

# Using Auxiliary Forces to Accomplish Strategic Objectives

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This article argues that the utilization of auxiliary forces, specifically the Civil Air Patrol (CAP), should be maximized to complete domestic, noncombat missions to reduce defense costs and free military resources to perform those duties that can only be accomplished by uniformed service members. The CAP gives the nation an opportunity to explore other ways volunteer auxiliary organizations can secure national interests. The CAP serves as the volunteer USAF Auxiliary, codified in US law for the public good.

Senior government officials determine national security strategic objectives to direct the application of national resources to best protect citizens and national sovereignty. The national military strategy cascades from national security strategic objectives and informs the process of organizing, training, and equipping military forces. Service-strategic documents (that is, Air Force) and lower-level instructions provide a cohesive policy for how military departments contribute to the accomplishment of national security strategic objectives.

The purpose of this article is to evaluate the CAP as a model for accomplishing national-level objectives using auxiliary forces. This article will present the main US national security strategic objectives, including defense objectives and priority missions, and will examine the legal framework allowing the CAP to perform domestic, noncombat missions as the official USAF Auxiliary. The conclusion will be evident that using auxiliary forces is a cost-effective way of accomplishing national-level objectives.

## Foundational Strategic Guidance

In this section, the US *National Security Strategy (NSS)*, *National Military Strategy (NMS)*, US Air Force Strategy, statutes, and other foundational documents are presented to frame security and defense policies. The purpose is to familiarize the reader with the leading themes that apply of auxiliary forces toward the accomplishment of national security strategic objectives.

## ***National Security Strategy***

The most recent NSS was published in 2017.<sup>1</sup> The NSS describes a changed security perspective that puts “America First” by being “safe, prosperous, and free at home” to have “strength, confidence, and will to lead abroad.”<sup>2</sup> The NSS further delineates four pillars that objectives are derived from to structure the application of American resources to secure the nation: protect the American people, the homeland, and the American way of life; promote American prosperity, preserve peace through strength; and advance American influence.<sup>3</sup> The objectives are outlined in each area below.

## **National Security Strategic Objectives**

### ***Protect American People, the Homeland, and American Way of Life***

1. Secure US borders and territory
2. Pursue threats to their source
3. Keep America safe in the cyber era
4. Promote American resilience

### ***Promote American Prosperity***

1. Rejuvenate the domestic economy
2. Promote free, fair, and reciprocal economic relationships
3. Lead in research, technology, invention, and innovation
4. Promote and protect the US national security innovation base
5. Embrace energy dominance

### ***Preserve Peace through Strength***

1. Renew America's competitive advantages
2. Renew capabilities
3. Diplomacy and statecraft

### ***Advance American Influence***

1. Encourage aspiring partners
2. Achieve better outcomes in multilateral forums
3. Champion American values<sup>4</sup>

***National Military Strategy.*** The Joint Chiefs of Staff (JCS) provides the US *NMS* to outline the military's contribution to national security. The *NMS* follows from the *NSS* by providing guidance on how military forces are employed to protect national interests. The key factors accounted for in the strategic environment are globalization, diffusion of technology, and demographic shifts.<sup>5</sup> Within the military environment, the *NMS* aims to position military capability against states and violent extremist organizations that threaten the US.<sup>6</sup> A challenge exists of sustaining a flexible military capable of meeting large state actors or small violent extremist cells while integrating the military strategy into the overall security strategic objectives.

Aligned under the four pillars in the *NSS*, the JCS derives six national security interests and three national military objectives. The national security interests are “the survival of the nation; the prevention of catastrophic attack against US territory; the security of the global economic system; the security, confidence, and reliability of our allies; the protection of American citizens abroad; and the preservation and extension of universal values.”<sup>7</sup> The three national military objectives are then integrated “to deter, deny, and defeat state adversaries; to disrupt, degrade, and defeat violent extremist organizations; and to strengthen our global network of allies and partners.”<sup>8</sup> Organizing these elements under the previous headings can show where the *NMS* fits into the scheme of security strategic objectives.

## National Security Strategic Objectives and Security Interests

In addition to the first national security strategic objective of protecting the American people, the *NMS* also includes the survival of the nation and the prevention of a catastrophic attack against US territory. The other three objectives also involve the following under *NMS*:

- Promoting American prosperity—the security of the global economic system
- Preserving peace through strength—the security, confidence, and reliability of our allies and the protection of American citizens abroad
- Advancing American influence—the preservation and extension of universal values<sup>9</sup>

Following from the national military objectives, “to deter, deny, and defeat state adversaries; to disrupt, degrade, and defeat violent extremist organizations; and to strengthen our global network of allies and partners,” the *NMS* presents 12 prioritized missions for US military commanders, as described below.

## Joint Force Prioritized Missions

- Maintain a secure and effective nuclear deterrent.
- Provide for military defense of the homeland.
- Defeat an adversary.
- Provide a global, stabilizing presence.

- Combat terrorism.
- Counter weapons of mass destruction.
- Deny an adversary's objectives.
- Respond to crisis and conduct limited contingency operations.
- Conduct military engagement and security cooperation.
- Conduct stability and counterinsurgency operations.
- Provide support to civil authorities.
- Conduct humanitarian assistance and disaster response.<sup>10</sup>

As the joint force prioritized missions for the US military suggest, operations are on a spectrum ranging from humanitarian support to war. Each service—Army, Navy (including Marines), and Air Force—then is required to integrate in a way that accomplishes the priority mission set. The following section will focus specifically on the Air Force's role in accomplishing these priority missions.

**USAF priorities and missions.** The Air Force, comprised of active duty, Guard, Reserve, and auxiliary forces, possesses capabilities to operate in air, space, and cyberspace. The USAF strategy's five strategic vectors are to:

1. Provide effective 21st-Century deterrence;
2. Maintain a robust and flexible global intelligence, surveillance, and reconnaissance capability;
3. Ensure a full-spectrum capable, high-end focused force;
4. Pursue a multidomain approach to our five core missions, and;
5. Continue the pursuit of game-changing technologies.<sup>11</sup>

Pursuing these vectors with all components of the service, the USAF accomplishes five core missions in support of the NMS: air and space superiority, global strike, rapid global mobility, integrated intelligence, surveillance, and reconnaissance; and command and control (C2).<sup>12</sup> The following section will focus on how the CAP, as the official auxiliary, aligns with USAF priorities and missions.

### Civil Air Patrol (USAF Auxiliary)

Established by law in Titles 10 and 36 of *United States Code*, the CAP is a federally-chartered nonprofit corporation for the public good to, among other things, "assist the Department of the Air Force in fulfilling its noncombat programs and missions,"<sup>13</sup> and as the Air Force's official auxiliary, to carry out missions assigned by the Secretary of the Air Force.<sup>14</sup> The CAP is organized under a volunteer, dual-hatted, national commander and chief executive officer who reports to an 11-member board of governors. Currently, the CAP is comprised of approximately 60,000 members, organized in 1,535 units, in 52 state wings, in 8 regions. The corporation owns more than 500 Cessna aircraft and more than 900 vehicles. Annually, the CAP ex-

ecutes a budget of approximately \$50,000,000 while accomplishing emergency services, aerospace education, and cadet programs. The majority of the CAP's funding comes from the Air Force's total obligation authority in procurement and operations appropriations.<sup>15</sup> In its corporate and auxiliary statuses, the organization conducts approximately 100,000 flying hours per year.<sup>16</sup>

The CAP aligned its priorities with the USAF priorities for a concerted approach to accomplishing the Air Force mission and the CAP's civic responsibilities. Three DOD mission themes support the alignment of the CAP's priorities: to defend the homeland and provide support to civil authorities; conduct humanitarian, disaster relief, and other operations; and operate effectively in cyberspace and space.<sup>17</sup> CAP's priorities are the following:

1. Obtain and sustain required CAP funding.
2. Maximize CAP resources/skill sets to meet emerging mission areas.
3. Enhance awareness of CAP's contributions and capabilities.
4. Develop "dynamic Americans and aerospace leaders" through the Cadet Program.
5. Expand aerospace education/science, technology, engineering, and math education outreach initiatives to meet America's future national defense workforce requirements.
6. Achieve institutional excellence.
7. Value the service of CAP members.<sup>18</sup>

## Synopsis of Strategic Path

CAP priorities and missions trace back to the NSS. As a federally-chartered corporation and the official USAF Auxiliary, the CAP uniquely contributes to the security of the nation.<sup>19</sup>

### ***Emergency Services***

As the USAF Auxiliary, the CAP conducts a variety of noncombat missions under the umbrella of "emergency services." These operations broadly include: search and rescue (S&R); disaster relief and humanitarian services; Air Force support; and counterdrug operations.<sup>20</sup> Conducting emergency services as the auxiliary, CAP contributes to at least three joint force missions outlined in the NMS: it provides for the military defense of the homeland, provides support to civil authorities, and conducts humanitarian assistance and disaster response. Furthermore, the emergency services mission contributes to the pillar of "Protect the American People, the Homeland, and the American Way of Life," as outlined in the NSS.<sup>21</sup>

### ***Aerospace Education***

The CAP is a leading organization in the educational development of Americans through its internal and external aerospace education programs. Internal education

opportunities for members ensure the development of a professional and educated auxiliary force. External programs provide outreach to thousands of students in education programs throughout the US.<sup>22</sup> Relating this mission area to the strategic framework, the national pillar of promoting American prosperity in the NSS is the best fit. Aerospace education specifically addresses the needs to develop “research, technology, invention, and innovation,” ensuring that the population continues to prosper.

### ***Cadet Programs***

Of CAP’s almost 60,000 members, about half are cadets ages 12–21.<sup>23</sup> Cadets in the CAP develop ethical and moral leadership through a myriad of educational activities that use aviation as a cornerstone.<sup>24</sup> Cadets are even trained to participate with supervision as ground teams for S&R and disaster relief operations. Enriching and sustainable cadet programs contribute to the NSS by bolstering the “advance of American influence” among Americans, specifically “championing American values.”

## **Evaluation of United States Air Force Auxiliary Utilization**

Utilization of the CAP as the USAF Auxiliary makes a significant contribution to national security strategic objectives. The first major theme that supports this is the legal framework that allows the nonprofit corporation to receive federal appropriations and operate under the Secretary of the Air Force (SECAF). Organization, evaluation, and fiscal management are overseen by the USAF to ensure that the CAP maintains its capability to perform Air Force-assigned missions.<sup>25</sup>

Being a federally-chartered nonprofit corporation guarantees the existence of CAP to perform emergency services, aerospace education, and cadet programs for the US. Coupling this charter with a legally established role as the USAF Auxiliary allows for the DOD to utilize an unpaid professional volunteer force to accomplish those inherently noncombat missions often requested of the military to support the homeland. Under the United States Northern Command, the Air Forces Northern component operationally tasks the CAP in its auxiliary capacity to perform S&R, disaster relief and humanitarian services, Air Force support, and counterdrug operations.<sup>26</sup>

Noncombat Air Force-assigned missions are those that have been requested as support to another federal agency, are determined to have a federal interest by the Air Force, are directed by the USAF, or as determined by the SECAF.<sup>27</sup> Air Force instruction outlines the following mission areas as those that currently qualify for assignment by the USAF to the CAP: homeland security operations, S&R/disaster relief, law enforcement support, drug interdiction activities, combat training support, range and airspace surveys, orientation flights, light airlift, public affairs support, communications, training, support of Air Force organizational functions, and incident facility activities.<sup>28</sup> An example of support to another agency would be to provide aerial observation and imagery of a land area after a natural disaster for the Federal Emergency Management Agency (FEMA). A request determined to have federal interest could be a US state along the US–Canada border requesting assistance

assessing snow melt in the Red River Basin. USAF approval officials can direct certain types of training, transport, and aircraft fleet management missions as Air Force-assigned as well.

The ability for the CAP to perform these missions as the USAF Auxiliary primarily is based on the professional credentialing required in other aspects of aviation law.<sup>29</sup> Internal mission-specific training within the organization ensures that each CAP wing is capable of performing missions for the Air Force. USAF and CAP evaluation teams inspect the compliance of CAP wings in order to certify them for operational use, audit expenditure of federal funds, and ensure proper disposition of equipment procured with federal funds.

Funding for CAP comes through federal appropriations used for aircraft and vehicle procurement in addition to organization and maintenance funding. The procurement strategy for CAP aircraft includes expending appropriated funds on a mostly standardized fleet of Cessna aircraft. With a baseline of 541 aircraft and a service life of 8,000 flying hours, CAP aircraft should generally be replaced approximately every 30 years. The CAP has approximately 900 general-purpose vehicles used mostly for transport and search and rescue that are replaced approximately every 10 years.

The CAP organization is made up of approximately 60,000 volunteers in more than 1,500 units in the US, Puerto Rico, and the Virgin Islands. Funding for organizational activities include federal appropriations for a small paid staff, aircraft maintenance, training, supplies, some operational mission costs, and other associated organizational costs. Generally, the CAP budget is divided as 70 percent toward emergency services, 20 percent for cadet programs, and 10 percent for aerospace education. In addition to federal funding that provides for organization and equipment, when acting as the USAF Auxiliary, the CAP is funded (exception: counterdrug operations) for operational costs, such as travel and fuel costs, by the supported federal agency. These costs are typically 1/10th the cost of contractor costs for similar support and up to 1/40th the cost of an active military unit to perform the same service.<sup>30</sup>

## Themes of Effective Auxiliary Utilization

Legal authority, national civilian credentialing, leadership, national organization, federal oversight and regulations, integration into policy, and proper federal funding are the leading themes for employing the CAP as the effective USAF Auxiliary to accomplish national security strategic objectives. Recent history reflects the tremendous value of the CAP in its auxiliary role. In CAP's citation accompanying the Air Force Organizational Excellence Award, it was credited with flying more than 2,500 hours of search and rescue missions, resulting in 272 lives saved.<sup>31</sup> In assisting the Air Force's response efforts during Hurricane Sandy, CAP aircrews from 21 states flew 696 sorties and provided 158,000 geotagged images to FEMA.<sup>32</sup> From 2012–2016 alone, the CAP flew more than 34,000 hours in auxiliary status, saving more than an estimated \$200,000,000 when compared to using uniformed service members and military platforms.<sup>33</sup>

How should auxiliary forces like the CAP be utilized and expanded to meet national-level objectives? To begin, a national need must be identified for a particular capability that could be fulfilled by professionally credentialed volunteers. The purpose of government is primarily to provide for those public domains that are otherwise unprofitable to the private sector, including defense and security, infrastructure, governance and economic regulation, environmental protection, and (to an extent) healthcare and education, among others. National institutions or federal agencies are charged with the responsibility for these areas in order to safeguard US national interests. In the US, federal departments such as defense, commerce, education, health and human services, and state have broad responsibility for these strategic interests.

Because these departments receive federal appropriations for their missions, alignment with national professional credentialing organizations (such as the CAP) could be accomplished to integrate an auxiliary force of volunteers to perform industry services. Joint leadership and management oversight committees would be required to ensure that the priorities and missions of the volunteer organization align with the specified department, and that federal monies are expended on approved activities and equipment. Billions of dollars could be saved through oversight, administration, personnel benefits, and the like by having just a percentage of the work of these agencies accomplished by volunteers.

Volunteer organizations responsible for a portion of the national objectives must be aligned with a partner federal agency and organized on a national level. Regional or state chapters, with officers and leadership, applying consistent rules, regulations, processes, and procedures, will ensure uniformity of quality and capability to accomplish activities tied to national objectives. The US strategic interests are not specifically of a military nature, and as a result, can be accomplished by those willing and unpaid professional volunteers once they are nationally integrated and credentialed. Retaining federal oversight keeps checks and balances in place to ensure that organizational activities are in step with national policy.

## Recommendations and Conclusion

The effectiveness of the CAP to contribute to the accomplishment of national security strategic objectives as the USAF Auxiliary is cause to explore what other ways that volunteer auxiliary organizations can secure national interests. The major recommendation is that those activities that can be accomplished by auxiliary forces should be. Even a 1-percent cost savings at the national level may be incentive enough for governments to apply legality, credentialing, oversight, leadership, and funding for volunteer organizations charged with accomplishing federally-assigned missions. Federal departments should take the initiative to explore and align with national volunteer organizations to optimize the utilization of auxiliary members in order to free federal resources and funding. ✪



## Notes

1. Executive Office of the President of the United States, *National Security Strategy of the United States of America*, (Washington, DC: US Government Printing Office, 2017), 1, <https://www.whitehouse.gov/wp-content/uploads/2017/12/NSS-Final-12-18-2017-0905.pdf>.
2. *Ibid.*, 1.
3. *Ibid.*, 4.
4. *Ibid.*, 7–41.
5. Department of Defense, *National Military Strategy* (Washington, DC: US Government Printing Office, 2015), 2, [http://www.jcs.mil/Portals/36/Documents/Publications/2015\\_National\\_Military\\_Strategy.pdf](http://www.jcs.mil/Portals/36/Documents/Publications/2015_National_Military_Strategy.pdf).
6. *Ibid.*, 4.
7. *Ibid.*, 5.
8. *Ibid.*, 6.
9. *Ibid.*, 6–28.
10. *Ibid.*, 11.
11. USAF, *Strategic Master Plan* (Washington, DC: USAF, 2015), 3–4.
12. USAF, *USAF Posture Statement Fiscal Year 2019* (Washington, DC: USAF), 3–4.
13. Civil Air Patrol (CAP), Title 36, *United States Code*, ch. 403 (2000), <http://uscode.house.gov/view.xhtml?path=/prelim@title36/subtitle2/partB/chapter403&edition=prelim>.
14. CAP, Title 10, *US Code*, ch. 909, (2000), <http://uscode.house.gov/view.xhtml?req=granuleid%3AUSC-prelim-title10-chapter909&edition=prelim>.
15. The CAP Corporation is a program within the Air Force Corporate Structure and competes internally for Air Force funding as part of the submission to the president's budget each year for aircraft procurement, operations and maintenance, and other procurement appropriations. Under Title 10, funds appropriated to the CAP are exclusively for the use of CAP. The Air Force reviews and approves CAP's annual budget request and ensures that appropriations funding is executed according to the approved budget request.
16. CAP National Headquarters, *National Civil Air Patrol Annual Report to Congress* (Maxwell AFB, AL: CAP, 2016), [https://www.gocivilairpatrol.com/media/cms/NationalCAP2017HR\\_412A38C3816D9.pdf](https://www.gocivilairpatrol.com/media/cms/NationalCAP2017HR_412A38C3816D9.pdf).
17. CAP, *2014–15 Strategic Plan* (Maxwell AFB, AL: CAP, 2014), 2.
18. *Ibid.*, 3–11.
19. In rare circumstances, by request from an allied nation and with approval by the Air Force, the CAP may be utilized to support another nation in disaster relief or search and rescue operations.
20. CAP, "Emergency Services," accessed 22 May 2016, [http://www.gocivilairpatrol.com/about/civil\\_air\\_patrols\\_three\\_primary\\_missions/emergency-services/](http://www.gocivilairpatrol.com/about/civil_air_patrols_three_primary_missions/emergency-services/).
21. CAP, *2014–2015 Strategic Plan* (Maxwell AFB, AL, 2014), 2.
22. CAP, "Aerospace Education," accessed 30 March 2018, <https://www.gocivilairpatrol.com/programs/aerospace-education/>.
23. CAP, *Annual Report to Congress*.
24. CAP, "Cadet Programs," 30 March 2018, <https://www.gocivilairpatrol.com/programs/cadets/>.
25. As the USAF Auxiliary, the CAP is the only Department of Defense auxiliary utilized to accomplish missions during peacetime. The merchant Marine may be employed as an auxiliary to assist the US Navy in times of war.
26. Certain Title 10 legal protections are afforded to CAP members operating in auxiliary status.
27. Air Force Instruction 10-2701, *Organization and Function of the Civil Air Patrol*, 15 January 2016, 13.
28. *Ibid.*, 14–16.
29. The CAP must comply with Federal Aviation Administration rules and regulations for licensure and operations.
30. CAP, *Annual Report to Congress*.
31. CAP, "CAP Honored with Air Force Organizational Excellence Award," accessed 28 March 2018, <http://www.1af.acc.af.mil/News/Article-Display/Article/950809/cap-honored-with-air-force-organizational-excellence-award/>.
32. *Ibid.*
33. *Ibid.*



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