

United States Coast Guard
Junior Officer Needs Assessment
Final Report
20 August 1999

Part I

Introduction:

During the past year and a half, a team of sixteen Coast Guard officers worked to determine the optimal knowledge, skills, attitudes and abilities required for first tour junior officers to be effective leaders, and Coast Guard officers. The team studied those attributes considered necessary during a junior officer's initial tour, as well as the fundamental leadership groundwork required for long term success in the organization.

Background:

The 1996 Workforce Cultural Audit (WCA) revealed a need for the Coast Guard to provide improved leadership skills for all segments of the workforce. In November 1996, the Commandant published a service-wide Leadership Development Program in COMDTINST 3530.1. This program focuses on a continuum of leadership development throughout a Coast Guard career, and directed a thorough and systematic study of all segments of the workforce in order to address specific leadership performance gaps identified at the organization, unit, and individual level. The Junior Officer Needs Assessment (JONA) is one in a series of assessments conducted to fulfill those requirements.

Purpose:

The Director of Reserve and Training (G-WT) chartered the JONA in December 1997. The JONA Charter is included as enclosure (1) to this report. The JONA team was tasked with making a thorough study of first tour junior officers, in order to establish a baseline for continual improvement of this critical workforce segment.

There were no specific incidents, or documented trends of substandard performance that brought about the JONA. Rather, it was recognized that the responsibilities held by junior officers are unique and extremely challenging for members just entering the service. The Coast Guard felt it was imperative that a clear set of expectations and standards be provided for junior officer leadership performance.

Along with those expectations, the organization also needed to fully understand what training, environmental conditions, and resources are required in order to guarantee the success of our future leadership.

Composition:

The JONA team was comprised of a broad cross-section of the Coast Guard officer corps. Members were selected to ensure a diverse range of viewpoints and organizational experience. In addition to the wealth of experience residing with team members, the JONA study drew heavily on information from all levels of the organization to ensure the broadest and most accurate findings.

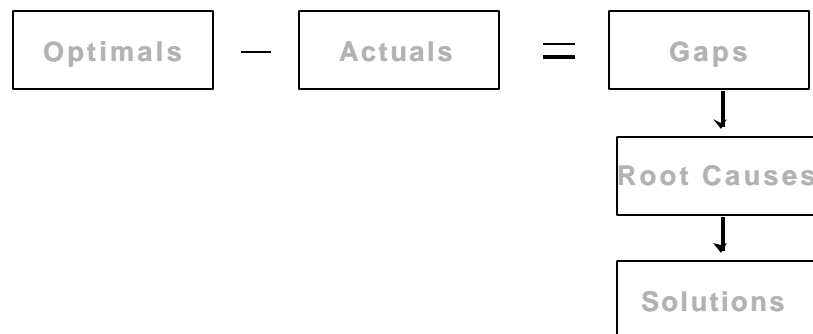
A senior level guidance team was also formed to provide direction and oversee the group's efforts. Guidance team members were drawn from key stakeholders in the organization, including program managers, accession points, personnel managers, and training centers.

Target Audience:

The target audience of the JONA was first tour junior officers from all accession points. This included the Coast Guard Academy (CGA), Officer Candidate School (OCS), and the Direct Commission Officer (DCO) program.

The study examined junior officer leadership performance in every type of billet filled by first tour junior officers, including active duty and reserve, operational and staff, afloat and ashore. The study assumed that the critical junior officer leadership skills required by the service were fundamental and immutable, effectively remaining the same regardless of the type of position or job description being filled. The study made no attempt to define specific tasks required by one community or another, but instead focused on the basic leadership traits required by all junior officers.

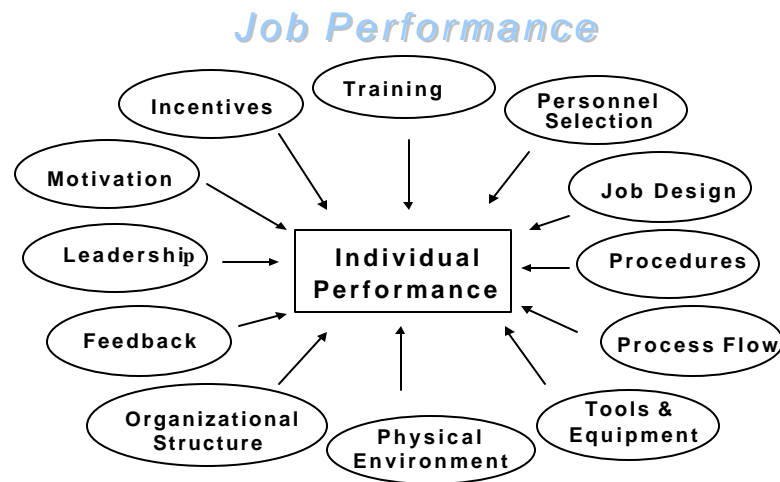
A Graphic Representation of the HPT Process

**Methodology:**

The JONA was conducted using Human Performance Technology (HPT) methodology. HPT is a set of methods and procedures, as well as a strategy for solving problems, and for realizing opportunities related to the performance of people. It can be applied to individuals, small groups and large organizations. HPT begins by looking at an organization's outcomes, which are based upon its mission, strategy and goals, and then it derives from

these the desired workforce performance that will achieve the outcomes.

Next, the actual state of workforce performance is captured. By contrasting the actual and desired states, gaps between the two are identified and analyses are conducted to determine root causes of the gaps. These root causes may stem from any of the three basic groups of origin: knowledge/skills/attitudes/abilities; motivation/incentives; and the environment/resources. Within these three groups, there is a universe of factors that influence human behavior in the production of desired outputs resulting in higher outcomes.



Only when the root cause of a performance gap is properly identified can an appropriate system of interventions be designed and developed to fill the gap.

Subsequent evaluation of the results will monitor the alignment between actual and desired workforce performance to ensure the original gap remains closed and/or detect any newly appearing gaps.

Therefore, rather than serving as a mere snapshot in time, a properly conducted HPT analysis provides a basis for ongoing assessment of workforce alignment with organizational needs.

Definitions:

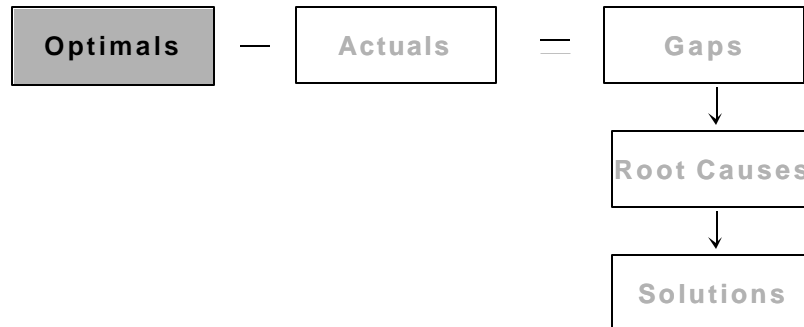
Through the use of HPT methodology, the JONA team derived, and defined the following components of the needs assessment:

- Optimal Attributes (desired state) - Determined the knowledge, skills, attitudes and abilities required for a successful, high performing JO.
- Actual Attributes (current state) - Assessed how the current group of first tour JOs compares to the “optimal JO.”
- Gaps (between the two) - The difference between actual and optimal performance.
- Root Causes - The factors identified that caused the gaps.
- Solutions - Recommendations made by the team that address root causes identified in the needs assessment, that are designed to close the gaps.

Process Description:**Data Collection:**

The first step in the JONA process was to gather and analyze all existing data regarding junior officer leadership requirements. The JONA team engaged in an exhaustive data collection and analysis effort, gathering information from hundreds of sources. These sources included a thorough review of all legal requirements and Coast Guard reference material that pertained to JO leadership and performance requirements; extensive benchmarking of each military service, and ten industry-leading civilian companies; a comprehensive search of other relevant literature; 14 interviews with the senior Coast Guard leaders; and a myriad of interviews, surveys, and focus groups with personnel at all levels of the organization.

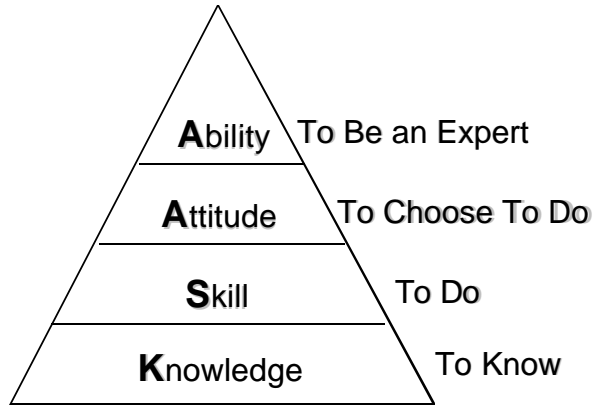
HPT: Optimal Development - The Desired State



Developing Optimals:

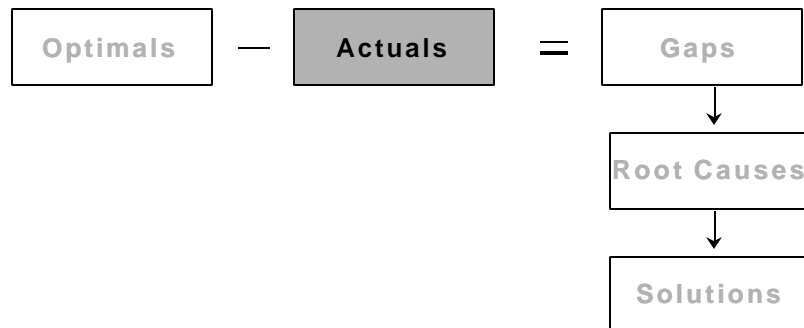
After thoroughly researching all pertinent junior officer leadership requirements, the JONA team set out to develop a list of the required Knowledge, Skills, Attitudes, and Abilities (KSAA's) that were considered necessary for junior officer success. Interview forms were developed to capture specific information on what qualities the optimal junior officer should possess. This interview form is attached as enclosure (2). Members of the JONA team visited over 70% of available units with first tour junior officers attached, and conducted interviews with the JOs, their supervisors, and their subordinates. Units ranged from ice breakers in Seattle, to directorates at Coast Guard Headquarters. In order to gain their unique perspective on the qualities of the optimal JO, Commanding Officers and Executive Officers were also interviewed.

150 Optimals Identified



The JONA team analyzed the varied and complex demands placed on JOs, consolidated the massive amount of data collected, and developed the "Optimal List." This list is a comprehensive collection of 150 knowledge, skills, attitudes, and abilities that clearly define the Coast Guard's expectations for junior officer leadership abilities. The list of optimals is included as enclosure (3).

HPT: Finding Actuals - The Current State



Setting the Standard:

Once the list of optimal was completed, the JONA team turned its attention to measuring desired levels of performance in each optimal area. This phase of the process was to provide the critical benchmark by which junior officer performance in each of the optimal was to be judged.

Based on the optimal list, the Performance Technology Center (PTC) at RTC Yorktown, VA developed a survey instrument (enclosure (4)) to capture this information. The survey was sent to all unit Commanding Officers with first tour junior officers, and Flag Officers, requesting they indicate their expected level of junior officer performance for each optimal. Commanding Officers and Flag Officers were chosen as the most logical groups to define these parameters because of their duties in setting and enforcing service standards for all levels of the organization, as well as their broad perspective in dealing with leadership issues. The responses from this survey were considered the standard for expected performance in each optimal area.

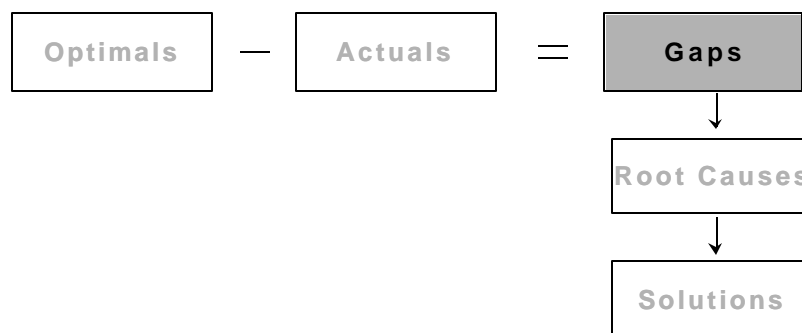
Finding Actual Performance:

After defining the expected level of performance, the JONA team began measuring the actual level of junior officer leadership performance. The PTC developed a second survey; nearly identical to the CO/Flag survey that was designed to measure JO performance in each of the 150 optimal. This survey (enclosure (5)) was sent to every Coast Guard unit with first tour junior officer billets.

This survey was based on a 360-degree, multiple-rater perspective. It was designed to measure the individual performance of each JO from their own perspective, that of a subordinate, and their direct supervisor. The 360-degree perspective resulted in a more complete look at JO performance and allowed for a thorough analysis of root causes for each gap. Although initial survey return rates were disappointing, the team eventually gathered data from approximately 60 percent of the prospective participants.

Once this data was collected and compiled, it was analyzed by various demographic categories to identify any significant differences in performance. The only significant demographic variances were accession point, and time since accession. The JONA team decided to use these two demographic elements to break down the data for further analysis. Accession points were separated into two components, CGA (Cadet Program) graduates, and OCS/DCO graduates. Accession time was separated into two components, 0-12 months, and 12-24 months. The team felt this breakdown would best facilitate the gap and root cause analysis, with 0-12 month responses most likely resulting from accession point influences, and 12-24 month responses most likely resulting from first unit / service influences. No significant differences were noted in data from junior officers of different accession points in the 12-24 month category, so the team settled on three significant demographic components for analysis: CGA 0-12 months, OCS/DCO 0-12 months, and all accession sources 12-24 months.

HPT: Identifying Gaps



Determining the Gaps:

The gap analysis was done by comparing the expected level of performance (from CO/Flag surveys) with the actual performance (from

JO/supervisor/subordinate surveys). The JONA team defined a gap as any numerical difference between expected and actual performance.

It is important to note that nearly every gap was numerically quite small; only a handful approached 1 point variance on the 1 to 5 survey scale. For example, CO/Flag surveys indicated an expected level of performance in the "Looking out for others" optimal as a "5". The JO actual performance from survey data was a mean of "4.85". This would indicate only a .15 point difference. In order to ensure a complete picture of JO performance was presented, the team felt it was necessary to take a conservative approach, and define any numerical difference as a gap, without regard to magnitude, thereby ensuring that all concerns were addressed by the study.

In making the comparison between expected levels of performance and actual levels of performance, the team considered various statistical options to best interpret the data. Each survey question was compiled to provide the mean (average), mode (value occurring most frequently in a series) and median (middle value in a distribution). When determining which value to compare, the JONA team agreed to use the following method:

If the mean, median, and mode are all the same value then: That value is the standard.

Example: mean: 4 median: 4 mode: 4 standard: 4

If mode/median are the same; and mean > mode/median then: Mode/median is the standard.

Example: mean: 4.5 median: 4 mode: 4 standard: 4

If mode/median are the same; and mean < mode/median then: Mean is the standard

Example: mean 3.5 median: 4 mode: 4 standard: 3.5

This method ensured a consistent methodology for analyzing data.

Enclosure (6) is a complete listing of the data comparison.

A Summary of the Gaps:

For a more detailed view of the data comparison, which was used to determine the gaps, please refer to Enclosure 6. Gaps represent the difference between the Optimal standard and the Actual value using a rating scale of 1 to 5. The following is a summary of the types of gaps identified:

CGA graduates with 0-12 Months at current unit:

7 Attitudinal Gaps were found.

Display Integrity	0.25	To Be Loyal to Command, Unit, and CG	0.37
Be Ethical	0.16	Hold Others and Self Accountable	0.35
Display a Strong Work Ethic	0.35	Have a Positive Attitude	0.50
Be a Positive Role Model	0.08		

OCS/DCO graduates with 0-12 months at current unit:

1 Knowledge and 3 Attitudinal Gaps were found.

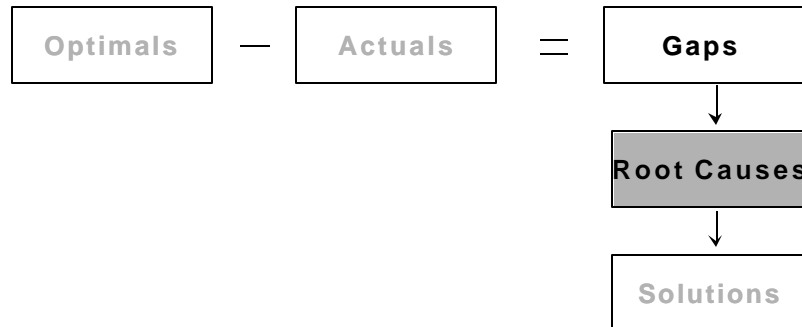
Knowledge of COLREGS	0.03	Display Integrity	0.14
Be Ethical	0.02	Have a Positive Attitude	0.02

All Commissioning sources with 12-24 months at current unit:

27 Attitudinal Gaps were found.

Demonstrate CG Core Values	0.48	Be Adaptable	0.57
Following CG Rules and Regulations	0.36	Have Vigilance	0.80
Value Diversity	0.04	Set Goals	0.48
Use Chain of Command Appropriately	0.78	Be Self-Disciplined	0.42
Serve the Public	0.11	Persevere	0.65
Accepting Responsibility	0.33	Be Open Minded	0.51
Look Out for the Well Being of Others	0.14	Be Humble	0.06
Be Mature	0.05	Be Loyal to Command, Unit, CG	0.35
Chooses to Ask Appropriate Questions	0.67	Display a Strong Work Ethic	0.36
Being Thorough	0.57	Be a Positive Role Model	0.73
Being Approachable	0.15	Have a Positive Attitude	0.67
Accepting Feedback	0.63	Display Integrity	0.29
Value Being a member of the CG	0.43	Be Ethical	0.33
Demonstrate Initiative	0.52		

The HPT Process



Finding the Root Causes:

After gaps were determined, the JONA team set about finding the root causes, those factors that caused the gaps. The JONA team conducted a series of focus group interviews at 18 sites throughout the Coast Guard. The premise of these focus groups was to present the identified gaps to the field, and gather information from JOs, supervisors, and subordinates regarding what factors they experienced that might cause, or contribute to these gaps.

The JONA team carefully crafted questions to isolate the identified gaps, and ensure similar data was being gathered from each interview site. These questions are attached and marked as enclosure (7).

This phase of the needs assessments provided a fresh perspective from all levels of the organization, and allowed the field to fully comment on what they thought was the cause of the identified gaps. In essence, the JONA team went to the source to gather the information on what was causing shortfalls in junior officer leadership performance. It is important to note that the focus groups also operated on a 360-degree feedback principle, and were conducted so as to assure non-attribution for all involved.

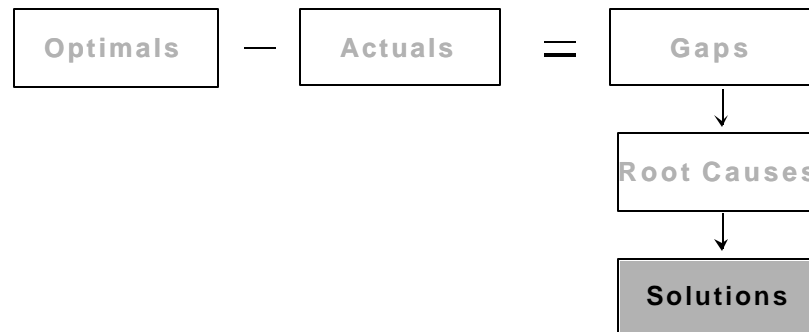
Armed with data from the field, the JONA team used the information as the foundation for the root causes analysis. The focus group information was analyzed in depth, and shed light on many of the gaps, providing a wealth of

information for proposed solutions. The root cause tables are attached marked as enclosure (8).

The following is an overview of the root causes:

CGA Graduates: 0-12 months at Unit:	7 Attitudinal Root Causes 13 Environmental Root Causes
OCS Graduates; 0-12 months at Unit:	4 Attitudinal Root Causes 8 Environmental Root Causes
All JOs; 12-24 months at Unit:	9 Attitudinal Root Causes 12 Environmental Root Causes

The HPT Process



Developing Solutions:

The final phase of the needs assessment was the development of proposed solutions to close the gaps. The team relied heavily on their own diverse experience, the information gathered from the field, as well as the advice of the JONA guidance team in developing the proposed solutions.

The proposed solutions were broken into two distinct subsets, non-instructional, and instructional. The non-instructional solutions deal with gaps of attitudes and environment, whose root causes are primarily related to service issues other than training. Some examples include organizational culture, personnel policies, and workload. These non-instructional solutions

were developed by the JONA team. A summary of these solutions is provided as the second half of this report. The actual solution tables are also included, marked as enclosure (9).

The instructional solutions deal with gaps of knowledge and skills, whose root causes are primarily training related. These instructional solutions will be developed by the Coast Guard Academy, in conjunction with the Leadership Development Center staff, after this report is published.

Epilogue:

Although the Junior Officer Needs Assessment team has completed the tasking outlined in the JONA Charter, there is much work that remains to be done. The final approval and implementation of the proposed solutions will be an ongoing challenge, carried out by the Coast Guard Academy, the Leadership Development Center, and all units with junior officers assigned throughout the Coast Guard. Furthermore, the Leadership Development Center's Research and Assessment Branch will continue to use the 360 degree JONA survey to continue longitudinal measurement of junior officer leadership performance. Over time, this continuing influx of information will identify which solutions are successful, and which must be altered to close the gaps between actual and optimal performance. This ongoing process will ultimately provide the ongoing leadership development and skilled workforce leadership envisioned by the Commandant's Leadership Development Program.

APPROVED: _____

DISAPPROVED: _____

COMMENTS:

PART II

Recommended Solutions:

This section of the report provides a summary of recommendations resulting from the research and analysis of the Junior Officer Needs Assessment (JONA). These recommendations are taken directly from the solution tables that are enclosed in this report, and are meant to provide an easy to reference synopsis of the JONA team findings. It is important to recognize that this is just a summary, and does not attempt to explain the procedures or thought process used by the team to develop the recommended solutions. The full analysis and development of the solutions can be determined by studying the gap, root cause, and solution tables that are enclosed in this report.

- 1. Develop and deliver interpersonal skills training at the accession points and throughout a career that addresses self-awareness and values.** There is a tendency inherent to human nature to give in to peer pressure due to the desire to fit in. This in turn affects decision making by choosing not to follow, abide by, or hold others accountable for rules and regulations, and not holding others accountable because you want to be accepted. People are better able to resist peer pressure if they have a well-defined self-concept, high self-esteem and awareness of their own values.
- 2. Develop supervisor training for O-3s & O-4s (role modeling, leadership, counseling and feedback skills, etc.) similar to LAMS but targeted to this audience so that the JOs have better role models.** Better role models will translate into better JOs that hold their people accountable because they see their bosses doing it. This training will also provide a much-needed opportunity to teach supervisors new leadership techniques, generational changes in the organization, and future vision of the Coast Guard.
- 3. Develop and deliver awareness training at all levels of the organization which allow people at the unit level to have discussions** about: (1) what work-life balance means to different individuals, (2) that there may be generational differences in how work-life balance is viewed, (3) that people demonstrate commitment in different ways, and (4) that people demonstrate loyalty in different ways. There is less commitment to the CG (or any job) as a career. Today's generation works to live rather than lives to work (i.e. sees the CG as a means to a personal end.). They sometimes make personal choices that compete with work (i.e., family and relationships).
- 4. Develop a Flag Voice which encourages leaders to manage expectations up front about how exciting and rewarding work is going to be.** JOs have unrealistic expectations of their job which leads to job dissatisfaction. A key expectation is that their job is going to be more exciting or more rewarding than it actually turns out to be. Dissatisfaction with assignments plays a big role in this. Leaders need to do a better job of linking the mundane, routine work that people do on a daily basis, to the big picture work and service the CG performs for the nation. Recruiters need to avoid overselling the excitement of the CG. (Addressing the Environmental Root Cause on sheltered environment will help here.)
- 5. More interaction between CGA / OCS and CPOA, DCO, CWOI classes.** Integrate these groups into the cadet / OC experience, both in the classroom (learning topics like

honor and integrity) and social (activities, sports, dining, etc.) environment to provide cadets a different perspective. This is especially relevant after cadets / OCs receive orders to their first unit.

6. Place greater emphasis on the Coast Guard's Core Values at the accession points.

Junior Officers who may choose to follow their own personal ethical standards may be contradicting those of the CG. With the use of case studies to demonstrate how Core Values are applied in every day decision-making, JOs will have more of an opportunity to see how important Core Values are in their everyday lives. These case studies should include training modules that emphasizes the awareness that people are free to choose/honor their own personal values, but that those choices may lead to being held accountable when their choices aren't in alignment with CG Core Values. Supervisors need to be aware of their own personal values, so that they don't confuse their values, with the CG's Core Values, when holding subordinates accountable.

7. Develop a Flag Voice that emphasizes the importance of role modeling at all levels in the organization. Many JOs are not valuing the importance of role modeling, as heard from many supervisors, subordinates and a number of JOs themselves.

8. Designate “approaching senior enlisted and/or supervisors” and “holding others accountable” as topics for Human Relations Council discussion on a recurring basis. There are linkages to not holding others accountable and the fear of approaching senior enlisted and supervisors.

9. Develop a Flag Voice encouraging units to review current collateral duty assignments, and when possible, redistribute duties among JOs, CWOs, CPOs, and POs. This will encourage units to ensure an equitable distribution of work among all segments of the workforce.

10. Establish a centrally located working group to collaborate with the program managers/offices mandating required reports for JO primary and collateral duties. The purpose will be to validate what they need; why they need them; what is done with the data; what value is added to the unit and organization by doing them, and challenge the assumption, if applicable, that they are required to be done by an officer. Goals: (1) For program managers/offices that mandate requirements to cut unit reports by 25% and, then (2) reduce the frequency and redundancy of the remaining reports. NOTE: This could possibly be a good follow-on to the Exemplar/Paragon research that has been done.

11. Develop Flag Voice about the importance of communicating expectations to JOs. Focus on the fact that the first tour is a training tour, and that setting clear expectations and providing feedback are two of the most critical performance factors in enabling success. This can be tied into WCA communications findings. Recommend adding the topic on the “importance of communicating expectations to JOs” at Flag Officer and CO conferences, and at PCO/PXO courses.

12. Develop and institute a mandatory feedback tool based upon the JONA optimals, leadership competencies, and OER performance dimensions. JOs are reporting aboard with few gaps but the longer they are aboard their first unit, the standard by which they are measured is increasing faster than their performance. This specific

feedback tool will provide the information required for them to focus on areas requiring improvement. It must be more specific than the currently required OSF counseling. The use of this tool must be strictly enforced. One of the major problems cited by JOs was a lack of feedback, including formal OER / performance counseling that was either superficial or not done at all.

13. Decrease JO workload through automation of required reports. Use software programs, templates, and macros similar in functionality to Quicken, Turbo Tax, or other relational database programs. Some examples: training records, morale reports, exchange reports, SORTS, FSO reports, etc.

14. Develop a workload reduction "lessons learned" or "best practices" database that can easily be shared amongst units.

15. Develop and institute a feedback tool for supervisors. There is a lack of feedback between JOs and their supervisors, which results in supervisors affecting JO performance in ways they are not even aware of. This tool should be developed based upon the Mid-level officer optimal (yet to be developed), leadership competencies, and OER performance dimensions. This tool would be designed for supervisor self-improvement based on feedback from subordinates. In the interim, the Leadership Effectiveness Inventory is recommended for this purpose.

16. Provide a full time CPO billet for each CGA company to provide a leadership role model for cadets. Currently at West Point, there are 32 E-7s and 1 E-9 assigned. The Air Force Academy has 40 NCOs in the E-5 to E-7 paygrades. The Naval Academy has a similar structure with a total of 30 E-7's and 1 E-9 attached. By increasing the interaction with senior enlisted personnel, cadets will gain a valuable perspective of the enlisted side of the Coast Guard. This billet will also provide senior enlisted with the opportunity to mentor future officers as well as play a vital role in their four years of training.

17. Educate cadets / OC's / junior officers on the basic principles and benefits of mentoring, as well as the CG Mentoring Program. It is important for CG members to know how and why the program is valuable and how they can participate (i.e. ONE DOT Program online).

18. Investigate the feasibility of eliminating the first OER after reporting aboard first unit. Replace the first OER (formal performance evaluation) with the 360 degree JONA "Actual" Survey that provides direct feedback on a much wider view of JO performance (direct feedback) in a non-punitive manner. The JONA survey would be used as a counseling tool for the individual, not as a formal evaluation for officer management purposes. JONA survey scores would be sent to the LDC for ongoing trend analysis.

19. Investigate the feasibility of removing O-1 OERs for all O-3 and beyond selection boards (promotion, graduate school, special assignment, command screening, etc.). This will help to relieve the perception of a zero-defect mentality by making the first year and a half a learning experience.

20. Ensure senior leadership forums, such as CO's conferences, PCO/PXO school, etc. cover the following diversity topics: different personalities/generational values/learning styles/communication styles/leader and follower styles.

These forums will help CG leaders understand the differences JO's may demonstrate, and how best to deal with them.

21. Unit Human Relations Committees include valuing diversity as a frequent discussion topic. Diversity topics should include different personalities/generational values/learning styles/communication styles/leader and follower styles.

22. The LDC & WTL Web sites should disseminate information regarding generational value gaps and information on how to overcome those differences.

23. Detailers, Program Managers and Field Units visit CGA / OCS to provide information on expectations, needs of service considerations, career paths, assignment process and exposure to career paths. Include information on how accession performance impacts promotion and assignments later in one's career (pay, career possibilities, etc.).

24. Cadets and OCs compete in assignment process for all billet opportunities. Detailers assign billets based on needs of service. Detailers should consider many factors including accession performance, personal desires, academic major, etc. Based on needs of service, first tour assignment may not necessarily be afloat, allowing O-1s direct entry into other career fields.

25. Re-examine Professional Development requirements to prepare for a career vice a 1st tour afloat assignment. For example, 4th and 3rd class summers could focus on exposure to general CG unit missions (EAGLE, myriad of ashore and afloat units); 2nd and 1st class summers could focus on career fields (M, aviation, afloat, engineering disciplines).

26. Increase awareness and knowledge of HR cases and mishaps. Accession sources could use this information as case studies (both positive and negative) for cadets to assess the chain of events (and decisions-making) back to where judgment went awry. These discussions help dismiss the notion that covering up mistakes (beating the system) is a cultural norm for CG officers. It will emphasize that if poor judgement is chosen, the outcomes may lead to bigger and potentially disastrous mistakes.

27. Provide HR mishaps (and analysis information) for cadets / OC's so they can read, learn, and self-reflect on real world cases that they may face during their 1st tour.

28. Reassess the number, importance, applicability, and enforcement of rules at CGA. Emphasize the importance of uniform enforcement of published standards. The number of Rules and Regulations are so great in number that many times they are not enforced uniformly, if they are enforced at all. Refine the rules, make them essential, and enforce them all uniformly.

29. **Redesign cadet evaluation reports to reflect the junior officer optimal.** This redesign will better align their performance expectations with what is expected of them, as well as define success during their first tour.
30. **Have active duty members from outside CGA (PCO/ PXO students, CPOA, CWOI, guest speakers, etc.) give lectures on real world concerns and demands facing JOs.** Topics must be relevant and timely to the audience, focusing on cadets nearing graduation.
31. **Increase cadet responsibility and accountability while at CGA in order to more accurately reflect those faced after commissioning.** Increase decision-making opportunities for cadets in good standing to improve time-management, maturity, and decision-making skills. Recommend paralleling the first unit environment as much as possible for first class cadets. Examples include increased cadet responsibility for subordinate academic and conduct performance, company projects, and regimental responsibilities. The end goal of this recommendation is to improve their time management skills and their ability to balance responsibilities.
32. **Increase cadet financial responsibility.** Increase cadet participation, responsibility, and accountability for management of their personal funds. Reflect as accurately as possible the real-world financial situation facing service members, including debt, credit, loans, savings, investment, etc.
33. **Develop field unit links to the CGA - provide exposure to real-world CG units.** Provide each company with a field unit sponsor(s) that provides unit information such as unit newsletters, ombudsman letters, after action reports, etc. Cadets will have an opportunity to read about the day to day activities of field units and real-world CG issues.
34. **Create a panel of officers who have departed the CG, as well as those who have departed the military, and then reentered the CG, to speak with cadets on a recurring basis.** There is a perception that the outside economy can offer better incentives and pay with less required commitment, less work, less sacrifice. The goal of the panel would be to present a clear picture of both sides (military/civilian) from the perspective of others with both backgrounds and experiences. Then use available publications (e.g., CG Magazine, Flag Voice & Navy Times) to pass on information gleaned from these discussions as well as use them for internal positive marketing of CG missions, roles, benefits, and retirement benefits/issues.
35. **Develop a Flag Voice to discuss the Zero Defect Mentality and its impact on the Coast Guard work environment.**
36. **Discuss the negative impact of a zero defect mentality on the Coast Guard work environment** at future Flag Conferences, CO Conferences, CMC conferences, and PCO/PXO courses.
37. **Continue to conduct JONA evaluations starting one-year after recommendations are implemented to measure improvements and clarify optimal, root causes and solutions.** LDC Research and Assessment Branch to carry out longitudinal study and provide information as appropriate.

38. Provide JONA report to all Directorates / program managers to support initiatives related to retention/ compensation / professional development.

Optimals List

Junior Officer Needs Assessment

Introduction The desired end state is described as the “Optimal Junior Officer.” The Optimal JO is the summation of this list of 146 desired elements grouped into 14 categories. These categories and elements are not prioritized or listed in any hierarchical manner. No values have been attached to them.

Definitions

Knowledge Knowledge is being able to accurately recall information or explain where to find the information with minimal search time (the source instruction or reference). These items are the building blocks for higher order performances. What has to be memorized and what can be left to the open-book real world are contextual and will depend on task-specific characteristics such as frequency, timing, criticality, complexity, etc. The data suggest that these are the topics in which a junior officer must “be knowledgeable.”

Skills Skills are processes or things we do. Skills put knowledge into use or action. The difference between knowledge and skill can be illustrated by this example: a person can tell you what a life raft is for, where it’s located, and what is in a life raft. This is knowledge. Deploying and entering a life raft are skills (putting the knowledge into use or action).

Attitude Attitude implies choice. This is the next step: first, a junior officer must know what, where, when, how, and why to do it. Second, a JO must possess the skill to be able to do it. Next is the attitudinal component, the JO must choose to do it. Generally speaking, people choose to do things when they value the results and have confidence in their capacity to perform the task.

Ability Ability is latent capacity. It requires knowledge, skills, attitude and application in complex and novel circumstances. Abilities are developed over time through practice and feedback. Another way to think of this is that a person with basic skills and knowledge may be competent in performing a task, but not fluent. For example, one may be able to read and understand Spanish (competence) without being able to adequately function in a Spanish-speaking environment (fluency).

Knowledge

<i>COAST GUARD KNOWLEDGE</i>	
<i>Knowledge of:</i>	
1.	Coast Guard Core Values
2.	Roles Of Coast Guard Personnel (Team Coast Guard)
3.	Coast Guard Organization (wiring diagram)
4.	Coast Guard Roles In Government And DOT
5.	Coast Guard Correspondence And Administrative Processes
6.	Primary Duty of Junior Officer (DWO, EOIT, etc.)
7.	Junior Officer's Role at the Unit
8.	Military Customs And Courtesies
9.	Collateral Duties of Junior Officer (collaterals assigned to that JO)
10.	Understanding of Enlisted Workforce (what the rates are and what they do)
11.	Officer And Enlisted Evaluation System
12.	Location and Content of Information Resources
13.	Coast Guard Missions
14.	Understand Enlisted Advancement And Assignment Processes
15.	Understanding Service, Command, and Subordinate Expectations of the Junior Officer
16.	Policy And Regulations (see appropriate reference)
16.1	Sexual Harassment Policy (see appropriate reference)
16.2	Inappropriate Relationships And Fraternalization Policy (see appropriate reference)
16.3	Content and Application Of UCMJ (see appropriate reference)
16.4	Military Code Of Conduct (see appropriate reference)
16.5	Ethics Standards Of Conduct (see appropriate reference)
16.6	Hazing Policy (see appropriate reference)
16.7	Policy On Dealing With The Media And Releasing Information (see appropriate reference)
16.8	Civil Rights Policy (see appropriate reference)
16.9	Substance Abuse Awareness (see appropriate reference)
17.	Coast Guard History And Traditions
18.	Personal And Family Support Programs
19.	Safety Principles
19.1	Basic First Aid (see appropriate reference)
19.2	Hazard Communications In The Workplace (see appropriate reference)
20.	Law Of War (see appropriate reference)
21.	Joint Service Education Concepts (see appropriate reference)
<i>GENERAL MANAGEMENT KNOWLEDGE</i>	
22.	Value Of Diversity (recognizes and values differences in all people)
23.	Leadership Theories And Tools
24.	Importance of Giving And Receiving Feedback

25.	Management Theories And Tools
25.1	Change Management Theories (Knowledge of how people react to change and how to use that information to help manage change in the workplace.)
25.2	Systems Theory (Knowledge that the workplace is more complex than simple cause and effect, that everything is a part of a larger system, and when you change something you influence the larger system.)
26.	Team Building Tools And Techniques
27.	Coast Guard Procurement, Budgeting, And Supply
28.	Problem Solving Tools And Techniques
29.	Decision Making Tools And Techniques
30.	Communication Theories and Tools
31.	Stress Management Tools And Techniques
32.	Quality Concepts and Tools
33.	Identifying Symptoms Of Stress

	<i>MARITIME COMPETENCIES KNOWLEDGE</i>
34.	Seamanship
35.	COLREGS (Rules Of Road)
36.	Navigation
37.	Ship Handling
38.	Damage Control Principles
39.	Shipboard Organization And Routine
40.	Shipboard Engineering Systems And Theories

	<i>TECHNICAL KNOWLEDGE</i>
41.	Information Systems Knowledge (Computer Applications, Computer Architecture, Databases, and Networks)
42.	General Knowledge
43.	Systems Knowledge

	<i>PERSONAL KNOWLEDGE</i>
44.	Understand Officer Promotion And Assignment Processes
45.	Financial Planning
46.	Impact Of Own Behaviors On Others
47.	Self Assessment Tools And Techniques
48.	How To Prioritize
49.	Definition of Appropriate Risks
50.	Risk Assessment Tools and Techniques
51.	Elements of a Healthy Lifestyle
52.	Learning Theory
53.	Personal Organization Tools And Techniques

Skills

	<i>MANAGEMENT SKILLS</i>
54.	Work Effectively Within A Team
55.	Develop Subordinates
56.	Prioritize
57.	Perform Administrative Functions
58.	Look Out For Others
59.	Organize Work Environment
60.	Provide Appropriate Feedback
61.	Manage Projects
62.	Manage Resources
63.	Resolve Conflicts
64.	Motivate Others
65.	Delegate Appropriately
66.	Manage Diverse Workforce
67.	Plan Ahead
68.	Empower
69.	Supervise Others
70.	Evaluate Others
71.	Use Mentoring Skills
72.	Set Clear Expectations
73.	Recognize And Reward Others
74.	Counsel Others
75.	Ensure A Safe Work Environment
76.	Complete Staff Work
77.	Employ A Systems Approach

	<i>PERSONAL GROWTH SKILLS</i>
78.	Learn
79.	Manage Time
80.	Manage Stress
81.	Manage Personal Finances
82.	Plan Career
83.	Self-Assess
84.	Process Feedback

	<i>PROFESSIONAL SKILLS</i>
85.	Perform Job Specific Skills
85.1	Seamanship
85.2	Navigation
85.3	Ship Handling
85.4	Damage Control
85.5	Engineering
86.	Understand Information Systems
87.	Support Assigned Work With Research
88.	Demonstrate Military Customs and Courtesies
89.	Perform Basic First Aid

	<i>COMMUNICATIONS SKILLS</i>
90.	Interpersonal
91.	Writing
92.	Listening
93.	Speaking
94.	Presentation/Facilitation
95.	Develop Networks

	<i>PROBLEM SOLVING SKILLS</i>
96.	Creative/Innovative Thinking
97.	Apply Common Sense
98.	Decision-Making
99.	Analytical
100.	Risk Assessment
101.	Apply Quality Tools

Attitudes

	<i>CHOOSES TO: BE PROFESSIONAL</i>
102.	Demonstrate Coast Guard Core Values
103.	Display Integrity
104.	Be Ethical
105.	Follow Coast Guard Rules And Regulations
106.	Accept Responsibility
107.	Display A Strong Work Ethic
108.	Look Out For The Well Being Of Others
109.	Value Your Role In The Coast Guard
110.	Be A Positive Role Model
111.	Be Loyal To Command, Unit, And Coast Guard
112.	Hold Self And Others Accountable
113.	Value Diversity
114.	Use Chain Of Command Appropriately
115.	Value Being A Member Of The Coast Guard
116.	Serve The Public
117.	Take Appropriate Risks
118.	Take A Systems View

	<i>CHOOSES TO: BUILD PERSONAL QUALITIES (CHARACTER)</i>
119.	Demonstrate Initiative
120.	Be Adaptable
121.	Have A Positive Attitude
122.	Be A Life Long Learner
123.	Be Self Confident
124.	Be Personable
125.	Be Open Minded
126.	Be Humble
127.	Accept Feedback
128.	Use Humor Appropriately
129.	Ask Appropriate Questions
130.	Maintain A Healthy Lifestyle
131.	Be Thorough
132.	Be Approachable
133.	Be Mature
134.	Be Even Tempered
135.	Have Vigilance
136.	Have A Liking For The Sea And Its Lore
137.	Set Goals
138.	Recognize Own Strengths And Weaknesses
139.	Be Self-Disciplined
140.	Persevere

Abilities

	<i>LEADERSHIP ABILITY</i>
141.	Work With Individuals/Teams To Accomplish Missions And Tasks
142.	Self Development
142(a).	Make appropriate choices/decisions in the absence of adequate guidance

	<i>ABILITY TO OPERATE SAFELY AND EFFECTIVELY IN A MULTI-TASK ENVIRONMENT</i>
143.	Adapt To Change
144.	Use Judgment
145.	Maintain Situational Awareness
146.	Perform Beyond Initial Capability