

INVESTIGATION OF CIVILIAN EMPLOYMENT

COMMITTEE ON THE CIVIL SERVICE
HOUSE OF REPRESENTATIVES
SEVENTY-EIGHTH CONGRESS
SECOND SESSION

CONCERNING INQUIRIES MADE OF CERTAIN
PROPOSALS FOR THE EXPANSION
AND CHANGE IN CIVIL SERVICE
STATUS OF THE WASPS

PURSUANT TO

H. Res. 16

A RESOLUTION TO AUTHORIZE THE COMMITTEE ON
THE CIVIL SERVICE TO INVESTIGATE VARIOUS
ACTIVITIES IN THE DEPARTMENTS AND
AGENCIES OF THE GOVERNMENT



JUNE 6, 1944.—Committed to the Committee of the Whole House
on the state of the Union and ordered to be printed

UNITED STATES
GOVERNMENT PRINTING OFFICE
WASHINGTON : 1944

CONCERNING INQUIRIES MADE OF CERTAIN PROPOSALS
FOR THE EXPANSION AND CHANGE IN CIVIL SERVICE
STATUS OF THE WASP

JUNE 5, 1944.—Committed to the Committee of the Whole House on the state
of the Union and ordered to be printed

Mr. RAMSPECK, from the Committee on the Civil Service, submitted
the following

INTERIM REPORT

Pursuant to H. Res. 16,

As a result of correspondence and inquiries which were referred to
the Committee on the Civil Service by Members of the House and
Senate, representatives of civilian aviation organizations, veterans'
associations, civilian pilots, and pilot-instructors and trainees, the
investigating staff of this committee has made inquiry as to the
necessity or desirability of the program of the Women's Air Service
Pilots (WASP).

The WASP is an organization of women pilots presently engaged
on a civilian basis by the War Department for the purpose of ferrying,
transporting, target towing, testing, tracking, and other duties within
the continental limits of the United States.

Essentially, the mass of this correspondence addressed to the
Congress protested that—

1. Army Air Forces had embarked upon a costly and unnecessary
program of recruiting inexperienced young women for training as
noncombat service pilots
2. Simultaneously, Army Air Forces was dismissing, or failing to
properly utilize, large numbers of male civilian pilot-instructors, who
had been trained at a cost of millions of dollars.
3. While insisting upon high qualifications as prerequisite to the
retention of these male civilian pilot-instructors, Army Air Forces was
lowering the standards for female civilian recruits to an almost irre-
ducible minimum.
4. The program was highly experimental.
5. The alleged manpower shortage given as a reason for the recruit-
ing and training of inexperienced personnel was not, as claimed, being
alleviated, but instead was being further confused and aggravated.

US GPO 1944
How Rpts W B DC
28 Cong 2 sess
Jan 16 - Dec 19 1944
Vol 3

LETTER OF SUBMITTAL

To the SPEAKER, HOUSE OF REPRESENTATIVES:

There is herewith submitted a report of the Committee on the
Civil Service as appointed and directed under House Resolution 16,
relative to the inquiry recently conducted on certain policies within
the War Department, specifically, the proposal for the expansion and
change in the Civil Service status of the Women's Air Service Pilots
(WASP).

ROBERT RAMSPECK, *Chairman.*

JUNE 5, 1944.

COMMITTEE AUTHORIZATION

Under H. Res. 16, the Committee on the Civil Service is authorized and directed to (a) conduct thorough studies and investigations of the policies and practices relating to civilian employment; (b) study and investigate the effect of such policies and practices upon the conduct of the war, with the view of determining whether such policies and practices are efficient and economical; (c) determine the number of employees in each department or agency, whether such number of employees is necessary, and whether their skills are used to the best advantage; (d) study all other matters relating to the recruiting and the efficient and economical use of civilian employees; and (e) make such inquiry as the committee may consider important or pertinent to any matter coming within its jurisdiction.

Therefore, under H. Res. 16, this committee is directed to investigate the recruiting and efficient and economical use of civilian employees within the War Department, of which Army Air Forces is a component.

The young women being recruited for training at public expense as WASPS are civilians, graduate WASPS are civilians and operate under the protection of the Civil Service, and, finally, to a major extent, the overwhelming protest registered with the Congress is from civilians and taxpayers.

Within the purview of this committee there are two considerations of importance:

1. The expansion of any governmental organization is of immediate interest to this committee.
2. Proper utilization of the highest skills of trained personnel is of paramount importance. This is especially true in time of national emergency.

The implication contained in the proposal, that it is now either necessary or desirable to recruit stenographers, clerks, school teachers, housewives, factory workers, and other inexperienced personnel for training at great outlay of public funds as pilots for the military planes of this Government, particularly when there already exists a surplus of personnel to perform these identical duties, is as startling as it is invalid.

If it is necessary at this stage of the war to embark upon this costly and experimental program, then this Nation, insofar as manpower is concerned, is in worse position than any of our allies, and apparently any of our enemies. Fortunately, the evidence presented during this inquiry demonstrates that the implied condition is neither actual nor probable.

SOURCES OF AVAILABLE PILOTS

The proposal to expand the WASPS comes at a time when, because of the curtailment of its training program, the Army Air Forces is eliminating 25 of its primary contract schools and canceling aviation training programs in 151 colleges.

This releases for other duties the following groups of trained personnel:

¹ Giving as one of the two purposes for the WASP program, the Secretary of War states: "To determine the extent that women pilots can be effectively used in the Army Air Forces for whatever conditions may arise in the future."—Washington Times-Herald, May 5, 1944

1. Civilian instructors, 25 Army Air Forces primary contract schools.----- 2, 836
2. Civilian instructors, Civil Aeronautics Administration-War Training Service program----- 3, 046

The cancellation of the Civil Aeronautics Administration-War Training Service program also brought about the dispersal of an additional 4,689 pilot-instructor trainees. These men entered the Civil Aeronautics Administration program as civilians. They were later activated into the Reserve and at the time of their dispersal were being trained as pilot instructors. Only 974 were accepted by Army Air Forces for aviation cadet training. The remaining 3,713 pilot-instructor trainees were assigned to technical, special, and glider-pilot training.

Since these 3,713 pilot-instructor trainees are now military personnel, their disposition and utilization is not within the jurisdiction of the Committee on the Civil Service. However, the dispersal and assignment of this group is of interest for the reason that these pilots are not now being used for the purpose for which they were trained. There has been considerable complaint that the assignment of these men has been negative. Information has been submitted that in many cases duties assigned are trivial and demoralizing. This is not in accordance with the expressed policies of the War Department as to utilization of personnel.

It is a matter of resolute obligation for this committee to point out that proper utilization of the training and skills of these 5,882 civilian pilot instructors alone would ameliorate the need for the recruiting and training of additional WASPS, and to suggest that in the group of 3,713 pilot instructor trainees will be found additional potential service pilots.

WOMEN PILOTS

The inquiry and the consideration of this committee were not concerned with and do not resolve any question pertaining to the use of women as aviators.

It is definitely the concern of this committee that the current proposal contemplates the recruiting of inexperienced personnel. It is also definitely the concern of this committee that this inexperienced personnel must be trained at great outlay of public funds at a time when there is already available a sufficient supply of potential service pilots. This available personnel consists of civilian pilot instructors, who for several years have been training pilots for the armed forces. These men have had thousands of air hours and a wealth of experience. The experience and capabilities of these instructors should be fully utilized before any consideration is given to the recruiting and training of inexperienced personnel.

This is not a question of the utilization of male or female personnel, but is a question of the utilization of experience and capabilities before resorting to the use of inexperience and costly training. If a supply of trained women pilots presently existed, and there was a shortage of men pilots, this committee would unhesitatingly insist that the trained women pilots be fully utilized before inexperienced men were recruited for training.

BRITISH WOMEN FLYERS (ATA) CIVILIANS

Utilization of women as pilots has been on a limited scale and of comparatively recent development.

In the early days of the present war the British, then desperately short of air personnel, recruited a group of civilian women pilots to transport and ferry planes. Many of these women were Americans. All were experienced and required only transitional training to familiarize themselves with military aircraft. The British organization, which is composed of both men and women pilots, is known as the Air Transport Auxiliary (A. T. A.), and is not a part of the Royal Air Force but is a branch of the Ministry of Production.

RECRUITING SOURCES

This inquiry has established that the present sources of WASP recruits are essentially the same as those of any other organization recruiting women personnel, and that:

1. The potential supply of qualified female pilots in the United States has long since been exhausted.
2. The recruits now being accepted are (a) selected from those who are too young to be eligible for membership in the already established women's organizations, or (b) being recruited in direct competition with these organizations.

The personnel now being recruited by the WASPS lacks aviation experience. The training necessary to qualify a WASP for even the lighter type of ship extends over a period of many months. One and one-half years is required before the maximum utilization of a WASP may be expected. During this period, the WASP trainee is, in effect, removed from direct participation in the war effort. In some instances, the staff noted, trainees were recruited from industry and from war agencies where they were already applying skills vital to the war effort.² It was necessary for these recruits to be released or resign from war activities for which they had already received extended training. In several cases releases were refused. It was then necessary, due to War Manpower regulations, for these recruits to resign and remain idle 60 days in order to enroll in the WASP.

SURPLUS TO ADD TO SURPLUS

It is a matter of record that women pilots have served their countries well during periods of emergencies in both Great Britain and the United States. While the number of qualified women pilots has always been relatively small, they have made a distinct contribution to the war effort.

The opportunity for women pilots, even in time of war, has been limited. The United States Navy is forbidden by law to utilize women pilots in Navy, Marine, or Coast Guard planes. It is the policy of the Navy to utilize the experience of their returned combat and over-age pilots as service pilots. More importantly, it is Navy policy to

² (a) Motor inspector, aircraft plant; (b) lens polisher; (c) airport traffic control operator; (d) map expert War Department.

use younger pilots for target towing, tracking, and related duties, so that the recently graduated pilots will gain experience and confidence before being assigned combat duty.

At the end of this war there will be tremendous surpluses of trained and experienced pilots throughout the world. Utilization of these surpluses will constitute an acute post-war problem. To now seek out and train, at Government expense, additional inexperienced personnel would add another surplus to this recognized post-war surplus.

WASP

The civilian organization known as the WASP is a merger of the Women's Auxiliary Ferrying Squadron (WAFS) and the Women's Flying Training Detachment (WFTD).

The WAFS were organized in September 1942 for the purpose of ferrying trainer- and liaison-type planes within the limits of the United States. Members were qualified civilian pilots with 500 hours or more of air time and a commercial license of 200-horsepower rating. This group was attached to the Second Ferrying Command and performed outstanding service during a critical period when all competent male pilots were engaged in combat or training duties.

In September 1942 the organization known as the Women's Flying Training Detachment (WFTD) was established for the purpose of training young women who could not meet the qualifications for duty in the Women's Auxiliary Ferrying Squadron (WAFS). For this purpose a school was established at Houston, Tex., and later transferred to Sweetwater, Tex.

Merger of the Women's Auxiliary Ferrying Squadron (WAFS) and the Women's Flying Training Detachment (WFTD) into the present Women's Air Service Pilots (WASP) was announced June 28, 1943.

NO SPECIFIC LEGISLATION

While there is constituted authority for the Secretary of War to appoint trained civilian personnel to such duties in the War Department as he sees fit, the staff has been unable to find and, notwithstanding repeated requests, the War Department has failed to produce specific authorization for the training program previously known as the Women's Flying Training Detachment, now known as the WASP, included in this merger.

It would appear that a program involving 2,500 graduate trainees, at an approximated cost of \$50,000,000 of public funds, would have been of sufficient importance to have had the specific authority of the Congress.

The War Department states that in Public Law 108 (78th Cong.) it has found authority within "the general provisions of the 1943 act authorizing expenditures for the training of such civilian employees during the fiscal year 1943." The section quoted is "salaries and wages of civilian employees as may be necessary." The necessity for this training program has not been demonstrated.

STANDARDS LOWERED

A recruiting program to procure WASP trainees is vigorously pursued.

The age limit has been reduced from 21 years to 18½ years.

Required hours in the air have been reduced from 500 to 35 hours, dual or solo.

Smart uniforms, designed by John Fredericks and Carmel Bros., are furnished at Government expense. The War Department is presently encumbered with over one-half million dollars (\$505,014.72) for these ensembles.

Salaries of \$150 monthly plus overtime are paid trainees. Upon graduation WASPs are paid \$250 per month for services performed for the Army Air Forces.

SWEETWATER TRAINING

According to Army Air Forces the training course at Sweetwater is somewhat comparable to that given Air Force cadets in early stages of their training. WASP recruits have not attended preflight school, and it is necessary to give them an additional amount of mathematics, physics, and certain other subjects. WASP training does not include physical conditioning to the extent given Army air cadets, nor does it include extended air acrobatic or combat maneuver training.

The Sweetwater course includes 180 to 200 hours in primary trainers of 165-200 horsepower, basic trainers of 200-450 horsepower, and advanced trainers of 450-650 horsepower. Before the completion of the course some training is given in advanced twin-engine trainers.

Upon graduation at Sweetwater, the WASP trainee is qualified as a class 1 pilot and is ready for assignment to duty in the lighter ships or further training to gain competency in the handling of heavier aircraft.

APPROXIMATELY 80 PERCENT COMPLETE COURSE

Apparently there has been a total enrollment of 1,313 students in the Houston and Sweetwater schools. During training, eliminations have been as follows:

Resignations	57
Student fatalities (does not include 2 reported Apr. 16, 1944)	5
Flying deficiencies (wash-outs)	208
Physical deficiencies	7
Disciplinary	4
Total failing to complete course	281

As of March 28, 1944 there have been 541 students graduated from the course. Of this number, 26 have been separated (18 of these resigned for personal reasons, and 8 were relieved for inability to maintain required standards).

TRAINING COST: \$12,150 TO \$20,000-PLUS

At the outset of this inquiry information was sought as to the cost of the Sweetwater course. On February 26, War Department presented this cost as \$6,540.90. This same figure had earlier been presented to the Truman committee. However, request for more

complete analysis of the cost resulted in the submission, on April 21, of further detailed figures, showing the cost to be \$12,150 per graduate. This larger figure includes additional items not previously mentioned:

	Cost per graduate
Original figure (tuition, student salary, plane depreciation)	\$6,265.35
Additional costs:	
Maintenance cost, material, labor, gas, and oil	3,023.50
Personnel, military and civilian	540.10
Equipment	89.56
Travel	18.00
Uniform	326.06
Medical examination and hospitalization	66.59
Communications	8.80
Amortization, crash truck—link trainer—vehicles	95.66
Maintenance, administrative vehicles	13.64
Adjustment for elimines	1,703.44
Total additional costs	5,885.35
Total cost per graduate	12,150.70

It is important to consider that the \$12,150 figure last submitted includes only the cost at Sweetwater, and that graduates of Sweetwater are qualified to operate only the lighter type ships, generally used in training, courier, and liaison work.

Training for operating this faster and heavier equipment is much more expensive than for the lighter types. It is necessary that these fledgling pilots have many hours of dual and solo instruction, which is costly in fuel, equipment, instructor time, and other direct and indirect expenses.

It is the studied opinion of the staff that complete training of a WASP pilot qualified to handle the faster and heavier ships costs a minimum of \$20,000 per pilot. This estimate is supported by the considered opinion of highly competent civilian and military authorities.

CASUALTIES—TRAINING AND OPERATIONS

In the course of training and operations WASP fatalities, according to the War Department, have been as follows:

Training	8
Operations	11
Total	19

It is not possible to determine the significance of these casualties. The staff reports that WASP training and operations are not comparable to those of Army Air Forces cadets and combat trained pilots. Neither is it possible to make accurate comparisons with the Civil Aeronautics Administration-War Training Service programs. The objectives of the two programs are not comparable, the training is not identical, nor are conditions under which training is conducted similar. The WASP curriculum contains a minimum of acrobatic and combat maneuver training.

It is authoritatively stated, and there is every reason to believe, that the introduction of additional unskilled personnel into this program will accelerate the accident and fatality record.

The operational program of the WASP is somewhat selective. Flying is confined to the limits of continental United States. There

ratings experience difficulties in making the transition, and officers in charge of WASP operations state that there is a lack of sufficient experience upon which to base an estimate of probable results.

ELIMINEES TOTAL LOSS

Authoritative sources are definite in their opinion that a large percentage of the WASPS will never qualify to pilot the faster or heavier class 3, 4, or 5 ships. Increasing apprehension over this situation was expressed.

It was also called to the attention of the committee that any elimination of WASPS, or trainees, represents a total loss to the taxpayer. Army Air Forces cadets found not qualified as pilots are given an opportunity to qualify in other capacities. Eliminees in the WASP program do not qualify for other services.

In the Army Air Forces' estimate of \$12,150.70 for each WASP graduated there has been provided \$1,703.44 for eliminees. On this basis, with 541 graduates, taxpayers in this country have paid to date \$860,237.04 for eliminees alone. No part of this loss is retrievable. It is a total loss.

For 2,500 graduates this figure becomes \$3,558,600. Whether the program is civilian or an elite officers' corps, this loss is the same—a total loss.

TRANSITIONAL TRAINING

Transition from class 1 to class 5 is a long, tedious, and expensive process requiring utilization of expensive equipment, proficient and male instructor personnel. Information furnished the staff by the Army Air Forces has stated the facts found in the following table relative to time and instructions needed for qualifying pilots in the ferrying service for operating the more difficult aircraft:

Class	Hours needed	
	Flying	Instruction
Class 1 to class 2.....	100	3-4
Class 2 to class 3.....	60	8-12
Class 3 to class 4.....	140	6-8
Class 4 to class 5.....	200	6-8

Thus, approximately 500 hours of ferrying and training with the Ferrying Division is necessary to upgrade WASPS or other Ferrying Division pilots from class 1 to class 5. This can be accomplished in approximately 1 year. The majority of training received by pilots in the Ferrying Division is accomplished during actual ferrying missions; therefore, the upgrading of WASPS varies from group to group, depending upon the class of aircraft that is being ferried by each group.

The statement was repeatedly made that if the fast fighter and heavy bomber load increased, it would be necessary to depend upon already qualified male-pilot personnel. It was bluntly stated by operation officers that with the exception of the few WASP pilots in class 4 and class 5, and a relatively few additional WASPS eligible,

are no long over-water flights. Mountain and difficult terrain is traversed over selected and well-marked routes. The miles-flown basis usually utilized for comparisons cannot apply. Accidents incurred in bomber crew training and operation frequently cost a number of lives. WASP training and operations generally involve lighter-type ships and a single pilot.

OPERATIONS

As of March 1, 1944, a total of 532 WASPS, former members of the Women's Auxiliary Ferrying Squadron, or graduates of the Sweetwater course, were on duty with Army Air Forces in continental United States; 285 are assigned to ferrying and the remainder to utility flying, target towing, and various other routine noncombat jobs.

For purposes of operational classification WASPS assigned to Air Transport Command are qualitatively separated into five classifications based upon training, experience, and demonstrated efficiency. Because of their significance these classifications, together with the number of WASPS in each category, are shown below:

WASP		Type planes	Horsepower each motor	Typical planes
Class	Pilots			
1	50	Single-engine trainer.....	200- 650	PT-19, AT-6, BT-13.
2	125	Twin-engine trainer as above.....	225- 450	AT-11, AT-17, UC-78.
3	96	Twin-engine transport and cargo (instrument seat required).....	1,150-1,325	C-47, C-60, P-40.
4	11	Twin-engine pursuit and bombers.....	1,425-1,700	P-51, B-25, B-26, A-20.
5	3	4-engine bombers.....	1,200	P-38, B-17, B-24.

The significance of the above table with respect to the war program is all the more potent when the following facts are considered:

(a) After a year of operations, only 3 of the 285 WASP pilots with Air Transport Command are qualified in class 5 (4-engine bombers and transports). It is our information that all 3 of these top-flight WASPS were qualified aviators with more than a thousand hours each before they joined the original WAFS. It is understood that another WASP pilot of long experience is eligible for this class 5 rating. Of the 532 WASP pilots, apparently less than 1 percent are qualified to handle this type of equipment.

(b) An additional 11 WASPS are qualified in class 4; 5 of these are original WAFS and the other 6 had 200 or more hours of flying before they joined the WASPS.

(c) While 96 WASP pilots can handle the twin-engine transport and cargo ships in class 3, this group is said to be in varying stages of proficiency, inasmuch as a number only recently qualified and admittedly need more flying hours.

(d) One hundred and seventy-five of the 285, or 60 percent, are in classes 1 and 2, and are qualified to handle only relatively light planes. It is said to take 30 to 60 days for transition from class 1 to class 2, and 3 to 4 months, or longer, to successfully complete transition from class 1 to class 3. A substantial number of candidates for the higher

or so) be for upgrading to these classes, no great confidence was felt in the ability of hastily trained girls to successfully withstand this strain. It was pointed out that under present plans only 75 WASP graduates could be expected from Sweetwater a month; that a substantial number of these would never qualify for the "hotter" ships, and that, because of lack of confidence and reluctance to impose too heavy a burden upon inexperienced air personnel, there was a tendency to overwork the more experienced WASP pilots or to shift the assignments to seasoned male pilots. This was not an isolated viewpoint, but the directly stated or strongly implied opinion of officers who have had immediate contact with the problem and who express grave doubt as to the outcome of an expanded WASP program with its inevitable product of less-experienced pilots.

WASPS ARE CIVILIANS

The proposal to change the civil-service status of the WASP is of concern to this committee. The members of the Women's Air Service Pilots were recruited as civilians. They are under the civil service, enjoy the democratic freedom of civilians, and have won recognition as civilians.

In their civilian status many of these young women, particularly a substantial group of the more experienced, have earned the respect, approval, and confidence of the military personnel at the stations to which they are assigned. In their present civilian status WASP pilots know that no question of rank can arise to mar the present amicable relationships.

CLASSES 3, 4, AND 5 WASPS

In its report to the committee, the staff states that there exists in the present WASP organization a pool of well-qualified pilots whose services should be utilized, and this committee recommends that provision be made to adjust the salaries of these qualified WASP pilots in accordance with their experience and responsibilities. It is also recommended that provision should be made so that these qualified WASPS may obtain insurance and hospitalization.

QUALIFICATIONS DISCRIMINATORY

The training and operations of WASPS brings into focus a related situation of definite interest to this committee. The standards for acceptance for training as service pilots differ for men and women.

In the case of the WASP recruit, the standards have been lowered to 35 air hours (dual or solo). Accepted WASP recruits are given 6 months' training of approximately 200 hours. The graduate WASP is qualified to operate a class 1 plane. It should be kept in mind that the WASP graduate has approximately only 235 air hours.

In view of the above scant requirements, it cannot be understood why a qualification of 1,000 or more hours, 200 of which must be in planes of 200 or more horsepower, is required and insisted upon as a prerequisite to acceptance of the now available male instructors.

This situation becomes more confused when it is understood that many of these civilian instructors could be qualified to fly the heavier and hotter ships with a minimum of transitional training and a significant saving in expense and, more importantly, time. The average civilian instructor can be fully qualified to operate the class 4 and 5 planes months ahead of the WASP recruits now available.

It is not understood why the qualification for both men and women should not be identical, and why the proven experience of this available male personnel is not being utilized. It is impossible to escape the conclusion that this discrimination attempts to demonstrate that the millions of dollars of public funds, spent with the approval and at the insistence of the War Department, to train these civilian instructors has been unwise and unavailing. This committee must reject such reasoning.

TECHNIQUES USED IN SCREENING INSTRUCTORS

Reports received by the staff indicated that the approach made by 45 boards set up to screen civilian instructors of discontinued programs did not consider the experience of those being "screened."

A study of the certificate of acceptance reveals that the civilian instructors and reservists were given three major opportunities:

(a) Discharge from enlisted Reserve Corps;
(b) Continuance in the Reserve Corps for training and duty with the Army Training Command;⁴

(c) Called to active duty in the Army Air Forces.

The staff stated that this is an elimination technique and does not give proper consideration to training, ability, or experience. Any figure purportedly gathered from this technique invites careful scrutiny. The chance to qualify appears prejudicial. The results of this classification should be reviewed in detail on the basis of House Resolution 16, directing investigation of the effects of such policies and practices upon the war effort.

ADDITIONAL PERSONNEL AVAILABLE

It is suggested to the Army Air Forces that there may be found the required additional personnel, given as the need for expanding the WASP program as a civilian activity, through a careful analysis and proper utilization of the following available groups of trained and partially trained air personnel:

1. Civilian instructors now released, or to be released, through curtailment of the Army Air Forces primary training schools.

2. Civilian instructors now released, or to be released, through the liquidation of the Civil Aeronautics Administration-War Training Service program.

3. Instructor-trainees of the Army Air Forces, either wholly or partially trained for the Army Air Forces by the Civil Aeronautics Administration-War Training Service training program, who, notwithstanding this costly and highly technical training, have been returned to the walking army or to ground crews or assigned other duties having no relation to the training for which millions of dollars of public funds have been spent.

⁴ Reservists now include all Army Air Forces, civilian, and reservist personnel.

4. Present trainees of the Civil Aeronautics Administration-War Training Service program who, at varying stages of their training, have been returned to other duties not connected with the purposes for which they were trained, and who, with transitional training, would be more quickly made available than new recruits.

5. Army Air Forces commissioned instructor personnel of the Air Forces Training Command now released for other assignments because of the curtailment of the cadet training program. Many of these instructors, because of over age, or for other reasons, will not be assigned to combat duty.

6. Commissioned personnel of the Army Air Forces returning from combat areas who have either completed their missions or, having been wounded or otherwise battle-marked, are nevertheless qualified for service pilot duties.

7. Noncommissioned personnel of the Army Air Forces whose experience and performance merits consideration for pilot or transitional training, and whose services would be more quickly available than those of new recruits.

8. Recently commissioned Army Air Force pilot personnel who desire and need further air hours and experience before being sent to combat or foreign operational duty.

9. Army Air Forces personnel now assigned to administrative duties in the United States and elsewhere who, although in flight pay status, are actually engaged in administrative, consulting, liaison, and contact duties for which payment of flight pay was not contemplated and which, in many cases, could well be done by nonflying officers, Air-Wacs, or civil-service personnel.

It is the opinion of the committee that the above categories contain an abundance of pilot personnel susceptible to immediate utilization at less expense than would be possible under the contemplated expansion of the WASP program.

ONE AND ONE-HALF YEARS

Due to the nature of the request, the investigative staff has examined with care and diligence the development of any reason or evidence which might seem to justify this proposal.

If this proposal had been made earlier in the war, when an acute shortage of pilots did exist, it is more than probable that the plan would have met with approval; but at this time, realizing that a year and a half must pass before full utilization may be expected of trainees recruited today, this committee does not consider this experiment justified.

It appears that there exists an available surplus of pilot personnel larger than the stated needs of the WASP program. The opinion of the committee is that this available surplus must be properly utilized to the full extent of its capacities before further recruiting and training of WASPS can be justified.

PUBLIC FUNDS

This inquiry has developed that the Congress appropriated substantial funds for the training of civilian pilot instructors and trainees. It is clear that large numbers of these men are not now being used for the purpose for which these funds were appropriated. Neither

are the skills developed during their training being properly applied to the war effort. The reasons advanced for this diversion and dissipation of manpower trained for a specialized purpose is not acceptable to this committee. Army Air Forces is now requesting that additional millions be spent on recruiting and training inexperienced personnel to perform the functions for which these men are now, or could quickly be, qualified. It is stated by the War Department that the transitional training necessary to further qualify these men for the hotter and heavier ships can be accomplished at a fraction of the cost contemplated in the proposed program.

If the number of WASPS were increased, as proposed, to 2,500, the estimated training cost alone would be \$50,000,000.

If, as indicated, the WASP program were ultimately increased to 5,000, the cost would be \$100,000,000 of public funds.

Public funds are made up of the war stamps of school children, the taxes of the farmer, the savings of the wage earner, deductions from the pay envelope of the laborer, and the earnings of industry.

Congress is the custodian of these public funds, and it is with the full realization of this responsibility that the Committee on the Civil Service presents the following:

CONCLUSIONS AND RECOMMENDATIONS

1. The proposal to expand the WASP has not been justified. Therefore, it is recommended that the recruiting of inexperienced personnel and their training for the WASPS be immediately terminated.

2. That the use of the WASPS already trained and in training be continued and provision be made for hospitalization and insurance.

3. There exist several surpluses of experienced pilot personnel available for utilization as service pilots.

Therefore, it is recommended that the service of these several groups of experienced air personnel be immediately utilized.