical characteristics of the area to be served. The CAP monitoring program is self-policing to insure the maintenance of high standards, effective techniques and efficient utilization of all CAP communication operations. CAP accomplishes this by operating monitoring stations at the region and wing levels. Additionally CAP officials pointed out that the Federal Communications Commission also listens in on CAP frequencies, noting such violations as unauthorized communications, incorrect radiotelephone procedures, and unauthorized subject matter.

We asked the Colorado wing senior members for their opinions on the use of CAP frequencies for other than CAP business. A large percentage of the respondents, both those who monitored the frequencies very little and those who monitored them a great deal, said the frequencies were used very little or not at all for personal messages. Less than 3 percent who monitored more than 10 hours a month felt that there were many personal messages on the frequencies. An analysis of responses from the Denver area members only did not show much difference from those of the total responses. The following chart shows the questionnaire results from all who responded.

Degrees of use for personal messages	Hours per month monitored				Total
	Less than <u>10</u>	10 to 200	Over <u>200</u>	Not shown	
Little or none	67%	80%	72%	31%	63%
Moderate	13	20	23	3	13
Substantial	3	0	3	3	2
No response	<u>17</u>	<u>0</u>	<u>2</u>	<u>63</u>	<u>22</u>
Total	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>

Less than 5 percent of all who responded felt that personal use of CAP frequencies has interfered to a significant degree with official CAP effectiveness.

#### CONCLUSION

Even though CAP policy stresses the importance of briefing and debriefings, attendance at the debriefings is generally poor. However, we did not find specific conditions, including limited mission and debriefing participation, which strongly affected morale or needed improvement. Our review shows that even though there may be some dissatisfaction at the unit level, there is no overall morale problem in the Colorado wing.

PATRICIA SCHROEDER  
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ARMED SERVICES COMMITTEE  
POST OFFICE AND CIVIL  
SERVICE COMMITTEE

**Congress of the United States**  
**House of Representatives**  
**Washington, D.C. 20515**

May 20, 1975

B-184000

Elmer B. Staats  
Comptroller General  
General Accounting Office  
441 G St. NW  
Washington, D.C. 20548

Dear Mr. Staats:

I am writing to you to request an investigation of certain allegations concerning the Colorado Wing of the Civil Air Patrol.

In April Marc Rosenbaum of my staff met with Dave Hanna and Larry Hoover of the Denver GAO Office on this matter. After some research they suggested that I request an investigation from Major General Ralph Saunders, Commander of the Air Force Aerospace Rescue and Recovery Service, and Brigadier General Thomas Bee, Commander of the Air Force Audit Agency. I did request such investigations in letters dated April 23, 1975, copies of which were provided to you at that time.

For the present, General Bee's response to my request for an audit of the Colorado Wing of the CAP has been satisfactory. Briefly, in a letter dated May 6, 1975, General Bee wrote that an audit will be conducted. I await the results of that audit, and if they should prove unsatisfactory, I may wish to ask you to include a financial audit in your investigation.

General Saunders' response, on the other hand, was not satisfactory. In a lengthy reply dated May 10, 1975, he basically refused to conduct the investigation I had requested. In a subsequent telephone conversation with Mr. Rosenbaum, an aide to General Saunders said that the CAP is not "under our command" and, therefore, could not be investigated by the Aerospace Rescue and Recovery Service.

In a prior conversation, General Leslie J. Westberg, National CAP Commander, said that CAP headquarters also could not conduct an investigation because of the voluntary nature of the organization and because of a lack of funds.

THIS STATIONERY PRINTED ON PAPER MADE WITH RECYCLED FIBERS

Because I have been unable to find a federal agency responsible for overseeing and investigating the Civil Air Patrol, I am now requesting such an investigation by the General Accounting Office. Although the CAP is a voluntary organization, it does receive federal funds in the form of surplus government equipment and reimbursement from the Air Force for expenditures during official missions. Moreover, because pilots stake their lives on the competence of the CAP's search and rescue operations, it is most important that that organization be run as effectively and efficiently as possible.

I would appreciate your investigation of the Colorado Wing of the Civil Air Patrol to include answers to the following questions and recommendations for correcting any deficiencies found:

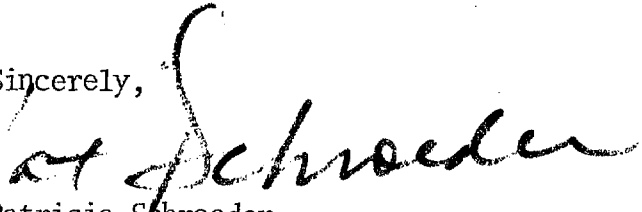
1. Have there been undue time lags after an aircraft is reported missing in terms of CAP notification? Specifically, have there been undue time lags
  - (a) in Air Force notification from the Federal Aviation Administration?
  - (b) in CAP notification from the Air Force?
  - (c) in anyone responding to Emergency Locator Transmitter signals once they are heard?
2. Have there been undue time lags after the Colorado Wing has been notified in terms of alerting CAP members? Are members alerted according to regulations? How effective are the regulations?
3. Has there been discrimination towards certain CAP members in terms of who is chosen to participate in CAP missions? Do the records indicate that certain CAP members tend to participate more than others in search and rescue operations? If so, why?
4. What mechanism exists in the Colorado Wing of the CAP for discussion of missions and receipt of feedback from members? Does this mechanism appear to be working both to improve operations and to keep membership morale high?
5. What is the level of morale in the Colorado Wing of the CAP?

6. Have CAP radios been used for personal messages? If so, what is the extent of this? Is it a significant problem? If so, what can be done to prevent such occurrences?
7. Is there any federal agency, other than the GAO, which is empowered to conduct an investigation of the CAP? If so, which agency? Which agency, if any, is mandated to act as a watchdog over the activities of the CAP?

Marc Rosenbaum in my Denver District Office has done a considerable amount of work on this case. He will be happy to provide your investigators with further information, including a rather lengthy file on this matter.

With kind regards,

Sincerely,



Patricia Schroeder  
Member of Congress

PS:mr

cc: Dean Lancaster

General Leslie J. Westberg, USAF

Captain Phillip S. Groshong, USAF

Colonel Thomas Patton, CAP

Major General Ralph S. Saunders, USAF

Brigadier General Thomas Bec, USAF





UNITED STATES GENERAL ACCOUNTING OFFICE  
 REGIONAL OFFICE  
 SUITE 300-D, 2420 W. 26TH AVENUE  
 DENVER, COLORADO 80211

August 15, 1975

Dear CAP Member:

The U.S. General Accounting Office--an agency of the U.S. Congress--is conducting a review of some aspects of the Colorado Wing, Civil Air Patrol (CAP). This review is being performed to determine the effectiveness of the Wing, and to determine the extent, if any, of problems dealing with management, policies, and procedures.

We would like to have talked with all members individually but, obviously, this is not practical. Therefore, we have chosen to solicit comments from one-half of the senior members of each unit or squadron on a random basis within the Colorado Wing. We are interested in your responses, both positive and negative, and feel that without your help, we cannot make an adequate analysis of the situation.

Although the questionnaire should not take long to complete, your frank and honest answers are of utmost importance. Your individual responses will be kept confidential, and will be used only to determine group opinions and comments. No attempt will be made to identify the individual from the information on the questionnaire. The fact that we are sampling the Colorado Wing senior members means that the return of each questionnaire is vital. So, your prompt return of the questionnaire will be appreciated and will limit the need for additional follow-up efforts.

Please complete all four pages of the questionnaire and return it in the enclosed postage paid envelope within 5 days, if possible.

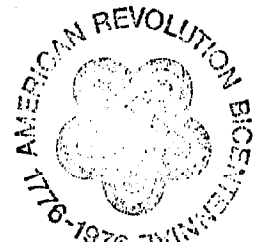
If you wish to provide any additional comments or information other than through this questionnaire, please call Messrs. Gary Wyant or Randall Drake, collect in Denver at (303) 837-4621.

Your cooperation is greatly appreciated.

Sincerely,

*John E. Murphy*  
 Irwin M. D'Addario  
 Regional Manager

Enclosures



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GENERAL INFORMATION

1. Please indicate the ZIP code of your home address.  
\_\_\_\_\_
2. What is your present age?  
\_\_\_\_\_ years
3. How many years have you been a member of the Civil Air Patrol? (Complete both blocks) \_\_\_\_\_ as cadet \_\_\_\_\_ as senior member
4. Please indicate which of the following groups include your present rank in CAP.  
\_\_\_\_\_ (a) Senior member, 2nd Lt., 1st Lt., or Capt.  
\_\_\_\_\_ (b) Maj., LTC, or Col.
5. Please indicate your sex.  
\_\_\_\_\_ (a) male \_\_\_\_\_ (b) female
6. About how many senior CAP members are assigned to your squadron at the present time?  
\_\_\_\_\_ (a) 1 to 5 \_\_\_\_\_ (d) 21 to 30  
\_\_\_\_\_ (b) 6 to 10 \_\_\_\_\_ (e) 31 to 50  
\_\_\_\_\_ (c) 11 to 20 \_\_\_\_\_ (f) more than 50
7. Please indicate the major qualification, skill, ability or expertise that you provide to the CAP.  
\_\_\_\_\_ (a) pilot \_\_\_\_\_ (c) other (please describe \_\_\_\_\_  
\_\_\_\_\_ (b) observer \_\_\_\_\_  
\_\_\_\_\_ (c) communication specialist \_\_\_\_\_  
\_\_\_\_\_ (d) ground search specialist \_\_\_\_\_
8. When you participate in CAP missions, are your duties usually performed on the ground or in the air?  
\_\_\_\_\_ (a) on the ground \_\_\_\_\_ (c) on the ground for some  
\_\_\_\_\_ (b) in the air \_\_\_\_\_ missions and in the air  
for other missions

INFO MATION CONCERNING CAP MISSIONS

9. About how many CAP search and rescue missions have you participated in during the past 12 months?  
\_\_\_\_\_

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10. About how many of these missions were wing-wide missions and how many were limited missions? (complete both blocks)  
 \_\_\_\_\_ wing-wide \_\_\_\_\_ limited
11. Of those missions for which you were alerted, how many did you not participate in by choice or because you were unable to do so? (complete both blocks)  
 \_\_\_\_\_ wing-wide missions \_\_\_\_\_ limited missions
12. How are you usually informed or alerted that there is a CAP mission in which you could participate?  
 \_\_\_\_\_ (a) by telephone \_\_\_\_\_ (c) other (please  
 \_\_\_\_\_ (b) by radio \_\_\_\_\_ describe)
- 
13. How do you feel about the amount of time CAP members are generally given between the time they are notified of a mission and the time they are required to report for that mission?  
 \_\_\_\_\_ (a) not enough time \_\_\_\_\_ (c) more time than needed  
 \_\_\_\_\_ (b) amount of time about right \_\_\_\_\_ (d) no specific time provided
14. Considering the number of search and rescue requests that the Colorado CAP Wing receives, what is your opinion concerning the number of missions in which your services were used?  
 \_\_\_\_\_ (a) should have been called more frequently \_\_\_\_\_ (c) was called more times than should have been  
 \_\_\_\_\_ (b) was called in about the right number of cases \_\_\_\_\_ (d) no basis to judge
15. From what you know of the experiences of the other members of your squadron, what is your opinion concerning their opportunity to participate in missions?  
 (Check all that apply).  
 \_\_\_\_\_ (a) generally everyone has been given an equal opportunity  
 \_\_\_\_\_ (b) some members have not been given as much opportunity as they should have  
 \_\_\_\_\_ (c) some members have been given more opportunities than they should have

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16. How many mission debriefings have you attended during the past 12 months?  
 (Complete both blocks)  
 numbers of debriefings for missions in which you participated \_\_\_\_\_ number of debriefings for missions in which you have not participated \_\_\_\_\_
17. In how many cases are meetings or debriefings held after missions to discuss the way in which the missions have been carried out?  
 \_\_\_\_\_ (a) few \_\_\_\_\_ (d) more than half  
 \_\_\_\_\_ (b) less than half \_\_\_\_\_ (e) all or almost all  
 \_\_\_\_\_ (c) about half
18. About how long after a mission is completed is the meeting or debriefing usually held?  
 \_\_\_\_\_ (a) the same or next day \_\_\_\_\_ (c) between a week and a month  
 \_\_\_\_\_ (b) a few days to a week \_\_\_\_\_ (d) more than a month
19. How useful to Wing effectiveness do you believe these debriefings are?  
 \_\_\_\_\_ (a) extremely useful \_\_\_\_\_ (c) of almost no value  
 \_\_\_\_\_ (b) slightly useful

INFORMATION ON CAP RADIO USE

20. Do you have in your possession a radio that is capable of receiving broadcasts on CAP frequencies?  
 \_\_\_\_\_ (a) No \_\_\_\_\_ (c) Yes, one issued to me by CAP  
 \_\_\_\_\_ (b) Yes, one that I own myself \_\_\_\_\_ (d) Yes, one available from another source
21. Are you aware of any substantial unauthorized use of CAP owned radios?  
 \_\_\_\_\_ (a) No \_\_\_\_\_ (b) Yes
22. How many hours a month do you monitor CAP frequencies?  
 \_\_\_\_\_ (a) less than 10 \_\_\_\_\_ (c) 100 to 200  
 \_\_\_\_\_ (b) 10 to 99 \_\_\_\_\_ (d) more than 200

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23. To what extent have you heard personal, rather than official, messages broadcast on CAP frequencies?  
 \_\_\_\_\_ (a) little or none \_\_\_\_\_ (c) substantial  
 \_\_\_\_\_ (b) moderate
24. Regardless of whether or not you have heard personal messages broadcast on CAP frequencies, to what extent do you believe that the frequencies are being used by members for personal messages?  
 \_\_\_\_\_ (a) little or none \_\_\_\_\_ (c) substantial  
 \_\_\_\_\_ (b) moderate
25. To what extent do you believe that personal use of CAP frequencies has interfered with official CAI effectiveness?  
 \_\_\_\_\_ (a) little or none \_\_\_\_\_ (c) substantial  
 \_\_\_\_\_ (b) moderate
26. Do you believe that personal use of CAP frequencies should be permitted?  
 (Check all that apply)  
 \_\_\_\_\_ (a) under no circumstances \_\_\_\_\_ (c) only if  
 \_\_\_\_\_ (b) for emergencies only moderate  
 \_\_\_\_\_ (d) other (please describe) \_\_\_\_\_  
 \_\_\_\_\_
27. To what extent do you believe that personal use of CAP frequencies has discouraged members from monitoring the frequencies?  
 \_\_\_\_\_ (a) little or none \_\_\_\_\_ (c) substantial  
 \_\_\_\_\_ (b) moderate

MEMBER'S OVERALL OPINIONS

28. How would you rate the overall performance of your squadron in search and rescue missions during the past 12 months?  
 \_\_\_\_\_ (a) poor \_\_\_\_\_ (d) very good  
 \_\_\_\_\_ (b) fair \_\_\_\_\_ (e) no basis to  
 \_\_\_\_\_ (c) good judge

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29. How would you rate the overall performance of the entire Colorado Wing in search and rescue missions during the past 12 months?
- |                |                             |
|----------------|-----------------------------|
| _____ (a) poor | _____ (d) very good         |
| _____ (b) fair | _____ (e) no basis to judge |
| _____ (c) good |                             |
30. How would you rate morale among the members of your squadron?
- |                                |                           |
|--------------------------------|---------------------------|
| _____ (a) extremely low        | _____ (d) moderately high |
| _____ (b) moderately low       | _____ (e) extremely high  |
| _____ (c) neither high nor low |                           |
31. How would you rate morale among the entire Colorado Wing?
- |                                |                           |
|--------------------------------|---------------------------|
| _____ (a) extremely low        | _____ (d) moderately high |
| _____ (b) moderately low       | _____ (e) extremely high  |
| _____ (c) neither high nor low |                           |
32. In your opinion, is the morale of members of your squadron higher or lower than it was one year ago?
- |                          |                           |
|--------------------------|---------------------------|
| _____ (a) much lower     | _____ (d) slightly higher |
| _____ (b) slightly lower | _____ (e) much higher     |
| _____ (c) about the same |                           |
33. Based upon your experience, which, if any, of the following conditions that might cause low morale are present in the Colorado Wing? (Check all that apply)
- \_\_\_\_\_ (a) inadequate leadership
  - \_\_\_\_\_ (b) inadequate communication through the ranks
  - \_\_\_\_\_ (c) individual capabilities not adequately utilized
  - \_\_\_\_\_ (d) insufficient recognition of accomplishments
  - \_\_\_\_\_ (e) lack of public support
  - \_\_\_\_\_ (f) inadequate equipment
  - \_\_\_\_\_ (g) insufficient training
  - \_\_\_\_\_ (h) favoritism in designating members for missions
  - \_\_\_\_\_ (i) lack of adequate discipline
  - \_\_\_\_\_ (j) other (please describe) \_\_\_\_\_
  - \_\_\_\_\_ (k) no significant problems

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34. Based upon your experience with the Colorado Wing, would you recommend membership to others?
- |                          |                         |
|--------------------------|-------------------------|
| _____ (a) definitely yes | _____ (d) probably no   |
| _____ (b) probably yes   | _____ (e) definitely no |
| _____ (c) undecided      |                         |
35. If you have any additional comments concerning the Colorado Wing or CAP in general, please forward them with the questionnaire. Your views are greatly appreciated.