

CONCEPT OF OPERATIONS (CONOP)
FOR
Civil Air Patrol Publications Reengineering

26 October 2015

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1. INTRODUCTION

This CONOP seeks to secure Civil Air Patrol (CAP) National Commander approval to reengineer how CAP produces publications to reflect policies of the Corporation as established by the Board of Governors, the United States Air Force, or law.

1.1. Purpose

CAP's library of publications has grown over the years, not only in the number of individual publications, but also in the number of printed pages. This CONOP proposes actions to streamline CAP's process for developing publications as well as the regulations themselves in order to make easier the maintaining of compliance.

This CONOP does not focus on the policy establishment process; rather it serves to address how CAP develops and revises publications to carry out a policy making authority's intent. It proposes a plan to reengineer CAP's directive publications and establish a methodology that could be applied to non-directive publications.

The proposals in this CONOP support these 2016-2020 CAP Strategic Plan priorities:

- a. Priority #3 – Enhance the effectiveness of CAP members
- b. Priority #5 – Recognize the value and talent of each CAP member and enhance the fulfillment of the CAP experience
- c. Priority #7 – Sustain institutional excellence

1.2. References

10 U.S.C. §§ 9441-9448

36 U.S.C. §§ 40301-40307

2 CFR, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards*

HAF MD 1-24, *Assistant Secretary of the Air Force (Manpower and Reserve Affairs)*

AFPD 10-27, *Civil Air Patrol*

AFI 10-2701, *Organization and Function of the Civil Air Patrol*

AFI 10-2702, *Board of Governors of the Civil Air Patrol*

Cooperative Agreement Between the Civil Air Patrol and the United States Air Force

2. BACKGROUND

As set forth by 36 U.S.C. §40304, the Corporation may adopt and amend a constitution, bylaws, and regulations. CAP's Constitution and Bylaws, Article XX, states:

1. To further the orderly administration of the activities, business, and affairs of the Corporation, *the National Commander shall establish and maintain regulations which shall be applicable to all members of Civil Air Patrol.* These regulations will be based on policies established by the Board of Governors, the United States Air Force, or law. [emphasis added]
2. The National Commander, upon declaration of a situation requiring immediate action due to a state of emergency or an unforeseen circumstance involving the preservation of life or property, may promulgate interim change letters or emergency regulations.
3. The Board of Governors may direct the National Commander to issue, modify or rescind interim change letters, regulations or portions of regulations.

Furthermore, per Article X, paragraph 2.a. of the Constitution, the Civil Air Patrol Senior Advisory Group (CSAG) shall recommend policy to the Board of Governors (BoG). In practice, the act of recommending policy to the Board is performed by the National Commander (CAP/CC) as an advisor to the Board of Governors. In accordance with Section 10 of the Bylaws, the CAP/CC presides over all meetings of the CSAG. In this position, as well as CAP/CC's capacity as an advisor to the BoG, the National Commander serves as the conduit for transmitting CSAG policy recommendations to the Board for consideration. Upon Board approval of the policy, CAP/CC directs the adoption of regulations, per Section 10, that promulgate the BoG's intended policy. Establishing regulations and other publications follows the process outlined in CAP Regulation (CAPR) 5-4, *Publications and Forms Management*.

Policy established by the Air Force or statutes requires neither CSAG recommendation nor BoG approval; however, the development of directive language follows the same CAPR 5-4 process.

CAPR 5-4 is the instrument by which the Corporation transforms policy established by the three policy making authorities into "regulations which shall be applicable to all members of the Civil Air Patrol." [Article XX]

2.1. Problem Statement

As postulated in paragraph 1.1., CAP's regulations need to be streamlined to effectively conduct the Corporation's affairs and ability to maintain compliance.

2.2. Assumptions

The following assumptions are made regarding this CONOP:

- a. In a most efficient organization, members within the regulation development process should "touch" the document only one time. Iterative processes should be the exception and not the norm.
- b. Historically, prior to the governance changes of 2012, CAP's regulations, rather parts thereof, were established through a popularity vote of the National Board or National Executive Council in an attempt to promote a particular agenda or proscribe the actions of many following the misdeeds of the few or one.
- c. Regulations serve to enforce an organization-wide standard or evoke a behavior with members. Leadership should use restraint in changing regulations to control the deviant actions of the few.
- d. CAP's existing publications have been piecemealed over the years resulting in a fragmented library of publications with oftentimes collateral impact of unintended consequences.
- e. Fragmentation and unintended consequences were perpetuated when language was proposed in isolation ultimately leading to regulations that became "stovepiped" or "siloed."
- f. Policy, especially when established verbally as in a meeting or teleconference, can often times be nebulous. Provided they are present in the quorum or have knowledge of the policy's intent, it is the role of the CAP/CC, CAP Chief Operating Officer (CAP/CO) and, as applicable, CAP-USAF/CC to accurately interpret the intent of the policy establishing authority and make certain the regulation supports that intent for the effective conduct of CAP's affairs.
- g. A misunderstanding of policy versus regulations has blurred the lines with roles and responsibilities of the parties authorized to perform such actions.

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- h. The practice of securing CAP-USAF Commander's approval of changes to a CAP regulation constitutes the United States Air Force acknowledgement and establishment of policy directing such change.
 - i. Regulations may be changed provided the change doesn't deviate from the intent of the governing policy.

3. PROPOSAL

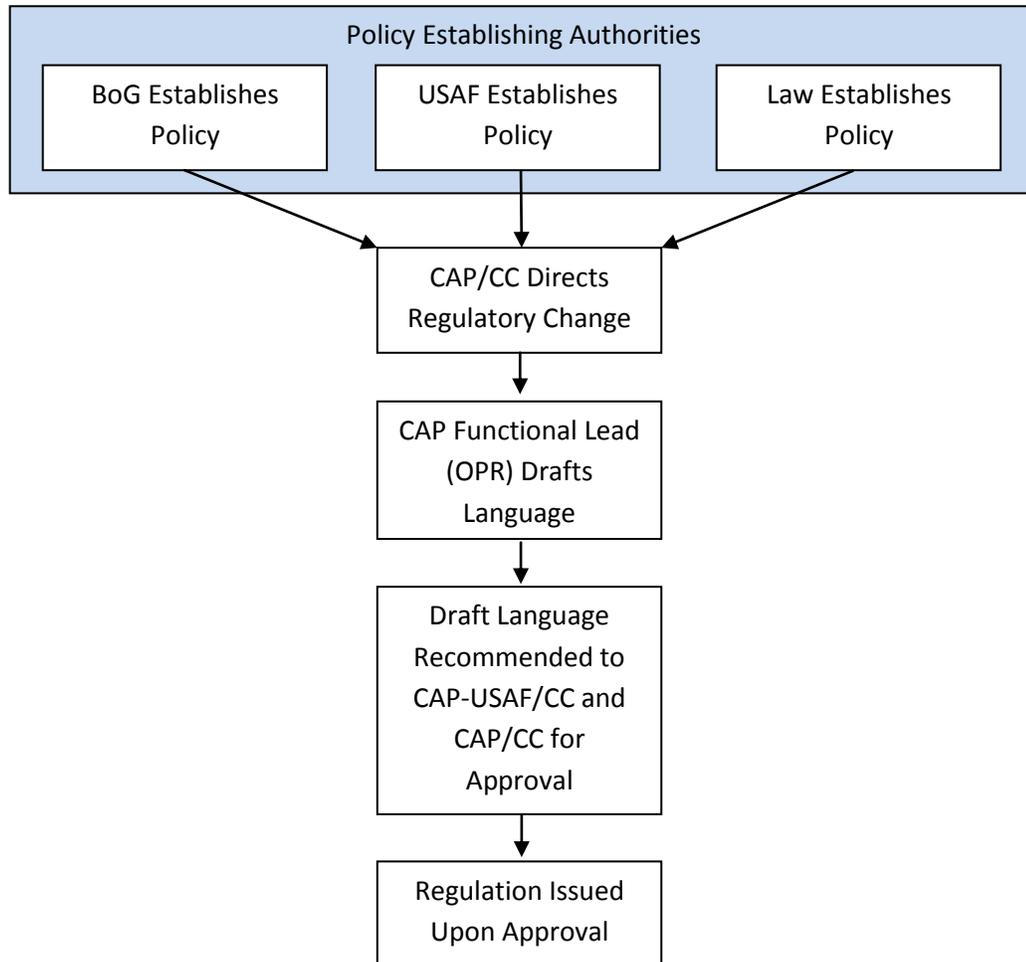
This CONOP proposes a change to the way CAP develops directive publications. The goal is to enable development of regulations that:

- a. Are in compliance with the intent of the policy-making authorities and clearly state the minimum necessary requirements to aid members in meeting the objectives of the policy.
- b. Follow a process that improves efficiencies in the development of directive publications.

It should be noted that this CONOP focuses strictly on CAP publications produced at the national level. While Operating Instructions (OIs) are directive in nature, the scope of these publications, by definition, is intended for members under the purview of the authorizing official (e.g. a Wing OI). The OI's scope is local in nature, whereas CAP's regulations, per Article XX, are applicable to all CAP members.

The flowchart on the next page summarizes the policy-to-regulation process.

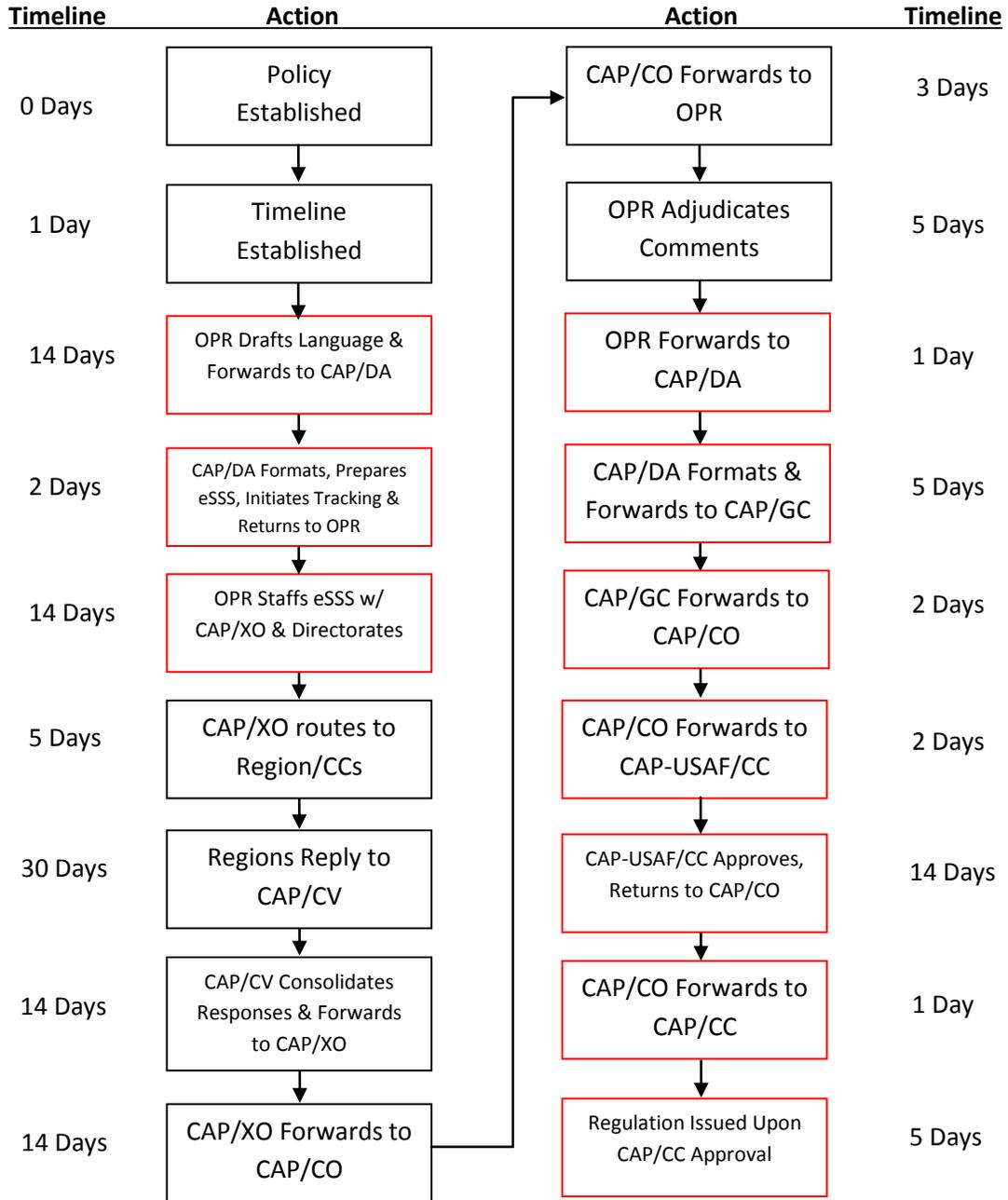
Lifecycle of Policy Establishment Through Regulation Approval



Note – if the regulatory change does not deviate from established policy, for example administrative changes, the process would begin with CAP/CC directing the change or the OPR drafting the language, as applicable.

In practice, CAPR 5-4 breaks this process down into 18 separate steps taking, as a minimum, 132 days (notionally) to go from policy to regulation. This process is indicated on the next page.

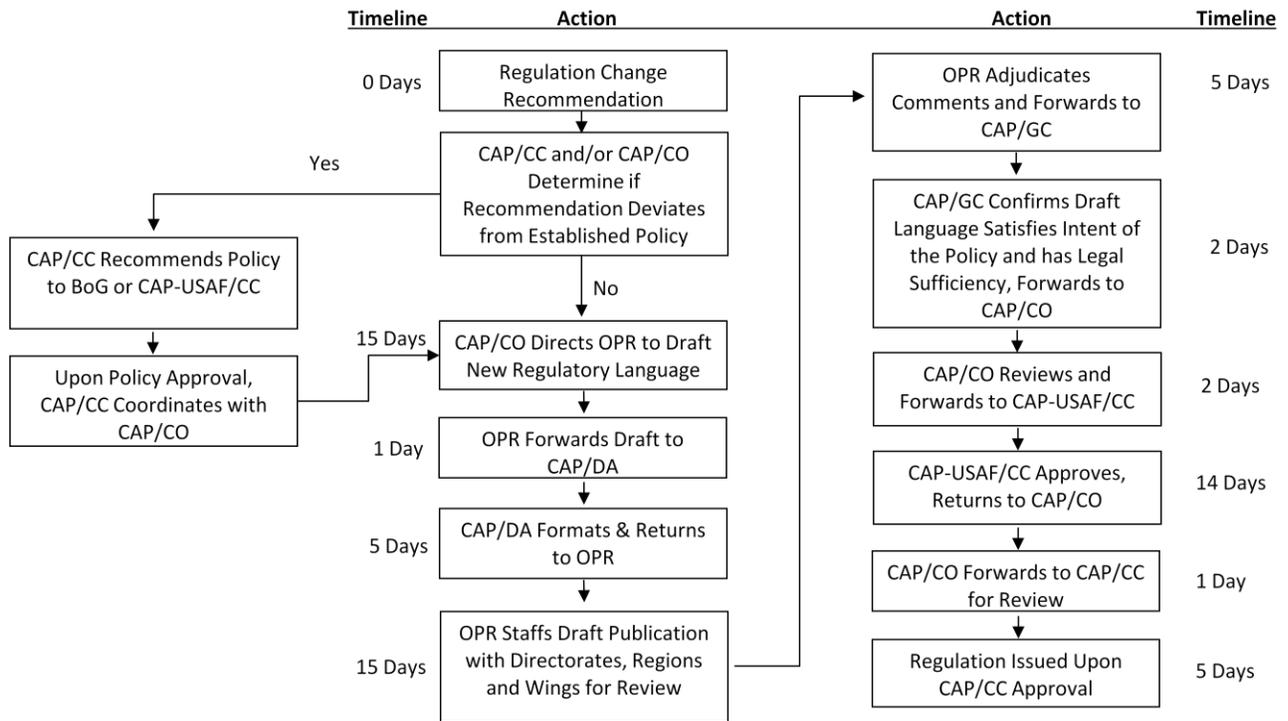
Current CAPR 5-4 Regulations and Manuals Coordination/Approval Process



Note – actions highlighted in red indicate minimum actions necessary for non-policy publications or administrative changes to publications as allowed by CAPR 5-4, paragraph 3.d.

4. RECOMMENDED PROCESS FOR REGULATIONS APPROVAL

CAP's Constitution and Bylaws are clear on the roles and authorities pertaining to establishing policy and regulations. In keeping with the Board of Governors' intent, the following is offered for consideration.



NOTE – the notional timelines displayed in the above two flowcharts are merely for reference to indicate potential time and effort savings that may be realized through a streamlined process. In practical execution, no timelines are established for each step; however, CAP/CC may direct a suspense for completion.

This approach minimizes the number of times each affected person has to “touch” the regulation and reduces the CAPR 5-4 process to 12 steps and a notional 65 days. It should be noted that when the OPR staffs the proposed language with Directorates, Regions and Wings, the purpose is to validate that the language is executable from a pragmatic and compliance perspective, and not an opportunity to word-smith as was common in yesteryear's approach. In practical execution, CAP leadership and OPRs should be able to confidently answer the following questions when developing regulatory changes:

- a. Does the requirement make sense (i.e. is it truly needed and what purpose does the change serve)? [Reasonableness test]

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- b. Does the requirement levy an unrealistic or overly burdensome challenge for members to accomplish and sustain compliance? [Sustainability test]
 - c. Is the language clear and easily understood by all CAP members? [Efficacy test]
 - d. Ultimately, does the regulation change make CAP a better organization? [Value test]

If these questions can be answered in the affirmative, then the regulatory change is encouraged. If the requirement is mandated by higher authority, such as a change in federal statutes or Air Force policy, then the last three questions do not require consideration.

5. PUBLICATIONS REENGINEERING

5.1. Initial Steps

Given the unwieldiness of CAP's regulations and manuals, and the burden experienced by members, it almost becomes necessary that each regulation be recreated from a blank sheet of paper. Leaders must know that, to realize the desired end state, this undertaking will be a monumental feat. To get started, the following are recommended:

- a. CAP deliver an internal strategic communication to let all members know that there's light at the end of the tunnel.
- b. CAP leadership, either by CAP/CC in isolation or through a selected group (e.g. a cross-functional committee made up by members and OPRs representing each functional area), establish a prioritized list for recreating regulations. Publications may be recreated concurrently; however, caution is advised in overtaxing OPRs or subject matter experts who have equity in multiple series of publications.
- c. Once the priority is known, establish the timeline for recreating each individual publication as part of the Strategic Plan.
- d. CAP/CC is encouraged to advise on desired structure of future publications.
 - 1) Should like functional publications (to include CAP forms, visual aids, certificates, etc.) start with the same prefix? For example, membership regulations have both 35- and 39-series publications under their purview; however, interlaced are 36-series publications not associated with that field. The table below offers recommended prefixes for the publications library.

Recommended Prefix	Series Title	Current Publication Prefix	
1	Civil Air Patrol Standards	R1, P3, R5, R10, R20	Keep CAP and Our Members Out of Trouble
10	Legal	R1, P110, R111, R112, R173-4, R900	
20	Inspector General	R36, R123, P203	
30	Personnel	R20, R35, R39, M39, P39, R147, P200, P226	Take Care of and Develop Our Members
40	Education and Training	R1, P4, P5, P6, R50, P50, P204, R210, P217, P222, P223	
50	Aerospace Education	P15, R50-20, P215, R280	
60	Cadet Programs	R52, P151, P216	Our Missions
70	Operations	P2, P35, R60, R76, R100, R160, R173-3, P211, P212, P213, P214	
80	Chaplain	P221, P225, R265, P265	
90	Communications	R100, P214	Our Mission Support
100	Finance	R173-1, P202	
110	History	R210, P223	
120	Information Technology	R110, P227	
130	Logistics	R66, R70, R77, R174, P206	
140	Medical	R160	
150	Public Affairs	R190, P201, R900-2	
160	Safety	R62, P217	

NOTE – the suggested numbering system groups publications by the four categories and then alphabetically within Missions and Mission Support as to not imply one function being more important than another. Even with the above grouping of functional publications, it is still conceivable that a publication’s OPR might not be functionally aligned with the series title. An example of such a case is our current 173-series publications. Of the three publications in the Finance series, Financial Management authors only one, while the other two are authored by Operations and General Counsel.

2) Should publications be functional specific or purpose specific? For example, CAPR 280-2 pertains to the Civil Air Patrol Aerospace Education Mission, yet there's a separate CAPR 50-20, *CAP Model Rocketry Program*. While combining the two would most likely create a larger single document, doing so presents the reader with a one-stop publication. Likewise, CAP regulations 1-1 through 1-4, plus CAPP 50-2, *CAP Core Values* could be combined into a new single regulation CAPR 1-1, *Civil Air Patrol Standards*.

3) Formatting can make a difference on improving readability. CAP's standard formatting for paragraph hierarchy adds unnecessary space and could lengthen the publication by creating excessive indentation for each subordinate paragraph. Additionally, citing some paragraphs as reference, for example 1-3a(3)(a), could present challenges in finding the cited paragraph since subparagraph (a) could be several pages after the parent paragraph 1-3. Furthermore, the purpose of subparagraph (a) could be misapplied if taken out of context from its parent 1-3. A remedy for consideration is to use the more conventional numerical system with indentations being optional. Three examples of such model using CAPR 60-1 are shown on the next page.

CAPR 60-1 as Written

3-6. Airplane Qualifications. In order to operate as PIC for CAP, pilots (other than solo pilots) must meet one or more of the following requirements:

a. Single-Engine Airplane.

(1) High Performance Airplanes – 100 hours total time.

(2) Complex Airplanes – 100 hours total PIC time of which at least 10 hours PIC and 25 take-offs and landings are in complex airplanes.

(3) Gippsland GA-8 Initial Qualification – In addition to high performance requirements:

(a) For sorties on which ARCHER equipment is actually being used: be a qualified SAR/DR mission pilot with an instrument rating and 300 hours of PIC fixed wing aircraft time.

Becomes (without indentation)

3.6. Airplane Qualifications. In order to operate as PIC for CAP, pilots (other than solo pilots) must meet one or more of the following requirements:

3.6.1. Single-Engine Airplane.

3.6.1.1. High Performance Airplanes – 100 hours total time.

3.6.1.2. Complex Airplanes – 100 hours total PIC time of which at least 10 hours PIC and 25 take-offs and landings are in complex airplanes.

3.6.1.3. Gippsland GA-8 Initial Qualification – In addition to high performance requirements:

3.6.1.3.1. For sorties on which ARCHER equipment is actually being used: be a qualified SAR/DR mission pilot with an instrument rating and 300 hours of PIC fixed wing aircraft time.

Or with indentation

3.6. Airplane Qualifications. In order to operate as PIC for CAP, pilots (other than solo pilots) must meet one or more of the following requirements:

3.6.1. Single-Engine Airplane.

3.6.1.1. High Performance Airplanes – 100 hours total time.

3.6.1.2. Complex Airplanes – 100 hours total PIC time of which at least 10 hours PIC and 25 take-offs and landings are in complex airplanes.

3.6.1.3. Gippsland GA-8 Initial Qualification – In addition to high performance requirements:

3.6.1.3.1. For sorties on which ARCHER equipment is actually being used: be a qualified SAR/DR mission pilot with an instrument rating and 300 hours of PIC fixed wing aircraft time.

4) Like formatting, font selection does make a difference. Studies have shown that serif style fonts are more easily readable in printed media while sans serif fonts are easier to read electronically. Below is an example of two styles in 12-pitch font:

The quick brown fox jumped over the lazy dog. (Serif style font)

The quick brown fox jumped over the lazy dog. (Sans Serif style font)

If it is believed that most publications are viewed online, changing to a sans serif font is recommended. Regardless of selected font, CAP should standardize the font across all publications.

5) Given the widespread use of computers and smart devices such as tablets and phones to view publications online, OPRs are encouraged to use colored text, tables, flowcharts and graphics to more effectively convey the publication's message and improve readability.

5.2. Recreating Regulations

The following steps are offered for consideration. For each "family of regulations" (e.g. membership or operations):

- a. Scour each regulation/manual for directive statements. These are usually indicated by wills, shalls, and musts; however, *not all directive statements include these words*. To aid in what could be an arduous task, suggest functional teams of subject matter experts nominated by the OPR be established to distribute the workload.
- b. Transfer the directive statements to a new file. For each entry, identify the directing policy (i.e. BoG policy, AF policy or federal statute). Undoubtedly, this will be challenging, but is vital to identifying true requirements. It is conceivable that for longstanding requirements no record of the governing policy exists. In these cases, functional teams should make a determination on if the directive statement serves the best interest of the Corporation. If so, the requirement should be considered for retention.
- c. Directive statements without accompanying policy and *not* in the best interest of the Corporation should be considered for deletion. Note: although many requirements were enacted by past National Boards and National Executive Committees when they had policy making authority, caution is advised when considering retaining such requirements for the reason identified in Assumption b (see page 5).

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- d. By reviewing families of regulations, any redundancy or conflicts within regulations should be eliminated.
- e. Remove all examples (e.g. the sample OI found in CAPR 5-4, attachment 1) and place as a template on the publications website. Doing so provides members with an effective tool. Additionally, the regulation will not have to change if the template/example requires adjustment.
- f. Keep in mind regulations are for establishing a standard or evoking a behavior from membership. If the language doesn't fit into these two categories, rather it's more of a "how to," the language should probably go into a non-directive pamphlet.
- g. CAP should consider employing a two-publication construct whereby mandatory compliance items are recorded in a regulation (directive) and non-mandatory/"how to" items are placed in pamphlets (non-directive). The pamphlet should align with the number of the regulation (i.e. CAPR 60-1 marries up with CAPP 60-1). It is conceivable that CAP might want to standardize a particular process ("how to"). In this case, the process should be in the regulation and not the pamphlet. In short, the question becomes: does CAP want to regulate how members accomplish requirements or only that the requirements ultimately need to be accomplished?
- NOTE – if CAP elects to use a two-publication construct, it is recommended that forms, certificates and visual aids follow the same series numbering format. For example, CAPR 60-1 might direct the use of CAPF 60, CAPVA 61 or CAPC 60-1. See paragraph 5.1.d.1).
- h. Pamphlets should be the document that highlights recommended means or identified "best practices" for attaining regulatory compliance. Placing most "how to" processes in the non-directive pamphlet provides freedom of action and inspires members' innovation on how best to accomplish the mandatory item (regulation).
- i. Once the TRUE requirements are known, then recreate the regulation and accompanying pamphlet(s). Caution must be used to *not* introduce language that directs another publication. For example CAPR 52-16, *Cadet Program Management*, directs that the reader "...will complete the RST in accordance with CAPP 52-12..." thereby making a pamphlet a mandatory compliance item.
- j. After a regulation is recreated and before staffing for approval, OPRs will apply the "Napoleon's Corporal Test" to validate the reasonableness, sustainability, efficacy and value of the publication. In doing so, each region will select one member from the squadron level. This group of eight will review the proposed regulation for ease of

understanding of intent and ability to sustain compliance with requirements. Regions should select members based on nature of the publication (i.e. functional specific versus general membership related publications).

k. In lockstep with recreating the publications, functional teams need to be cognizant of developing associated tools that will enable members to easily comply with requirements. For online tools, it is imperative that functional leaders work closely with software developers to ensure the resources effectively aid members in sustaining compliance and not produce a needless burden.

l. At the time of approval, CAP/CC should establish an “Effective As” date for each regulation that allows members sufficient time to review, comprehend and prepare for the requirements of the upcoming regulation.

5.3. Way Ahead

For starters, **CAP/CC must place a moratorium on changing any CAP regulations, manuals or pamphlets** until such time as this reengineering project is completed. Doing so frees up the affected parties to focus solely on this initiative and prevents changing a publication now only to be changed in the near future through this effort. This moratorium does not prevent CAP/CC from executing the responsibilities of Article XX, paragraph 2 (emergency actions).

Next, CAPR 5-4, *Publications and Forms Management*, should be revised to reflect the process of the future. Reengineering CAP’s regulations must start with a sound staffing process.

Finally, the CAP/DA, with the support of each functional leader, should establish a database that is capable of listing the following for all future regulation revisions:

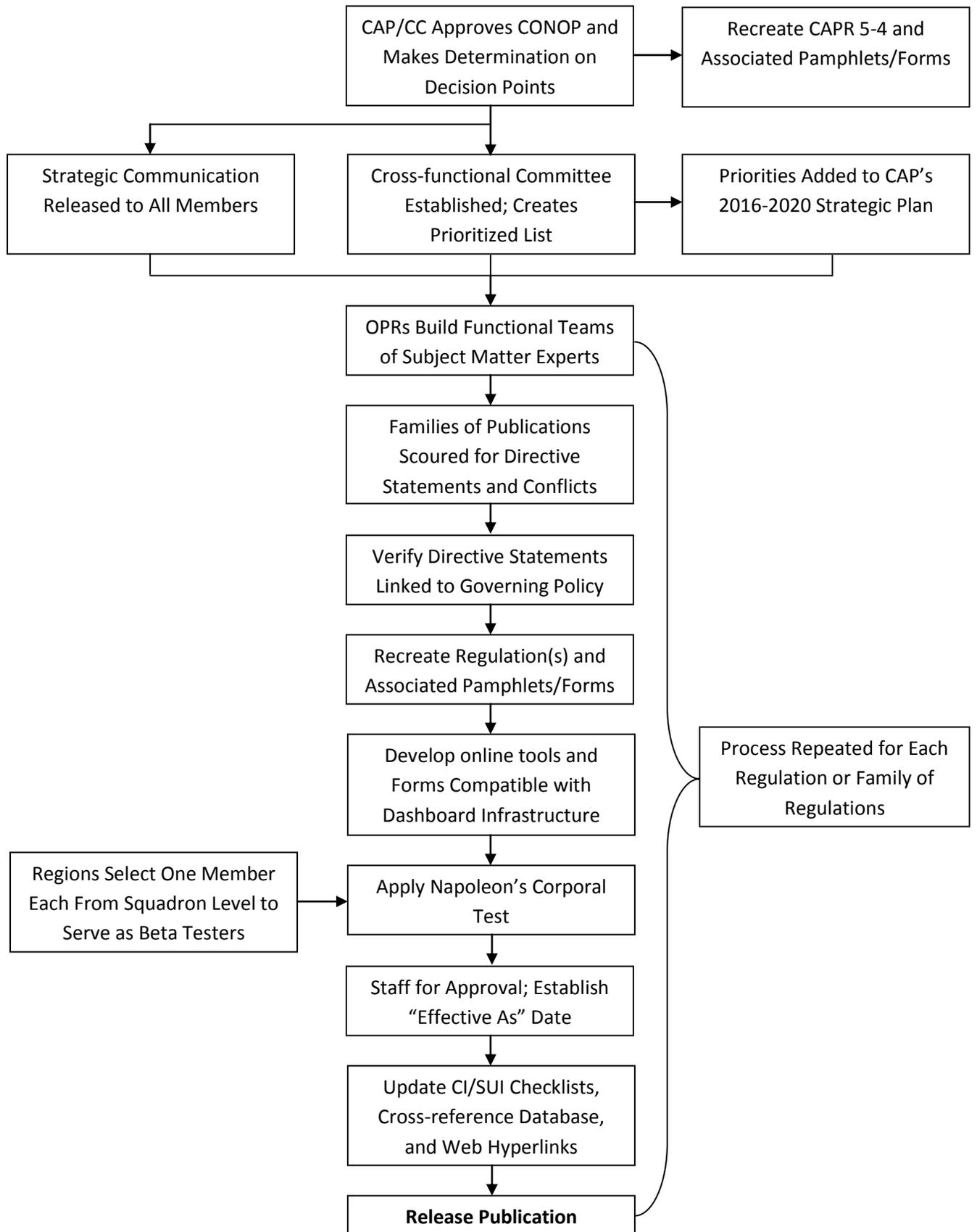
a. Each regulatory requirement, the governing policy and the history of each regulatory change. For example, refer to the amendments portion found in 10 U.S.C. :



Title 10 USC Chapter
909.docx

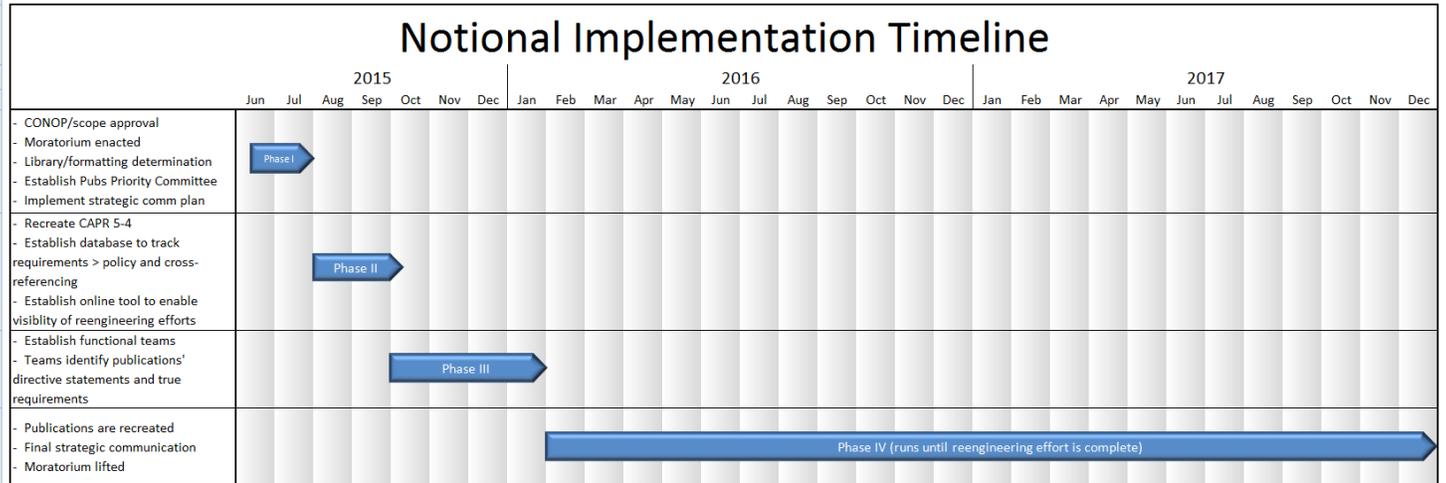
b. Cross-referencing of CAP publications, CI/SUI checklists and web hyperlinks so that changes to one publication don’t become fragmented from another publication, compliance checklist or web page.

Once these actions are complete, the recreating of CAP publications may begin. The flowchart on the next page summarizes the actions proposed in this CONOP:



5.4. Notional Timeline

The graphic below represents a notional timeline for completing this effort. Deliberate actions are broken into four phases.



6. APPENDICES

The following documents are available separately:

10 U.S.C. §§ 9441-9448

36 U.S.C. §§ 40301-40307

2 CFR, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards*

HAF MD 1-24, *Assistant Secretary of the Air Force (Manpower and Reserve Affairs)*

AFPD 10-27, *Civil Air Patrol*

AFI 10-2701, *Organization and Function of the Civil Air Patrol*

AFI 10-2702, *Board of Governors of the Civil Air Patrol*

Cooperative Agreement Between the Civil Air Patrol and the United States Air Force

Statement of Work for Civil Air Patrol

CAPR 5-4, *Publications and Forms Management*

7. GLOSSARY

Abbreviations and Acronyms

AF – United States Air Force
BoG – Board of Governors
CAP – Civil Air Patrol
CAPR – Civil Air Patrol Regulation
CAP-USAF – Civil Air Patrol – United States Air Force
CAP/CC – Civil Air Patrol National Commander
CAP/CO – Civil Air Patrol Chief Operating Officer
CAP/DA – Civil Air Patrol Publications Manager
CAP/GC – Civil Air Patrol General Counsel
CONOP – Concept of Operations
CSAG – Civil Air Patrol Senior Advisory Group
eSSS – Electronic Staff Summary Sheet
FM – Financial Management
OI – Operating Instruction
OPR – Office of Primary Responsibility
USAF – United States Air Force

Terms

Corporate Policy – A formal declaration of the guiding principles and procedures by which a company will operate typically established by its board of directors or a senior management policy committee. Imbedded in corporate policy are the company’s mission statement, objective and the principles by which strategic decisions are to be made. It also forms the basis for measuring performance and ensuring accountability at all levels of the company.

Regulation – A rule designed to govern or control a procedure or behavior/conduct.