

advancement opportunity for the same 30 year period. In other words, if our retirement is going to be the same as the civilian world, then so must be the opportunity for advancement and other benefits.

Conclusion. In the next decade the Coast Guard will move farther away from its traditional military-sea oriented posture and toward a position of service and regulation in transportation related areas, both public and private. To keep pace with those we serve, we will have

to compete for the quality personnel needed for both officer and enlisted ranks. Our officer evaluation and promotion system will have to be improved to meet this challenge.

It is easy to observe, particularly critically. Presenting solutions is more difficult. I am not a management expert. However, I do recommend that a private professional management team conduct a sweeping and intensive study of the present Coast Guard officer evaluation and promotion program.

THE COAST GUARD'S REGULATORY RESPONSIBILITIES: LOVE 'EM OR LEAVE 'EM

by CAPT R. J. Bosnak (Ret.), '48

A ringing call for the Service to restructure its personnel resources management policies to better serve its expanding regulatory missions. The author feels that effective regulation requires levels of competence and proficiency which are often not met under present personnel resources management policies.

Introduction

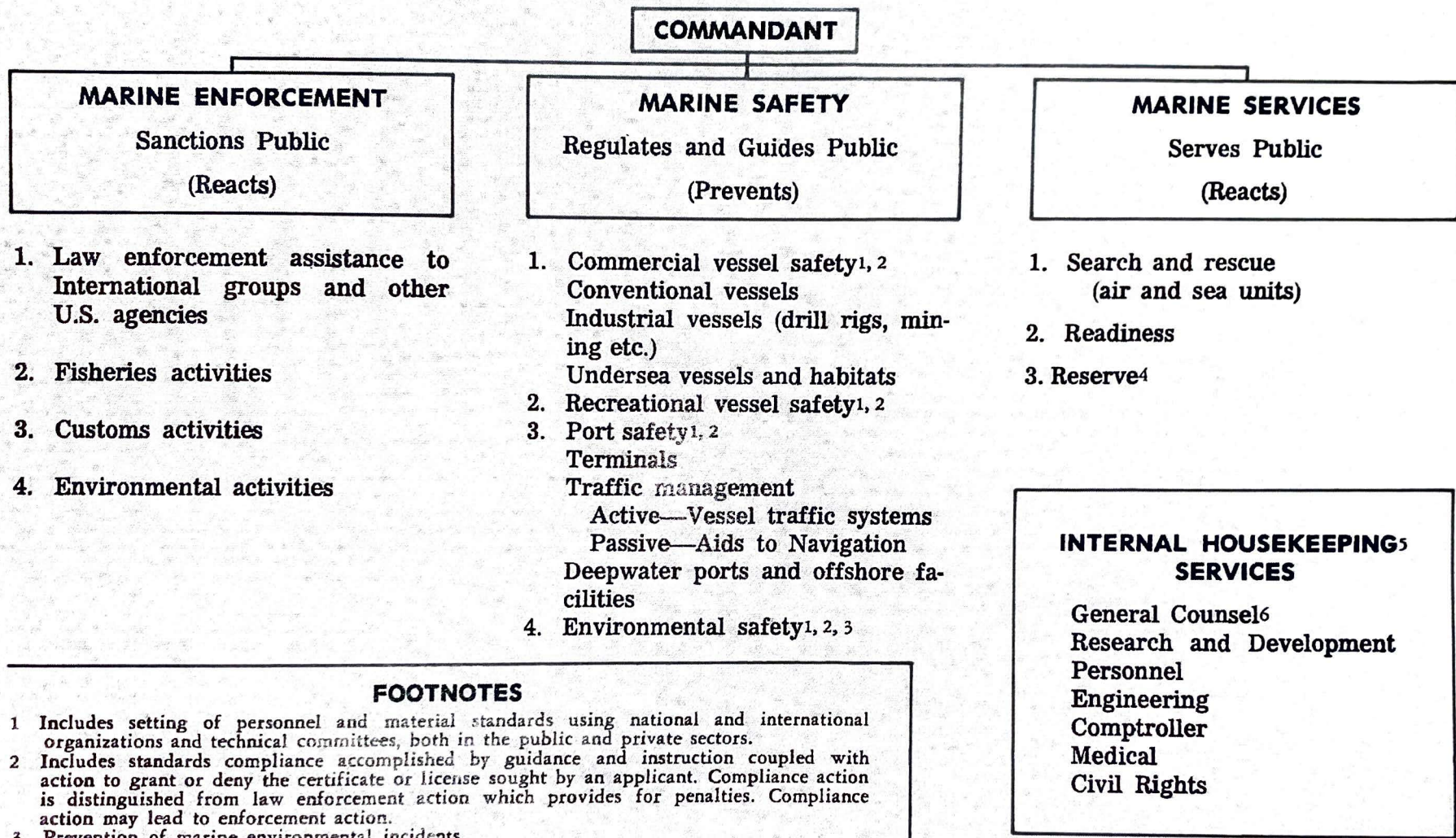
There have been several excellent Alumni Bulletin articles touching upon Coast Guard regulatory responsibilities, agency interactions and the importance of having competent personnel skilled in both the political and technical arenas.¹ As Coast Guard regulatory responsibilities continue to grow and expand, a revision of established methods of doing business — particularly in the area of personnel resources management — appears in order. To better utilize available personnel resources and to emphasize the key mission areas (including the regulatory function), a suggested restructured organization for the whole Coast Guard is presented in Figure 1.

About the Author



CAPT Bosnak, '48, retired in 1972 after many years of service in Merchant Marine Safety. He is now a staff mechanical engineer with the U. S. Atomic Energy Commission. His duties include review responsibilities over construction plans for nuclear power plants on ships, at offshore locations, and within the United States. He holds the professional degree of Naval Engineer and masters degrees in Naval Architecture and Marine Engineering.

Fig. 1 Organization for the Future

**FOOTNOTES**

- 1 Includes setting of personnel and material standards using national and international organizations and technical committees, both in the public and private sectors.
- 2 Includes standards compliance accomplished by guidance and instruction coupled with action to grant or deny the certificate or license sought by an applicant. Compliance action is distinguished from law enforcement action which provides for penalties. Compliance action may lead to enforcement action.
- 3 Prevention of marine environmental incidents.
- 4 Arbitrarily located in Marine Services.
- 5 Organization flow lines not shown. Serves the three major mission areas.
- 6 Furnishes service-wide legal services. Legal staff positions appear within the major mission areas.

The three major blocks represent the missions of Marine Enforcement, Marine Safety and Marine Services. I have chosen to further categorize these missions as "Sanctions the Public", "Regulates and Guides the Public" and "Serves the Public", respectively. The additional descriptive terms "reacts" and "prevents" attempts to define basic methodology differences. The list of specific functions under each mission is indicative of the types of functions to be included under each heading.

Personnel Resources

In the regulatory field the prime resource is personnel experienced in dealing with the regulated segment of the industry or the public at large. Fiscal resources flow naturally to a group with competent personnel since they are most likely to have responsive and imaginative programs to fulfill our national policies. The established Coast Guard personnel policies suitable for strictly internal Coast Guard affairs, i.e., the Marine Services and Housekeeping groupings of figure one, have generally not answered the personnel needs of the regulatory Marine Safety mission. This is because dealings with other federal, state and local agencies, international bodies, segments of the maritime industry and lobby groups require levels and depth of expertise, position continuity and specialized education not normally required for the traditional Coast Guard Marine Services and Housekeeping missions. Positions in the non-regulatory areas of the Coast Guard directly affect only other Coast Guard units or Coast Guard personnel and operations, and have only an indirect effect on persons outside the Coast Guard. However, regulatory positions cannot automatically be filled by any officer of the proper rank since the duties performed have a direct bearing on the public or industry, usually in terms of financial expenditures, and the consequences of filling these

positions with persons lacking in experience and training cannot be tolerated. This should not be interpreted as meaning that experience is not a prerequisite for non-regulatory Coast Guard positions. Experience is, and continues to be a factor for such positions, but lesser levels of experience can and have been more easily tolerated in non-regulatory positions.

Present personnel rotation policies which do not provide for major overlaps (at least six months to one year) for certain key regulatory positions can doom to defeat sensitive developments within the standards setting area of both national and international activities (see footnote one of Figure 1). Continuing programs could suffer or be jeopardized if periods of personnel transition are not properly planned for and recognized as being times of extreme vulnerability. Experience over the years has proven that a regulated industry cannot tolerate — and should not be expected to tolerate — decisions made by inept inexperienced personnel. Successful experience gained in the Merchant Marine Safety program, if only accepted, can provide valuable input needed to make necessary personnel resources management changes. There is no question that the changes which will be required necessitate a complete overhaul of personnel resources management for all Coast Guard needs. This becomes more apparent as regulatory responsibilities increase and management of personnel resources using methods and techniques suited only for non-regulatory areas are no longer adequate. For example, personnel resources planning by individuals whose experience has been almost totally in non-regulatory assignments is neither likely to recognize that problems exist nor likely to take the bold steps necessary to accomplish the needed changes.

Recommendations

The following represent suggestions

for issues which should be given consideration in any personnel resources management review study:

- (1) Early career patterns should emphasize solid experience at sea, as suggested in CAPT Earle's recent Bulletin article. Competence in maritime matters later in each career depends on having actual seagoing experience to draw upon.
- (2) Later career patterns must reflect the mission needs. Technical competency in many areas is required. Such competency should not be automatically relegated totally to LT and LCDR levels since counterparts in industry and government with whom regulatory personnel must deal on a technical working level are most likely to be at the CDR/CAPT (and above) level in salary and prestige. Remaining in positions requiring technical competency should not reflect unfavorably on personnel promotions. Further, transfers to general administrative assignments merely to suit seniority considerations should not be mandatory. To maintain the current personnel resources management policies in spite of a direct mission need to institute procedural changes of the sort just indicated is a luxury and a contradiction the Coast Guard cannot afford. An extra bonus which may well follow such innovative changes is fewer early retirements and a lowered resignation rate of persons possessing these scarce skills in such short supply within the Coast Guard, and in great demand elsewhere. It should be no surprise that the needs of the service and each officer's personal career satisfaction can — and most likely will — coincide if erroneous arguments to the contrary are stripped away. When irrelevant arbitrary procedures are blindly followed, and are not periodically reviewed and

changed as mission needs change, personnel problems such as those being experienced today result.

- (3) The internal "housekeeping" functions (see Figure 1) should serve the key mission areas of Marine Enforcement, Marine Safety and Marine Services, and not establish policy in these areas or otherwise affect the function of those three primary missions.
- (4) Restructuring of the Offices at Headquarters and within Districts to the general format and arrangement of figure one is suggested.

Anathema?

The expansion of Coast Guard regulatory responsibilities may be an anathema to some. However, the types of duties being thrust upon the Coast Guard today are in keeping with national and international goals for the decade of the seventies and beyond. Our younger generation has exhibited keen interest in these matters, and therefore they should also be interested in the Coast Guard. Old traditional jobs remain, even if somewhat changed in emphasis. It is extremely important that recognition of accomplishment for a job well done be as high in the new regulatory areas as it has always been in the past for more traditional roles. Personnel resources management planning has been identified as being the likely key to success or failure. If it is done well, then Coast Guard success in influencing maritime policy in the international arena and in competing for fiscal resources and further programs in the national arena will be assured. The purpose of this article has been to point out the need for action at this time along the paths indicated. The alternative is clear — the ultimate write-off of the whole Coast Guard regulatory mission. Regulatory responsibilities — love 'em or leave 'em!

A Note From The Author

In his letter forwarding this article, CAPT Bosnak included the following comment with respect to his "early retirement" (24 years of service) and his current employment. It is reprinted here as a matter of possible interest to similarly situated officers who seek second careers. It also serves to illustrate some of the points made by LCDR Hough in the preceding article.

"I have been quite fortunate 'second career wise' moving into a position as a staff mechanical engineer in the regulatory side of the Atomic Energy Commission. I am pleased that I continue to interface with the Coast Guard, working on the acceptance of offshore nuclear power plants, nuclear ships and with various technical society committees dealing with nuclear power plant safety. The people from the Coast Guard that I work with are all from the Marine Safety mission area (see Figure 1 of the article). The transition for me from USCG to USAEC was painless because the work was so similar and within my capabilities. My new job permits me to continue my working career beyond the mandatory 30 Coast Guard cut-off, and with a younger family this was quite important to me. Having made the decision for retirement at the time I did, I am convinced that if an officer is to seek a second career he should do it at a time when he is gainfully employed in a job which requires knowledge and skills similar to the one he is seeking. If he should wait until the end of the thirty years (assuming he does not make flag) and during the last few years he serves in some general administrative jobs, he will find that he waited too long and will have to take work in possibly unrelated fields at much lower salary."

LET'S EDUCATE THROUGH OPERATIONS

by CDR Robert B. Workman, Jr., '59

An innovative suggestion as to how we might improve both our public image and our preventive SAR efforts by placing actual operations before the public.

Alongside our motto SEMPER PARATUS, Search and Rescue units have long had another motto: "Never underestimate the ignorance of a man in his boat." In general, most individuals buy a boat or rent a boat with only pleasure in mind. The only "facts of life" they consider are how much it costs, how can they finance it, and how can they convince their wives that they need it. Only a motivated few consider safety or take Auxiliary or Power Squadron

About the Author

CDR Workman has been an operational Coast Guard aviator for 13 of his 15 years of service, having served at Air Stations at San Diego, Annette, St. Petersburg, Brooklyn, and Detroit. He writes that he feels quite strongly about this concept—that he utilized it to advantage while acting as PIO as well as SAR Pilot in the St. Pete area.