

A Report by a Panel of the

NATIONAL ACADEMY OF PUBLIC ADMINISTRATION

For the United States Coast Guard Academy

An Assessment of Cultural Competence at the United States Coast Guard Academy



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An Assessment of Cultural Competence at the U.S. Coast Guard Academy

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The views expressed in this report are those of the Panel. They do not necessarily reflect the views of the Academy as an institution.

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About the Academy

The National Academy of Public Administration is an independent, nonprofit, non-partisan organization established in 1967 and chartered by Congress in 1984. It provides expert advice to government leaders in building more effective, efficient, accountable, and transparent organizations. To carry out this mission, the Academy draws on the knowledge and experience of its over 950 Fellows—including former cabinet officers, Members of Congress, governors, mayors, and state legislators, as well as prominent scholars, career public administrators, and nonprofit and business executives. The Academy helps public institutions address their most critical governance and management challenges through in-depth studies and analyses, advisory services and technical assistance, congressional testimony, forums and conferences, and online stakeholder engagement. Learn more about the Academy and its work at www.NAPAwash.org.

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Foreword

The United States Coast Guard (USCG) is widely recognized for its six major operational missions: maritime law enforcement, maritime response, maritime prevention, marine transportation system management, maritime security operations, and defense operations. Since 1876, the U.S. Coast Guard Academy (the Academy) has served as the one location where USCG officers receive their training. The Academy is an accredited military college granting Bachelor of Science degrees in one of nine engineering or professional majors. Graduates earn a commission as an Ensign in the Coast Guard.

The impetus for this report is found in the Coast Guard Academy Improvement Act, part of the National Defense Authorization Act of the fiscal year 2021. This legislation called for the National Academy of Public Administration (NAPA) to assess the current state of cultural competence (including diversity, equity, and inclusion) of the Coast Guard Academy's cadets, faculty, and staff. Cultural competence is defined as the ability to understand, appreciate, and interact with people from cultures and belief systems different from one's own. It encourages the acknowledgment and acceptance of differences in appearance, behavior, and culture.

This assessment by a Panel of NAPA Fellows provides actionable recommendations that, when implemented as an integrated whole, will serve to further develop a healthy environment of cultural competence at this critical institution.

As a congressionally chartered, independent, non-partisan, and non-profit organization with over 950 distinguished Fellows, NAPA has a unique ability to bring nationally recognized public administration experts together to help government agencies address challenges. I am deeply appreciative of the work of the five NAPA Fellows who served on this Panel and commend the Study Team that contributed valuable insights and expertise throughout the project.

We are grateful for the constructive engagement of many USCG and Academy personnel and cadets who provided important observations and context to inform this report. We also thank representatives of the other federal military service academies for their active contributions to this research. Finally, this report has benefited substantially from input offered by many researchers and practitioners in the field of cultural competence, diversity, equity, and inclusion.

I trust that this report will be regarded as an encouragement to leaders at the Coast Guard Academy, as it commends many good practices that are already in practice. It should also serve as an actionable guide to putting necessary policy, procedural, and structural elements in place to further develop cultural competence for all. Doing so will further advance the USCG's compelling mission.

Teresa W. Gerton
President and Chief Executive Officer
National Academy of Public Administration

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Acronyms and Abbreviations

Acronym or Abbreviation	Definition
ADR	Alternative Dispute Resolution
AHHI	Anti-Harassment and Hate Incident
ASEE	American Society for Engineering Education
BOT	Board of Trustees
CASA	Cadets Against Sexual Assault
CASP	Center for Arctic Study and Policy
CDO	Chief Diversity Officer
CGA	United States Coast Guard Academy
CILT	Center for Inclusive Learning and Teaching
CUE	Center for Urban Education
DCMS-DPR	Deputy for Personnel Readiness to the Deputy Commandant for Mission Support
DEI	Diversity Equity, and Inclusion
DEOCS	Defense Organizational Climate Survey
DHS	Department of Homeland Security
DIAP	Diversity & Inclusion Action Plan
DOD	Department of Defense
DPE	Diversity Peer Educators
EAR	Equity Assessment Report
ETF	Equity Task Force
FEVS	Federal Employee Viewpoint Survey
HHS	U.S. Department of Health and Human Services
IPEDS	Integrated Postsecondary Education Data System
LDAC	Leadership and Diversity Advisory Council
LOE	Lines of Effort
NADOHE	National Association of Diversity Officers in Higher Education

NAPA	National Academy of Public Administration
NCAA	National Collegiate Athletic Association
NCCC	National Center for Cultural Competence at Georgetown University
NDAA	National Defense Authorization Act
NECHE	New England Commission of Higher Education
OER	Officer Evaluation Report
OID	Office of Inclusion and Diversity
OIG	Office of Inspector General
OPA	Office of People Analytics
OPM	Office of Personnel Management
PCTS	Permanent Commissioned Teaching Staff
POGIL	Process Oriented Guided Inquiry Learning
RISE	Respect & Inclusion Summer Experience
RMF	Rotating Military Faculty
SAGR	Service Academy Gender Relations
SAPRR	Sexual Assault Prevention Response and Recovery Office
SASH	Sexual Assault and Sexual Harassment
SEAC	Superintendent's Equity Advisory Council
SEED	Seeking Educational Equity and Diversity
SLO	Specialized Learning Objectives
SLT	Senior Leadership Team
USAFA	The United States Air Force Academy
USMA	United States Military Academy
UCMJ	Uniform Code of Military Justice
USNA	United States Naval Academy
VSR	Vital Signs Report

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Executive Summary

Background

This report melds two important topics: the importance of establishing a proficient level of cultural competence in an organization and the key role that the U.S. Coast Guard Academy (CGA, or Academy) plays in preparing future officers of the U.S. Coast Guard (USCG, or Service). This report examines the state of cultural competence at the Academy and offers recommendations on how it may be improved.

The catalyst for this report is a congressional charge found in the Coast Guard Academy Improvement Act (part of the National Defense Authorization Act of 2021). In this legislation, the National Academy of Public Administration (NAPA) is directed to prepare an assessment of the cultural competence of the U.S. Coast Guard Academy (CGA, or Academy) as it relates to cadets, faculty, and staff. A Panel of five NAPA Fellows guided this report, with ongoing project support provided by a professional NAPA Study Team.

For this report, cultural competence is defined as a congruent set of behaviors, attitudes, and policies that enable a system, agency, or professionals to work effectively in cross-cultural situations. “Culture” refers to the integrated patterns of human behavior that include language, thoughts, communications, actions, customs, beliefs, values, and institutions of racial, ethnic, religious, and social groups. “Competence” implies having the capacity to function effectively as individuals and as an organization.¹

In consultation with the Department of Homeland Security (DHS), CGA, and others in this field of study, and consistent with the implications of the statutory charge, the Panel expanded on cultural competence to include diversity, equity, and inclusion. These are concepts understood to be key components of cultural competence in this report. Definitions of each of these terms appear in Chapter 2.

Six stages inform the analysis to evaluate cultural competence of cultural competence that organizations can experience, according to Terry Cross et al. in their seminal work on the topic in 1989. The stages appear as a continuum, with the highest level deemed as organizational “cultural competence proficiency.” Benefiting from expert input in this field, the Panel populated a continuum of cultural competence levels with sixteen characteristics tailored to the Academy’s context and unique features. These were incorporated into the following five research themes that provide the structure of this evaluation.

- Leadership vision and commitment

1. Terry L. Cross, Barbara J. Bazron, Karl W. Dennis, and Mareasa R. Isaacs, “The Cultural Competence Continuum” in *Towards a Culturally Competent System of Care* CASSP Technical Assistance Center, (March 1989), 30-33. <https://spu.edu/~media/academics/school-of-education/Cultural%20Diversity/Towards%20a%20Culturally%20Competent%20System%20of%20Care%20Abridged.ashx/>.

- Incident response
- Active learning, continuous improvement, and partnerships
- Curriculum and training
- Screening, hiring, and performance management

For purposes of assessment and identifying recommendations, this report starts from a description of various components observed at the Academy that could lead to a proficient, high-quality state of cultural competence in each of the research themes. Gaps are identified after juxtaposing what is observed at the Academy against various features of a target proficient state, looking for whether and where the Academy may have the opportunity to build. In summary, the methodology adopted for this analysis is to look for evidence-based opportunities for the Academy to elevate its level of cultural competence to reach proficiency.

The Study Team interviewed over 290 people for this work, including over 220 faculty, staff, and cadets representing diverse identities across races, ethnicities, genders, religions, sexual orientations, and ages. All interviews were voluntary and not for attribution. Some were one-on-one, and others in groups. The research efforts received strong support from the Department of Homeland Security, USCG, and the Academy throughout the one-year period developing this report. In addition, the Study Team’s research was supported in significant ways by important contributions of time and documentary materials provided by senior representatives of many research institutes and private and public colleges and universities. The report was also augmented by senior officials’ significant support at three other military service academies—the U.S. Military Academy, the U.S. Naval Academy, and the U.S. Air Force Academy.

Findings

The Study Team’s research into the level of cultural competence at the Academy leads to several significant findings. First, the Academy has many initiatives—as seen in the number of policies, procedures, and structures—that serve to advance cultural competence. Second, the leaders of the Academy, particularly as described by the dozen or so members of the Senior Leadership Team (SLT), are committed to advancing cultural competence at the Academy. The topics of diversity, equity, and inclusion are considered essential by leaders. These foundational findings serve as a launch point for the Academy to move forward and act on the recommendations of this report.

However, the collection of efforts appears reactive and occasionally not prioritized when other “urgent” issues arise and divert leaders’ focus. In these respects, cultural competence is, at times, perceived by some faculty, staff, and cadets as a side issue instead of a central one.

To be sure, many good things are happening, but more can be done to build an infrastructure of coordinated policies, procedures, and structures to drive desired outcomes. There is a clear imperative for the Academy to internalize cultural competence further, embracing it as mission essential and making it an integral part of the ebb and flow of daily Academy decision making and operational tempo.

This report outlines several specific additional steps Academy leaders must take to add requisite rigor in establishing a more integrated set of actions to bridge the gap between goals and the tools

required to achieve them. These actions will also foster greater evaluative capabilities, provide the opportunity for regular review and assessment of results, and guide course corrections that will improve performance. As such, a key finding of this report is that an already motivated senior leadership team (SLT) can improve upon policies, procedures, and structures to advance cultural competence with the recommendations provided here.

There are notable opportunities for the current Academy leadership to enhance its approach to addressing cultural competence; critical, fundamental building blocks to augment the existing goodwill of leaders are either absent or under-developed. The highest priority recommendations in this report include: (1) completing and issuing a detailed, integrated, comprehensive, and long-term diversity and inclusion action plan for the Academy; (2) expanding the responsibilities of the Chief Diversity Officer to play a more strategic role with the Superintendent in enhancing cultural competence; (3) improving governance and oversight of all initiatives; and (4) ensuring transparency, accountability, and continuous improvement by tracking meaningful metrics to observe progress and to guide how changes can and should be made to improve performance further. These recommendations provide a needed structure upon which all other recommendations in the report can be linked and results assessed. The eighteen actions urged in this report are interconnected and offer a clear and integrated pathway toward proficiency in cultural competence.

The CGA and its team of senior leaders have unique features that give rise to a sense of confidence that significant advances can and will be made in this arena. Building a proficient environment where cultural competence is observed as a paramount aim by Academy leaders is a vision within grasp. This report calls the Academy to take the following steps on this journey; the recommendations provide a course to realize a goal of being the best in class.

Eighteen recommendations are listed below and categorized by the five research themes. Recommendations are categorized as short-term and medium-term. Short-term recommendations should be addressed as more urgent action within six months. Medium-term recommendations are expected to take a longer timeline to plan and implement and are thus likely to take shape in leadership actions within the next seven to eighteen months.

The Panel recognizes that developing and effecting these recommendations will require additional resources, including scarce leadership time. But those difficult tradeoffs are essential to success.

Chapter 4: Leadership Vision and Commitment

4.1 SHORT-TERM: Adopt leadership approaches of a “weaver leader” and “shared equity leadership” to advance cultural competence.

- The concept of a “weaver leader” recognizes that: “campus leaders play an important role as weavers encouraging the participation of many individuals in the rebuilding process. Weavers’ work is one of identifying different fragments, connecting them, and helping to network and connect ideas, beliefs, activities, and feelings. Weavers are important to sense-making, building relationships, and

creating coherent communications to create the tapestry as a whole. Weaving is not easy, as it means being able to stand apart from the many activities and perspectives to connect them with a vision for the whole tapestry.”²

- The concept of “shared equity leadership” is collaborative and inherently inclusive. It does not rely on one individual to lead (even when there is a hierarchical authority structure in place that is both necessary and respected), but rather it advances equity, drawing on the collective skills of multiple individuals. However, each individual leader must have experienced a personal journey to engage with cultural competence to advance these topics effectively with the collective. Instead of cultural competence being seen as an “add-on” to an individual’s life, and thus the Academy’s environment, cultural competence can become essential to all of what the Academy does as a place to learn and work.
- 4.2** SHORT-TERM: By the start of the 2022-2023 Academic Year, release and begin implementing a diversity and inclusion action plan that will provide specific measures to extend strengths, resolve challenges, and bring about its goals relative to cultural competence and diversity.
- 4.3** SHORT-TERM: Broaden the responsibilities to make the Academy CDO position more of a trusted strategic advisor of the Superintendent.
- 4.4** SHORT-TERM: Strengthen and energize the Academy’s leadership council structure that coordinates, guides, and oversees cultural competence efforts.
- 4.5** SHORT-TERM: Harmonize and rationalize data collection to make it a central means to actively manage cultural competence.
- 4.6** SHORT-TERM: Announce during the next few months a decision on how to address the two murals in question so that the room can be prepared to be reopened.
-

Chapter 5: Incident Response

- 5.1** SHORT-TERM: Continue to regularly assess the AHHI policy and its specific impacts on the Corps of Cadets and the faculty and staff, building off the recently completed review of the policy.
- 5.2** MEDIUM-TERM: Expand the Sexual Assault Prevention Response and Recovery Office (SAPRR) office and intensely review survey results with leadership, along with locating the SAPRR office in a place where individuals can visit as anonymously as possible.

2. Sharon Fries-Britt, Adrianna Kezar, Marissiko M. Wheaton, Donte McGuire, Elizabeth Kurban, and Jude Paul Matias Dizon, *Leading After a Racial Crisis: Weaving a Campus Tapestry of Diversity and Inclusion*, American Council on Education, (June 15, 2020), <https://www.acenet.edu/Documents/Leading-After-a-Racial-Crisis.pdf>.

Chapter 6: Active Learning, Continuous Improvement, and Partnerships

- 6.1** SHORT-TERM: Actively evaluate the array of CGA cultural competence initiatives and programs, and other campus practices and traditions, to determine what components may need to be jettisoned, streamlined, or introduced to enhance cultural competence. Consideration should always be paid to whether a tradition or practice truly adheres to the CGA and USCG missions and the values community members are expected to embody.
- 6.2** MEDIUM-TERM: Undertake a periodic systematic review of CGA's cultural competence to identify opportunities to enhance it.
- 6.3** MEDIUM-TERM: Create a new civilian student affairs position in the Cadet Division to provide not only continuity in programming and the Chase Hall environment but also support to Cadet Division staff through resources and expertise in student affairs best practices.
- 6.4** MEDIUM-TERM: Begin expanding external partnerships with higher education institutions to enhance timely adoption of best practices in higher education, gain outside perspectives, and utilize resources outside the CGA.
-

Chapter 7: Curriculum and Training

- 7.1** MEDIUM-TERM: Expand equity-minded pedagogical techniques to the entire faculty to ensure better student learning outcomes for all classes.
- 7.2** SHORT-TERM: Begin regular reviews of the various training and leadership development programs to ensure they contribute to the larger strategic cultural competence goals for faculty, staff, and cadets.
- 7.3** SHORT-TERM: Launch an Athletics Cultural Competence and Diversity Initiative that takes advantage of sports' unique team building and leadership dynamics. This initiative will embed cultural competence in the expertise of the Academy's coaches, athletic staff, and sports team members through the meaningful relationship athletic staff and coaches maintain with cadets.
-

Chapter 8: Screening, Hiring, and Performance Management

- 8.1** MEDIUM-TERM: Coast Guard Headquarters should provide permanent funding for temporary billets and other short-term faculty positions.
- 8.2** MEDIUM-TERM: Coast Guard Headquarters, in close coordination with the Academy, should conduct a review of the hiring process for civilian faculty.

8.3 MEDIUM-TERM: Place greater emphasis across all academic departments on cultural competence in the faculty and staff hiring processes, including a longer-term human capital strategic plan.

The Panel recognizes and respects that there may be important cultural norms, legal strictures, and other federal requirements that will affect the details of how CGA leaders decide to carry out this report's recommendations. As such, the Panel urges that each recommendation be deliberated and implemented in a manner consistent with the standard of mission essentiality of both the USCG and the Academy itself.

The pathway toward creating and sustaining a proficient level of cultural competence at the Academy is clear. Taking the required actions is tantamount to embarking on a marathon rather than a sprint. The consequential positive impact on a culturally competent learning community for faculty, staff, and cadets on both Academy and fleet mission performance cannot be overestimated. Convinced that the USCG is currently a high-performing organization, acting to ensure that cultural competence is an integral part of the Academy's operational rhythm will undoubtedly serve as a force multiplier to enhance organizational performance in the future.

*Semper Paratus!*³

3. Latin for "Always Ready," this is the U.S. Coast Guard's motto.

Chapter 1: Report Scope and Methodology

Introduction

Established in 1790, the United States Coast Guard (USCG, or the Service) serves as the maritime security, search and rescue, and law enforcement service branch of the United States Armed Forces. At present, the USCG is comprised of approximately 41,000 full-time active-duty service members who work with several thousand more part-time reservists, civilians, and auxiliary volunteers.

An 1876 act of Congress established the U.S. Coast Guard Academy (CGA, or the Academy) as an institution of higher learning to train commissioned officers for the USCG. Since 1932, it has occupied a 103-acre site along the Thames River in New London, CT. Today, the Academy is home to approximately 1,050 cadets, 165 academic staff, and 400 employees.

Scope of Work

The catalyst for this report is a congressional charge found in the Coast Guard Academy Improvement Act (part of the National Defense Authorization Act, or NDAA, of FY 2021). Section 8272 mandated the Secretary of the Department of Homeland Security (DHS) to contract with the National Academy of Public Administration (NAPA) for an assessment of the cultural competence of the CGA (the entire NDAA text outlining this task is in Appendix A) as relates to cadets, faculty, and staff. This report was prepared by a five-member Panel of NAPA Fellows supported by a professional Study Team (see Appendix B for biographical information on the Panel and Study Team). The work was conducted over one year and received exceptional support from DHS, the USCG, the Academy, and many other stakeholders, including three other military academies (Air Force, Army, and Navy). Appendix C contains a complete list of all individuals interviewed.

A starting point for this work is to provide meaning to the term “cultural competence,” as it was not defined in the NDAA. Definitions of this and other key terms are discussed in the next chapter. For this report, cultural competence includes essential elements such as diversity, equity, and inclusion (DEI). As such, any reference to cultural competence in this report is also intended to include the components of DEI.

The scope of work calls for a report providing recommendations to address Academy policies, procedures, and structures to advance cultural competence further as experienced by faculty, staff, and students. The report provides insights into how the USCG mission performance can be enhanced by fostering cultural competence when preparing its future leaders. It also provides insights into how the Academy’s leaders have introduced, encouraged, and enhanced good practices already in place. Thus, recommendations offer coherent action to continue building a healthier, effective, and integrated set of practices and procedures in this sphere. Furthermore, the recommendations are crafted to align with the USCG organizational culture and call for a pragmatic deployment of available financial and personnel resources.

Methodology

The Panel recognizes the many aspects of devising an evidence-based, rigorous methodology to assess the cultural competence of the CGA as an organization. In considering a sound approach to this work, there was an extensive effort to find a previous public study similar to this one that could be used as a model to help structure this research. After observing an insufficient analog and evaluating several options, the Panel settled on a structured line of inquiry informed by extensive discussions with professionals, researchers, and practitioners in the cultural competence discipline, particularly those of higher learning, including other military academies. After extensive consultation with various documentary sources and experts, the methodology adopted in this report was conceived.

This chapter provides a high-level introduction to the methodology used in this report, and it is outlined in greater detail in Chapter 2. The approach to this assessment is connected to foundational work on cultural competence led by Terry L. Cross spanning the past three decades. In 1989, Cross introduced a continuum of cultural competence that offers insights into how an organization might advance with increasing adoption of healthy, more robust engagement with, and appreciation for, cultural competence. The use of a continuum to assess and advance cultural competence has been embraced by many researchers seeking to evaluate and enhance a healthy environment of cultural competence and DEI in various fields, including institutions of higher learning.

In consultation with various published experts in cultural competence and DEI disciplines, the Study Team adapted a cultural competence continuum to the CGA context. The Panel identified sixteen characteristics that apply to a healthy, culturally competent learning environment. These sixteen characteristics are grouped into five themes that serve as key research areas. Within each theme, several focal areas are identified. These areas of inquiry guided the Study Team's research engagement and informed the analysis and preparation of report recommendations.

The Study Team used documentary sources and interviews to perform this review. There were three major focus areas: (1) the cultural competence and DEI research field, with particular focus emphasis on how to best enhance cultural competence in university settings; (2) USCG and CGA-specific inquiries; and (3) engagement with other military academies to learn how to address cultural competence issues. The Panel enjoyed several meetings with senior leaders of DHS, USCG, and CGA.

While the Panel did not opt to use a survey instrument for this research, the Study Team conducted many interviews with a large cross-section of Academy faculty, staff, cadets, and others. Academy faculty, staff, and cadets were informed of the NAPA study and encouraged to participate in either group interviews or individual ones. All interviews for this study were conducted on a "not for attribution" basis. In addition to convening scores of virtual interviews, some individual meetings, and others in groups, the team also visited the Academy for one week (the site visit occurred about seven months into the one-year work period). In all, about 230 personnel at the Academy met with the Study Team.

In coordination with the Study Team, the CGA used regular campus-wide communication channels to advise of this work, making clear that participation in interviews was voluntary and open to all faculty, staff, and cadets. Academy leaders placed great effort and importance on maximizing the participation of all CGA personnel (cadets, faculty, and staff). This priority was highlighted by the Superintendent, RADM Bill Kelly, during his Convocation Address in August 2021 to the entire CGA community and was upheld throughout the following months. The Study Team identified more than 16 focus groups to interview initially. Additional groups were added throughout the ensuing months. Focus group participant lists were developed by senior Academy representatives within individual divisions who were provided clear direction for targeted participation numbers as well as the importance of having the membership be selected in random order. Upon completion of focus group interviews, all CGA campus community members were notified via email of the opportunity to interview “one on one” with the Study Team. This joint initiative between CGA and the NAPA Study Team was designed to ensure that all voices were heard throughout this landmark study. The Study Team met with faculty, staff, and cadets representing diverse identities across races, ethnicities, genders, religions, sexual orientations, and ages.

In addition to being granted access to the entire CGA learning community, the Study Team had frequent contact with the Academy Board of Trustees (BOT) and the CGA Alumni Association. The Study Team also met with congressional requesters of this study. Finally, the Study Team received strong support and active assistance from senior officials representing the U.S. Air Force Academy, U.S. Naval Academy, and U.S. Military Academy.

Report Structure

This report is organized into nine chapters. In addition to the introductory chapter, the report contains the following eight chapters.

Chapter 2: Background on Cultural Competence and DEI sets the foundation of this study by providing definitions to each important term connected with cultural competence and a thorough explanation of the methodology adopted to approach this research, evaluate findings, and devise recommendations.

Chapter 3: Background on USCG and CGA – offers crucial contextual information on the Coast Guard and the Academy to support the report’s analysis and recommendations on enhancing cultural competence.

Each of the following five chapters covers a research theme introduced in Chapter 2 that provides a structure for analyzing cultural competence at the Academy. The following chapters’ organization is similar. Each of chapters 4-8 provides: (1) a description of the focus areas of each theme; (2) research findings for each focal area; (3) commentary on the Academy’s performance both on good practices and where opportunities exist to enhance performance; and (4) recommendations for the Academy to improve. The chapters and themes are:

Chapter 4: Theme #1 – Leadership Vision and Commitment

Chapter 5: Theme #2 – Incident Response

Chapter 6: Theme #3 – Active Learning, Continuous Improvement, and Partnerships

Chapter 7: Theme #4 – Curriculum and Training

Chapter 8: Theme #5 – Screening, Hiring, and Performance Management

Chapter 9: Conclusion provides summaries of key points in the report and offers final remarks.

Chapter 2: Methodology to Assess Cultural Competence

Building on the summary comments on methodology found in Chapter 1, this chapter goes into greater depth into the methodology used to assess the Academy's cultural competence. The chapter is divided into five segments. The first segment provides information on how key terms were determined and what those definitions are. The second segment describes the analytical process adopted to evaluate progress for the Academy to become proficient in cultural competence, including essential characteristics to look for and assess. A third segment outlines how various characteristics in evaluating cultural competence are amalgamated into research themes that structure the project's research and findings. The fourth segment explains how recommendations are identified based upon gap analysis using the evaluative framework built upon in this chapter. The fifth segment discusses unique circumstances faced during the course of this research connected to the pandemic.

Definitions of Key Terms

The dialogue around cultural competence and diversity, equity, and inclusion (DEI) is ever-changing and expanding. Words may hold a variety of meanings depending on an individual's experiences. Terms must be defined to limit misunderstandings or misinterpretations and further encourage dialogue.

As discussed in the previous chapter, the National Defense Authorization Act of Fiscal Year 2021 (NDAA of FY 21) requires the National Academy of Public Administration (NAPA) to "conduct an assessment of the cultural competence of the Coast Guard Academy as an organization and of individuals at the Coast Guard Academy to carry out effectively the primary duties of the United States Coast Guard."⁴ To begin a comprehensive assessment, the Study Team determined it essential to define cultural competence, as the NDAA of FY 21 did not define this term. After preliminary discussions with the Department of Homeland Security (DHS), the U.S. Coast Guard (USCG), and congressional requesters, the Panel established that a part of NAPA's task was to define these terms.

The process used to identify definitions of key terms involved a review of those used by institutions similar to the CGA. The Study Team sourced several candidate definitions from the diversity and inclusion plans and the offices of diversity and inclusion for the branches of the U.S. military, federal military service academies, relevant cabinet-level departments such as DHS and the Department of Defense, and academia. The Study team created a list of possible definitions for each term and conducted a pros and cons analysis for each definition, aiming to evaluate the longevity, relevancy, and applicability of each definition in the context of the Academy. The Study Team conceived this evaluative criterion in consultation with various research experts in the field

4. William M. (Mac) Thornberry National Defense Authorization Act for Fiscal Year 2021, Pub. L. No 116-283, tit. LVXXXII, 134 STAT. 4681 (2021), Section 8272, Subtitle E—Coast Guard Academy Improvement Act.

of cultural competence and DEI. In developing these definitions, the Study Team paid particular consideration to the following elements of a successful definition.

- Topics considered for longevity
 - The language “includes but is not limited to....”
 - The definition can easily be adapted or expanded in the future
- Topics considered for relevancy
 - It does not include any time-specific language or references to documents that could potentially be outdated
 - On-trend with best practices research conducted by experts in cultural competence and DEI
- Topics considered for applicability
 - Language is widely accepted by the CGA’s stakeholders and does not trigger automatic resistance
 - The definitions do not mention structures, policies, or procedures that do not exist at the CGA

The Panel selected each definition adopted for this report in a blind review, where the source of each potential definition was withheld from view. The Panel decided to adopt Cross et al.’s definition for cultural competence and the definitions adopted in USCG’s Diversity and Inclusion Action Plan for diversity, equity, and inclusion.⁵ The Panel chose Cross et al.’s definition, in part, because interviewees who are specialists in the field referenced it multiple times. Furthermore, congressional requesters advised that the use of cultural competence in their mandate was derived from a definition provided by the U.S. Department of Health and Human Services (HHS). The Study Team learned that programs run by HHS utilize Cross et al.’s definition. In addition, Cross et al.’s definition of cultural competence clearly defines “behaviors, attitudes, and policies” as important components of the definition, which the Panel believed could potentially be used by the Study Team as categories to frame how an organization can measure and evaluate its level of cultural competence.

The Panel selected definitions for diversity, equity, and inclusion from the USCG’s Diversity and Inclusion Action Plan. All definitions were deemed reasonably comprehensive and aligned with the evaluative criteria of longevity, relevancy, and applicability. As an added benefit, because the diversity, equity, and inclusion definitions were derived from a document produced by the USCG, these definitions could more seamlessly be adapted for the CGA context.

For this report, cultural competence encompasses important components such as DEI; any reference to cultural competence in this report is also intended to include the features of DEI. In

5. Terry L. Cross, Barbara J. Bazron, Karl W. Dennis, and Mareasa R. Isaacs, “The Cultural Competence Continuum” in *Towards a Culturally Competent System of Care* CASSP Technical Assistance Center, (March 1989), 30-33. <https://spu.edu/~media/academics/school-of-education/Cultural%20Diversity/Towards%20a%20Culturally%20Competent%20System%20of%20Care%20Abridged.ashx/>. United States Coast Guard, *Diversity & Inclusion Action Plan 2019-2023*, May 2020, 6, <https://www.dcms.uscg.mil/Portals/10/CG-1/diversity/DIAP/Diversity-and-Inclusion-Action-Plan.pdf?ver=2020-06-25-153724-670>.

multiple interviews conducted with researchers focused on cultural competence and DEI, they agreed DEI to be essential components of cultural competence. Most reasons cited for this are that cultural competence is not needed or fails to serve its purpose without diversity, equity, and inclusion. Finally, Cross' work continues to utilize diversity, equity, and inclusion as essential elements of cultural competence. Thus, the Panel's decision to consider these elements as integral parts of cultural competence benefits from this important endorsement by Mr. Cross.

The definitions for the terms used are provided here.

Cultural competence is a congruent set of behaviors, attitudes, and policies that enable a system, agency, or professionals to work effectively in cross-cultural situations. "Culture" refers to the integrated patterns of human behavior that include language, thoughts, communications, actions, customs, beliefs, values, and institutions of racial, ethnic, religious, and social groups. "Competence" implies having the capacity to function effectively as individuals and as an organization.

(Source: Terry L. Cross, Barbara J. Bazron, Karl W. Dennis, and Mareasa R. Isaacs, "Toward a Culturally Competent System of Care," 1989)

Diversity refers to the variety of similarities and differences among people, including but not limited to: gender, gender identity, ethnicity, race, native or indigenous origin, age, generation, sexual orientation, culture, religion, belief system, marital status, parental status, socio-economic difference, appearance, language, accent, disability, mental health, education, geography, nationality, work style, work experience, job role and function, thinking style, and personality type.

Equity is the guarantee of fair treatment, access, and opportunity for advancement for all [including faculty, staff, and cadets], while at the same time striving to identify and eliminate barriers that have prevented the full participation of some groups. The principle of equity acknowledges that there are historically underserved and underrepresented populations and that fairness regarding unbalanced conditions is needed to assist in fostering equality in the provision of effective opportunities in all groups.

Inclusion is a dynamic state of operating in which diversity is leveraged to create a fair, healthy, and high-performing organization or community. An inclusive environment ensures equitable access to resources and opportunities. It also enables individuals and groups to feel safe, respected, engaged, motivated and valued for who they are and for their contributions towards organizational goals.

(Source: USCG Diversity & Inclusion Action Plan, 2020)

It is important to note that neither these definitions nor even this list of terms are exhaustive. With new developments in cultural competence and DEI, new terminology arises according to best practices, and the definitions for these existing terms generally accepted in this research community may change over time. The goal in creating this list of terms and assigning definitions is not to set limits to the dialogue surrounding cultural competence and DEI but rather to serve as guidance for subsequent research. For example, research experts in cultural competence and

DEI have suggested including terms such as “belonging” and “accessibility” into the list of defined terms. In adherence to the original mandate, the Panel avoided including these terms. This decision is not to indicate that research for this report excluded conversations around belonging or access but that the existing defined terms, to some extent, already encompass components of accessibility and belonging. Moving forward, the Academy must keep up to date with these definitions and new terms following cultural competence and DEI best practice.

Evaluating an Organization’s Efforts to Enhance Cultural Competence

When Terry L. Cross and his colleagues defined cultural competence, they created a continuum describing progressive levels, or stages, of expertise and commitment to gauge an organization’s journey to build toward a proficient level of cultural competence. Cross et al.’s cultural competence continuum underscores how this effort is a continuous developmental process. No matter how proficient an organization advances, there is always room for improvement.⁶ Additionally, it is important to note that Cross et al.’s continuum initially focused its definitions for a context within the United States. In the definitions for “cultural incapacity,” “cultural pre-competence,” and “cultural competence,” the term “minority” is used; minority populations change depending on the environment. While in the context of the United States, the Coast Guard may be working with minority communities, who is considered a “minority” may differ depending on the location. The Coast Guard operates globally, and it is vital to note that when serving global communities, the Coast Guard itself may be considered the cultural minority. For improvement to occur, an organization must first be aware of its current level of cultural competence. Cross et al. constructed the continuum of six stages, ranging from cultural destructiveness to cultural proficiency. Each phase of Cross et al.’s continuum is briefly described in Figure 1.

Cross et al.’s cultural competence continuum outlines different stages of cultural competence. The description of stages is a helpful launch point for this report’s assessment. But, given the relative brevity and general nature of the descriptions, additional data points to help elucidate where CGA might be in its cultural competence journey need to be added. Furthermore, for an organization to move throughout the developmental stages of the continuum, more specific guidance on how to become more culturally proficient is needed.

6. Cross et al., “The Cultural Competence Continuum.”

Figure 1. Stages of Cross et al.'s Cultural Competence Continuum⁷

Cultural Destructiveness	The most negative end of the continuum is represented by attitudes, policies, and practices that are destructive to cultures and consequently to the individuals within the culture. The most extreme examples of this orientation are programs/agencies/institutions that actively participate in cultural genocide—the purposeful destruction of a culture.
Cultural Incapacity	The next position on the continuum is one at which the system or agencies do not intentionally seek to be culturally destructive but rather lack the capacity to help minority clients or communities. The system remains extremely biased, believes in the racial superiority of the dominant group, and assumes a paternal posture towards "lesser" races.
Cultural Blindness	At the midpoint on the continuum, the system and its agencies provide services with the express philosophy of being unbiased. They function with the belief that color or culture makes no difference and that all people are the same.
Cultural Pre-Competence	As agencies move toward the positive end of the scale, they reach a position called cultural pre-competence. This term was chosen because it implies movement. The pre-competent agency realizes its weaknesses in serving minorities and attempts to improve some aspect of their services to a specific population.
Cultural Competence	Culturally competent agencies are characterized by acceptance and respect for difference, continuing self-assessment regarding culture, careful attention to the dynamics of difference, continuous expansion of cultural knowledge and resources, and a variety of adaptations to service models in order to better meet the needs of minority populations. Such agencies view minority groups as distinctly different from one another and as having numerous subgroups, each with important cultural characteristics.
Cultural Proficiency	The most positive end of the scale is advanced cultural competence or proficiency. This point on the continuum is characterized by holding culture in high esteem. Culturally proficient agencies seek to add to the knowledge base of culturally competent practice by conducting research, developing new therapeutic approaches based on culture, and publishing and disseminating the results of demonstration projects.

The Study Team turned to the National Center for Cultural Competence at Georgetown University (NCCC) to gain further insights into these critical areas to guide this assessment (See Appendix D for NCCC's Characteristics of Cultural Competence and Cultural Proficiency).⁸ Using parallel research completed by the NCCC, a list of characteristics for each stage on the continuum was created. In 2004, the NCCC extrapolated from Cross et al.'s research to include organizational characteristics that could be exhibited at various stages along the cultural competence continuum. Since NCCC proposed characteristics that focused on healthcare and mental health programs, the Study Team, in consultation with the NCCC, adapted these characteristics to better reflect the setting of a military service academy. Instead of adapting all stages of the cultural continuum to the context of the Academy, the Study Team focused on adapting the cultural competence and cultural proficiency stage of the continuum, which is the goal set of characteristics that the CGA aspires to emulate. This cultural competence stage primarily focuses on an organization's internal structure and ability to construct rigorous procedures, policies, and practices that actively develop

7. Cross et al., "The Cultural Competence Continuum."

8. Tawara Goode, Cultural Competence Continuum, National Center for Cultural Competence-Georgetown University Center for Child and Human Development, 2004, 3-4, <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fnccc.georgetown.edu%2Fcurricula%2Fdocuments%2FTheContinuumRevised.doc&wdOrigin=BROWSELINK>.

a culture that accepts and values cultural differences. The cultural proficiency stage aims to help shape an organization to emerge as a leader in cultural competence and DEI by continuously advancing its cultural competence while simultaneously adding to the field's knowledge base. See Appendix E for a list of characteristics for an organization at the proficient stage of cultural competence developed for this report.

The NCCC outlines nine characteristics associated with cultural proficiency. Not surprisingly, the nine characteristics originally outlined by the NCCC for application to health and mental health programs did not encompass all areas of the Academy's operations. To address all areas of operations at the Academy, the Study Team expanded the list by adding seven more. As such, the analysis in this report benefits from an assessment of sixteen unique characteristics to observe and evaluate. This number offers a broader range of assessments that captures a wide variety of Academy focuses and its diverse community of faculty, staff, and cadets.

The lack of a pre-established assessment tool tailored for the context of a military service academy led the Study Team, in consultation with the NAPA project Panel, to begin the process of adapting existing tools and research to create a robust evidence-based assessment tool that could be used to guide and assess subsequent research. The next step included broadening some parts of the continuum to be adapted to the unique features present at the Academy.

Adapting Characteristics of Cultural Competence to the Academy and Formulating Discrete Research Themes

When adapting the characteristics outlined by Cross et al. and the NCCC, the Study Team aimed to maintain the structure of the characteristics consistent with the source material while also changing the language to reflect the context of a military service academy. After all, the Academy serves multiple roles, including operating as an institution of higher education, a training facility, and a hiring entity. The Academy also serves various populations, both civilian and military. To account for all this, the Study Team adapted characteristics that, on balance, are also general enough to potentially be applied by other institutions that seek to advance in cultural competence.

The Study Team expanded the nine original characteristics of cultural proficiency to sixteen characteristics to encompass the broad array of Academy operations. These were further distilled by searching a discrete number of research themes. The amalgamation of similar characteristics led to five overarching research themes. The research themes are found below. While the meaning of each theme's title is deemed comprehensible, Appendix E offers a list of research themes and a summary of their associated characteristics.

- Theme #1: Leadership Vision and Commitment to Cultural Competence
- Theme #2: Incident Response
- Theme #3: Active Learning, Continuous Improvement, and Partnerships
- Theme #4: Training and Curriculum
- Theme #5: Screening, Hiring, and Performance Management

The five research themes derived from the characteristics guide the Study Team's research and assessment of the Academy's cultural competence. The Study Team used these to devise questions to conduct subsequent research and interviews focused on each research theme.

Formulating Recommendations

Adapting the NCCC's characteristics for cultural competence to the context of the Academy serves the purpose of constructing a future state to describe a healthy and proficient culturally competent Academy. In constructing a desired future state, the Study Team was able to simultaneously assess via interviews with internal and external stakeholders, documentary review, and legal review the current level of the Academy's performance for each characteristic. Once a current state was assessed and a goal future state established, the Study Team conducted a gap analysis to observe where the Academy failed to meet its objective. Each of the Panel's actionable recommendations aims to bridge the gap between the current state and future goal state: to be proficient in being a culturally competent Academy for faculty, staff, and cadets.

The report's recommendations are listed in the Executive Summary. They are categorized by the five research themes and are introduced in Chapters 4, 5, 6, 7, and 8. Recommendations are further broken down into short-term and medium-term categories. Short-term recommendations should be addressed as a matter of more urgent action within six months of the report issuance. Medium-term recommendations are expected to take a longer period of time to plan and implement and are thus expected to take shape in leadership actions within the next seven to eighteen months.

Special Considerations

In assessing the Academy's cultural competence, the Panel regards it as important to recognize some historic environmental factors occurring at the time the Panel conducted its study. Though the themes and recommendations of the report will transcend the present day, these additional considerations provide important context to the environment during which this study was conducted.

Starting in 2020, two important developments impacted the nation and influenced how Academy leaders address cultural competence. First, the global COVID-19 pandemic abruptly forced the Academy, along with other higher education institutions, to reframe its operations and priorities to address the immense challenges introduced by the pandemic. Leaders focused on securing the health and well-being of faculty, staff, and cadets at the Academy and continuing to fulfill the Academy's primary mission of educating the cadets while shifting to remote learning. In the early months, attention shifted to safely operating amidst the pandemic, and several facets of the Academy's cultural competence environment paused, including, perhaps most prominently, the ability of the campus community to engage with each other through in-person interactions and at events. Safely operating in the COVID-19 pandemic continues to be a prominent element of Academy operations. However, the Academy is now better equipped with COVID-19 mitigation strategies that allow the institution to prioritize essential components of its mission and operations, including a strong focus on cultural competence. The second important development

is the rise in activism and interest in equity and social justice across the nation following numerous events of police violence and racism during this period. Interest in DEI has increased because of the spotlight that COVID-19 and the social justice movement shine on inequities in the nation's public health, social, and economic systems. While students, faculty, and staff moved to remote settings, many higher education institutions and organizations used this time to mobilize and advance their efforts in promoting cultural competence in order to maintain a strong sense of community, even while apart.⁹

These two important developments in the nation aim to contextualize the circumstances that the Academy has operated under from early 2020 to the present. Both of these developments demonstrate a clear imperative for the Academy to prioritize its efforts to become more culturally competent.

9. For example, between March and June of 2020, the American Association of Colleges and Universities (AAC&U) hosted a webinar series "Quality, Equity, and Inclusion during the COVID Crisis." Webinar topics included safeguarding quality, equity, and inclusion in online instruction; high-impact practices for equity and impact in the new learning and teaching environment; and building resilience in the new environment.

Chapter 3: Background on CGA and USCG

This chapter provides summary background information on the Coast Guard Academy (CGA) to build the structural foundation to advance cultural competence on campus. This chapter is divided into four segments that provide insights into important background information to provide context to this report's research areas and lines of recommendations. Additionally, this chapter identifies several groups or committees on campus that have a role in enhancing CGA's cultural competence. In addition, this information is paired with some high-level information on the U.S. Coast Guard's (USCG) cultural competence efforts.

CGA History and Mission

As a federal service academy, CGA prepares individuals to serve in the United States Coast Guard as commissioned officers who exemplify strong leadership traits and the Coast Guard's values. Figure 2 presents the Academy's mission statement.

The CGA originated from the Revenue Cutter School of Instruction, first founded in 1876. It was not until 1915 that the School of Instruction was renamed the U.S. Coast Guard Academy after a consolidation of several maritime agencies.¹⁰ More information on historical milestones relevant to the Academy becoming a more culturally competent institution is found in Appendix F.

Campus Populations

The Superintendent leads the Coast Guard Academy, oversees all CGA operations, and is responsible for adhering to and implementing the strategic guidance provided by the Commandant or Board of Trustees. The Superintendent works closely with and receives advice from the Senior Leadership Team (SLT),¹¹ a group of senior CGA leaders who create policies and procedures. Second in command at CGA, the Assistant Superintendent, is responsible for administrative oversight and operations.

Figure 2. CGA Mission Statement

"To graduate young men and women with sound bodies, stout hearts and alert minds, with a liking for the sea and its lore, and with that high sense of honor, loyalty and obedience which goes with trained initiative and leadership; well-grounded in seamanship, the sciences and amenities, and strong in the resolve to be worthy of the traditions of commissioned officers in the United States Coast Guard in the service of their country and humanity."

U.S. Coast Guard Academy
Mission Statement

10. For more CGA history, visit the Academy's webpage. "Coast Guard Academy History," United States Coast Guard Academy, accessed January 5, 2022, <https://www.uscga.edu/history/>.

11. Voting members of the Senior Leadership Team include: the Superintendent, the Assistant Superintendent, the Director of Athletics, the Commandant of Cadets, the Provost, the Director of Admissions, the Chief Diversity Officer, the Director of Mission Support, the Command Master Chief, the Director of Business Operations, the Planning Officer, and the Director of the Institute for Leadership. A Legal Officer is present at meetings but is a non-voting member. The following people may be invited to meetings as non-voting members: community representatives, the Faculty Senate president, the Equity Task Force Director, the Leadership and Diversity Advisory Council Chair, the External Affairs Officer, the Comptroller, and the officer in charge of the CGC Eagle.

Cadets participate in a 200-week program consisting of rigorous academic, military, and leadership development training. In addition to earning a commission as an ensign at graduation, cadets earn a Bachelor of Science degree in one of nine majors. Aside from the cadets that hail from the 50 states and U.S. territories, the cadet corps also includes a small number of international cadets in each class year. Cadets are organized into eight companies, containing cadets of all four class years.¹²

CGA faculty members teach in a variety of disciplines based in seven departments. The Provost oversees five of these departments—Engineering, Humanities, Management, Mathematics, and Science. The Director of Athletics oversees the sixth department, Health and Physical Education. The faculty of the Professional Maritime Studies, the seventh department, report to the Commandant of Cadets. Aside from teaching and advising cadets, faculty can serve in many other capacities for cadets, including assistant coaches, club advisors, and academic administrators. Many faculty members are actively engaged in research, faculty governance, serving on various committees, and promoting inclusive pedagogical practices. The faculty composition is diverse and consists of civilian (term, temporary, tenure-track, tenured, non-appropriated fund, joint duty, and auxiliary) and military (Permanent Commissioned Teaching Staff (PCTS), Rotating Military Faculty (RMF), Reserve, and NOAA).

The CGA workforce also consists of civilian, commissioned, and enlisted staff members who work in organizational units across the entire campus. These organizational units include but are not limited to: the Office of Inclusion and Diversity, the Mission Support Division, the Academics Division, the Commandant of Cadets Division, the Athletics Division, the legal office, chaplain services, and others. See Appendix G for an organizational chart depicting these units.

A Board of Trustees (BOT) oversees the Academy. It has several important roles, including advising the Superintendent, advocating, conducting strategic planning and alignment, and ensuring the safety and well-being of cadets, faculty, and staff.¹³ Members (voting and non-voting special representatives) of the BOT include active duty members, civilian USCG employees, Coast Guard Reserve members, Coast Guard Auxiliary members, and special representatives—which, in recent years, have included representatives from the Department of Homeland Security (DHS), the Office of Personnel Management, and academicians and leaders from other institutions of higher education. The Deputy for Personnel Readiness to the Deputy Commandant for Mission Support (DCMS-DPR) chairs the BOT.

Relevant Select Previous Studies on CGA

In recent years, several studies and reports have been conducted on the CGA and topics related to this NAPA study. The CGA requested some reports, and others were mandated by other organizations. The following list is not a comprehensive one of all studies completed on the

12. 1/c cadets, or first class cadets, are the equivalent of seniors. Following the 1/c cadets, in order of rank, are 2/c, 3/c, and 4/c cadets.

13. “Governance,” Coast Guard Academy, accessed December 22, 2021, <https://www.uscga.edu/governance/>.

Academy, but rather a selection of relevant reports that address topics connected with this one. Short summaries of each report provide further context for this report. These studies include:

- Service Academy Gender Relations (SAGR) reports
- Vital Signs Report (VSR)
- DHS Office of Inspector General (OIG)
- New England Commission of Higher Education (NECHE) accreditation
- Defense Organizational Climate Survey (DOCS)

The Academy regularly participates in the SAGR assessment, alternating annually between a survey and focus groups. The Department of Defense (DoD) Office of People Analytics (OPA) conducts these assessments. The survey covers several important topics: (1) unwanted sexual contact and harassment; (2) gender discrimination; (3) student perceptions of sexual assault and sexual harassment (SASH) in the Academy's culture; (4) perceptions of SASH prevention program effectiveness; and (5) the availability and effectiveness of SASH training.¹⁴ In the SAGR focus group assessments on these same topics, Academy participation involves cadet, faculty, and staff.¹⁵ The results of these assessments provide Academy leadership with valuable information about the effectiveness of the SASH prevention programs, campus culture, and areas to improve. Unlike the service academies under DoD, CGA is not required to participate in the SAGR assessments by statute. However, CGA has elected to participate in the SAGR assessments since 2010.

The CGA 2017 VSR was conducted by the Center for Urban Education (CUE) at the University of Southern California as an equity review of cadets' educational outcomes.¹⁶ Using the CUE's Equity Scorecard, this report helped CGA identify and take action to reduce inequities among different races, ethnicities, and genders. The VSR looked across the dimensions of admissions, military and Cadet Division, academics, and athletics. This study was requested by CGA leadership and endorsed by the BOT. The completion of the VSR prompted the Academy to develop a working group, named the Equity Task Force, to establish equity-minded approaches to improve the campus climate, identify and understand factors that may create disparate outcomes, and determine the next steps to sustain this effort.

In 2020, the DHS OIG issued the report titled "The U.S. Coast Guard Academy Must Take Additional Steps to Better Address Allegations of Race-Based Harassment and Prevent Such

14. Department of Defense Office of People Analytics, *2018 U.S. Coast Guard Academy Gender Relations Survey – Overview Review* (Report No. 2018-076), July 2019, <https://apps.dtic.mil/sti/pdfs/AD1075894.pdf>.

15. Department of Defense Office of People Analytics, *2019 U.S. Coast Guard Service Academy Gender Relations Focus Groups* (Report No. 2020-069), April 2020, <https://apps.dtic.mil/sti/pdfs/AD1095509.pdf>.

16. Debbie Hanson and Estella Bensimon, *The U.S. Coast Guard Academy 2017 Vital Signs Report*, The Center for Urban Education, Rossier School of Education, University of Southern California, 2017, <https://cpb-us-e1.wpmucdn.com/sites.usc.edu/dist/6/735/files/2018/04/Vital-Signs-Report-FINAL-032818-V2.pdf>.

Harassment on Campus.’¹⁷ This report delivered five recommendations to improve how CGA handles incidents of race-based harassment. The DHS OIG identified several allegations of race-based harassment between 2013 and 2018. This report identified several shortfalls: not thoroughly investigating allegations, not disciplining cadets, not including civil rights staff, and not following procedural requirements. DHS OIG’s report indicated a presence of race-based harassment at the Academy, and the OIG also expressed concern that race-based harassment incidents are underreported at CGA.

The CGA regularly engages in the NECHE accreditation process, most recently in 2020. The NECHE accreditation team found that, while there is a sense that diversity, equity, and inclusion (DEI) is an area of high emphasis for the organization, there are concerns about progress in these areas. Particularly, NECHE identified graduation rate disparities and the faculty and senior staff’s racial and gender composition as areas of concern. Additionally, NECHE identified CGA’s data usage as an area of concern because the accreditation body found it was unclear CGA uses data in decision making, resource allocation, and planning efforts; additionally, NECHE pointed to staffing issues in the Office of Institutional Research.

The DEOCS is an annual survey conducted to assess overall faculty and staff climate perceptions, which relate to the organization’s cultural competence. The survey identifies protective factors associated with positive outcomes for organizations, and risk factors, which have adverse outcomes related to organizations.¹⁸ The Leadership and Diversity Advisory Council (LDAC) Analysis team has responsibility for analyzing these survey results, alongside results from the Federal Employee Viewpoint Survey and Organizational Assessment Survey and comparing results with data from years prior at CGA and at the more significant USCG level.¹⁹

Cultural Competence in the USCG

The USCG released the 2019-2023 Diversity & Inclusion Action Plan (DIAP) to develop “a foundation that will help our people to identify and mitigate biases, work together to nurture a sense of community, and continue to improve the culture of our Service.”²⁰ The DIAP includes three Lines of Effort (LOE), complete with goals, strategies, measures of success, and timeframes to guide USCG through this effort. The DIAP and related resources convey the importance of a

17. Department of Homeland Security Office of Inspector General, *The U.S. Coast Guard Academy Must Take Additional Steps to Better Address Allegations of Race-Based Harassment and Prevent Such Harassment on Campus* (OIG-20-36), June 3, 2020.

18. Protective Factors include cohesion, connectedness, engagement and commitment, fairness, inclusion, morale, safe storage for lethal means, work-life balance, leadership support, and transformational leadership. Risk Factors include alcohol impairing memory and binge drinking, stress, passive leadership, toxic leadership, racially harassing behaviors, sexually harassing behaviors, sexist behaviors.

19. The Leadership and Diversity Advisory Council (LDAC) is further explained in greater detail in section 3.5 of this chapter.

20. U.S. Coast Guard, *United States Coast Guard 2019-2023 Diversity & Inclusion Action Plan*, 4, May 2020, <https://www.dcms.uscg.mil/Portals/10/CG-1/diversity/DIAP/Diversity-and-Inclusion-Action-Plan.pdf?ver=2020-06-25-153724-670>.

diverse and inclusive workforce to achieve the USCG mission. See Figure 3 for the DIAP’s three LOEs.

The process to develop the USCG DIAP began in 2018 and included input from hundreds of stakeholders across the service, such as CGA, the Civil Rights Directorate, civilian human resources, USCG training entities, and many other organizations. The USCG’s Office of Diversity and Inclusion (known as CG-127) oversees the USCG’s DIAP and tracks progress toward each action within the LOEs.

Figure 3. Coast Guard Diversity & Inclusion Action Plan Lines of Effort.

<u>USCG Diversity and Inclusion Action Plan Lines of Effort</u>	
LOE 1.	Development of D&I Acumen: Broaden our current scope of D&I focus areas from a basic understanding to an increased level of understanding to build common ground.
LOE 2.	Strengthen Leadership D&I Awareness and Accountability: Arm leaders with tools to instill demonstrated accountability for D&I performance and progress at the unit level.
LOE 3.	Build and Maintain an Inclusive Total Workforce: Enable the organization to achieve workforce sustainability by implementing actions to attract and retain a diverse and inclusive workforce.

The Academy is a key stakeholder in several actions across the three LOEs. Two actions within LOE 3 are particularly worth noting due to their high relevance to this report. Action 3.6 requires CGA and other training entities to conduct a holistic review of “training and education curricula to ensure D&I requirements are delivered and appropriately achieved in the training environment.” Action 3.6.1 requires CGA to “develop a comprehensive D&I education program to institutionalize requirements for Cultural Competencies beginning at accessions and continuing throughout the member’s talent management lifecycle.” Both actions have a complete timeline for the fiscal year 2023.

“ *In order to remain the world’s best Coast Guard we must be the world’s most diverse and inclusive Coast Guard. Anything less means that we will fail to garner the talent, innovation, creativity, and performance necessary to meet the challenges of an increasingly complex maritime operating environment. We owe it to our Nation, and ourselves, to create a Coast Guard where everyone can contribute the full power of their diverse backgrounds, experiences, and thoughts.*

*Admiral Karl L. Schultz, USCG Commandant
USCG Diversity & Inclusion Action Plan*

Coast Guard Leadership Competencies

Aside from the service-wide DIAP, the USCG incorporates elements of cultural competence throughout its leadership training. The USCG's leadership development program is guided by twenty-eight leadership competencies that provide the skills and values USCG servicemembers are expected to embody. These twenty-eight leadership competencies center around four categories: Leading Self, Leading Others, Leading Change, and Leading Coast Guard.

In 2021, USCG added four new leadership competencies to its framework. Three of these relate to developing cultural competence: Cultural Fluency, Self Awareness & Learning, and Inclusive Collaboration (see Figure 4). USCG sets the expectation that its servicemembers will strive to embody the values and characteristics outlined in these twenty-eight leadership competencies.

Figure 4. U.S. Coast Guard's Twenty-Eight Leadership Competencies

COAST GUARD'S 28 LEADERSHIP COMPETENCIES



As the primary training entity for future officers, the CGA coordinates with USCG to augment its efforts to promote cultural competence across the organization, including leadership development programming.

Key CGA Components Enhancing Cultural Competence

While cultural competence is promoted through many different channels at the CGA, there are several important programs and offices to feature in considering the infrastructure to advance this important mission on campus. The following sections introduce these critical aspects of the campus infrastructure for enhancing cultural competence.

CGA Leadership Development Program

The CGA adopted and incorporated two segments of the USCG leadership competencies into its cadet leadership development program: Leading Self and Leading Others. ‘Leading Self’ requires developing leaders to understand their abilities and values, as well as where they can unlock their potential in the USCG. ‘Leading Others’ focuses on working together to achieve shared goals and develop positive professional relationships. These two segments have components related to cultural competence, providing opportunities for cadets to learn and practice these leadership skills, develop their knowledge, and enhance their abilities. The two leadership competencies that relate most directly to developing cadets’ cultural competence are Self Awareness and Learning (Leading Self) and Cultural Fluency (Leading Others); both were introduced during 2021 (see Figure 5 for the full descriptions of these competencies).

Figure 5. Self Awareness and Learning and Cultural Fluency Leadership Competencies

Self Awareness and Learning (Leading Self)

Coast Guard leaders continually develop their knowledge, skills, and expertise as the cornerstone for building their emotional intelligence which will maximize their effectiveness. They should be aware of their own unconscious biases and learn how to manage their conscious biases. They understand that their natural state, without these interventions, tends to lean toward self-cloning and self-interest, and that mission readiness is enhanced with diverse perspectives. Coast Guard leaders understand that inclusive leadership and professional development is a life-long journey with many phases. The continuum ranges from being unaware to being an advocate for others and change. Inclusive leaders value curiosity and a growth mindset and seek feedback from others. They practice self-reflection to learn from experience, as well as the experiences of others, to develop more complex ways of thinking.

Cultural Fluency (Leading Others)

Coast Guard leaders develop cultural fluency as stewards of our entire workforce. Culturally fluent leaders recognize, respect, and demonstrate that there can be different ways of knowing, learning, communicating, and achieving goals through leveraging our diverse workforce. They demonstrate emotional intelligence and social awareness by managing relationships with an understanding of how racism, privilege, social construct, identity, differing abilities, and bias can impact our workforce. They are aware of their power and take the time to reflect about how others may interpret their actions. They build psychological safety with their teams to increase understanding. They are able to respectfully navigate cultural differences and conflicts, tensions, or misunderstandings. Culturally fluent leaders actively guide and influence others toward equity for marginalized persons to build an inclusive workforce.

These two competencies promote understanding and applying concepts such as recognizing and managing bias, learning from others' experiences, leveraging diversity positively, and respectfully navigating cultural differences and conflicts. More about the cadet leadership curriculum and its promotion of cultural competence is discussed in Chapter 7.

Key Committees and Offices Working with Cultural Competence

Across the campus, many CGA organizational units and groups promote cultural competence. The following paragraph summarizes several vital groups involved in these efforts, though this list is not exhaustive.

The Office of Inclusion and Diversity (OID) is the central office that creates “sustained, productive, and meaningful conversations surrounding a broad range of topics that relate to, or intersect with, diversity and inclusion.”²¹ This office promotes a campus environment that values and respects different cultures.

Founded after the publication of the VSR, the Equity Task Force (ETF) examined issues of equity, inclusion, and fair treatment across the CGA campus through several inquiry teams of volunteers. The ETF developed preliminary drafts of the CGA's diversity and inclusion action plan. ETF concluded its work in January 2021.

The CGA's Leadership and Diversity Advisory Council (LDAC) annually reviews the DOCS results to identify positive and negative factors impacting an organizational unit's workplace climate. The LDAC shares the results with the senior CGA leadership and develops a presentation to communicate to the whole campus community. LDAC also hosts Leadership Transparency Panels that provide members of the CGA campus community with opportunities to discuss relevant issues, including those related to CGA's cultural competence, with the SLT.

The Superintendent's Equity Advisory Council (SEAC) is the newest committee designed to provide strategic thinking on cultural competence. The SEAC picked up the work that the ETF previously addressed, which currently includes working on completing the diversity and inclusion action plan. Eventually, this committee will assist the Superintendent and SLT with implementing the diversity and inclusion action plan once it is made public. The SEAC will also serve an advisory role on cultural competence.

The Loy Institute for Leadership empowers cadets, faculty, and staff to develop individual cultural competence through its leadership development programming. Cadets partake in leadership development courses and experiences throughout the 200-week program at CGA; leadership theory is embedded in these courses and the USCG's leadership competencies which incorporate cultural competence as essential features of strong leadership. Faculty, staff, and coaches are trained in the Coast Guard Academy Leader Development Program to support cadets through mentorship and other quality interactions and be aligned in the leadership competencies that cadets practice.

21. “Inclusion and Diversity,” Coast Guard Academy, accessed December 23, 2021, <https://www.uscga.edu/inclusion-and-diversity/>.

Cadet Groups

Several cadet groups play an important role in promoting cultural competence across the campus, particularly among their peers and those in their class years. One of these groups is the Diversity Peer Educators (DPE) club, which promotes cultural competence through conversations with peers about diversity and other related topics. As peers, members of the DPE club can hold successful conversations around cultural competence, diversity, social justice, and more with their peers.

Cadet affinity councils play a significant role in educating the Corps of Cadets about other cultures.²² There are nine cultural organizations that represent different races, ethnicities, gender identities and sexual orientations, and other cultural affinities on campus. Additionally, there are six faith-based organizations that cadets may join.²³ These affinity councils frequently hold meetings, host community-building events where others can learn about different cultures and traditions (often through conversation, guest speakers, food, celebration, or movies), hold heritage month awareness events, and participate in community service. The Superintendent's Cadet Affinity Group Council holds monthly meetings with the Superintendent, and membership across all affinity councils surpasses 1,000 cadets (out of a total cadet corps of approximately 1,050), with many belonging to more than one council. Faculty and staff also serve as advisors to these councils.

The Cadets Against Sexual Assault (CASA) club provides a space for cadets to learn about sexual assault and sexual harassment (SASH) prevention techniques and discuss making the campus a safer place for all. This club conducts school-wide SASH training, solicits cadet commitment to end sexual assault, and promotes a safe campus environment. Approximately half of the Corps of Cadets belongs to CASA.

The Advisory Board on Women at the Coast Guard Academy was recently established to identify opportunities and challenges facing women cadets and will conduct an assessment of culture, leadership development, and access to healthcare of cadets at the Academy. This board is tasked with briefing these topics to the Superintendent and the Commandant of the Coast Guard.

Academic Groups

In the Academic Division, several entities promote cultural competence in the classroom. The Center for Inclusive Learning and Teaching (CILT) promotes inclusive pedagogies throughout the faculty network. It allows faculty to share best practices of implementing such pedagogies in their classrooms. Another notable group promoting cultural competence in academics is the American Society for Engineering Education (ASEE) Engineering Dean's Diversity Initiative. The ASEE Dean's Diversity Initiative team consists of four subcommittees (health of climate, cultural

22. "Diversity and Fellowship," Coast Guard Academy, accessed December 23, 2021, <https://www.uscga.edu/diversity-and-fellowship/>.

23. Diversity Peer Educators and Cadets Against Sexual Assault are not included in the count of nine cultural and six faith-based organizations.

competence, strategic partnerships, and access and equity) to create a healthy, culturally competent climate in the Engineering Department.

Cultural competence at CGA is promoted through leadership, policies, procedures, structures, practices, curriculum, many organizations on campus, and the campus community consisting of cadets, faculty, and staff. In Chapters 4 through 8, the Panel assesses the extent to which cultural competence is applied across these various touchpoints.



Each of you will be asked to lead people who come from different backgrounds. Your challenge, as a leader, is to treat every single person with equal dignity and respect, and find ways to unlock everyone's talent.

*President Joseph R. Biden
Coast Guard Academy 140th Commencement Exercises
May 19, 2021*

Chapter 4: Theme #1: Leadership Vision and Commitment to Cultural Competence

This chapter addresses Academy leaders' vital role in building and enhancing a culturally competent learning environment for faculty, staff, and cadets. The starting point of this cultural competence assessment focuses on a rigorous evaluation of how senior Academy leaders leverage their collective roles and responsibilities to advance cultural competence in a coherent, integrated, and effective manner. The importance of leadership vision and commitment is magnified on this campus due to the command-and-control environment present in every military academy. As such, compared to private and public universities and colleges, CGA leaders have substantial authority, leverage—and thus opportunity—to set a positive tone for building a healthy environment for cultural competence to take root, develop, and thrive. Therefore, leadership vision and commitment are the starting point for this report's analysis of cultural competence at the Academy.

For purposes of this report, the term CGA leaders include members of the Superintendent's Senior Leadership Team (SLT), which is a defined group that meets regularly to deliberate all aspects of the Academy's operations.²⁴ Responsible for leading the three critical disciplines of the Academy—academics, military training, and athletics—the SLT is the starting point for an evaluation of leadership vision and commitment to cultural competence.

Advancing cultural competence in an organization the size of the Academy, consisting of approximately 1,600 individuals (faculty, staff, and cadets), is a challenging task. As complicated as each of the eleven essential Coast Guard missions around the globe are,²⁵ the challenge of establishing, maintaining, and constantly enhancing a healthy, culturally competent learning environment at the Academy seems in many ways as demanding. Each CGA faculty, staff member, and cadet joins the Academy with a unique view of cultural competence based on personal experiences and backgrounds, moral philosophies, and many other factors influencing how to connect with others in this learning community. Academy leaders bear the responsibility to address the substantial challenges and devise a coherent and dynamic vision and strategy to advance cultural competence.

This critical work starts with devising and communicating a vision of what cultural competence should look like at the Academy. Leaders coalesce around the features and characteristics that can provide a culturally competent learning environment that embodies proficiency along the

24. Voting members of the Senior Leadership Team include: the Superintendent, the Assistant Superintendent, the Director of Athletics, the Commandant of Cadets, the Provost, the Director of Admissions, the Chief Diversity Officer, the Director of Mission Support, the Command Master Chief, the Director of Business Operations, the Planning Officer, and the Director of the Institute for Leadership. A Legal Officer is present at meetings but is a non-voting member. The following people may be invited to meetings as non-voting members: community representatives, the Faculty Senate president, the Equity Task Force Director, the Leadership and Diversity Advisory Council Chair, the External Affairs Officer, the Comptroller, and the Commanding Officer of USCGC EAGLE.

25. "USCG: A Multi-Mission Force," US Coast Guard, <https://www.gocoastguard.com/about-the-coast-guard/discover-our-roles-missions>.

continuum. Their messaging, structures, and policies can be implemented with rigor, definition, determination, and diligence that define how the Coast Guard goes about its many complicated and critical mission areas.

The Panel views the CGA leadership's mission to provide the entire organization with a vision of proficiency in cultural competence. Based on that vision, the leadership maintains the responsibility to build an infrastructure of policies, experiences, training, and dialog that helps motivate every individual to adhere to and practice the underlying cultural competence principles. In this way, leader actions, and not just words, are crucial to building a proficient, culturally competent academic environment. And as discussed in the next chapter, leaders also need to devise and foster a sound structure to fairly and promptly respond to infractions and other incidents that will inevitably occur, even with the clearest of vision and most profound commitment.

The journey toward building an ever-enhanced learning environment concerning cultural competence begins with a leadership vision and demonstrable commitment to this aim. The six recommendations in this chapter are the starting points for all other recommendations in this report. Building on this foundational set of actions, recommendations will construct this infrastructure in the following chapters.

The Panel identified four broad aims of Academy leaders seeking to establish a proficient level of cultural competence in connection with leadership vision and commitment. The four characteristics are:

1. Develop organizational philosophy and practices that integrate cultural competence into CGA culture.
2. Work collaboratively toward creating an Academy and Coast Guard Service that is more inclusive and representative of society as a whole.
3. Foster environments that provide cadets, faculty, and staff with diverse, equitable, and inclusive spaces to learn, compete, train, lead and work.
4. Create a campus atmosphere that celebrates and values CGA's history and achievements in a culturally competent manner to ensure all faculty, staff, cadets, alumni, and visitors feel a sense of belonging.

These goals guided the Study Team's inquiry into this critical segment of the overall evaluation of cultural competence at the Academy. Guiding an Academy community toward a common course of proficiency in cultural competence requires that this topic be deemed mission-essential, thus garnering the level of focus and professional attention toward policies, procedures, and structures integrated and coordinated across faculty, staff, and cadets.

The Study Team found several areas of solid performance already observed at the Academy. These areas include:

- CGA and USCG leadership regularly express, in words and documents, a firm commitment to the importance of cultural competence.
- The Coast Guard’s Diversity and Inclusion Action Plan 2019-2023 provides meaningful guidance for the Academy and the broader Service.²⁶
- The Academy has been working to devise an internal diversity and inclusion action plan for a few years.
- CGA and other military service academies frequently confer to exchange ideas and share challenges on cultural competence issues.
- More recently, the Academy Board of Trustees has added more civilian trustees who bring perspectives that add value to enrich the already valuable perspectives that the trustees who are retired and active-duty Coast Guard officers bring.
- The Alumni Association has embraced opportunities to have active dialog around cultural competence and DEI, increasing focus in 2020 and beyond.

The Study Team identified several opportunities for Academy leaders to further enhance and optimize existing efforts to create, sustain, and constantly improve cultural competence for all. It is evident that Academy leaders consider the topics of cultural competence, diversity, equity, and inclusion to be important. However, even though there are a number of initiatives connected with cultural competence within the Academy’s environment, the collection of efforts at times can appear as reactive, somewhat disorganized, and occasionally can be set aside when other “urgent” issues arise to divert leaders’ focus. In these respects, cultural competence is perceived by some faculty, staff, and cadets as an adjacent issue instead of a central one.

The six recommendations contained in this chapter provide CGA leaders with actionable steps to add further operational rigor and discipline that can lead to better outcomes. In some respects, several of the recommendations in this chapter are consistent with aims already identified and action plans that are still in preparation. To that end, this report can serve as further impetus to move those projects forward with appropriate speed.

Leadership Approach to Augment Cultural Competence

Steering a complex institution of higher learning toward greater cultural competence is a task with unique opportunities and challenges for CGA leaders. Unlike most activities and responsibilities at the Academy such as academics, athletics, or military training, building a thriving and culturally competent environment involves substantial intellectual and physical effort but also requires effectively engaging approximately 1,600 individual stories, a myriad of distinct cultural backgrounds, and a varied sense of ethics and morality.

26. U.S. Coast Guard, United States Coast Guard 2019-2023 Diversity & Inclusion Action Plan, May 2020, <https://www.dcms.uscg.mil/Portals/10/CG-1/diversity/DIAP/Diversity-and-Inclusion-Action-Plan.pdf?ver=2020-06-25-153724-670>.

The aim to create an environment where all members of the learning community aspire to establish a healthy and culturally proficient view of one another demands a creative and expanded vision and approach to leadership. Even in a military environment like the Academy, where discipline and authority are respected, advancing cultural competence cannot be accomplished simply by relying on a simple command-and-control leadership paradigm.

This chapter's segment on leadership vision and commitment provides insights for Academy leaders on how best to approach the paramount task of leading efforts to enhance cultural competence. There are several different approaches that leaders of organizations might adopt that have been discussed in best practice literature in the sphere of cultural competence. These include anti-racist leadership as well as others that focus on organizational change, cultural humility, and culturally responsive leadership.

Best practice research provides two complementary approaches worthy of consideration and adaptation to existing leadership approaches by Academy leaders. They are described in the following paragraphs and are offered for consideration as an effective style to help drive a sustained successful effort to enhance cultural competence. The following quote, attributed to leadership expert John Maxwell, provides a fitting nautical-friendly introduction to this segment on the CGA leadership approach to advancing cultural competence: "The pessimist complains about the wind. The optimist expects it to change. The leader sets the sails."

Weaver Leader. The first approach proffered to Academy leaders is termed the "weaver leader." Dr. Sharon Fries-Britt and Dr. Adrianna Kezar introduced this concept in a 2020 monograph published by the American Council on Education.²⁷ Focusing on a racial crisis faced by the leadership of the University of Missouri in 2015, the authors argue for university leaders to adopt a weaver-leader framework. The CGA can take lessons away from this paper. The following provides a further explanation, referencing the need for an active rebuilding process following racial violence on the University of Missouri campus:

"Campus leaders play an important role as weavers encouraging the participation of many individuals in the rebuilding process. Weavers' work is one of identifying different fragments, connecting them, and helping to network and connect ideas, beliefs, activities, and feelings. Weavers are important to sense making, building relationships, and creating coherent communications to create the tapestry as a whole. Weaving is not easy, as it means being able to stand apart from the many activities and perspectives to connect them with a vision for the whole tapestry."²⁸

The weaver leader concept is broken down into four important roles briefly described below:²⁹

27. Sharon Fries-Britt, Adrianna Kezar, Marissiko M. Wheaton, Donte McGuire, Elizabeth Kurban, and Jude Paul Matias Dizon, *Leading After a Racial Crisis: Weaving a Campus Tapestry of Diversity and Inclusion*, American Council on Education, (June 15, 2020), <https://www.acenet.edu/Documents/Leading-After-a-Racial-Crisis.pdf>.

28. "Leading After a Racial Crisis," p. viii.

29. "Leading After a Racial Crisis," p. viii and ix.

1. **Overcommunicating:** “Weaver-leaders take up the mantle to communicate the progress being made, address the approach taken, and draw on more personalized forms of communication.”
2. **Setting expectations:** “One of the most important ways to address the fragmented worldviews and emerging tensions is to set expectations. Setting expectations is a valuable practice for leaders to implement large-scale change during the aftermath of a racial crisis.”
3. **Relationship building:** “Relationship building is a significant aspect of the recovery process, and several years after the crisis, relationship building requires multiple levels of engagement between leaders, key stakeholder groups, and members of the community.”
4. **Shared expectations:** “The weaver-leader must also move toward shared expectations. The weaver metaphor remains apt in understanding how this is achieved. When individuals see a tapestry, they see a complete picture, a coherent work of art.”

With respect to observations by the Study Team of Academy leader approaches to advancing cultural competence, there is ample evidence to support a view that many members of the SLT see the value of principles described in the weaver leader approach to advance cultural competence at the Academy. For example, the Superintendent and other senior leaders seek inputs on cultural competence from various constituents, including cadets. Leaders appear willing to provide a platform for a disparate set of viewpoints concerning religion, sexual orientation, gender, race, and ethnicity stemming from the diverse life experiences CGA community members bring to the campus. Leadership attempts to build relationships with community members, exemplified by the monthly Cadet Affinity Council Group meetings between councils’ cadet leadership and the Superintendent. The diverse senior leadership team also collectively acknowledges the importance of cultural competence, demonstrating a move toward shared expectations. There are also viewpoints shared to suggest that Academy leaders have opportunities to further drive a more inclusive, collaborative, and focused approach to address cultural competence issues on campus. The Academy must continue to weave cultural competence in its tapestry of shared community expectations.

Shared Equity Leadership. The second leadership approach proposed to CGA leaders is addressed by Dr. Adrianna Kezar in a monograph published in 2021 by the American Council on Education entitled “Shared Equity Leadership: Making Equity Everyone’s Work.”³⁰ Dr. Kezar argues that a successful leadership approach to advancing equity on college campuses should combine concepts of equity leadership with shared leadership that is inherently collaborative. She calls this “shared equity leadership.” This research resulted from a multiple-case study of leaders at eight institutions seeking to try shared approaches to equity leadership.

30. Sharon Fries-Britt, Elizabeth Holcomb, Darsella Vigil, and Jude Paul Matias Dizon, “Shared Equity Leadership: Making Equity Everyone’s Work,” American Council on Education, Los Angeles: University of Southern California, Pullias Center for Higher Education, 2021, <https://www.acenet.edu/Documents/Shared-Equity-Leadership-Work.pdf>.

“The shared equity leadership approach has three main elements: (1) individuals who have undergone some sort of personal journey toward critical consciousness or built a critical consciousness, cementing their commitment to equity; (2) values that are shared among members of the leadership team or group; and (3) a set of practices that leaders continually enact which both enable them to share leadership and to create more just and equitable conditions on their campuses.

Foundational to the work of shared equity leadership is the notion of collaborating or working together to enact the campus’s equity goals. Leaders of all levels, from presidents to cabinet members to faculty members and staff, described the importance of leading collaboratively.”³¹

Thus, shared equity leadership is both collaborative and inherently inclusive. It does not rely on one individual to lead (even when there is a hierarchical authority structure in place that is both necessary and respected), but rather it advances equity, drawing on the collective skills of multiple individuals (starting with the members of the SLT). However, each individual leader must have experienced a personal journey to engage with cultural competence to advance these topics effectively with the collective. Instead of cultural competence being seen as an “add-on” to an individual’s life, and thus the Academy’s environment, cultural competence can become essential to all of what the Academy does as a place to learn and work. A shared equity leadership approach acknowledges that policies and procedures can disproportionately impact people of color. Those who embrace this leadership approach proactively combat racial and other inequities resulting from these policies and procedures. As such, cultural competence is seen as an integral part of the campus’s DNA. This approach shapes engagement among and between faculty, staff, and cadets to advance cultural competence goals. Having cultural competence be an essential part of the lens by which leaders view and imagine the CGA is impactful and is enhanced by shared equity leadership. One prominent example shared by senior leaders of the U.S. Air Force Academy is worthy of note: the Superintendent has integrated the topic of cultural competence into numerous aspects of the Air Force Academy. This includes incorporating cultural competence through its strategic plan and implementing four lines of effort: recruiting, retention, development, and sustainment of all members of the Academy. In addition, accountability for processes and outcomes related to the strategic plan involves the entirety of the Air Force Academy’s leadership.

These two leadership approaches are presented to bolster existing efforts to continuously develop leadership skills unique to advancing cultural competence, which can be integrated with the features and characteristics of how the USCG imparts leadership skills to its military and civilian leaders rather than to supplant them. While some aspects of these two leadership approaches are already in practice, consciously adopting these leadership approaches provides the Academy leadership to embed cultural competence as an integral part of the campus’s DNA and proactively change policies and procedures that stand against these values.

Recommendation 4.1: Adopt leadership approaches of a “weaver leader” and “shared equity leadership” to advance cultural competence.

31. “Shared Equity Leadership: Making Equity Everyone’s Work,” 6.

Diversity and Inclusion Action Plan

The CGA has not yet released its comprehensive plan to achieve cultural competence goals. As typically developed and issued by organizations, a diversity and inclusion plan sets out a broad vision and focus areas for efforts, along with a description and analysis of its previous initiatives. A high-quality plan must: set clear goals, lay out the action and steps to meet those objectives, assign responsibility for each activity to responsible offices and individuals, and detail how it will measure and track progress along the way. Under development for over two years, the Academy plan is still going through a final approval process. The Academy, as an organization within the larger Coast Guard, must coordinate both internally with key stakeholders, including its Board of Trustees, as well as with the Coast Guard headquarters.

The Academy provided a draft of the plan to the Study Team. The documents included a description of the broad goals, assumptions that guided the development of specific initiatives, and action items. The statement of leadership's vision, the justification for a plan, and a description of its major components were not included in materials shared with NAPA. The action areas are divided into four lines of effort: governance, building a sense of belonging, developing equity-minded leadership, and building an inclusive CGA workforce. Each of the more than 20 action areas, called "Tasks" under the draft plan, is assigned to a specific official. The draft plan includes linkages for each task to other foundational documents (e.g., Coast Guard Strategic Plan), along with desired outcomes, which are called "outputs" (e.g., new policies, packages of recommendations).

The draft plan deviates from the lines of inquiry and action that followed from the 2017-2018 Vital Signs Report.³² The Equity Task Force, a team of select faculty and staff designated to implement the Vital Signs report findings, created an interim report in 2019. In this report, they provided lines of action into "Study Institutional Quality to Ensure Equitable Impact," "Create an Academic and Social Environment that Supports Black/African American Cadets," and "Strengthen Data Collection Capacity."³³ The tone of the Academy's draft plan expresses less urgency and a less clear description of the problems and issues the Academy faces in cultural competence and diversity than the VSR and Equity Task Force.

The difference in tone, lines of effort, and approach was a response to concerns expressed on the original draft action plan that the task force's work was not adequately aligned with governing Coast Guard policy. The change in tone of the draft plan was a conscious decision to make the plan read more as an administrative document, which the leadership believes can be more closely connected with the larger Coast Guard Diversity and Inclusion Action Plan and more successfully implemented in a service academy setting.

32. Debbie Hanson and Estella Bensimon, The U.S. Coast Guard Academy 2017 Vital Signs Report, The Center for Urban Education, Rossier School of Education, University of Southern California, 2017, <https://cpb-us-e1.wpmucdn.com/sites.usc.edu/dist/6/735/files/2018/04/Vital-Signs-Report-FINAL-032818-V2.pdf>.

33. U.S. Coast Guard Academy, "An Equity Minded Journey," 2019, https://issuu.com/uscgalumni/docs/19_etf_brochure_april_042519/2?ff&e=3910201/69387581.

Several major higher education institutions have released comprehensive diversity and inclusion plans since the beginning of 2021. In March 2021, Brown University in neighboring Rhode Island released its second phase of a diversity initiative initially launched in 2016.³⁴ Later in the year, Johns Hopkins University sent out for public comment its new diversity and inclusion plan that similarly builds on a 2016 action plan.³⁵ The Brown and Hopkins plans reemphasize the key role of diversity and cultural competence in the respective university's mission and explain the rationale for the plan and key goals through extensive discussion and narrative. There is also a detailed analysis of diversity profiles, scorecards on implementing previous actions, and specific goals.

The benefit of a more comprehensive approach includes a great rhetorical force that emphasizes the commitment level of the institution's leadership and the critical role that diversity and inclusion play in mission success. These plans speak very directly to members of underrepresented groups who still might struggle to feel the more profound sense of belonging or face real and perceived barriers to success. The fuller and more forcefully toned strategic diversity plan also articulates to external audiences, whether alumni, the surrounding community, or public officials, the seriousness these universities take to addressing issues and meeting the key objectives that will bring about greater cultural competence.

The draft CGA plan reviewed by the Study Team has some strong similarities to the recently released diversity and inclusion plan of the U.S. Naval Academy, titled "Diversity and Inclusion Strategic Plan."³⁶ That is why it is highlighted here. The Naval Academy plan, published in March 2021, similarly divides its diversity, equity, and inclusion initiatives into several broad categories, including belonging, increasing admissions of under-represented groups, support for underrepresented cadets who are admitted, and expanding inclusion across all personnel categories. The published Naval Academy plan does not include specific offices assigned to each activity, and there are no specific outcomes sought. The Naval Academy plan pays special attention to underrepresented groups, while the draft CGA plan reviewed by the Study Team makes a single explicit reference to those groups.

There are several consequences, both real and in terms of how the Coast Guard Academy is perceived, for the delay in releasing an Academy diversity and inclusion action plan almost two years after releasing the Equity Task Force interim report. From the perspective of diversity management, the lack of a plan can mean that the Academy leadership has difficulty understanding the significance of its various cultural competence efforts. Each initiative stands on its own, making it challenging to ascertain what problem each activity might be addressing or what change it seeks to bring about. A diversity and inclusion plan would lend greater coherence,

34. Brown University, "Pathways to Diversity and Inclusion: An Action Plan for Brown University: Phase II," April 2021, https://diap.brown.edu/sites/g/files/dprerj1361/files/2021-03/Brown%20DIAP%20Phase%20II_April%202021.pdf.

35. Johns Hopkins University, "Second Roadmap on Diversity, Equity, and Inclusion: Realizing Our Promise: Draft," November 2021, <https://diversity.jhu.edu/assets/uploads/sites/11/2021/11/SecondJHURoadmap112021.pdf>.

36. U.S. Naval Academy, "Diversity and Inclusion Strategic Plan," March 2021, https://www.usna.edu/Diversity/files/documents/D_I_PLAN.

showing how each initiative, program, and step fit together. The years-long delay in completing, issuing, and implementing the plan is indicative of concerns this report raises over what seems to be a slow response by leaders to resolutely address challenging issues with respect to cultural competence. That said, the delay in the final development and release of the plan allows the Academy's leadership to draw lessons from other military service academies and higher educational institutions, as well as from this report.

Even though the Academy's plan is still in draft, the Academy is operating under important strategic USCG level guidance, allowing the institution to move forward with several initiatives described throughout this report. As a subordinate organization within the larger Coast Guard, the overall diversity and inclusion strategic plan for the Service applies, guiding leadership, staff, and faculty on areas of emphasis and focus (the USCG plan is discussed in Chapter 2). While not providing the kind of detailed action that would allow for specific and targeted policies, programs, and initiatives to deal with the unique challenges at the Academy, the Coast Guard diversity and inclusion action plan provides a crucial invitation for action. In addition, this plan helps set the long-term direction, vision, and mission.

Recommendation 4.2: By the start of the 2022-2023 Academic Year, release and begin implementing a diversity and inclusion action plan that will provide specific measures to extend strengths, resolve challenges, and bring about its goals relative to cultural competence and diversity. Steps include:

- Including a strong statement from the Superintendent on the mission and vision the Academy seeks;
- Providing a more complete narrative that includes justification and explanation for each measure, describing the recent history of the Academy's cultural competence efforts to resonate with cadets, faculty, and staff, as well as underrepresented groups, skeptics, and external audiences;
- Assigning clear offices of responsibility for action;
- Detailing the metrics and data that will be collected to measure progress;
- Initiating several structural, program, and policy changes drawn from the Academy's review of this report; and
- Detailing the specific outputs and outcomes to achieve with each action, as well as the metrics and data that will be collected to evaluate progress.

Chief Diversity Officer

A Chief Diversity Officer (CDO) is crucial in helping higher education organizations actively manage and achieve cultural competence and diversity goals. The Academy has a Chief Diversity Officer and three accompanying staff members who make up the Office of Inclusion and Diversity (OID). The CDO and team have several responsibilities related to policies and ongoing activities. The current occupant of the CDO position and the associated office are seen as important figures in the Academy's efforts to enhance cultural competence. However, the CDO position is not currently optimized to emerge as a strategic leader in terms of being a critical member of the Academy's leadership and administration or having the formal authority to drive a cultural

competence agenda. The CDO and the office also face resource constraints, which have limited its ability to contribute to the Academy's efforts to enhance cultural competence.

The CDO position at the Academy is an excepted service position classified as Administratively Determined (called AD-00), which is distinct from the General Schedule. The Administratively Determined classification provides the Academy with independent authority to determine the rate of pay for the position.³⁷ As an excepted service position, the Academy has the ability to set qualification requirements specific to the CDO function. At the Academy, this position is filled by a civilian. The CDO position reports to the Assistant Superintendent, although the CDO has direct access to and meets regularly with the Superintendent. The Academy CDO meets regularly with counterparts at other military service academies and participates in numerous conferences and meetings on DEI matters.

The central issue relative to the CDO is that the position is not optimized to be a leader in cultural competence issues across the campus. The CDO and the larger OID office neither appear to be a strong strategic advisor to the Superintendent nor have they been given the profile to lead changes to enhance cultural competence across critical functional areas. Opportunities exist to improve communications about the expectations for the position and communicate the CDO's role to the campus community.

The position description for the CDO has several major duties. Some primary focuses include educating campus community members on issues related to cultural competence, relationship building across the campus and with partner organizations, developing and implementing action plans so that all elements of the institution work to achieve diversity and inclusion goals, providing expertise in developing measures of progress toward outcomes, and ensuring the OID staff comply with relevant regulations (see Figure 6 for a list of major duties contained in the position description).³⁸ The Academy CDO has assisted in developing many policies, several of which are codified in Superintendent Instructions.

The CDO has been tasked in a limited fashion to operate within the specific scope of cultural competence. For example, after the nationwide protests associated with the tragic death of George Floyd, the Academy's Equity Task Force held several open sessions and discussions to review policies and Academy operations that negatively impacted the climate of inclusion. A member of the CDO staff, but not the actual CDO, served as one of the three chairs of the group. While ensuring a CDO deputy's participation in a high-level review signaled the importance of the office, the move undermined the leadership role of the position. The CDO chairs a recently established Academy diversity leadership body, which will be discussed later in this chapter. However, the leadership group has yet to meet regularly because of delays in releasing the diversity and inclusion plan.

37. "Fact Sheet: Pay Plans," Office of Personnel Management, accessed February 25, 2022, <https://www.opm.gov/policy-data-oversight/pay-leave/pay-administration/fact-sheets/pay-plans/>.

38. The CDO position description, provided to the Study Team by the Academy, is from May 2016.

Figure 6. Major Duties Contained in Academy CDO Position Description

- Teaching. Teach, mentor and advise cadets on matters of inclusion and diversity. Conduct classes, labs, and seminars including the selection of course objectives (if in charge), attaining of these objectives by the students, lecturing, leading discussions, drawing out student participation, and demonstrating competence in his/her field.
- Effective Counseling. (Not as academic advisor). Counsel and mentor cadets and faculty, utilizing tact and emotional stability.
- Service to the Academy. Participate in committees, boards, advisor to groups or clubs, advisor to class, academic advisor, and coaching.
- Example Setting. Set professional example; bearing, appearance, manner, display of attitude, character, and integrity. (This applies to the relation with cadets, faculty and staff, administration, and the general public.)
- Loyalty, Support, and Cooperation. Demonstrate Support of Coast Guard and Academy through word and deed. Cooperation with colleagues. Administrative duties carried out in timely fashion. (i.e. forms for remarks, attendance, grade submission, textbook orders.)
- Build solid professional relationships across the Academy community through engagements with cadets in the classroom, lecture halls, athletics fields, barracks, and other areas of the base. Serve as a change agent in creating a solid community of inclusion.
- Develop and implement comprehensive and integrated action plans in support of the Academy's Strategic Plan so that all elements of the institution work together to define and achieve inclusion and diversity goals. These strategies should be derived from personal experience, successful programs in higher education, training disciplines, cultural change, and innovative ideas generated by team members.
- Assist other faculty and staff in developing knowledge competencies, and strategies that support diversity in developing and delivering the various curricula.
- Support the development of strategic enrollment management strategies for the recruitment and retention of talented students who are of diverse ethnic backgrounds.
- Provide expertise and leadership in developing appropriate assessment strategies and techniques to stimulate and measure progress toward desired outcomes.
- Develop strategies for developing community and professional outreach and networking opportunities for faculty, staff, and students. The incumbent will build coalitions with other academic institutions, government agencies, businesses and organizations that enhance mission accomplishment.
- Supervisory duties. Assign work; monitor employee performance & provide feedback; establish performance plans; conduct progress reviews and complete final ratings; approve leave and certify timecards; perform full range of recruitment-related duties including recruit packages, reviewing draft vacancy announcements, reviewing referred resumes, conducting interviews and reference checks, making selections for vacant positions within framework of governing regulations. Subscribe to, and ensure employees do the same, the Secretary's and Commandant's policies on Equal Employment Opportunity, Anti-Discrimination and Anti-Harassment, and Inclusion and Diversity

Furthermore, the location of the CDO's office in the main cadet building (Chase Hall) rather than the building where the Superintendent and other leaders have their offices (Hamilton Hall) reinforces both the real and perceived focus of the CDO that has more of a focus on daily activities rather than having broad leadership and oversight authorities. The current location of the CDO office in Chase Hall reflects a change requested by the CDO during 2020. Given the CDO's formal position description to serve as a strategic advisor to the SLT, the office should be located in Hamilton Hall. While the CDO's staff may need to have their offices elsewhere, this relocation for the CDO is beneficial to the SLT and is another signal that cultural competence has a prominent status among Academy leaders. As the CDO is required to report directly and advise senior leadership, as well as to operationalize the responsibilities of the position, relocating the office signals the importance of the position and can enhance the position's visibility.

The limitations and day-to-day tailored nature of the Academy CDO's activities contrast with the ideal standards for the position and best practices of other military service academies and those of a culturally competent proficient institution. A CDO should play the central administrative role in guiding, facilitating, and evaluating diversity and cultural competence across institutions, according to the National Association of Diversity Officers in Higher Education (NADOHE). This membership organization, comprised of CDOs from colleges and universities across the country, sets forth several competence standards for what responsibilities and authorities these critical positions should be granted in a March 2020 document. "CDOs are the principal administrators to advance mission-driven efforts through highly specialized knowledge and expertise" is one of the central planks of Standards of Professional Practice for Chief Diversity Officers in Higher Education 2.0.³⁹ NADOHE sets sixteen standards of professional practice for a CDO in higher education (see Figure 7 on the next page). A plurality of the standards envisions the CDO serving as a key partner and advisor to the top administration (leadership in the CGA setting) on key cultural competence matters, including ensuring DEI is incorporated in the broad mission, vision, and strategy of the organization; setting forth the structure and allocation of resources for DEI; developing the strategy and approach for responding to hate incidents; complying with legal requirements; and ensuring accountability. The CDO also should serve as a partner and advisor with the academic community on curriculum, teaching, and learning, as advocating "research, creativity, and scholarship in all fields as fundamental to the mission-driven work of the institution."⁴⁰

In comparing the Academy's CDO position description to the NADOHE standards of professional practice, it is evident that the Academy's CDO position description can be bolstered to include the full scope of responsibilities outlined by the NADOHE standards. The Panel's analysis identifies that the Academy CDO position should also include functions corresponding to the NADOHE standards, which involve:

39. Roger L. Worthington, Christine A. Stanley, and Daryl G. Smith "Standards of Professional Practice for Chief Diversity Officers in Higher Education 2.0," National Association of Diversity Officers in Higher Education, March 2020, https://nadohe.memberclicks.net/assets/2020SPPI/NADOHE%20SPP2.0_200131_FinalFormatted.pdf.

40. "Standards of Professional Practice for Chief Diversity Officers in Higher Education 2.0," 2-3.

- Evaluating organizational change;
- Revising or removing policies, procedures, or norms that create structural barriers to equity;
- Advocating for cultural competence as fundamental to all areas of mission achievement;
- Balancing the centralization and decentralization of cultural competence efforts;
- Addressing hate-bias incidents through prevention, education, and intervention efforts;
- Ensuring leadership's actions meet legal and regulatory compliance requirements;
- Conducting periodic campus climate assessments to identify trends and progress;
- Helping leadership understand and respond to activism; and
- Committing to accountability for advancing cultural competence throughout the institution.

Introducing these critical functions to the position description would outline the expectation that a CDO must play an integral role in achieving cultural competence progress and situate this position to have a greater impact on the Academy's cultural competence initiatives.

Furthermore, in January 2022, the Office of Personnel Management (OPM) issued official guidance to all federal agencies on how to enhance the position of CDO to have a greater impact on initiatives to develop cultural competence.⁴¹ The memo makes clear the imperative to place diversity, equity, and inclusion as essential goals that call for requisite authority and seniority of CDOs and adequate, sustained resources for their offices in all agencies.

The following two examples of CDOs at higher education institutions illustrate models of the CDO role that can inform the Academy's approach to the position. The CDO of the U.S. Air Force Academy (USAFA) sits at a GS-15 level with a position description drawn from the NADOHE standards. The individual currently holding that position was tapped in 2020 to co-lead with the U.S. Air Force Academy Director of Staff an intensive review of racial equity on the Colorado Springs campus after the killing of George Floyd. That role allowed the CDO to become immersed in policy, process, and perception issues at the center of cultural competence matters, while boosting the position's prominence and authority, formally and more informally. The office of USAFA's CDO is colocated with the Academy's leadership. The CDO position at Brown University is situated at the vice president level. That individual in the position is designated primarily to serve as a strategic leader and ensure the implementation of its ambitious diversity and inclusion action plan. The Brown University CDO is also involved directly in faculty and staff hiring, having the ability to halt and review the recruitment and hiring process for positions when a sufficiently diverse pool of candidates does not emerge.

41. Office of Personnel Management, "Agency Opportunities to Establish Chief Diversity Officer or Diversity and Inclusion Officer Pursuant to Executive Order 14035, Diversity, Equity, Inclusion, and Accessibility in the Federal Workforce," January 5, 2022, <https://www.chcoc.gov/content/agency-opportunities-establish-chief-diversity-officer-or-diversity-and-inclusion-officer>.

Figure 7. NADOHE Standards of Professional Practice for CDOs in Higher Education

Chief Diversity Officers...

- 1** Have ethical, legal, and practical obligations to frame their work from comprehensive definitions of equity, diversity, and inclusion—definitions that are inclusive with respect to a wide range of identities, differentiated in terms of how they address unique identity issues and complex in terms of intersectionality and context.
- 2** Work to ensure that elements of equity, diversity, and inclusion are embedded as imperatives in the institutional mission, vision, and strategic plan.
- 3** Are committed to planning, catalyzing, facilitating, and evaluating processes of institutional and organizational change.
- 4** Work with senior campus administrators and, when appropriate, governing bodies (e.g., trustees or regents) to revise or remove the embedded institutional policies, procedures, and norms that create different structural barriers to the access and success of students, faculty, and staff who belong to marginalized and oppressed groups.
- 5** Work with faculty, staff, students, and appropriate institutional governance structures to promote inclusive excellence in teaching and learning across the curriculum and within cocurricular programming.
- 6** Work within a community of scholars to advocate for inclusive excellence in research, creativity, and scholarship in all fields as fundamental to the mission-driven work of the institution.
- 7** Are committed to drawing from existing scholarship and using evidence-based practices to provide intellectual leadership in advancing equity, diversity, and inclusion.
- 8** Work collaboratively with senior campus administrators to plan and develop the infrastructure for equity, diversity, and inclusion to meet the needs of the campus community.
- 9** Strive to optimize the balance between centralization and decentralization of efforts to achieve equity, diversity, and inclusion throughout the institution.
- 10** Work with senior administrators and members of the campus community to assess, plan, and build institutional capacity for equity, diversity, and inclusion.
- 11** Work to ensure that institutions conduct periodic campus climate assessments to illuminate strengths, challenges, and gaps in the development and advancement of an equitable, inclusive climate for diversity.
- 12** Work with senior administrators and campus professionals to develop, facilitate, respond to, and assess campus protocols that address hate-bias incidents, including efforts related to prevention, education, and intervention.
- 13** Work with senior administrators and campus professionals to facilitate and assess efforts to mentor, educate, and respond to campus activism, protests, and demonstrations about issues of equity, diversity, and inclusion.
- 14** Are committed to accountability for advancing equity, diversity, and inclusion throughout the institution.
- 15** Work closely with senior administrators to ensure full implementation of and compliance with the legal and regulatory requirements for the institution.
- 16** Engage in their work in ways that reflect the highest levels of ethical practice, pursuing self-regulation as higher education professionals.

One additional challenge that has hindered the office of the Academy's CDO has been position vacancies and turnover. The office's deputy recently departed for another position, while another job that coordinates activities across campus has been filled on a temporary basis. The resulting OID staffing shortfalls have significantly increased the demands on the CDO's time while hindering the CDO's ability to balance more strategic policy leadership and day-to-day operations.

Recommendation 4.3 Broaden the responsibilities to make the Academy CDO position more of a trusted strategic advisor of the Superintendent. Steps include:

- Revising the CDO position description to align with the functions described by NADOHE's sixteen standards of professional practice for CDOs;
- Moving the office location of the CDO to Hamilton Hall, where the Superintendent and other Academy leaders have offices; and
- Reviewing staffing levels and expeditiously filling positions in the CDO's office.

Leadership Council

The CDO cannot achieve a higher education institution's cultural competence and diversity goals alone. Every leader, administrator, and responsible official, along with every member, maintains a responsibility to remove barriers to the advancement of cultural competence, create a more inclusive climate, and help implement policies and structural changes an organization seeks to achieve. A coordinating body that meets regularly is critical for advancing continuous cultural competence and diversity improvement.

The Academy has several councils to convene individuals and groups necessary to advance cultural competence. In January 2021, the Coast Guard Academy established the Superintendent's Equity Advisory Council (SEAC), charged to help implement the Academy's action plan once it has been developed and released, institutionalize the review of relevant data, and align and coordinate the varied efforts across the Academy community. Chaired by the CDO, members include department and division heads and key representatives among faculty and staff with expertise in and responsibility for cultural competence matters. The SEAC has yet to convene regularly because the Academy's action plan remains in draft form.

In addition to the SEAC, the Academy has an active Leadership and Diversity Advisory Council (LDAC), which brings together faculty and staff interested in the topic on a volunteer basis. These committees exist across the Coast Guard, feeding up ideas from the "field" to headquarters and providing advice to the Academy Superintendent and other top leaders. The LDAC at the Academy is extremely active, with several participants mentioning that it is one of the most energized LDACs in which they have participated in their careers. The cadet leaders of the various affinity councils come together on a quarterly basis to meet with the Superintendent. The sessions are more centered around discussion, as opposed to addressing policy matters.

The U.S. Air Force Academy, in contrast, holds regular sessions with its main Diversity Council, equivalent to the Coast Guard Academy's nascent SEAC. The Air Force Academy group develops and refines initiatives and tracks data on key initiatives and areas of concern. This Air Force council feeds directly into a top leadership council chaired by the Superintendent. Brown

University has established a Diversity and Inclusion Oversight Board. Comprised of faculty, staff, students, and administration, the group convenes twice a month to review progress on implementation of its diversity and inclusion action plan. The group can look at data and invite responsible administrators, faculty, and other responsible officials to review programs and discuss issues and opportunities. For both the military service academies and civilian universities, the demand for progress and accountability from senior organizations and groups, such as the U.S. Air Force Headquarters in the case of the Air Force Academy, the Board of Trustees, and alumni have increased the demand for improvement and has energized the oversight councils.

Recommendation 4.4: Strengthen and energize the Academy’s leadership council structure that coordinates, guides, and oversees cultural competence efforts. Steps include:

- Establishing a top leadership diversity council over the SEAC that is chaired by the Superintendent and top leadership to include the Commandant of Cadets, Provost, Athletic Director, the CDO, the SEAC vice-chair, the LDAC Chair, and meets quarterly; and
- Allowing participation of affinity group members in both the SEAC and the newly created top leadership council.

Use of Data for Active Management

The collection of data, rigorous reviews of objective reports, and detailed surveys provide essential information that can form the basis for administrative action in the realm of cultural competence. According to Harvard researchers Siri Chilazi and Iris Bohnet, a well-designed data collection system and high-quality data are critical components to help organizations achieve greater diversity, more equitable operations, and an inclusive environment. Data on cultural competence are as important as data in any number of operational or mission support functions in a business or larger governmental organization. In their report, *How to Best Use Data to Meet Your DEI Goals*, they write,

“Achieving DEI objectives requires no more and no less than the use of the same planning, feedback, and accountability processes that are deployed to reach targets in sales, product development, and budgeting. Data drives targeted action and creates accountability in these domains, and so it should be in DEI as well.”⁴²

The use of data is the top guiding principle to the White House’s federal government strategic plan on diversity, released in November 2021. That plan calls for government agencies, including the Department of Homeland Security and its components, to examine demographic information

42. Siri Chilazi and Iris Bohnet, “How to Best Use Data to Meet Your DEI Goals,” Harvard Business Review, December 3, 2020, <https://hbr.org/2020/12/how-to-best-use-data-to-meet-your-dei-goals>. Chilazi and Bohnet offer four ways an organization can most effectively leverage data for diversity efforts. First, the data must be simple and clearly presented, offered in a standardized manner that allows comparisons among like divisions, offices, and subgroups. Second, the information must get in the hands of the offices most able to act on the information. Third, the data should be leveraged to support clear, actionable, and publicly stated goals. Finally, the data should be communicated in a way that seeks to alter negative perceptions against DEI efforts.

and information collected through interviews, surveys, and data-calls on such key processes as hiring and pay. The White House document states, “The goal of this approach is to evaluate data, learning, and evidence gathered at all phases of the employment cycle from sourcing, outreach, recruitment, hiring, development, advancement, work-life programming, benefits, and retention.”⁴³ This plan envisions those agencies will be able to gather and analyze data relevant to key initiatives or areas of concern, integrating those insights into policies and initiatives.

The Academy has taken important initial steps to make the collection, analysis, and data management are central to its management approach to achieving its cultural competence. The Academy could take additional steps.

The Academy commissioned the Vital Signs Report (VSR), completed in 2017 and formally released the following spring. As part of the effort, researchers from the Center for Urban Education intensively reviewed data on measures of cadet success, including admissions, continuation rates, discipline, and recognition and awards among such demographics as race, ethnicity, and gender. Any disparities among the groups are highlighted in the more than 50 charts that form the centerpiece of the report, labeled Equity Scorecards. Together, these individual reviews in key questions represent the “Vital Signs” for cultural competence at the CGA. The central purpose of the effort was to identify the inequities that might result from the Academy’s own policies, procedures, programs, and practices. The report reviewed such critical areas as admissions, military training and development, academics, and athletics. Among its key findings was that, academically, Black cadets passed the first-year core courses like chemistry, calculus, fundamentals of navigation, and macroeconomics at below-average rates. Asian-American and Latino cadets experienced similar below-average pass rates in chemistry and calculus. In the realm of military training and development, African American cadets were more likely to face discipline, while African American, Latino, and Asian American groups were less likely to receive recognition.

The VSR makes clear that the Academy presents the existence and intensity of a disparity but not the source or cause of the difference among groups. The Coast Guard Academy was charged in the report to undertake root-cause analyses to determine the reasons that some groups might do better or worse on a certain measure.

The Office of Institutional Research recreated the Equity Scorecards of the VSR, and these Equity Assessment Reports are available upon demand from leadership. The leadership and other responsible officials now have access to a “dashboard” to find disparities, issues, and opportunities. The Academy reported the COVID-19 pandemic response and the inevitable focus on maintaining safety and basic operations made it difficult to undertake the deeper root-cause analyses, review options to resolve issues, or extend areas of strength and exploit this data to the full extent.

43. The White House, “Government-Wide Strategic Plan to Advance Diversity, Equity, Inclusion, and Accessibility in the Federal Workforce,” November 2021, <https://www.whitehouse.gov/wp-content/uploads/2021/11/Strategic-Plan-to-Advance-Diversity-Equity-Inclusion-and-Accessibility-in-the-Federal-Workforce-11.23.21.pdf>.

The Academy also promulgated a new policy on data in Spring 2021. Superintendent's Instruction 5230 (SUPTINST 5230) sets forth guidelines on data governance, including best practices, data stewardship and ownership, and decision support. The document provides an important administrative underpinning for the data activities of the Academy, as well as a critical statement of importance and priority from the leadership.

Each year, the Academy conducts a Defense Organizational Climate Survey (DOCS) that includes questions for all communities across the campus related to cultural competence, whether sexual assault prevention, equal opportunity, or discriminatory remarks. The process is run annually through the LDAC with the Office of Inclusion and Diversity to develop the survey instrument in conjunction with the Office of People Analytics (OPA), which has developed the baseline survey. The LDAC reviews the survey results and briefs the leadership at the various survey phases. The LDAC develops specific recommended action items to improve the climate across topic areas.

The DOCS survey is, thus, a process entirely different than the other data reviews, whether the EAR or the review of outside groups, even though each of these different reviews is gathering data on similar topics. The fragmented nature of the data processes means that the Academy might have difficulty integrating the information to obtain a complete picture.

Finally, the Academy participates in several surveys of important aspects of cultural competence commissioned through higher Coast Guard Headquarters, the GAO, or Congress. For example, the Coast Guard conducts a survey of the prevalence and incidence of sexual assault and harassment called the "Coast Guard Service Academy Gender Survey" (SAGR), which will be discussed in detail in Chapter 5. The bi-annual report, interrupted in 2020 due to the COVID-19 pandemic, provides trends, issues, and root-cause analyses. The senior leadership of the Academy reviews each of these reports through regular reporting channels, so, with the SAGR, the Superintendent will review the results with responsible staff like the Sexual Assault Response Coordinator (SARC) and key senior leaders as part of day-to-day responsibilities.

Recommendation 4.5: Harmonize and rationalize data collection to make it a central means to actively manage cultural competence. Steps include:

- Ensuring a consistent process for development, administration, analysis, and communications of important reviews;
- Clarifying the Superintendent's policy instruction on the top data efforts, focusing on DOCS, the Office of Personnel Management's Federal Employee Viewpoint Survey (FEVS), OAS, SAGR, and EAR;
- Establishing a calendar to prepare, administer, analyze, communicate, and act upon survey results; and
- Making this review of data one of the top responsibilities of all officials involved in cultural competence, as well as the various councils.

Reopening the Henriques Room

Organizations with a long history, such as the USCG, often have symbols to help depict their culture. These can come in various objects, figures, sounds, and symbols. This section of the chapter focuses on symbols represented by two murals connected with USCG history found in the Academy's former library. The Henriques Room, located in Hamilton Hall (constructed in 1932), served as the Academy's original library until a larger one was built and dedicated in 1974. The Henriques Room was subsequently used for special gatherings and award ceremonies.

While the room's walls and ceiling have several murals depicting scenes from the USCG's history, two murals are particularly troubling from the standpoint of cultural competence (see Appendix H). The first depicts two partially clad Black men and one partially clad White man working to construct the cutter *Massachusetts* in 1791.⁴⁴ The second mural depicts an attack on Seminole Indians. Separate from the title attached to each mural, the room is currently void of explanations providing historical context.

As the room currently appears, the murals are a painful reminder of the American legacy that includes injustice and racism, but American society has seen a positive metamorphosis that can be celebrated and also needs to be continuously addressed for sensitive issues that are part of the past. In that same positive vein, Chapter 3 of the USCG Diversity and Inclusion Action Plan sets an unambiguous strategic direction that does not tolerate racism in its ranks.

The historical accuracy and interpretation of these murals are of secondary importance. Cultural competence with respect to these murals would demonstrate a deep understanding of the personal impact this imagery could have on members of the CGA community, signaling their right to belong and upholding (or not) all members' allegiance to the aim for all Americans to be treated with respect and dignity. People who belong and who do not belong to the groups depicted may be offended by these two murals. The depiction of these events does not align with the Coast Guard principles of building an Academy community and fleet aimed to be inclusive. Coming to a resolution about the murals can help the Academy know about the Coast Guard's past, both its successes and mistakes, and mold a better future.

In consultation with USCG headquarters, the CGA decided to close Henriques Hall in 2019 to deliberate what should be done to address the murals. Over the past three years, the room's doors remain closed, awaiting a decision on how best to proceed. That said, while hidden from open view, issues symbolized by the murals remain part of the Academy's collective consciousness. There have purportedly been many suggestions proffered on addressing this complex situation. The Academy Board of Trustees even asked the U.S. Coast Guard Academy Alumni Association to

44. While the Henriques Room does not provide any historical context to the murals in the room, the Coast Guard indicated to the Study Team that slavery in Massachusetts was abolished in 1783 following a Supreme Judicial Court of Massachusetts ruling. However, slavery persisted in the state through the end of the eighteenth century and was followed by various forms of indentured servitude into the twentieth century. Absent this context, visitors to the room would not understand the history of this mural. "The Legal End of Slavery in Massachusetts," Massachusetts Historical Society, accessed February 25, 2022, https://www.masshist.org/features/endofslavery/end_MA.

prepare ideas.⁴⁵ The COVID-19 pandemic impeded this work, and the Alumni Association's report was not submitted.

The Study Team visited the Henriques Room and received a senior-level briefing on some of the important unresolved issues. Numerous ideas on how to proceed were described, including painting over the two murals and replacing the space with depictions of other historical events, or leaving the murals untouched and offering explanations to address how the USCG interprets these events at the present time. Addressing the murals offers the opportunity for the Academy to admit past mistakes and can serve as a reminder to work towards a better future.

On the one hand, the fact that the USCG closed the Henriques Room because of these two murals is evidence of leadership's recognition and regret that there are unfortunate and painful aspects of both the nation's and the Coast Guard's long history. These complex issues require careful consideration and communication with CGA alumni and the wider USCG community, both active duty and retired. Addressing options on how to address reopening the Henriques Room provides an opportunity for an inclusive dialog to include a broad community.

The length of time (about three years) that USCG and CGA leaders have taken to consider what to do without a resolution is problematic when clarity around topics connected to cultural competence, even if symbolic in nature, is needed. As noted earlier in this chapter, when addressing the absence of an Academy diversity and inclusion action plan, USCG and the Academy have displayed a sluggish response to resolutely address such key issues. Observing the delays, one might conclude that other Academy issues take higher priority to be resolved. Or one might conclude that leaders are uncertain whether to forge a new pathway and boldly build a robust culture of cultural competence.

The Panel does not see the scope of work for this report to be a platform to submit specific ideas on how the cultural competence challenges identified in the Henriques Room might be addressed. Providing a comprehensive external review of options and creating an evaluative framework would require more time for additional research. The Panel believes that decisions on processes for addressing important issues embedded in USCG history are best owned and led by the CGA community. The Panel deems it important to respectfully call for expeditious action to resolve the outstanding questions and to reopen this room. The existence of these murals and the indecision thus far for three years on what to do about them are seen by the Panel as a symbol of the challenge that cultural competence poses to the CGA (and broader USCG). The longer it takes for the USCG to determine a way forward with this room, the greater reason observers have to question the Service's commitment to cultural competence at the Academy and willingness to be transparent

45. Aram deKoven, Jillian McLeod, Mike Corl, Sharon Zelmanowitz, Richelle Johnson, Ellyn Metcalf, Megan Sesma, Katy Robbins, Gerard Viola, and Gim Kang, "Taking Action at CGA to Combat Racism: A Message from the Office of Inclusion and Diversity, the Equity Task Force, Leadership Diversity Advisory Council and the ASEE Dean's Diversity Initiative," USCGA Alumni Association, June 11, 2020, <https://www.cgaalumni.org/s/1043/uscga/index.aspx?sid=1043&gid=1&pgid=5224&cid=13214&ecid=13214&crd=0&calpgid=5810&calcid=15048>.

and accountable for what has happened in the past. It is a sign of organizational integrity to own up to past mistakes and use them as an impetus to learn and grow.

With the release of this report and the Academy's determination to implement its recommendations, the Academy and USCG leaders have an opportunity to make a strong statement that communicates a commitment to move forward strategically toward enhancing DEI on campus. Doing so will not only impact the Academy, past, present, and future, but will impact the fleet. It will also impact American and foreign citizens ably served by the USCG. The seventeen other more operational recommendations of this report, combined with this one, will serve to highlight a bold, brave, and honorable determination to maintain a trajectory that is inclusive to all people going forward.

Recommendation 4.6: Announce during the next few months a decision on how to address the two murals in question so that the room can be prepared to be reopened.

Chapter 5: Incident Response

Even the best efforts by Academy leaders, staff, faculty, and cadets, to continuously improve and build a proficient, culturally competent learning community at the Academy cannot, unfortunately, prevent incidents that violate cultural competence norms from occurring. Thus, it is critical to address the incidents (for perpetrators, victims, families, and the larger community), understand and respond to the suffering caused, learn from what has happened, and iterate to address any errors in process. When an organization embodies a healthy state of cultural competence, there are strong and clear policies, procedures, and structures set in place to respond to a wide array of incidents efficiently and effectively. The Study Team focused on incident response as a key characteristic of CGA cultural competence. This chapter provides insights into the Academy's approach in addressing incidents related to cultural competence, diversity, equity, and inclusion.

An organization must strive to do good for the betterment of its stakeholders. At times, regardless of an organization's willingness to do good by all its stakeholders, incidents still may occur when individuals or institutions intentionally or unintentionally harm others.⁴⁶ In cases such as these and when harm is committed, a clear and robust incident response procedure is necessary and crucial for organizational trust. A robust incident response procedure is accessible to all and clearly outlines the process's reporting, investigation, and adjudication phases.⁴⁷ At the Academy, there exist multiple incident response structures, some of which are Academy-specific, found in the Regulations of the Corps of Cadets. Others are guided by the existing structures of the greater Coast Guard. All of which are based on or outlined in the *U.S. Coast Guard Regulations*, the *Uniform Code of Military Justice*, *Civilian Personnel Actions: Disciplinary, Adverse, and Performance Based Actions*, or the *U.S. Coast Guard Civil Rights Manual*.

The Panel identified an over-arching aim that Academy leaders should focus upon to establish a proficient level of cultural competence in connection with incident response. The objective is: maintain an incident reporting system that eliminates barriers to reporting, provides culturally sensitive services to parties involved, promptly and thoroughly investigates the incident, and delivers equitable disciplinary and remediation procedures.

This goal guided the Study Team's inquiry into this critical segment of the overall evaluation of cultural competence at the Academy. The Study Team found several areas of strong performance already in place at the Academy. These areas include:

1. Training on Civil Rights/Equal Opportunity and Anti-Harassment and Hate Incident (AHHI) reporting structures is provided to cadets during Swab Summer (indoctrination program, akin to Boot Camp, for newly reported cadets) and to faculty and staff, and additional presentations are provided periodically.
2. All new faculty receive DEI incident training before the academic year begins.

46. For purposes of this report, the term harm is defined by the impact made by microaggressions, harassment, hazing, and sexual violence.

47. White House Task Force, *Checklist for Campus Sexual Misconduct Policies*, 2014, 1-7, <https://www.justice.gov/archives/ovw/page/file/910271/download>.

3. These reporting structures have clearly defined timeframes.
4. Victims are provided with a staff judge advocate and a special victims counsel, or their equivalents, to assist them through the investigation process.
5. Cadets, faculty, and staff report on leadership receptiveness and attentiveness to incidents.
6. Cadets, faculty, and staff know how to access the incident response procedure information.

This report identifies opportunities for Academy leaders to enhance efforts to create, sustain, and constantly improve the level of proficient cultural competence regarding incident response for all. Two recommendations outlined in this chapter provide actionable proposals to move forward.

This chapter has three segments. The first segment of this chapter outlines existing incident response procedures and policies at the Academy. The second segment speaks to how harassment incidents and earlier reports written on the Academy have influenced the recent change in Anti-Harassment and Hate Incident (AHHI) policies. The analysis suggests that some changes in AHHI policy may be warranted. A third segment evaluates concerns over sexual assault and sexual harassment incidents and enhances the role of the Sexual Assault Prevention Response and Recovery (SAPRR) Office.

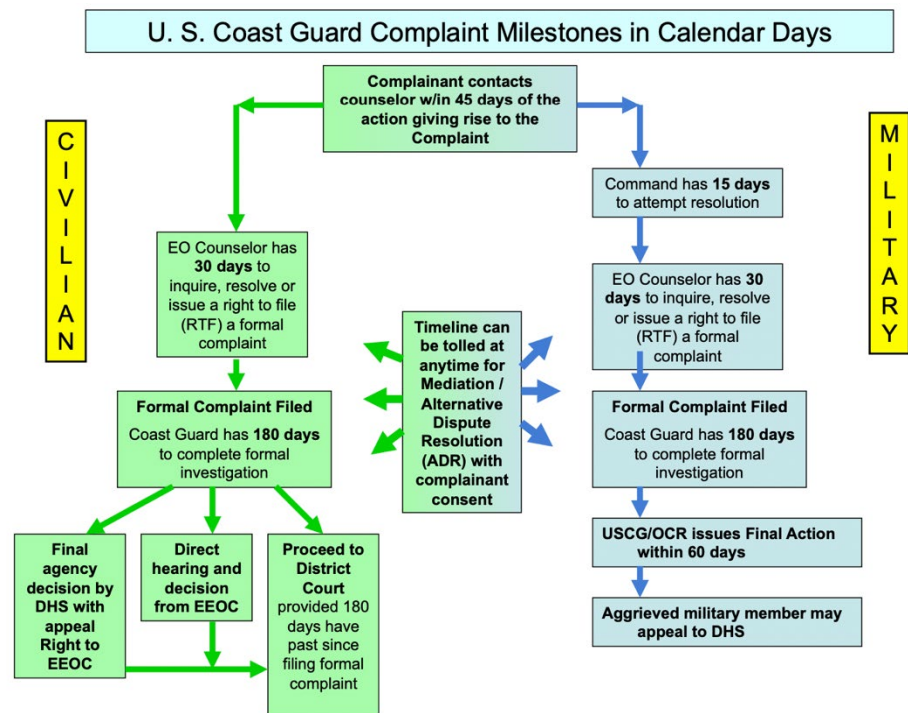
Incident Response Procedure

The incident response procedure, which includes reporting, investigation, and adjudication, at the Academy is outlined in multiple documents. Two processes delineate incident response at the Academy, Equal Employment Opportunity (EEO)/Equal Opportunity (EO) and AHHI. For cadets, along with the training they receive during Swab Summer and periodically afterward during their time at the Academy, the *Regulations of the Corps of Cadets* serve as the document most referenced as it pertains to incident response. For faculty and staff, the *Uniform Code of Military Justice* or the *U.S. Coast Guard Civil Rights Manual* have frequently referenced documents on incident response. The USCG incident response procedure adheres to a specific timeframe. For faculty and staff, both civilian and military, the EEO/EO complaint process is outlined in Figure 8 below:⁴⁸

48. U.S. Coast Guard, *U.S. Coast Guard Complaint Milestones in Calendar Days*, https://www.uscg.mil/Portals/o/Headquarters/civilrights/PDFs/Complaint_Timeline.pdf?ver=2017-05-31-083420-907.

Figure 8. U.S. Coast Guard Complaint Milestones in Calendar Days

The incident response procedures differ for cadets, as they must adhere to the Cadet Conduct and Discipline System. As referenced in the Regulations of the Corps of Cadets, “the Cadet Conduct and Discipline System is an administrative system designed to fulfill the needs of both the cadet and the Coast Guard Academy societies. As an administrative system, it is not tied to the more rigid rules of



procedure found in the Uniform Code of Military Justice (UCMJ) and Federal Criminal Laws.”⁴⁹ Unlike the incident response structure followed by the faculty and staff of the Academy, the cadets adhere to a revised discipline structure, mainly under the discretionary power of the Commandant of Cadets. That is not to say that the cadets do not follow the Uniform Code of Military Justice or applicable state and federal laws. Instead, the Cadet Conduct and Discipline System has been curated to fulfill the needs of the Corps of Cadets and the Coast Guard Academy:

1. Since the Academy Cadet Program exists to train and educate young men and women to become Coast Guard officers, one of the major objectives of the Cadet Conduct and Discipline System is to provide a system somewhat akin to the discipline system found in the Coast Guard so as to give Cadets an exposure, for training purposes, to what they will encounter after commissioning.
2. The Cadet Conduct and Discipline System is designed to train Cadets in the administration of a discipline system and, at the same time, instill in Cadets the standards of conduct expected of them as Cadets and future officers.
3. The Regulations for the Corps of Cadets prescribe rules of conduct and behavior for Cadets. The conduct system is established to define and enforce high standards of military conduct. Abuse of the system discourages respect for authority and defeats the “spirit” of these regulations.
4. Demerits document a Cadet’s abilities to abide by applicable regulations and comport himself/herself in the manner expected of a Cadet and future officer. As such, demerits

49. Department of Homeland Security United States Coast Guard, *Regulations for the United States Corps of Cadets*, 2017, 84.

are not considered to be punishment in themselves, but rather a documentation and counseling method.”⁵⁰

In interviews conducted with faculty, staff, and cadets, there was an awareness of the incident response procedure at the Academy. For cadets, their first exposure to the incident response procedure is through training held during Swab Summer and then periodically afterward throughout their time at the Academy. Depending on their class, cadets’ responses varied when these follow-up trainings on the incident response procedure were held—some answers included annually, bi-annually, or whenever a significant policy change occurred. As for the faculty and staff, depending on their status as either military or civilian, their exposure to training on the incident response procedure varies widely. Some faculty and staff referenced their first exposure to having occurred during their own time at the Academy as cadets. Others highlighted their onboarding process before working full-time at the Academy as their first exposure to the incident response procedure. While responses varied, all individuals interviewed at the Academy were aware of the incident response procedure and how they could access information on it.

With this general background to describe the structure of incident response at the Academy, this report finds two aspects of incident response worthy of further examination. The first relates to harassment and hate incidents, and the second focuses on sexual harassment and assault.

Anti-Harassment and Hate Incidents (AHHI) Policies

In recent years, reports and events shaped the current incident response procedures at the Academy. Along with incidents of hazing and harassment at the Academy, reports prepared by Congress, the Department of Homeland Security (DHS) Office of Inspector General (OIG), and the Office of People Analytics have affected individuals’ willingness to engage with the incident response procedure.⁵¹ These events and reports’ impact have highlighted gaps for improvement in the incident response procedure. The following sections showcase a few examples of incidents or reports written about the Academy that evaluated its incident response procedure and summarize Academy actions to address them. These incidents and reports were frequently mentioned during interviews and are considered notable instances related to the effectiveness of the incident response procedure.

Hazing

In September of 2020, the Academy’s men’s varsity cross country team was investigated as reports of hazing were brought to the attention of the Academy’s leadership. This investigation found that hazing had occurred. This finding resulted in the Academy’s decision to place the men’s varsity cross country team on probationary status for the fall 2021 season. The National Collegiate Athletic Association (NCAA) affirmed that the Academy took the necessary actions to address the issue. Despite this, the disciplinary and remediation resolution received Academy-wide attention, as a small number of interviewees expressed that the actions were not sufficient to address the seriousness of this issue. Hazing, to various extents, has been viewed in the past as a historic

50. *Regulations for the United States Corps of Cadets*, 84.

51. The Health and Resilience (H&R) Division within the Office of People Analytics has conducted congressionally mandated gender relations assessments at the U.S. Coast Guard Academy since 2008

problem at the Academy. The men's varsity cross country team incident brought this issue to the forefront for campus dialogue. As part of the resolution, the men's varsity cross country team was asked to hold Academy-wide training sessions on anti-hazing and harassment. Individuals interviewed shared that these training sessions, led by the men's varsity cross country team, positively impacted the Academy community. It highlighted the Academy's commitment to hold perpetrators accountable and stress a campus-wide priority to support cultural competence.

Race-Based Harassment

In June 2020, the Office of the Inspector General of the Department of Homeland Security published a report titled *The U.S. Coast Guard Academy Must Take Additional Steps to Better Address Allegations of Race-Based Harassment and Prevent Such Harassment on Campus*, with five recommendations on how the Academy must better address and attempt to prevent allegations of race-based harassment. The report found incidents in which the Academy was aware of race-based harassment. Still, the report concluded that the Academy did not thoroughly investigate the allegation, discipline cadets, include civil rights staff, follow the USCG process for addressing hate incidents, or properly track these incidents to identify trends and offer the Academy assistance proactively.⁵² The report recommended the Academy: “[Investigate] allegations; appropriately [document] disciplinary decisions; [include] civil rights staff; and [improve] training related to race-based or ethnicity-based harassment or hate incidents.”⁵³ In addition to providing these recommendations, the report highlighted the issue concerning unreported incidents. According to DHS OIG's investigation, cadets consistently mentioned their unwillingness to report incidents of race-based harassment because of the potential for hostile retaliation from their peers. Since the report's publication, the Academy has responded in writing to all recommendations outlined in it. In its written response to the report, Academy leaders committed to acting on the recommendations provided by the DHS OIG. That said, the scope of work for the report does not call for a comprehensive review to be done by this Panel's report to certify whether all remediation efforts were completed.

Righting the Ship

In December 2019, some members of the House of Representatives Committee on Oversight and Reform and the Committee on Homeland Security published a report titled, *Righting the Ship: the Coast Guard Must Improve its Processes for Addressing Harassment, Bullying, and Retaliations*, which highlighted the limitation of the AHHI policies in place during their 18-month investigation. The report found that: “Coast Guard military leadership failed to adhere to the requirements of the AHHI Policy; the policy did not prohibit—or even address—actions that could impede the prompt, thorough, and impartial investigation of allegations of harassment; and the policy also was silent on many aspects of the process for adjudicating and resolving allegations on the basis of investigatory findings—such as with whom the official who orders an AHHI

52. Department of Homeland Security Office of Inspector General, *The U.S. Coast Guard Academy Must Take Additional Steps to Better Address Allegations of Race-Based Harassment and Prevent Such Harassment on Campus* (OIG-20-36), June 3, 2020, 1, <https://www.oig.dhs.gov/sites/default/files/assets/2020-06/OIG-20-36-Jun20.pdf>.

53. *The U.S. Coast Guard Academy Must Take Additional Steps to Better Address Allegations of Race-Based Harassment and Prevent Such Harassment on Campus*, p. 1.

investigation should and should not consult before issuing a finding after receiving the results of an investigation.”⁵⁴ The report proposed seven recommendations to improve the AHHI policies and incident response procedure.

The *Righting the Ship* report led to a notable change in the Academy’s AHHI policies. Changes to the AHHI policies are outlined below:

- (1) Update AHHI policies to require convening orders (CO) include specific information.
- (2) Require for investigators to note new/additional allegations in report.
- (3) Prohibit use of Command Climate Surveys in response to an AHHI allegation.
- (4) Update AHHI policies to ensure investigators are not from the same unit where allegation arose and no professional/personal connections with parties associated with the investigation.
- (5) Provide new guidance for adjudicating complaints.
- (6) Update AHHI policies to require legal review/clearance of Investigative Report (IR).
- (7) Update AHHI policies so those individuals associated with allegations have no role in the investigation of the complaint.
- (8) Update AHHI policy guidance to ensure parties respect confidentiality of complaint.
- (9) Set reasonable timelines for completion of investigations.
- (10) Add an opportunity for complainants to raise concerns involving the process with Chain of Command.
- (11) Update AHHI policy to require reasons for disciplinary decisions be documented, including decisions not to take disciplinary action.⁵⁵

The Academy updated its AHHI policies in 2020 to address the limitations found during the *Righting the Ship* report. In practice, interviewees describe the change as beneficial, as it addressed earlier concerns of trust in leadership to address the incidents. Of the interviews that discussed the AHHI policy, several cadets, faculty, and staff critiqued the implementation of the new AHHI policy as being too constricting, as it can stifle a victim’s willingness to seek advice or counsel over an incident of potential microaggressions, hazing, or harassment out of fear of triggering a formal investigation. Furthermore, according to interviewees, the implementation of the new AHHI policy has created a culture of zero tolerance, where people are less willing to report

54. United States House of Representatives, Committee on Oversight and Reform Committee on Homeland Security Majority Staff Report, *Righting the Ship: The Coast Guard Must Improve Its Processes for Addressing Harassment, Bullying, and Retaliation*, December 11, 2019, 4, <https://homeland.house.gov/imo/media/doc/RTS%20Final%20Report.pdf>.

55. Department of Homeland Security United States Coast Guard, *U.S. Coast Guard Civil Rights Manual*, COMDTINST M5350.4E, October 21, 2020, 2, <https://www.uscg.mil/Portals/o/Headquarters/civilrights/PDFs/USCG-Civil-Rights-Manual-COMDTINST-M5350-4E.pdf?ver=t78ky-ihps4Qfv3il3HTng%3d%3d×tamp=1606241049129>.

incidents due to the long-term impact this may have on someone's personnel record, which could later affect their ability to receive a promotion.

The Coast Guard's AHHI policy underwent extensive review between the fall of 2019 and the fall of 2021. This review entailed a service-wide stress test involving numerous units and locations. The Academy's legal staff participated in the review and adjudicated final input from the test sites. The draft Instruction also underwent a separate Legal Sufficiency Review.

While acknowledging a coherent rationale behind the current approach, in practice, faculty and staff recognize that the approach does not provide for the nuance and flexibility in response that many desire in the reporting process. Presently, there is a lack of a confidential and informal process for arbitrating or mediating harassment incidents at the Academy, where individuals, including alleged victims or perpetrators, have the option to discuss harassment incidents in a safe environment without triggering a formal investigation. Although such a process should not be mandatory or act as a filter or barrier to the formal reporting procedure, the absence of such a process deters individuals from speaking about their experiences with microaggression, harassment, or hazing. A need for a designated neutral or impartial process to provide confidential and informal assistance to constituents of the Academy's community, which includes cadets, staff, and faculty, is recognized. A culturally proficient incident response procedure aims to eliminate barriers to reporting and provide culturally sensitive services to parties involved and creates options for alternative dispute resolution that may eliminate the barrier of hesitancy or fear when an individual desires to seek guidance without wanting to initiate a formal investigation. Bringing more awareness to the Coast Guard's alternative dispute resolution program is beneficial as it can give parties more control over the process and the results. Alternative dispute resolutions may also encourage individuals at the Academy to seek counsel or advice from confidential and trusted resources without the challenges that may arise by going through a formal adjudication process.

The Academy's incident response procedure differs from the incident response procedure at the U.S. Military Academy (USMA). While the USCG's AHHI policy requires all reported incidents to be addressed along the chain of command and be registered as a formal complaint, the USMA policy has the stated aim to resolve all complaints at the earliest stage, as outlined by AR690-600 section 1-4(e) of the Army Regulations. Here it states, "complaints should be resolved at the earliest possible stage; however, resolution can occur at any stage of processing. The use of an alternative dispute resolution (ADR) program, as described in chapter 2, is encouraged. Early resolution of complaints achieves better employee relations, cuts administrative costs, avoids protracted litigation, and is consistent with the Army's commitment to EEO."⁵⁶ Despite periodic changes to the policy, USMA interviewees indicate that USMA's policy has been effective.

Recommendation 5.1: Continue to regularly assess the AHHI policy and its specific impacts on the Corps of Cadets and the faculty and staff, building off the recently completed review of the policy. Steps to consider include:

56. Department of the Army, *Army Regulation 690–600 Equal Employment Opportunity Discrimination Complaints*, 2004, 1, https://armypubs.army.mil/epubs/DR_pubs/DR_a/pdf/web/r690_600.pdf.

- Providing recommendations to the Coast Guard Civil Rights Directorate as appropriate to offer changes to improve the policy,
- Promulgating internal training and discussions on the campus, and
- Hiring an independent organization to commission an anonymous survey to understand the impact of bias remarks and incidents at the CGA.

Sexual Assault Prevention Response and Recovery (SAPRR) Office

Physical, emotional, and psychological safety is crucial for improving cultural competence at the Academy. People who feel safe are more able to enhance the cultural competence of the institutions that they are a part of. Freedom from sexual harassment and sexual assault is part of this safety. However, the perception of ongoing sexual assault or sexual harassment issues at the Academy is a significant concern.

Interviewees indicated that sexual assault and sexual harassment incidents are taken seriously by senior leadership and that resources, such as a staff judge advocate and a special victim counsel, are promptly provided to victims of these incidents. Nevertheless, while interviewees have mentioned that during the initial reporting phase of the incident response procedure, they feel supported and taken seriously, the follow-up to these incidents during the investigation or adjudication phase of the process is often inconsistent and nontransparent. In some circumstances, this has led to the perception that the Academy is insufficiently taking action to address sexual assault and sexual harassment incidents. Furthermore, interviewees mentioned existing stigma in reporting sexual assault and sexual harassment incidents due to concerns of not being taken seriously, lack of confidentiality, and being part of the “rumor mill.” In addition, interviewees mentioned another deterrent to reporting was enduring a lengthy reporting and investigation procedure, often taking over six months. Such interviewee statements are consistent with results found in the 2019 Service Academy Gender Relations Focus Groups study (SAGR).

The SAGR report uses data from focus groups and surveys to explore the perception of issues related to sexual assault, sexual harassment, and other gender-related topics at the Academy for over a decade.⁵⁷ The 2019 SAGR study found various barriers to reporting sexual assault and sexual harassment incidents at the Academy. Barriers to reporting include, but are not limited to, the rumor mill, collateral misconduct, fear of not being believed, being expelled or delayed graduation, and stigma.⁵⁸ The findings of the SAGR study for the Academy are relatively consistent with the survey results of other military service academies, which all list various barriers to reporting sexual assault and sexual harassment incidents as a significant concern. In contrast to the other service academies, the Academy’s Sexual Assault Prevention Response and Recovery Office (SAPRR) Office is in a distinct and obvious location. Individuals seeking support and assistance can easily be seen entering this location are often stigmatized and assumed to be involved in sexual assault or sexual harassment incidents. The SAPRR office’s location was also highlighted during interviews. Individuals mentioned feeling less inclined to engage with the

57. Yvette Claros, Anna Scolese, Amanda Barry, Dr. Ashlea Klahr, and Lisa Davis, *2019 U.S. Coast Guard Service Academy Gender Relations Focus Groups Overview Report*, April 2020, iii, <https://apps.dtic.mil/sti/pdfs/AD1095509.pdf>.

58. Claros et al., 2020.

SAPRR office because of its distinct location and potential to be subjected to the rumor mill. Alternative resources to the SAPRR office that were frequently mentioned during interviews were training held by Academy leadership and the cadet-led organization Cadets Against Sexual Assault (CASA), which offers resources and additional training to cadets on sexual assault sexual harassment. Although speaking with CASA is less stigmatized than being seen by the SAPRR office, a few individuals still have concerns about confidentiality in CASA because it is a peer-led organization.

SASH continues to be present on campus. Academy leaders recognize that it is a concern that must be persistently addressed in its prevention and response.⁵⁹

The SAPRR office at the Academy has two full-time employees (FTEs), including the Sexual Assault Response Coordinator (SARC) and a Victim Advocate Program Specialist. With the current size of the Academy's SAPRR office and program, it is limited in its ability to focus on more comprehensive prevention strategies and policies, in addition to the cases that must always take as a top priority. Compared to other federal service academies, the Academy can increase its SAPRR office to the population they serve. A two-person office is limited in its ability to provide effective response and prevention.

Figure 9 outlines the size of service academies' SAPRR offices.

Figure 9. Size of Service Academies SAPRR Offices

Federal Service Academy	Number of Personnel in Office
U.S. Coast Guard Academy	2
U.S. Military Academy	8
U.S. Naval Academy	5
U.S Air Force Academy	>6
U.S. Merchant Marine Academy	4

The demands and requirements of running an effective and responsive SAPRR office require a minimum staff count higher than the current level of two FTEs. Other federal service academies' sexual assault prevention and response offices have expanded resources with employees who focus on preventative measures to address sexual assault and sexual harassment incidents. For example, the U.S. Military Academy employs a Prevention Specialist to focus on initiatives and continual learning opportunities.

The SAPRR office serves the entire campus community, including cadets, faculty, and staff. Therefore, additional staff and resources, such as a prevention specialist or a higher-level program manager, would enable the Academy to operate a more effective prevention program that advises the SLT and develops an extensive array of new strategies, policies, and approaches to combat

59. This concern is reinforced by recent studies, including the 2019 SAGR report which indicated an increase in the rates of unwanted sexual contact between 2008 and 2018, SASH has a presence at the Academy. The 2008 -2018 survey data can be found in Appendix I.

sexual assault. Additional staff resources would enable the Academy to conduct outreach or hold continuous educational sessions in addition to providing support for cadets, faculty, and staff who are victims of sexual assault. Additional staff resources would enable the Academy to conduct additional outreach and educational sessions.

Recommendation 5.2: Expand the Sexual Assault Prevention Response and Recovery Office (SAPRR) office and intensely review survey results with leadership, along with locating the SAPRR office in a place where individuals can visit as anonymously as possible.

Chapter 6: Active Learning, Continuous Improvement, and Partnerships

This chapter discusses numerous CGA efforts to promote cultural competence throughout the community and calls attention to areas of improvement. Not surprisingly, Chapter 6 connects closely to Chapter 4 because leadership's role is interwoven throughout efforts to improve the cultural competence of the Academy. This chapter offers several recommendations for CGA to embed cultural competence in its operations and strengthen and build its partnerships. All recommendations in this chapter are centered on the theme of active learning, continuous improvement, and partnerships.

This theme encapsulates an institution's ability to grow its knowledge of cultural competence; reflect cultural competence in its policies, practices, and structures; work with stakeholders to enhance the institution's cultural competence capabilities; and learn from partnerships with diverse constituency groups and peer institutions. Five characteristics of a culturally proficient CGA developed by the Study Team relate to this theme of active learning, continuous improvement, and partnerships (Appendix E provides the full list of the sixteen characteristics). These five characteristics are:

1. Continue to add to the knowledge base within the field of cultural competence by conducting research and developing new initiatives, policies, procedures, and approaches for cultural competence in institutions of higher learning, more specifically in a service academy setting.
2. Publish and disseminate promising and evidence-based cultural competence best practices, interventions, training, and education models to enhance cultural competence across the higher education sector and the military.
3. Work cooperatively with and learn from other service academies and higher education institutions as they progress along the cultural competence continuum.
4. Actively work with stakeholders to continually enhance and expand CGA's capacities in cultural competence.
5. Establish and maintain partnerships with diverse constituency groups, which span the boundaries of military and civilian arenas, to become a service academy that educates cadets and employs faculty and staff who work to serve all its constituencies.

Together, these five characteristics illustrate how CGA can strive towards cultural competence proficiency by building partnerships with other higher education institutions and actively developing its cultural competence knowledge.

CGA already works toward several of them. For example, CGA already has established relationships with the other service academies and has faculty members who research topics related to cultural competence in a leadership context. However, as characteristics of cultural

proficiency, the highest level on the cultural competence spectrum developed by Terry Cross,⁶⁰ these characteristics are meant to be the goal state that CGA should continuously strive for. As time goes on, these characteristics may adjust to reflect more current understanding and knowledge of cultural competence.

Cultural Competence Programs and Initiatives

The Study Team learned of many CGA efforts to enhance cultural competence across all divisions throughout this assessment. The following segment highlights a number of programs and initiatives aimed at improving the organization's cultural competence and also identifies a few challenges.

Academic Division

There is a considerable amount of programming related to cultural competence in the Academic Division. The core curriculum includes classes with diversity and global perspectives focuses, faculty members share inclusive pedagogical practices, and the division regularly tracks student outcomes through an equity lens. Chapter 7 includes a more detailed discussion on the curriculum pertaining to cultural competence.

At the department level, the departments are engaged in different ways to infuse cultural competence into their operations and instruction. Two examples of departmental efforts follow, though the other departments not highlighted also are active in identifying ways to engrain cultural competence into their operations and instruction when possible.

The Engineering Department has assembled its own team through the American Society for Engineering Education (ASEE) Engineering Deans Diversity Initiative to improve cultural competence, climate, representation, and more across the department. Though other academic departments have not assembled teams to the extent of the Engineering Department, the other departments regularly discuss cultural competence in the context of their academic disciplines, classes, and pedagogies.⁶¹

Another initiative that inspires cultural learning is the Center for Arctic Study and Policy (CASP), hosted by the Humanities Department. CASP promotes policy research and learning on the Arctic region, which is supported through partnerships with academia, government (including tribal organizations), non-governmental organizations, industry, and USCG.⁶² The cadets who engage with CASP through research, courses, and events, learn about the cultures and complexities of the Arctic region—a region that USCG has a presence in. The Provost, vice provosts, and department

60. Terry L. Cross, Barbara J. Bazron, Karl W. Dennis, and Mareasa R. Isaacs, "The Cultural Competence Continuum" in *Towards a Culturally Competent System of Care* CASSP Technical Assistance Center, (March 1989), 30-33. <https://spu.edu/~media/academics/school-of-education/Cultural%20Diversity/Towards%20a%20Culturally%20Competent%20System%20of%20Care%20Abridged.ashx/>.

61. The five academic divisions, overseen by the Provost, are Engineering, Humanities, Management, Mathematics, and Science.

62. "Center for Arctic Study and Policy," Coast Guard Academy, accessed January 5, 2022. <https://www.uscga.edu/casp/>.

heads all express a strong commitment to incorporating cultural competence into all areas of the Academic Division.

Athletics Division

In recent years, the Athletics Division has recently undertaken steps to become more culturally competent and to acknowledge USCG history that has previously been under-recognized. Examples of its efforts include:

- Highlighting the Pea Island Life-Saving Station, the first life-saving station in the country to have an all-Black crew, through the 2021 football uniforms.
- Renaming the new strength and conditioning center in 2021 after Emlen Tunnell, an African American Coast Guard member who saved two of his shipmates' lives in 1944 and 1946, before going on to have a successful football career in the NFL.
- Repurposing a space in the athletic facilities for a women's team locker room, when one previously did not exist before 2020. The Athletics Division is also planning to make facilities more inclusive for future transgender athletes, even though they have had a designated gender-neutral locker room space for a decade.
- Honoring the Coast Guard Women's Reserve, known as the SPARs, at a women's basketball game. The SPARs, which stands for "Semper Paratus, Always Ready," operated between 1942 and 1946 to support the WWII effort. The inaugural game honoring the SPARs' legacy took place on February 19, 2022.

Cadet Division

In the Cadet Division, cultural competence is incorporated largely through the leadership development programming cadets partake in. As outlined in Chapter 3, CGA has adopted USCG's leadership competencies for Leading Self and Leading Others, both of which include focuses on cultural competence. The Loy Institute for Leadership (discussed in Chapter 3) promulgates this leadership curriculum with the goal of developing future USCG officers well-versed in inclusive leadership practices.

Events

CGA hosts several events throughout the year focused on cultures and identities, including Eclipse, the Women's LeadHERship Symposium, and many guest speakers throughout the year. Eclipse, a nearly 50-year-old tradition, is a multi-day event that fosters "an inclusive environment by stimulating a community dialog that promotes a culture of respect."⁶³ Sessions during the event cover topics related to elements of identity, including race, ethnicity, gender, religion, and sexual orientation. The annual Eclipse event also has a theme that captures the connection between diversity, equity, inclusion, respect, and community. It includes a campus-wide stand down day, meaning that regular duties are paused, and classes are not held to allow participation from cadets, faculty, staff, alumni, and other community members.

63. "Eclipse," Coast Guard Academy, accessed January 17, 2022, <https://www.uscga.edu/eclipse/>.

The Women's LeadHERship Symposium, held by the Academy's Athletics Department, is an event that brings in women leaders in the sports arena to discuss topics relevant to women's participation in athletics, leadership, and more. This event is open to cadets, faculty, and staff and involves panel and small group discussions. In 2020, a panel focused on social justice in sports. This symposium has been a fixture in the Athletics Department's programming for more than ten years.

While cadets generally have access to attend cultural events, they may occasionally need to request an excusal to attend certain events that take place during mealtimes. Faculty and staff are invited to attend events, such as Eclipse Week and other guest speaker engagements. However, in practice, the ability to attend depends on their workload and free time in busy schedules. For enlisted staff, particularly those with limited access to computers, they often do not hear about events or cannot step away from their daily duties. These constraints result in inequitable access to attend these campus-wide cultural events and guest speaker engagements.

Cadet-Led Initiatives

Aside from CGA-led events, cadets are also responsible for contributing to a considerable number of opportunities for the campus to enhance its cultural competence. One cadet initiative that influences the campus' cultural competence is the cadet-written and cadet-published *Need to Know* newsletters. Starting in 2020, a group of cadets decided to write about DEI topics related to current events and publish their writing in a newsletter, all with only minimal faculty assistance in reviewing the writing. Topics explored in the monthly *Need to Know* newsletters include inclusive intelligence, racial literacy, and redlining.

Perhaps the most prominent way that cadets impact CGA's cultural competence is through the cadet affinity councils. These affinity councils (discussed in more detail in Chapter 3) provide opportunities to learn about different cultures and identity groups, DEI, and social justice through events, dialog, guest speakers, and more. Leaders and general members of affinity councils expressed concern about the lack of meaningful action or recognition stemming from concerns the affinity councils voice to leadership. One concern expressed by several affinity council leaders is the failure of leadership to recognize their contributions and time commitment to making the campus more culturally competent, particularly around Eclipse Week. Many of these cadet leaders would appreciate recognition for their efforts, perhaps in the form of service hours or other privileges granted to cadet leadership, because of their direct, positive impact on the campus' cultural competence.

A second common concern is that Academy leader follow-up on affinity council requests is inconsistent. After discussions with the Superintendent and other senior leaders, both at the monthly Superintendent's Cadet Affinity Group Council (CAGC) and other forums, some cadet leaders expressed that Academy leadership's resulting actions are unclear. The affinity councils' leadership seek ownership, accountability, and meaningful follow-up from the senior leadership.

An example to highlight this concern relates to the absence of a CGA policy for transgender cadets. Spectrum Council members have expressed to CGA leadership how an absence of a CGA transgender policy has left transgender cadets anxious and unsure of their future at the Academy.

Many cadets indicated that they had not heard of any progress being made in developing a CGA policy for transgender cadets. In an executive order, President Biden repealed DoD, and by extension USCG, policies that prohibited transgender individuals from serving in the military.⁶⁴ While the Coast Guard has updated its policies to reflect this executive action,⁶⁵ the Academy has not promulgated a policy that reflects this change in permitting transgender cadets, leaving cadets who identify as transgender, including cadets who have not publicly disclosed their identity, in a state of uncertainty. CGA leadership is, however, in the process of developing this policy. Delays in setting forth a policy for transgender cadets further reduce these cadets' feelings of belonging and inclusion at the Academy.

Cadets have the ability to influence CGA policy through the submission of memos, and, on several occasions, cadets have been successful in changing policy to become more culturally competent. Examples of such policy changes include permitting the display of other-religious holiday décor during certain times of the year (such as a menorah) and having a wider variety of hair care products and services available to cadets that are suitable for a variety of hair textures and types. Such changes have led to policies becoming more equitable and inclusive. Clubs and councils also use memos to request funding. This process gives cadets practice with the formal memo procedure in the Service.

However, numerous cadets cited challenges with the memo process at CGA. Challenges include extensive delays, memos getting lost in the bureaucratic chain of review and needing to be resubmitted several times, and receiving no explanation from leadership on decisions. These challenges are highlighted by a recent example involving Spectrum, the LGBTQ+ affinity council. Spectrum experienced a significant cut to its budget compared to previous years—a drastic reduction from what the Spectrum leadership requested in the budget memo.⁶⁶ Other councils report not experiencing as severe of a budget cut, with many receiving comparable funding levels as past years. This budget cut will impact the Spectrum Council's ability to provide effective programming and host events. After inquiring several times about the reason behind the budget cut, no one in leadership could provide the council with an explanation. These sorts of challenges can hinder efforts to make progress toward making policies more culturally competent and more efficient in general.

CGA Traditions and Practices

Several of the programs and initiatives formally orchestrated by CG encourage cultural competence to flourish. The Academy also has a culture marked by high cadet participation in affinity councils and several events over the academic year that allows different cultures to be celebrated. Another component of CGA's environment that contributes to the organization's level

64. Executive Order 14004 on January 25, 2021, Executive Order on Enabling All Qualified Americans to Serve Their Country in Uniform, 86 FR 7471: <https://www.federalregister.gov/documents/2021/01/28/2021-02034/enabling-all-qualified-americans-to-serve-their-country-in-uniform>.

65. Commandant Instruction M10000.13B, U.S. Coast Guard, June 4, 2021, https://media.defense.gov/2021/Jun/08/2002737215/-1/-1/0/CIM_1000_13B.PDF.

66. Other affinity councils did not experience a similar significant cut to their budgets or a reduction in funding from what they requested.

of cultural competence is its traditions and practices, both formal and informal. This section on traditions and practices is not meant to be exhaustive and only highlights a few examples to illustrate the importance of continual evaluation of how traditions and practices align with the stated missions of the Academy.

CGA has a history rich in tradition, components of which date back many decades. Most of these traditions and practices relate to CGA pride, military education, and the core values of honor, respect, and devotion to duty. A central feature of CGA tradition is the firm commitment to the Service's humanitarian mission; countless cadets cited that as a principal reason they wanted to enroll at the Academy. Other traditions at CGA bring the campus community together and foster a sense of unity or belonging. However, some traditions, both formal and informal, might not promote a culturally competent or inclusive environment. A number of these traditions involve cadets and the granting of privileges upon certain class years.

Informally, cadets participate in the tradition of limiting certain privileges to cadets in the lower class years. Examples of such traditions include limiting 4/c cadets' usage of sidewalks and not permitting 4/c cadets to look at their food when eating.⁶⁷ Keeping in mind that there is a rank and file structure within all service academies, CGA leadership should consider the extent to which certain traditions that limit privileges of lower class cadets truly serve a mission-related purpose.

A more serious example of an informal tradition involved a recent example of hazing. In 2020, as discussed in Chapter 5, members of the men's cross-country team hazed teammates in an incident that stemmed from informal team traditions. In response to this hazing incident, CGA leadership took action. Leadership required members of the cross-country team to deliver anti-hazing training to the entire Corps of Cadets, which many cadets cited as effective. Additionally, the Director of Athletics now meets with each athletics team to review the anti-hazing policies and discuss why hazing does not belong at CGA.

Traditions themselves, both formal and informal, are not inherently problematic. Traditions often contribute positively to the unique character of an organization and connect to the organization's core values. However, leadership should always monitor the use of traditions to avoid abuse or circumstances where campus community members are in unsafe situations or treated inequitably or unfairly.

As emphasized in Chapter 4, CGA leadership should be deliberate in coordinating the array of cultural competence initiatives and programs. CGA leadership's evaluation of these programs must consider which programs serve their intended purposes to educate, build community, or prevent incidents, among other goals. Any that do not should either be discarded or enhanced in a way to promote cultural competence more effectively across the entire campus. As discussed in the Chapter 4 section on leadership vision and commitment to cultural competence, the initiatives and programs to enhance CGA's cultural competence must be integrated and coordinated.

Additionally, on a regular basis, CGA leadership should evaluate CGA campus practices and traditions, both formal and informal, to identify which do not contribute to building a culturally

67. 4/c cadets, or fourth-class cadets, are the equivalent of freshmen at other higher education institutions.

competent, safe, equitable, or inclusive environment for all campus community members. Any practices that run counter to these goals or do not serve a true purpose in either building future USCG officers or creating a desirable workplace should be reconsidered.

Recommendation 6.1: Actively evaluate the array of CGA cultural competence initiatives and programs, and other campus practices and traditions, to determine what components may need to be jettisoned, streamlined, or introduced to enhance cultural competence. Consideration should always be paid to whether a tradition or practice truly adheres to the CGA and USCG missions and the values community members are expected to embody.

Regular Cultural Competence Review

Regular review of progress is critical in an organization's path to cultural proficiency. Once the Academy's diversity and inclusion action plan is finalized, CGA must actively monitor progress toward the plan's goals. In the meantime, as discussed in Chapter 4, CGA also has several recommendations from previous studies, reports, and internal committees that can enhance cultural competence.

As noted in the Chapter 4 discussion on the strengths of the weaver leader and shared equity leadership approaches to cultural competence efforts, a regular review of progress requires collaboration and inclusion. This process includes gathering input on the organization's cultural competence from all populations on campus, both in terms of employment or enrollment categories (e.g., civilian and military faculty; civilian, commissioned, or enlisted staff; all classes of cadets) and in terms of diversity (e.g., race, ethnicity, gender identity, sexual orientation, age). People experience the world differently, so not obtaining a representative cross-section of the campus community could lead to leadership not hearing all concerns or voices of approval. Additionally, it will be important for CGA leadership not to fall into a pattern of relying on affinity council leaders to speak for entire identity groups, which was a concern commonly expressed by cadets interviewed for this report.

Another central feature of successful, regular review of progress is the active use of data. As mentioned in Chapter 4, the Academy recently developed a new Superintendent's Instruction, SUPTINST 5230, on data governance and best practices. SUPTINST 5230 also highlights the leadership's commitment to prioritizing data collection, analysis, and governance. Between strong data practices and full opportunities to gather insight from campus community members, CGA can successfully monitor its progress to becoming more culturally competent at a regular frequency.

Recommendation 6.2: Undertake a periodic systematic review of CGA's cultural competence to identify opportunities to enhance it.

Increasing Support to the Cadet Division

The Cadet Division is the principal unit responsible for delivering military training and leadership development curriculum to cadets. The Commandant of Cadets leads the Cadet Division and oversees a team consisting of an Assistant Commandant of Cadets, eight Company Officers, eight

Company Chiefs, and civilian staff members who are committed to preparing cadets to serve in the USCG. The Cadet Division is predominantly staffed by USCG personnel who serve in the division on a short assignment. The Commandant of Cadets serves a two- to a three-year term, and the Company Officers and Chiefs serve three-year terms. There are clear benefits to assigning USCG personnel on a rotating basis to the Cadet Division because they bring current knowledge of the service to the cadets and can serve as valuable mentors to the Corps. Undoubtedly, the USCG personnel are a central and necessary fixture in the Cadet Division and should remain in place.

The nature of the relatively short assignments to CGA means that rotating military staff must quickly learn Cadet Division policies, as well as residence life and student affairs best practices, and then put what they have learned into practice with the Corps. Learning about how to resolve student affairs issues and support cadets takes time, particularly regarding complex situations such as cultural competence-related issues, racial harassment, stress, roommate issues, mental or physical health concerns, sexual assault or sexual harassment (SASH), family or relationship situations, or misconduct (academic, military, and otherwise). Several Company Officers and Chiefs said that they do not have the time or resources to be set up for success in their roles.

The Corps of Cadets, a collection of approximately 1,050 individuals typically in their late teens and early twenties, participate in a rigorous academic, military, and leadership development program over the course of 200 weeks. On top of that, cadets can encounter typical situations common on college campuses, as named above. The staff of the Cadet Division, a very lean organizational unit, have no small task to ensure that the cadets receive the required training, enough support, and opportunities to succeed. A proficient residential life arrangement is equipped with expertise in student affairs and considerable support for the staff and residents when situations arise.

Currently, there is no permanent position in the Cadet Division that is responsible for disseminating best practices and resources in student affairs among the staff and cadets. The Cadet Division needs to be equipped to handle the entire array of situations cadets may encounter in order to help them through difficulties and continue to succeed at CGA. A dedicated civilian position, filled by an individual with extensive student affairs expertise and is not bound to rotate to another assignment, would augment the already strong and capable Cadet Division staff. The creation of this position would strengthen the overall management of Chase Hall and provide continuity in student affairs expertise.

Recommendation 6.3: Create a new civilian student affairs position in the Cadet Division to provide not only continuity in programming and the Chase Hall environment but also support to Cadet Division staff through resources and expertise in student affairs best practices. This position should be:

- Filled by an individual who possesses extensive career and academic experience in student affairs topics that include but are not limited to residence life, health and wellbeing of students, working through personal difficulties, and helping students through other situations they may encounter (e.g., stress management, SASH, substance abuse); and
- Categorized at a GS-14 or GS-15 level.

Partnerships

The Coast Guard Academy maintains strong partnerships with other institutions of higher education. CGA partners with the neighboring Connecticut College, a private liberal arts college, to expand academic, athletic, and religious opportunities available to the cadets. This partnership allows students of both institutions to enroll in elective courses not offered by their home institution, use libraries and athletics facilities at each institution, and participate in religious services. Connecticut College has a more expansive liberal arts course offering than CGA, which provides cadets with the ability to take more courses on cultures, languages, gender, social justice, and much more, all while being exposed to other perspectives. Additionally, Jewish cadets often visit Connecticut College for religious services and access to a rabbi.

CGA also maintains strong partnerships with other federal service academies: US Air Force Academy (USAFA), US Military Academy (USMA), US Naval Academy (USNA), and US Merchant Marine Academy (USMMA). Across different levels of leadership, these institutions frequently confer and share challenges, successes, and effective practices. In the case of diversity and inclusion leadership at these four institutions, CGA and USAFA often provide guidance to the others as the chief diversity officer roles at these two academies are held by civilians with extensive experience and advanced education on these topics. The civilian chief diversity officer position at CGA can provide stability and strategic thinking that is less feasible through a rotating position. Another benefit of this partnership across the federal service academies is their ability to share ideas and collectively devise solutions for challenges they each face. In sharing successful practices, CGA has been able to help other service academies start up similar programming. USNA recently introduced a club for midshipmen to their campus modeled after CGA's Diversity Peer Educators club. Additionally, USNA has created a series of cultural events inspired by CGA's Eclipse Week. Additionally, the CGA Provost and Director of Athletics maintain close contact with their counterparts at the other federal service academies.

One very new partnership that a team from the Engineering Department, working with Admissions, proposed to leadership is a preparation year at UMass Boston for incoming cadets with intentions of studying engineering or cyber systems. This partnership would allow these incoming cadets to build a stronger foundation in engineering topics and other academic areas in order to be set up for success once they arrive at the CGA campus the following year. CGA leadership and the ASEE team support this partnership with UMass Boston, a Minority Serving Institution, because of its strong engineering and STEM focus and close access to Coast Guard units in the Boston area. This proximity to USCG units will provide the cadets at UMass Boston with USCG mentorship and real connections to the service.

Aside from partnerships with the federal service academies and Connecticut College, CGA's partnerships with other higher education institutions are generally limited. The current administration has emphasized the importance of bringing diversity, equity, inclusion, and accessibility into the federal government, and one manner of doing so is through partnerships with minority-serving institutions. Section 7 of Executive Order 14035 calls for agencies to develop partnerships with these institutions to increase diversity in the federal employment

pipeline.⁶⁸ There is value in considering the list of higher education institutions and other organizations (including those that serve individuals with disabilities, veterans, economically disadvantaged individuals, LGBTQ+ individuals, and others) contained in this executive order to contemplate how CGA might partner with these institutions to enhance its cultural competence and become a more diverse, inclusive, equitable, and accessible campus.

Partnering with more higher education institutions poses significant benefits and opportunities to continuously improve CGA. Higher education institutions across the nation are working to eliminate inequities in higher education, address social injustices, and spark positive social change. When CGA leaders build partnerships with select other higher education institutions beyond their existing network, they can learn of creative solutions to problems that have been tested and proven to be successful by other institutions. These partnerships can also provide CGA with avenues to share examples of where they have been successful.

Recommendation 6.4: Begin expanding external partnerships with higher education institutions to enhance timely adoption of best practices in higher education, gain outside perspectives, and utilize resources outside the CGA.

68. “Executive Order 14035 of June 25, 2021, Diversity, Equity, Inclusion, and Accessibility in the Federal Workforce,” 86 FR 34593: <https://www.federalregister.gov/documents/2021/06/30/2021-14127/diversity-equity-inclusion-and-accessibility-in-the-federal-workforce>.

Chapter 7: Curriculum and Training

This chapter focuses on how curriculum and training contribute to a culturally competent environment for faculty, staff, and cadets. The chapter reviews ongoing initiatives and best practices and posits several recommendations the Academy can adopt in both of these fields.

The Panel identified several aims from the sixteen characteristics described in Chapter 2 that can be utilized by Coast Guard Academy (CGA or Academy) leaders seeking to establish a proficient level of cultural competence in connection with curriculum and training. These objectives are:

1. Develop curriculum and training materials that educate and are inclusive of the CGA community on the cultural contexts of populations served.
2. Actively incorporate cultural competence into faculty, staff, and cadet training to contribute to the U.S. Coast Guard (USCG or Service) mission on campus and upon graduation.
3. Support faculty, staff, and cadets—physically, mentally, academically, spiritually, and personally—throughout their time at CGA using culturally competent practices that acknowledge individual and group circumstances.

Curriculum

In several ways, the academic programs at the Academy demonstrate a strong example of how to incorporate a proficient level of cultural competence at the Academy. Cultural competence is a significant element of the core curriculum that every cadet must take during their time on campus. Cadets must take one of four courses focused on cultural perspectives as an important theme during their first year, including Introduction to Latin American Culture, Gender and Sexual Orientation in Literature or American Social Movements, and U.S. Ethnic Literature. Additional mandatory core courses include Moral and Ethical Philosophy, Applied Ethics in Engineering or Sciences, Organizational Behavior and Leadership, and Global Studies. During an October 2021 site visit, the Study Team had the opportunity to attend in-person sessions of two core curriculum courses, including American Social Movements and Introduction to Latin American Culture. These courses deal directly with topics related to personal identity and international cultures and provide the cadets historical knowledge, critical thinking skills, and the tools to navigate complex discussions.

The current focus on cultural competence in the core curriculum resulted from an intensive review to ascertain whether it met Coast Guard operational requirements and the changing demands of a more diverse group of cadets. Between 2011 and 2014, an internal review committee closely examined the core and recommended several additions. Along with the new courses, the review reduced core requirements to allow cadets to focus on major-related coursework. The graduating class of 2021 was the first to complete the revamped core, allowing the Academy to review the impact of the fully implemented core curriculum and make any necessary adjustments.

The more broad, general curriculum has several courses with cultural competence as a central theme. The Academy Chief Diversity Officer (CDO), who is head of the Office of Inclusion and Diversity (OID), teaches an advanced seminar on the history of diversity called “Diversity and

Leadership.” Several cadets interviewed for this study thought the course was essential and insightful. The content of the course helped students develop their critical thinking and approach to complex topics and discussions. The cadets suggested this course should be offered more widely to provide the foundational language and skills to approach topics of DEI and cultural competence.

The elements of cultural competence flow out of the academic programs’ more significant goals and structure. Two of eight categories of the curriculum design, named ‘threads,’ deal directly with components of cultural competencies, such as Diversity and Global Perspectives. In addition to the threads, the curriculum drives to meet the broad Shared Learning Objectives (SLOs). While these general goals do not directly tackle cultural competence, several of those objectives, including leadership, have important underlying components of cultural competence and related areas of diversity and equity.

The Academy tracks how well the themes of cultural competence, diversity, and global cultures resonate with cadets by incorporating feedback mechanisms in its academic programs. The Academy tracks development over a four-year process that includes performance, surveys, cadet feedback, and other measures. The Academy relies on an assessment approach developed by the Association of American Colleges and Universities that provides cultural competence questions.⁶⁹ For example, during the October 2021 site visit, the Study Team observed how faculty utilized midterm feedback through cadet surveys and iterated their teaching methods for the remainder of the semester.

Perhaps the most notable of its methods for tracking success is the data collection and assessment found in the Equity Assessment Report (EAR), discussed in Chapter 4. The Academy looks at academic success based on grades, probation rates, and achievement awards among various class, race, and gender groups. The Academy has yet to get into a more systematic approach of reviewing and acting upon the EAR across the institution and beyond the fourth-class core classes. However, individual academic departments closely track the information, undertake root-cause analyses to understand potential explanations for disparities, and take subsequent steps to mitigate issues or extend strengths.

Cultural competence represents a significant theme of the Academy’s self-assessment as part of the 2020 reaccreditation process with the New England Commission for Higher Education. The Academy, in its submissions, expressed its academic and development programs as an effort to build culturally competent leaders who understand the importance of diversity to the Coast Guard and can operate in a complex and ever-changing world. The Academy outlined its efforts academically and across its broader training activities, even though there is not a formal “Standard of Accreditation” in the sphere of diversity, equity, and inclusion.⁷⁰ The Academy acknowledges acknowledged it must take further steps to address cultural competence in its

69. “VALUE (Valid Assessment of Learning in Undergraduate Education),” Association of American Colleges & Universities, October 7, 2014, <https://www.aacu.org/value>.

70. As part of the accreditation process, the Academy submits an extensive self-assessment across the full range of academic spheres. The Academy provided the NAPA Study Team a copy of the assessment, which is not publicly available.

academic programs. The 2020 self-assessment summarizes the need for additional steps, including intercultural discourse and cross-disciplinary dialogue in its curriculum.

With the new academic reorganization, the Academic Division continues to look for new opportunities to optimize its program for rigor and effectiveness. The new Provost, who assumed up her post in August 2021, plans to review cultural competence in the curriculum.

Pedagogy

The focus on cultural competence at the Academy extends beyond the curriculum and includes the pedagogy, techniques, and methods that comprise how its academic programs are delivered.

The Vital Signs Report (VSR) and follow-on reviews led to intensified conversations among Academy academic departments on how teaching methods might alternately contribute or mitigate classroom inequities. These meetings are generally informal and vary division-by-division, department-by-department, as the Dean's, now Provost's Office, has not released further top-down, high-level guidance. These discussions have centered on exam formulation, teaching methods, and classroom climate.

In reviewing the data on cadet academic success, the faculty in the Department of Chemistry noted concern in disparities in grades between underrepresented cadets and white cadets. In discussing the differences in grades between groups, the faculty concluded that all cadets would benefit from more interactive learning approaches that solicited greater student participation. The Chemistry Department adopted Process Oriented Guided Learning (POGIL) techniques, which resulted in appreciable improvement in all measures of student success, including grades, performance in higher-level courses, and cadet satisfaction.⁷¹

The Academy has undertaken several initiatives to encourage its faculty to adopt teaching methods like POGIL further. In 2018, the Academy created opportunities for faculty to formally share inclusive pedagogical best practices for the classroom through the Center for Inclusive Learning and Teaching (CILT). CILT's primary goal is to develop a community of educators and practitioners that fosters discussion and shared best practices for inclusive and evidence-based teaching practices. CILT also was essential in helping faculty transition to remote teaching at the start of the pandemic. In the academic year 2019–2020, CILT coordinated professional development brown bag lunches that featured faculty members' work on facets of inclusive pedagogy, including bringing in outside speakers. The CILT's activities have paused while the Academic Division reorganizes and faculty key to its leadership and ongoing activities have transitioned to other roles.

The Loy Institute for Leadership (IFL) is an integral point to support the Coast Guard Academy Leader Development Program (CGALDP). Also mentioned in Chapter 6, the IFL supports consistency and builds knowledge for developing leaders of character that inspire cadet commitment to personal leadership development. In addition, the IFL focuses on embedding cultural competence into all aspects of training and cadet development, including conducting

71. "What Is POGIL?" POGIL, accessed January 4, 2022, <https://pogil.org/about-pogil/what-is-pogil>.

training on equity and inclusive learning, development, and leadership for faculty, staff, and cadets.

In addition, the Office of Inclusion and Diversity provides yearly inclusive pedagogy training sessions for faculty who teach first-year courses such as Chemistry I and Calculus I to ensure better student outcomes in these departments. As a result, student learning outcomes across demographics have improved for the fourth classmen in these courses.

During the hiring process, faculty candidates are screened for equity-minded pedagogical methodologies. Finalists are brought to campus to be interviewed and taught in a mock classroom where equity-minded and inclusive pedagogical methods are part of the faculty candidates' competence and fit for the position. Methods of how cultural competence functions in faculty hiring will be discussed further in the following chapter.

In addition, some Rotating Military Faculty (RMF) are provided with training to incorporate inclusive teaching methods into the classroom, baseline teacher training, and other training for professional development.

The Academy's academic leadership favors offering faculty latitude on incorporating cultural competence in delivering the curriculum. In this regard, leadership has held back from more forcefully directing faculty on specific methods to deliver the curriculum. More proactive initiatives through hiring, evaluation, and encouragement are seen as more productive than mandatory, leading to faculty opposition over a potential loss of academic freedom. Several faculty members confirmed this likely result in resistance, saying that many faculty would consider simply ignoring the directive and become less interested in working cooperatively with department and division leaders.

Recommendation 7.1: Expand equity-minded pedagogical techniques to the entire faculty to ensure better student learning outcomes for all classes. Steps include:

- Rejuvenating the IFL and CILT, appointing leadership, and supplying the resources for the center to encourage more engaging teaching methods;
- Proactive messaging from the Provost and Department Heads on the importance of enhanced pedagogy.

Training

Training is a vital component to developing cultural competence in cadets, preparing each to become an officer in the Coast Guard. Formalized training also plays a crucial role in ensuring faculty and staff contribute to a professional and inclusive environment for all.

Cadets experience a wide array of training opportunities regarding cultural competence during their 200-week course at the Academy. Themes such as mutual respect, tolerance, and teamwork are prominent parts of summer training, including Swab Summer, the immersive initial experience through which all cadets become familiar with the mission, values, culture, and organization of the Coast Guard. All cadets during their first summer also take a course run by OID called "Valuing a Diverse Workforce," which seeks to prepare cadets to become culturally

competent leaders directly. The course focuses on the concept and meaning of “respect,” encouraging dialogue and conversations on being an inclusive leader within a diverse community. This course has a welcome side-benefit of introducing cadets to the OID and encouraging regular discussions on cultural competence matters.

The Academy invites all new cadets to participate in a voluntary four-day session immediately before Swab Summer. The Respect & Inclusion Summer Experience (RISE) program offers extra team-building and bonding opportunities, along with separate sessions with key leaders like the Superintendent, the Director of Athletics, the Commandant of Cadets, and the Provost. Even parents of the new cadets go through a similar set of meetings with leaders while learning more about the Academy experience and the support resources available to their children. While the invitation for the RISE program is open to all cadets, the Academy places particular emphasis on inviting women, minority, and first-generation cadets and families. Cadets and families have positively received the program, even in its early development. Family members and newly admitted cadets who attended the program expressed the program helped them understand and transition from civilian to military life.⁷²

In terms of the regular cultural competence training for cadets, lessons and repeated messages on professionalism, discipline, and mutual respect are embedded in the most significant components of the military training that, along with academics and athletics, is the one leg of a three-legged stool that comprises the basic program to prepare cadets to become officers.

After the 2017 VSR, the Academy created the Diversity Peer Educator program. Cadets who become peer educators encourage their peers to discuss race, gender, gender identity, and equality. Through the Superintendent’s Instruction SUPTINST 5350, the Office of Inclusion and Diversity provides training for cadets to build the toolkit of necessary skills and tools to discuss sensitive topics like race, gender, sexual orientation, sexual identity, and equality.

The summer is when the Academy can apply cultural competence training from a different angle, outside of the classroom and away from the intense demands of the regular academic schedule. The Coastal Sailing Training Program provides cadets with seamanship, navigation, and leadership experience that takes what they learn in class and puts it into practice through experiential learning. Another training experience occurs on the EAGLE, a training vessel for cadets and candidates from the Officer Candidate School. Coast Guard leadership considers the training on this ship to build strong teamwork, leadership, and interpersonal skills while learning the technical skills to operate a ship. While cultural competence is not an explicit training module on the shipboard training, aspects are embedded indirectly in the program.

As for training in cultural competence for the faculty, all new faculty and staff members who join the faculty have mandated training. There are annual training modules on preventing and addressing workplace harassment and sexual harassment prevention. During the onboarding of new faculty, there is a system to build a cohort of new faculty that helps create support networks

72. Mary Biekert, “Embracing Diversity, Program Helps Coast Guard Cadets Transition to Military Life,” *The Day*, June 28, 2019, <https://www.theday.com/article/20190628/NWS01/190629419>.

through the New Faculty School and Orientation, which includes training sessions on several cultural competence topics.

Training for faculty can often be department-specific, with several taking the initiative to provide specialized training. For example, the Management Department recognized that new faculty needed more engagement with culturally competent pedagogy and the role of diversity in professional development. The Office of the Provost supported, through encouragement and resources, this training for faculty, recognizing that other academic departments may desire to put together more tailored programs than that of the Management Department.

During the performance evaluation phase, supervisors are urged to include and discuss aspects of cultural competence with their faculty and staff. A high level of cultural competence is an essential factor during performance evaluation. That said, not all supervisors and managers may have the same quality of a cultural competence toolkit to evaluate their staff unbiasedly. Universities, such as North Carolina State University, have deployed training for managers and supervisors to gain cultural competence-specific expertise.⁷³ Supervisors trained in cultural competence are prone to be more effective in communicating sensitively and effectively with their staff members from different backgrounds. They can also help build culturally competent employees and provide essential feedback for their performance. In turn, those faculty and staff members work to provide services that are consistent with the needs and values of the Academy. While some departmental supervisors at the Academy receive training, opportunities for effective management exist at an institutional level.

Several members of the Academy's top leadership, including the current Assistant Superintendent, the Athletic Director, and the previous Dean, participated in Summer 2018 soon after publishing the VSR in the Seeking Educational Equity and Diversity (SEED) seminar.⁷⁴ SEED is a weeklong immersion in diversity and equity issues in education. The SEED program engages educators and administrators in a range of challenging and transformative interactive exercises and conversations to connect their personal experiences of culture, diversity, oppression, and privilege to understand the systemic nature of privilege and oppression.⁷⁵ The participants who attended the program offered training to faculty, staff, and cadets from the best practices taken from their SEED training.

The IFL plays a critical role in training all campus communities, whether cadets, faculty, or staff. The Institute provides direct support—expertise and resources—to review and enhance training regularly.

The packed schedule of every group on campus makes it difficult to find the requisite time for training, especially with additional training requirements in other areas critical to creating a professional and positive climate at the Academy. The essential training requirements put a

73. "Workplace Diversity and Inclusion Considerations for Supervisors," North Carolina State University, February 7, 2020, <https://diversity.ncsu.edu/news/2020/02/07/workplace-diversity-and-inclusion-considerations-for-supervisors/>.

74. "New Leaders Week," National SEED Project, accessed January 4, 2022, <https://nationalseedproject.org/be-a-part/new-leaders-week>.

75. "New Leaders Week."

premium on ensuring each culturally competent training module should be relevant and engaging, seeking to inculcate impactful, practical lessons and positive messages, rather than coming off as mere compliance-oriented, rule-following “box-checking.” During the study interviews, the recently completed anti-hazing training discussed in Chapter 5 received praise from cadets, faculty, and staff.

One way to wedge in additional cultural competence training and engagements is through the extensive athletic programs in which more than 80 percent of cadets participate, whether intramural or intercollegiate sports. The National Collegiate Athletic Association (NCAA) is making significant strides to create more inclusive intercollegiate athletics programs. One example of the NCAA’s efforts includes the NCAA Inclusion Forum, which challenges ongoing issues of diversity and inclusion within intercollegiate athletics. The NCAA Diversity and Inclusion Social Media Campaign also aims to show the importance of inclusive environments in college sports through a week of awareness, education, and engagement.⁷⁶ Further, there is research on how athletic training that incorporates cultural competence is a critical need, and there are positive outcomes to promote a critical awareness of social-cultural differences and practical skills to provide culturally sensitive athletic training and promote equity.⁷⁷

Several coaches and athletic staff expressed a desire to receive more training to gain the facilitation tools to discuss diversity, equity, and inclusion issues with their athletes. There are some initiatives, including promoting diversity within the history of the Coast Guard. For example, the Coast Guard Academy football team has worn special uniforms to honor the US Life-Saving Service - Station 17 from Pea Island, North Carolina.⁷⁸ The women’s basketball team wore SPARS uniform to commemorate the SPARS, “a new arm of the Coast Guard played pivotal roles in both the ongoing WWII war effort as well as paving the way for future women in all branches of the military.”⁷⁹

In addition, coaches and athletic staff have a more open relationship with cadets, and, on the playing field, fewer barriers to “normal” communications exist among the cadets themselves than during the academic year. Athletics can also break down the hierarchy that exists in other parts of the Academy. Athletic teammates are peers and less delineated by class rank (e.g., first-year, second-year).

A notable challenge the Academy faces relative to training is tracking and measuring the ongoing effectiveness of its many initiatives (discussed in Chapter 4). The connection between the various training programs described above and the specific goal each contributes can emerge tenuous and unclear. Like all the initiatives covered in this report, ongoing and any additional training must

76. “2021 NCAA Inclusion Forum,” NCAA, accessed February 14, 2022, <https://www.ncaa.org/sports/2014/8/5/2021-ncaa-inclusion-forum.aspx>.

77. Jill Kochanek, “Promoting Cultural Competence in Athletic Training Education: An Intergroup Dialogue Approach,” *Athletic Training Education Journal* 15, no. 2 (April 1, 2020): 113–19, <https://doi.org/10.4085/1947-380X-93-19>.

78. “CGA Football to Honor Station 17 - Pea Island,” Coast Guard Academy Athletics, August 23, 2021, <https://www.uscgasports.com/sports/fball/2021-22/releases/20210816g57sb3>.

79. “CGA Women’s Basketball Team to Honor SPARs Game on Feb. 19th,” Coast Guard Academy Athletics, January 25, 2022, <https://www.uscgasports.com/sports/wbkb/2021-22/releases/20220125hmz008>.

be evaluated then integrated into the Academy's broader strategic plan with clearly identified outputs and indicators for each. The development and implementation of a new diversity and inclusion action plan will provide an opportunity to establish a process to track and solicit more formal feedback to improve its training programs.

Recommendation 7.2: Begin regular reviews of the various training and leadership development programs to ensure they contribute to the larger strategic cultural competence goals for faculty, staff, and cadets. Steps include:

- Incorporating a detailed section on training in the diversity action plan;
- Designating an official, most sensibly an individual in the office of the CDO, to track and measure the effectiveness of various cultural competence training programs; and
- Placing training oversight as a regular agenda item on the cultural competence oversight council.

Recommendation 7.3: Launch an Athletics Cultural Competence and Diversity Initiative that takes advantage of sports' unique team building and leadership dynamics. This initiative will embed cultural competence in the expertise of the Academy's coaches, athletic staff, and sports team members through the meaningful relationship athletic staff and coaches maintain with cadets. Implementation should include:

- Providing opportunities for all coaches and athletic staff to receive advanced training in cultural competence and facilitation.

Chapter 8: Screening and Hiring

This chapter focuses on cultural competence's role in screening, hiring, and performance management at the Academy. The chapter is segmented into two main sections: civilian faculty and staff and military faculty and staff. It includes one recommendation that CGA can adopt to methodically improve upon its current practices (this report does not address the cadet admissions process; the cadet admissions process is the subject of a National Academy of Public Administration (NAPA) report that will be conducted over one year and is due for submission in February 2023).

The Panel identified several aims from the sixteen characteristics described in Chapter 2 that can be utilized by Academy leaders seeking to establish a proficient level of cultural competence in screening and hiring. The objectives are:

1. Seek to employ faculty and staff with expertise in cultural competence in military service, education, and research.
2. Cultural competence and DEI are essential parts of faculty and staff performance standards; low evaluations have consequences

Academy faculty and staff have a pivotal role in setting a tone for cadets and one another as a professional team that contributes to the important functions that allow a service academy to operate successfully. From the curriculum to student life, the Academy faculty and staff play significant roles in the holistic development of a future leader of the U.S. Coast Guard. Thus, one of the primary ways the Academy builds cultural competence is by hiring faculty and staff with experience, commitment, and focus in this area. The Academy employs several different types of faculty (e.g., tenure-track, temporary, permanent party) and staff (e.g., General Service civilian and enlisted personnel), so how the Academy reviews and selects the right individual for each position varies considerably. The Academy has made progress towards creating a more culturally competent hiring process but continues to face limitations to hire more diverse and culturally competent faculty and staff. Appendix J illustrates the demographics of the Academy, including faculty and staff.

Civilian Faculty and Staff

There are four categories of employment for civilian faculty: term, temporary, tenure-track, and tenured. A search committee with faculty from within and outside the department manages the process from recruiting, interviewing, scoring, and making hiring recommendations for the civilian faculty recruiting process. Cultural competence is incorporated as a desirable qualification in job descriptions, especially with experience working in a diverse classroom and community. For example, a recent job description for an Assistant Professor for a STEM discipline included the following:

“Competitive candidates should have experience teaching physics at the introductory level using equity-informed evidence-based pedagogy methods, should have demonstrated competence in creating and fostering a community of inclusion and diversity, and should have experience teaching and mentoring a diverse student population and historically

marginalized populations including involvement in communities of practice focused on these issues. Highly competitive candidates should also have research experience which could be in environmental physics (remote sensing, climate modeling, energy alternatives, etc.) or other fields needed by the institution, a publication in peer-reviewed science journals, and full-time teaching experience of multiple courses. Communication and interpersonal skills are essential. Successful candidates should also demonstrate experience consistent with full commitment to the Coast Guard's core values, honor, respect, and devotion to duty.”⁸⁰

While not using the term cultural competence in the job description, the Academy uses keywords that signify it, as shown in the quote above. The job description signals to applicants that the Academy seeks candidates who have experience and proven skillsets to promote an inclusive and diverse environment. However, though this job description is highly descriptive of cultural competence keywords, there is a variation of cultural competence expectations on different job descriptions.

In addition, position listings are published on the Academy's website, along with placement in a broad spectrum of national professional journals, with professional organizations, at national conferences, and on professional job placement boards, including the Chronicle of Higher Education Jobs, HigherEdJobs, and the Tribal College Journal Job Board. The Academy recognizes the need and strives to find new partnerships and placement opportunities. More significant outreach efforts for a more diverse candidate pool are currently conducted on a department-by-department level with varying outcomes. Opportunities exist to conduct greater outreach for recruitment in collaboration with organizations such as those from Historically Black Colleges and Universities that have diverse and talented faculty candidates.

Included in the initial paper application, the search committee incorporates a cultural competence question into the application process to describe their experience working with diverse communities and their commitment to cultural competence.

During the interviewing, scoring, and providing hiring recommendations, the search committees are advised by leadership to build a search committee that embodies equity-mindedness and cultural competence. In addition, the greater outreach and marketing of the faculty and staff position to attract a broad, diverse, and well-qualified candidate pool is highly suggested. Each search committee is advised to work with the Office of Inclusion and Diversity (OID) for help and guidance in further expanding their outreach and process.

Search committees are trained on and sign an acknowledgment that they will abide by the Merit Systems Principles and refrain from biases not allowed by Prohibited Personnel Practices.⁸¹ These

80. “Job Opportunities | Assistant or Associate Professor of Physics,” U.S. Coast Guard Academy, accessed November 19, 2021. The job posting has since been taken down.

81. The Merit System Principles are a framework for responsible behavior and are key to mission success provided by the Office of Personnel Management. Prohibited Personnel Practices are employment-related activities that are banned in the federal workforce because they violate the merit system through some form of employment discrimination, retaliation, improper hiring practices, or failure to adhere to laws, rules, or regulations that directly concern the merit system principles.

practices are in place to ensure that candidates are hired in a non-discriminatory and unbiased manner.

One overarching limitation of the hiring process for all faculty hiring processes is the extended timeline it takes to hire faculty and staff. Though the full-time civilian faculty are hired as Excepted Service Administratively Determined Positions,⁸² which creates some flexibility in the federal hiring process, the timing is lengthy. The Academy's timelines, which are aligned to federal hiring practices, often do not align with standard hiring practices of other universities, which can select and complete a hiring action at a quicker rate than the Academy. In a highly competitive market for diverse and talented faculty, the Academy loses the opportunity to compete for this talent. Those who show interest in positions or the Academy wants to hire are no longer available because of the lengthy Academy process.

Term faculty positions are essential to attract faculty with different skills and backgrounds and allow the Academy to fill staffing gaps that arise, such as sabbaticals, retirements, and other scheduled or unscheduled events. The Academy receives funding for its term-limited faculty from USCG headquarters. This timeline for lapse rate funding is well into the regular academic hiring cycle. The Academy must request the funding each year for these positions. The Academy has been hesitant at times to fill positions because leadership does not know how much funding it will have each year. The Academy, as a result, has difficulty attracting and recruiting top talent, planning its staffing, filling gaps, and managing its overall human capital plan and strategy. Improved outcomes will benefit from strong staff planning and prioritizing these positions when determining Academy budget requests.

As for the role of cultural competence in performance evaluation, civilian faculty members are evaluated on teaching as an essential factor of their evaluations. For civilian faculty, teaching is one of four critical job elements. Opportunities exist for continued professional development and training in conjunction with their evaluations regarding cultural competence. This process provides opportunities for professional growth correlated to effectiveness in the classroom mentioned in Chapter 7.

Recommendation 8.1 Coast Guard Headquarters should provide permanent funding for temporary billets and other short-term faculty positions. Steps include:

- Ending the annual practice of funding these positions out of the civilian personnel “lapse rate,” and
- Conducting a staffing analysis in close collaboration with the Academy to determine the appropriate number of positions.

Recommendation 8.2 Coast Guard Headquarters, in close coordination with the Academy, should conduct a review of the hiring process for civilian faculty. Steps include:

- Examining the time standards and actual performance for each stage of the process,

82. Excepted service positions are any federal or civil service positions that are not in the competitive service or the Senior Executive service. Excepted service agencies set their own qualification requirements and are not subject to the appointment, pay, and classification rules in Title 5, United States Code.

- Exploring enhanced communications between the Academy and Headquarters human resources teams throughout the process, and
- Aligning the Academy's hiring process to more closely resemble the timelines of national higher education faculty hiring cycles.

Military Faculty and Staff

Like with civilian faculty, the Academy strives to consider expertise in cultural competence for the uniformed personnel who will fill critical leadership and teaching roles across campus.

For Military Faculty, the Academy relies upon the basic personnel management system for the Coast Guard, the Officer Evaluation Report (OER) System, in its recruitment and interview processes. A selection panel hires based on criteria based on the Coast Guard's Officer Evaluation System, which grades all USCG officers based on the performance of duties, leadership skills, and personal and professional qualities. Cultural competence and its components are not specific criteria in which officers are evaluated, so panels must look for aspects and signs of interest in the area as it reviews records which often is vague and challenging.

The initial hiring process for Permanent Commissioned Teaching Staff (PCTS) is similar to other military officers entering the Academy and includes reviewing candidates' records by a committee from the relevant academic department. Candidates are subsequently brought to campus and follow a similar interviewing and scoring process to civilian faculty. Unlike civilian faculty, which generally must have a doctorate to apply, the initial appointment typically includes a master's degree followed by additional doctoral study after placement at the Academy. Thus, in addition to not providing nuanced information on cultural competence, panels have difficulty assessing whether a candidate will be able to create an inclusive learning environment. For Rotating Military Faculty (RMF), candidates are selected by a committee that depends on the position and division at the Academy where they will be placed. Some rotating military faculty (RMF) positions at the Academy are follow-on tours after graduate school education in the specific field of study that aligns with the cadet curriculum. However, not every RMF is selected through this process. Some RMF are assigned to the military through the normal assignment process as managed by the Personnel Service Center. Those faculty teaching classes within the Academic divisions must generally have a master's degree, as a minimum. At the same time, those assigned to teach in the Professional Maritime Studies program are considered subject matter experts with operational experience in the fleet on Coast Guard ships. Unlike civilian and PCTS positions, the Academy does not assess the RMF candidate with additional on-campus interviews and pedagogical assessments. For RMF, the search committee must solely base their candidate assessment through the OER. Unlike RMF, the PCTS position within the Academy is a hybrid between academic and operational experience.

There is no cultural competence assessment for enlisted staff placement at the Academy. Interviewees in various departments discussed that location preference was the primary consideration for their placement at the Academy. Cultural competence was not a consideration for Academy placement at any point during the hiring process.

One issue the Academy faces in understanding a candidate's expertise in cultural competence is the basic fact that crucial information will not be included or will be shielded from an officer's record to avoid bias or overt discrimination. A generic statement on diversity might be all that remains in a record, providing insufficient information about the officer's competence. While bias towards specific demographics is a risk, the generic diversity statements—statements that might not provide information on an officer's racial-ethnic background or an officer's particular activities to contribute to the Coast Guard's stated strategic goal to improve diversity—are also unhelpful toward progressing the Academy's and USCG's goals towards diversity, equity, inclusion, and cultural competence. In addition, statements may not include the officer's intent and commitment to the organization's goals and the necessary further development to align with them.

The Academy uses the Officer Evaluations System (OER) for Military Faculty in its recruitment and interview processes. It actively creates panels to navigate military candidate OERs to assess cultural competence. The selection panel hires based on using criteria based on the Coast Guard's Officer Evaluation System, which grades all CG officers based on the performance of duties, leadership skills, and personal and professional qualities. While cultural competence is not a specific criterion for evaluating officers, cultural competence can be assessed in each aspect of existing categories.

Another lesser-known challenge for attracting highly talented military faculty and staff for assignment to the Academy is the perceived consideration that a tour at the Academy is inversely correlated with operational experience in their OER, which is a risk to promotion. Several military faculty and staff members shared significant concerns about joining or staying at the Academy because of the risk to promotion, whether perceived or real. At times, the Academy was considered a terminal position unit by faculty and staff. This risk is a deterrent for highly talented, diverse, and often younger members of the fleet who are energetic to join the Academy because of the potential negative impact it can have on the career.

During interviews with the faculty and staff, there was inconsistency observed with respect to the emphasis placed on cultural competence during the entire hiring process. While some faculty and staff suggested cultural competence was a strong consideration, others mentioned it was a compliance 'checking off a box' exercise during the hiring process.

Non-government higher education institutions have adopted a variety of practices to ensure the cultural competence of their job candidates. Institutions like the University of Washington have provided tool kits for equitable and diverse hiring as part of its strategic plans.⁸³ Among the suggestions are practices to increase the diversity of recruiting pools (e.g., pre-campus visits with potential candidates, more strategic placement of advertisements), enhancing the guidance to selection committees (e.g., carefully discussing the characteristics and criteria on which committees place value), and improved training (e.g., comprehensive implicit bias training,

83. "Faculty Search Process Guidelines," Office for Inclusion, Diversity and Equal Opportunity, Case Western Reserve University, April 27, 2018, <https://case.edu/diversity/faculty-and-institutional-diversity/faculty-search-process/faculty-search-process-guidelines>. "Staff Diversity Hiring Toolkit," Diversity at the UW (blog), accessed January 5, 2022, <https://www.washington.edu/diversity/staffdiv/hiring-toolkit/>.

completion of anti-bias checklists). These educational institutions have also adopted such practices as adding a designated “diversity champion” while carefully monitoring diversity at each stage of the hiring process. To adopt these practices, the Academy would have to work in close cooperation with Coast Guard Headquarters and the larger Department of Homeland Security.

Guidance to the Department of Homeland Security and the Coast Guard will likely come during 2022. On June 25th, 2021, President Biden signed the “Executive Order on Diversity, Equity, Inclusion, and Accessibility in the Federal Workforce,” which commits federal government agencies to further draw their workforce from a broad segment of the country through more equitable and inclusive policies and practices.⁸⁴ As part of the accompanying White House implementation plan, the Department of Homeland Security will have to work with the Office of Personnel Management (OPM) to develop its strategic plan for submission in March 2022. The USCG and the Academy, in turn, will be a part of that plan, which will likely take advantage of several of the policies and practices included as examples in the White House roadmap. One example is: “Creating multi-year hiring projections of agency hiring needs and develop an outreach ...and soliciting and considering feedback from prospective job seekers regarding their interest.”⁸⁵

Recommendation 8.3: Place greater emphasis across all academic departments on cultural competence in the faculty and staff hiring processes, including a longer-term human capital strategic plan. Steps include:

- Expanding the outreach and search in more diverse candidate pools;
- Adding a diversity champion on all hiring committees;
- Interviewing a larger number of finalists;
- Reviewing all job descriptions to eliminate implicit bias; and
- Requiring the hiring committee to consider how their decisions impact DEI at each hiring decision point.

84. “Executive Order 14035 of June 25, 2021, Diversity, Equity, Inclusion, and Accessibility in the Federal Workforce,” 86 FR 34593: <https://www.federalregister.gov/documents/2021/06/30/2021-14127/diversity-equity-inclusion-and-accessibility-in-the-federal-workforce>.

85. The White House, “Government-Wide Strategic Plan to Advance Diversity, Equity, Inclusion, and Accessibility in the Federal Workplace,” November 2021, <https://www.whitehouse.gov/wp-content/uploads/2021/11/Strategic-Plan-to-Advance-Diversity-Equity-Inclusion-and-Accessibility-in-the-Federal-Workforce-11.23.21.pdf>.

Chapter 9: Conclusion

Diversity, equity, and inclusion—all components of cultural competence—are vital grounds for enhancing creativity and improving organizational performance. An abundance of peer-reviewed research into society and organizational behavior supports organizations that embrace cultural competence as an essential springboard to advance their work and mission further, strengthen organizational culture, and improve employee satisfaction are reaping the demonstrative advantages.

The preeminent message of this report is: a continuous and rigorous pursuit to achieve a proficient level of cultural competence at the Coast Guard Academy must be deemed as mission essential for the future success of the organization. In this regard, all Academy decisions, policies, procedures, and structures should be deliberated, in part, through the lens of cultural competence. Placing cultural competence as a top priority, rather than as a “nice to have,” is an essential component for all Academy efforts to prepare future USCG officers and further advance the professional experience of Academy faculty and staff. For every cadet, cultural competence is an asset to their years on campus and in the Service. It offers an opportunity to better understand the context of their future work and inform more creative solutions to the challenges they will face. For every staff and faculty member, cultural competence is essential for working creatively as a unified team that promises to find a positive, challenging, and nurturing professional academic environment.

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In order to be the world’s best Coast Guard, we must be the world’s most inclusive Coast Guard, valuing the strengths and talents of every member of our team. So much of that work begins here at the Coast Guard Academy, the home of the officer corps for the future leaders of our Service. The Academy strives to accomplish our mission of developing leaders of character who recognize that every member of our Coast Guard regardless of race, gender, ethnicity, or sexual orientation is important, valued, and their efforts make us stronger together.

RADM William Kelly
Superintendent, U.S. Coast Guard Academy
Emlen Tunnell Dedication Ceremony, September 25, 2021

An environment that values cultural competence is one that respects individual differences and strengthens the whole community because of them. A critical component of the Academy’s success must include a comprehensive strategy, backed by data and supported by leaders who are accountable for progress.

There are eighteen recommendations directed to Academy leaders in this report. While each has a distinct focus of action, they are divided into five different analytical themes that align with the underlying evaluative structure of this research. The recommendations are actionable and should be adapted appropriately to the USCG and Academy culture. The report provides further guidance

to Academy leaders on which might be optimal for immediate and near-term action and others that will require more time for further analysis and planning before implementation.

Research into the level of cultural competence at the Academy leads to several significant findings. First, many initiatives advance cultural competence, as seen in a number of policies, procedures, and structures. Second, the leaders of the Academy, particularly as described by the dozen or so members of the Senior Leadership Team (SLT), are committed to advancing cultural competence at the Academy. The topics of diversity, equity, and inclusion are considered important by leaders. These are essential prerequisites to advancing cultural competence at the Academy and offer optimism to the potential for further improvement guided by the report's recommendations.

However, while several sound initiatives connected with cultural competence orbit within the Academy's environment, the collection of efforts appears reactive and occasionally not prioritized when other “urgent” issues arise and divert leaders' focus. At times, cultural competence is perceived by some faculty, staff, and cadets as a side issue instead of a central one.

This report provides guidance for Academy leaders to address current gaps in their efforts to achieve a proficient level of cultural competence. Critical, fundamental building blocks to augment the existing goodwill of leaders are either absent or under-developed. Thus, the highest priority recommendations in this report include: (1) completing and issuing a detailed, integrated, comprehensive, and long-term diversity and inclusion action plan for the Academy; (2) expanding the responsibilities of the Chief Diversity Officer to play a more strategic role with the Superintendent in enhancing cultural competence; (3) improving governance and oversight of all initiatives; and (4) ensuring transparency, accountability, and continuous improvement by tracking meaningful metrics to observe progress and to guide how changes can and should be made to improve performance further. As a whole, these recommendations provide a needed superstructure upon which all other recommendations in the report can be linked and results assessed. The eighteen actions urged in this report are interconnected and offer a clear and integrated pathway toward proficiency in cultural competence.

The Panel believes that the CGA has the potential to become a model of best practices in cultural competence. Depending on how recommendations in this report are implemented, the CGA will encourage parallel efforts of other military academies and institutions of higher learning. The Academy has several features that give rise to this view: (1) CGA is a small learning community, and thus efforts to enhance cultural competence should be more manageable; (2) there is a command and control military culture that offers a greater likelihood of policy adherence; (3) faculty, staff, and cadets have a closely aligned set of high-level goals, as each belongs to the same Service; (4) the USCG itself, which oversees the Academy's operations, expresses a strong commitment to advancing diversity, equity, and inclusion; and (5) the Academy leadership team demonstrates a fervent desire to advance cultural competence. This report calls the Academy to take the following steps on this journey; the recommendations provide a course to realize a goal of being the best in class.

The eighteen recommendations are listed below by the five research themes. Recommendations are also further categorized into short-term and medium-term categories. Short-term recommendations should be addressed as more urgent actions within six months. It should be

feasible to execute these more rapidly either because there has been effort and planning already invested by the Academy into these actions, or execution may not require extensive planning to implement. These actions should have an immediate impact. Medium-term recommendations are expected to take longer to plan and execute and are thus likely to take shape in leadership actions within the next seven to eighteen months.

The Panel recognizes that a number of these recommendations involve applying additional resources, including scarce leadership time. But that difficult adjustment is necessary to achieve success.

Chapter 4: Leadership Vision and Commitment

- 4.1** SHORT-TERM: Adopt leadership approaches of a “weaver leader” and “shared equity leadership” to advance cultural competence.
- The concept of a “weaver leader” recognizes that: “campus leaders play an important role as weavers encouraging the participation of many individuals in the rebuilding process. Weavers' work is one of identifying different fragments, connecting them, and helping to network and connect ideas, beliefs, activities, and feelings. Weavers are important to sense-making, building relationships, and creating coherent communications to create the tapestry as a whole. Weaving is not easy, as it means being able to stand apart from the many activities and perspectives to connect them with a vision for the whole tapestry.”⁸⁶
 - The concept of “shared equity leadership” is collaborative and inherently inclusive. It does not rely on one individual to lead (even when there is a hierarchical authority structure in place that is both necessary and respected), but rather it advances equity, drawing on the collective skills of multiple individuals. However, each individual leader must have experienced a personal journey to engage with cultural competence to advance these topics effectively with the collective. Instead of cultural competence being seen as an “add-on” to an individual's life, and thus the Academy's environment, cultural competence can become essential to all of what the Academy does as a place to learn and work.
- 4.2** SHORT-TERM: By the start of the 2022-2023 Academic Year, release and begin implementing a diversity and inclusion action plan that will provide specific measures to extend strengths, resolve challenges, and bring about its goals relative to cultural competence and diversity.
- 4.3** SHORT-TERM: Broaden the responsibilities to make the Academy CDO position more of a trusted strategic advisor of the Superintendent.
- 4.4** SHORT-TERM: Strengthen and energize the Academy's leadership council structure that coordinates, guides, and oversees cultural competence efforts.

86. Sharon Fries-Britt, Adrianna Kezar, Marissiko M. Wheaton, Donte McGuire, Elizabeth Kurban, and Jude Paul Matias Dizon, *Leading After a Racial Crisis: Weaving a Campus Tapestry of Diversity and Inclusion*, American Council on Education, (June 15, 2020), viii, <https://www.acenet.edu/Documents/Leading-After-a-Racial-Crisis.pdf>.

- 4.5** SHORT-TERM: Harmonize and rationalize data collection to make it a central means to actively manage cultural competence.
 - 4.6** SHORT-TERM: Announce during the next few months a decision on how to address the two murals in question so that the room can be prepared to be reopened.
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Chapter 5: Incident Response

- 5.1** SHORT-TERM: Continue to regularly assess the AHHI policy and its specific impacts on the Corps of Cadets and the faculty and staff, building off the recently completed review of the policy.
 - 5.2** MEDIUM-TERM: Expand the Sexual Assault Prevention Response and Recovery Office (SAPRR) office and intensely review survey results with leadership, along with locating the SAPRR office in a place where individuals can visit as anonymously as possible.
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Chapter 6: Active Learning, Continuous Improvement, and Partnerships

- 6.1** SHORT-TERM: Actively evaluate the array of CGA cultural competence initiatives and programs, and other campus practices and traditions, to determine what components may need to be jettisoned, streamlined, or introduced to enhance cultural competence. Consideration should always be paid to whether a tradition or practice truly adheres to the CGA and USCG missions and the values community members are expected to embody.
 - 6.2** MEDIUM-TERM: Undertake a periodic systematic review of CGA's cultural competence to identify opportunities to enhance it.
 - 6.3** MEDIUM-TERM: Create a new civilian student affairs position in the Cadet Division to provide not only continuity in programming and the Chase Hall environment but also support to Cadet Division staff through resources and expertise in student affairs best practices.
 - 6.4** MEDIUM-TERM: Begin expanding external partnerships with higher education institutions to enhance timely adoption of best practices in higher education, gain outside perspectives, and utilize resources outside the CGA.
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Chapter 7: Curriculum and Training

- 7.1** MEDIUM-TERM: Expand equity-minded pedagogical techniques to the entire faculty to ensure better student learning outcomes for all classes.
- 7.2** SHORT-TERM: Begin regular reviews of the various training and leadership development programs to ensure they contribute to the larger strategic cultural competence goals for faculty, staff, and cadets.

- 7.3** SHORT-TERM: Launch an Athletics Cultural Competence and Diversity Initiative that takes advantage of sports' unique team building and leadership dynamics. This initiative will embed cultural competence in the expertise of the Academy's coaches, athletic staff, and sports team members through the meaningful relationship athletic staff and coaches maintain with cadets.
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Chapter 8: Screening, Hiring, and Performance Management

- 8.1** MEDIUM-TERM: Coast Guard Headquarters should provide permanent funding for temporary billets and other short-term faculty positions.
- 8.2** MEDIUM-TERM: Coast Guard Headquarters, in close coordination with the Academy, should conduct a review of the hiring process for civilian faculty.
- 8.3** MEDIUM-TERM: Place greater emphasis across all academic departments on cultural competence in the faculty and staff hiring processes, including a longer-term human capital strategic plan.

The Academy is seen as largely successful in supplying the USCG with competent officers of sound character. Academy leaders also appear to understand the importance of cultural competence, supporting an array of initiatives to foster a healthy academic and work environment for faculty, staff, and cadets that advances diversity, equity, and inclusion for all. This report provides actionable recommendations for Academy leaders to bring greater rigor, discipline, transparency, and accountability to these efforts. Cultural competence must be mainstream to all Academy operations, decisions, and planning. By adopting the recommendations set out in this report to fit the Academy culture, cultural competence will, over time, be seen as mission essential and should be thus evidenced in everything that faculty, staff, and cadets experience in New London. The report provides a roadmap for Academy leaders to implement a coordinated set of policies, procedures, and structures to advance this goal. With Academy leaders poised to introduce new initiatives to enhance the Academy's cultural competence, the ripple effect into the fleet will further strengthen organizational performance.

Recommendations are repeated below and categorized by short-term and medium-term:

Short-Term Recommendations

- 4.1** Adopt leadership approaches of a “weaver leader” and “shared equity leadership” to advance cultural competence.
- The concept of a “weaver leader” recognizes that: “campus leaders play an important role as weavers encouraging the participation of many individuals in the rebuilding process. Weavers' work is one of identifying different fragments, connecting them, and helping to network and connect ideas, beliefs, activities, and feelings. Weavers are important to sense-making, building relationships, and creating coherent communications to create the tapestry as a whole. Weaving is not easy, as it means being able

to stand apart from the many activities and perspectives to connect them with a vision for the whole tapestry.”⁸⁷

- The concept of “shared equity leadership” is collaborative and inherently inclusive. It does not rely on one individual to lead (even when there is a hierarchical authority structure in place that is both necessary and respected), but rather it advances equity, drawing on the collective skills of multiple individuals. However, each individual leader must have experienced a personal journey to engage with cultural competence to advance these topics effectively with the collective. Instead of cultural competence being seen as an “add-on” to an individual's life, and thus the Academy's environment, cultural competence can become essential to all of what the Academy does as a place to learn and work.

- 4.2** By the start of the 2022-2023 Academic Year, release and begin implementing a diversity and inclusion action plan that will provide specific measures to extend strengths, resolve challenges, and bring about its goals relative to cultural competence and diversity.
- 4.3** Broaden the responsibilities to make the Academy CDO position more of a trusted strategic advisor of the Superintendent.
- 4.4** Strengthen and energize the Academy's leadership council structure that coordinates, guides, and oversees cultural competence efforts.
- 4.5** Harmonize and rationalize data collection to make it a central means to actively manage cultural competence.
- 4.6** Announce during the next few months a decision on how to address the two murals in question so that the room can be prepared to be reopened.
- 5.1** Continue to regularly assess the AHHI policy and its specific impacts on the Corps of Cadets and the faculty and staff, building off the recently completed review of the policy.
- 6.1** Actively evaluate the array of CGA cultural competence initiatives and programs, and other campus practices and traditions, to determine what components may need to be jettisoned, streamlined, or introduced to enhance cultural competence. Consideration should always be paid to whether a tradition or practice truly adheres to the CGA and USCG missions and the values community members are expected to embody.
- 7.2** Begin regular reviews of the various training and leadership development programs to ensure they contribute to the larger strategic cultural competence goals for faculty, staff, and cadets.
- 7.3** Launch an Athletics Cultural Competence and Diversity Initiative that takes advantage of sports' unique team building and leadership dynamics. This initiative will embed cultural competence in the expertise of the Academy's coaches, athletic staff, and sports team

87. “Leading After a Racial Crisis: Weaving a Campus Tapestry of Diversity and Inclusion,” viii.

members through the meaningful relationship athletic staff and coaches maintain with cadets.

Medium-Term Recommendations

- 5.2** Expand the Sexual Assault Prevention Response and Recovery Office (SAPRR) office and intensely review survey results with leadership, along with locating the SAPRR office in a place where individuals can visit as anonymously as possible.
- 6.2** Undertake a periodic systematic review of CGA's cultural competence to identify opportunities to enhance it.
- 6.3** Create a new civilian student affairs position in the Cadet Division to provide not only continuity in programming and the Chase Hall environment but also support to Cadet Division staff through resources and expertise in student affairs best practices.
- 6.4** Begin expanding external partnerships with higher education institutions to enhance timely adoption of best practices in higher education, gain outside perspectives, and utilize resources outside the CGA.
- 7.1** Expand equity-minded pedagogical techniques to the entire faculty to ensure better student learning outcomes for all classes.
- 8.1** Coast Guard Headquarters should provide permanent funding for temporary billets and other short-term faculty positions.
- 8.2** Coast Guard Headquarters, in close coordination with the Academy, should conduct a review of the hiring process for civilian faculty.
- 8.3** Place greater emphasis across all academic departments on cultural competence in the faculty and staff hiring processes, including a longer-term human capital strategic plan.

Appendices

Appendix A: National Defense Authorization Act for Fiscal Year 2021, Section 8272

Subtitle E—Coast Guard Academy Improvement Act

SEC. 8271. SHORT TITLE.

This subtitle may be cited as the “Coast Guard Academy Improvement Act”.

SEC. 8272. COAST GUARD ACADEMY STUDY.

(a) IN GENERAL.—The Secretary of the department in which the Coast Guard is operating shall seek to enter into an arrangement with the National Academy of Public Administration not later than 60 days after the date of the enactment of the this Act under which the National Academy of Public Administration shall—

(1) conduct an assessment of the cultural competence of the Coast Guard Academy as an organization and of individuals at the Coast Guard Academy to carry out effectively the primary duties of the United States Coast Guard listed in section 102 of title 14, United States Code, when interacting with individuals of different races, ethnicities, genders, religions, sexual orientations, socioeconomic backgrounds, or from different geographic origins; and

(2) issue recommendations based upon the findings in such assessment.

(b) ASSESSMENT OF CULTURAL COMPETENCE.—

(1) CULTURAL COMPETENCE OF THE COAST GUARD ACADEMY.—The arrangement described in subsection (a) shall require the National Academy of Public Administration to, not later than 1 year after entering into an arrangement with the Secretary under subsection (a), submit to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Commerce, Science, and Transportation of the Senate the assessment described under subsection (a)(1).

(2) ASSESSMENT SCOPE.—The assessment described under subsection (a)(1) shall—

(A) describe the level of cultural competence described in subsection (a)(1) based on the National Academy of Public Administration’s assessment of the Coast Guard Academy’s relevant practices, policies, and structures, including an overview of discussions with faculty, staff, students, and relevant Coast Guard Academy affiliated organizations;

(B) examine potential changes which could be used to further enhance such cultural competence by—

(i) modifying institutional practices, policies, and structures; and

(ii) any other changes deemed appropriate by the National Academy of Public Administration; and

(C) make recommendations to enhance the cultural competence of the Coast Guard Academy described in subparagraph (A), including any specific plans, policies, milestones, performance measures, or other information necessary to implement such recommendations.

(c) FINAL ACTION MEMORANDUM.—Not later than 6 months after submission of the assessment under subsection (b)(1), the Commandant of the Coast Guard shall submit to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Commerce, Science, and Transportation of the Senate, a final action memorandum in response to all recommendations contained in the assessment. The final action memorandum shall include the rationale for accepting, accepting in part, or rejecting each recommendation, and shall specify, where applicable, actions to be taken to implement such recommendations, including an explanation of how each action enhances the ability of the Coast Guard to carry out the primary duties of the United States Coast Guard listed in section 102 of title 14, United States Code.

(d) PLAN.—

(1) IN GENERAL.—Not later than 6 months after the date of the submission of the final action memorandum required under subsection (c), the Commandant, in coordination with the Chief Human Capital Officer of the Department of Homeland Security, shall submit a plan to carry out the recommendations or the parts of the recommendations accepted in the final action memorandum to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Commerce, Science, and Transportation of the Senate.

(2) STRATEGY WITH MILESTONES.—If any recommendation or parts of recommendations accepted in the final action memorandum address any of the following actions, then the plan required in paragraph (1) shall include a strategy with appropriate milestones to carry out such recommendations or parts of recommendations:

(A) Improve outreach and recruitment of a more diverse Coast Guard Academy cadet candidate pool based on race, ethnicity, gender, religion, sexual orientation, socioeconomic background, and geographic origin.

(B) Modify institutional structures, practices, and policies to foster a more diverse cadet corps body, faculty, and staff workforce based on race, ethnicity, gender, religion, sexual orientation, socioeconomic background, and geographic origin.

(C) Modify existing or establish new policies and safeguards to foster the retention of cadets, faculty, and staff of different races, ethnicities, genders, religions, sexual orientations, socioeconomic backgrounds, and geographic origins at the Coast Guard Academy.

(D) Restructure the admissions office of the Coast Guard Academy to be headed by a civilian with significant relevant higher education recruitment experience.

(3) IMPLEMENTATION.—Unless otherwise directed by an Act of Congress, the Commandant shall begin implementation of the plan developed

under this subsection not later than 180 days after the submission of such plan to Congress.

(4) UPDATE.—The Commandant shall include in the first annual report required under chapter 51 of title 14, United States Code, as amended by this division, submitted after the date of enactment of this section, the strategy with milestones required in paragraph (2) and shall report annually thereafter on actions taken and progress made in the implementation of such plan.

Appendix B: Panel and Study Team Member Biographies

Panel of Academy Fellows

Dr. David Chu, *Panel Chair*. Adjunct Staff Member, Institute for Defense Analyses. Former President and Chief Executive Officer, Institute for Defense Analyses; Senior Fellow, RAND; Under Secretary of Defense for Personnel and Readiness, U.S. Department of Defense; Vice President, RAND Corporation within Army Research Division; Director, RAND Corporation within Arroyo Center; Director, RAND Corporation within Washington Research Department; Associate Chairman, RAND Corporation within Research Staff; Economist, RAND Corporation; Assistant Secretary of Defense for Program Analysis and Evaluation, U.S. Department of Defense within the Office of the Secretary of Defense; Assistant Director for National Security and International Affairs, Congressional Budget Office.

Erik Bergrud. Chief Strategic Communications Officer, Park University. Former Associate Vice President for University Engagement, Park University; President, American Society for Public Administration; Senior Director of Program and Service Development, American Society for Public Administration; Senior for e-Organization Development, American Society for Public Administration; Director of Information, American Society for Public Administration; Director of Chapter/Section Relations, American Society for Public Administration.

Dr. Jennifer Brinkerhoff. Professor of Public Administration and International Affairs, George Washington University. Former Associate Dean, Faculty Affairs and Special Initiatives, George Washington University's Elliott School of International Affairs; Co-Director of GW Diaspora Research Program, George Washington University; Assistant Professor & Director, Rutgers University's International Public Service and Development Master's Program; Consultant, World Bank; Program Associate, Thunder and Associates, Inc.

Michael Dominguez. Former Director, Institute for Defense Analyses within Strategy, Forces and Resources Division; Principal Deputy Under Secretary of Defense for Personnel and Readiness, U.S. Department of Defense; Assistant Secretary of the Air Force for Manpower and Reserve Affairs, including service as Acting Secretary of the Air Force, U.S. Department of Defense; Assistant Director for Space, Information Warfare, and Command and Control, U.S. Department of Defense; Executive Assistant to the Assistant Secretary of Defense for Program Analysis and Evaluation; Program Analyst, Office of the Secretary of Defense for Program Analysis and Evaluation; Office of the Chief of Naval Operations, U.S. Department of Defense; Research Project Director, Center for Naval Analyses; General Manager, Tech 2000 Inc.; Associate Director for Programming, Office of the Chief of Naval Operations; Director for Planning and Analytical Support, Office of the Assistant Secretary of Defense for Program Analysis and Evaluation; Adjunct Research Staff Member, Institute for Defense Analyses.

Dr. Susan Gooden. Dean and Professor, Virginia Commonwealth University's Wilder School of Government and Public Affairs. Former Executive Director, VCU Wilder School's Grace E. Harris Leadership Institute; Associate Professor, Virginia Polytechnic Institute and State University's Center for Public Administration and Policy; Founding Director, Virginia Polytechnic Institute

and State University's Race and Social Policy Research Center; Director, MPA Program, Virginia Polytechnic Institute and State University's Virginia Tech, Richmond Center; Post-Doctoral Fellow, University of North Carolina-Chapel Hill; Research Evaluator, University of North Carolina-Chapel Hill; Consultant, MDRC.

Study Team

Brenna Isman, *Director of Academy Studies*. Ms. Isman has worked for the Academy since 2008 and provides oversight across the Academy's studies. She recently served as the Project Director for the Academy's project that assisted a national regulatory and oversight board in developing and implementing its strategic plan. She also recently directed the Academy's statutorily required assessments of the NASA's use of its Advisory Council and the Environmental Protection Agency's practices for determining the affordability of regulatory mandates, as well as the Academy's organizational assessments of the U.S. State Department's Office of Inspector General and the Amtrak Office of the Inspector General. Ms. Isman has served as a Senior Advisor on strategic plan development for the Postal Regulatory Commission (PRC) and Social Security Administration (SSA), and organizational change consulting support for the Coast Guard. Her prior consulting experience includes both public and private sector clients in the areas of communication strategy, performance management, and organizational development. Prior to joining the Academy, Ms. Isman was a Senior Consultant for the Ambit Group and a Consultant with Mercer Human Resource Consulting facilitating effective organizational change and process improvement. She holds an MBA from American University and a Bachelor of Science in Human Resource Management from the University of Delaware.

Roger Kodat, *Senior Project Director*. Mr. Kodat has led more than 30 projects for the Academy. He brings twenty years of commercial and investment banking experience with JPMorgan Chase, and six years of senior level federal government experience at the Department of the Treasury. Appointed by President George W. Bush in 2001 to serve as Deputy Assistant Secretary of Treasury, he was responsible for Federal Financial Policy. Some of his tasks at Treasury included policy formulation for the 2006 Postal Accountability and Enhancement Act; rule making and oversight of Federal loan and loan guarantee programs; and management of the Federal Financing Bank (a \$32 billion bank at that time). Mr. Kodat holds a BS in Education from Northwestern University and both an MBA in Finance and Masters of Arts (MA) in Political Science from Indiana University.

Daniel Ginsberg, *Senior Advisor*. Mr. Ginsberg has directed and provided subject matter expertise for a number of projects for the Academy and draws on his expertise as a defense, health care policy, and human capital consultant in Washington, DC. From 2009 to 2013, he served as the Assistant Secretary of the Air Force for Manpower and Reserve Affairs, leading the Air Force's efforts to provide trained and ready personnel, while transforming human capital management for the almost 700,000-person armed service. Mr. Ginsberg served for a decade as the senior defense policy advisor to U.S. Senator Patrick Leahy of Vermont. He is also a former member of the staff of the U.S. Senate Committee on Armed Services during the Chairmanship of U.S. Senator Sam Nunn of Georgia.

Sharon Yoo, *Research Analyst*. Ms. Yoo has had extensive research experience in various topics including international development including sustainable energy, access to equitable education, and technology. She has interned and worked with organizations such as the United Nations Development Fund and the Massachusetts Institute of Technology Media Lab. At the Academy, she has focused on several projects focusing on technology, education, and innovation for the Agricultural Research Service and Federal Aviation Administration. Most recently focusing on safe learning environments including diversity, equity, and inclusion and the prevention of sexual harassment and sexual assault at the U.S. Merchant Marine Academy. She holds a dual degree master's from The Johns Hopkins University – School of Advanced International Studies and Harvard Graduate School of Education.

Elise Johnson, *Senior Research Associate*. Ms. Johnson joined the Academy in 2019 as a Research Associate. Her focus areas include organizational transformation and change management, human capital, governance, and strategic planning. Ms. Johnson also contributes to a current study for the Cybersecurity and Infrastructure Security Agency within the Department of Homeland Security. Before joining the Academy, Ms. Johnson earned a B.A. in Public Policy, a B.A. in Government & Politics, and a Spanish minor from the University of Maryland, College Park.

E. Jonathan Garcia, *Research Associate*. Mr. Garcia joined the Academy as a Research Associate in November 2020. His focus areas include diversity, equity, and inclusion initiatives in higher education spaces, strategic planning, and human capital planning. Mr. Garcia also served on studies for the Department of Homeland Security Office of Inspector General and the Office of Personnel Management. Mr. Garcia graduated in May 2020 from the University of Maryland, earning a B.A. in Public Policy, a B.A. in Communication, and a Minor in Law and Society.

Additional Contribution

Robert Goldenkoff, *Senior Advisor*. Mr. Goldenkoff has over 30 years of experience in federal program evaluation and organizational transformation with the U.S. Government Accountability Office. He retired from GAO in January 2020 as a Director on GAO's Strategic Issues team where he led a portfolio of work focused on strengthening federal human capital management and improving the cost-effectiveness of the federal statistical system. His work resulted in tens of millions of dollars in financial savings, and dozens of program improvements. Mr. Goldenkoff was also an adjunct faculty member at GAO's Learning Center where he taught classes on congressional testimony, congressional relations, and performance auditing. Mr. Goldenkoff received his B.A. (political science) and Master of Public Administration degrees from the George Washington University.

Appendix C: Summary of Interviewees

Coast Guard Academy, Coast Guard, and Department of Homeland Security

During the course of this study, the NAPA Study Team interviewed 216 individuals from the Coast Guard Academy, including:

- 86 cadets, including individuals from all four classes, all majors, and various Corps and co-curricular leadership positions.
- 80 staff members, including individuals from the Senior Leadership Team, Office of Inclusion and Diversity, Civil Rights and Legal offices, Sexual Assault Prevention Response and Recovery office, Office of Institutional Research, Library, Admissions Division, and other mission support units. Staff members included commissioned service members, enlisted service members, and civilians.
- 56 faculty members, including individuals from the five Academic Division departments, the Professional Maritime Studies Department, and the Athletics Department.

The Study Team interviewed seventeen individuals from the United States Coast Guard, including eight from Headquarters and nine additional Academy alumni.

Two individuals from the Department of Homeland Security Office of Inspector General were also interviewed.

To comply with the Department of Homeland Security Privacy Act policy, the names of individuals affiliated with the Coast Guard Academy, Coast Guard, and Department of Homeland Security are not listed.

Other Service Academies

The Study Team also met with six individuals from the U.S. Air Force Academy, three individuals from the U.S. Military Academy, and four individuals from the U.S. Naval Academy. These individuals are involved in the leadership and diversity and inclusion efforts at these service academies.

National Academy of Public Administration Fellows

- **Dr. Jade Berry-James**, Professor of Public Administration, North Carolina State University
- **Gary Glickman**, Chair of Social Equity in Governance Panel
- **Dr. Susan Gooden**, Dean and Professor, Virginia Commonwealth University
- **Dr. Richard Gregory Johnson III**, Department Chair, University of San Francisco
- **Dr. Blue Wooldridge**, Professor Emeritus, Virginia Commonwealth University
- **Dr. Judith Youngman**, Former Interim Director for the Center for Maritime Policy & Strategy, U.S. Coast Guard Academy

Experts in the Field of Cultural Competence and Diversity, Equity, and Inclusion

- **Dr. Estela Bensimon**, Director and Professor of Higher Education, University of Southern California
- **Dr. Sylvia Carey-Butler**, Vice President for International Equity and Diversity, Brown University
- **Terry L. Cross**, Senior Advisor, National Indian Child Welfare Association
- **Dr. Frank Dobbin**, Sociology Department Chair, Harvard University
- **Dr. Peter Felten**, Assistant Provost for Teaching and Learning, Elon University
- **Dr. Fries-Britt**, Professor of Higher Education, University of Maryland
- **Dr. Laura M. Gambino**, Vice President, New England Commission of Higher Education
- **Tawara D. Goode**, Director, National Center of Cultural Competence
- **Debbie Hanson**, Senior Project Specialist, University of Southern California
- **Dr. Amanda Kraus**, Center for Naval Analyses
- **Del L. Ruff**, Executive Diversity and Inclusion Officer, North Carolina A&T State University
- **Paulette Russell**, President, National Association of Diversity Officers in Higher Education
- **Brian K. McNamara**, Professor of Practice, Public Administration, Tulane University
- **Dr. Sanjiv Sarin**, Special Assistant to the Chancellor/Professor, North Carolina A&T State University
- **Shruti Shah**, Managing Director, Deloitte
- **Dr. Tonya Smith-Jackson**, Senior Vice Provost, North Carolina A&T State University
- **Morgan Taylor**, Senior Research Analyst, American Council on Education
- **Dr. Dawn M. Whitehead**, Vice President of the Office of Global Citizenship for Campus, Community, and Careers, Association of American Colleges and Universities

U.S. House of Representatives

- **Dina Abdalla**, Majority Legislative Assistant, Subcommittee on Coast Guard and Maritime Transportation, Committee on Transportation and Infrastructure
- **Cheryl Dickson**, Majority Legislative Assistant, Subcommittee on Coast Guard and Maritime Transportation, Committee on Transportation and Infrastructure
- **Matt Dwyer**, Majority Professional Staff Member, Subcommittee on Coast Guard and Maritime Transportation, Committee on Transportation and Infrastructure
- **Arye Janoff**, Majority Committee Staff Member and Fellow, Committee on Transportation and Infrastructure
- **Frances Johnson-Gillon**, Majority Committee Staff Member and Coast Guard Fellow, Subcommittee on Coast Guard and Maritime Transportation, Committee on Transportation and Infrastructure
- **John Rayfield**, Minority Staff Director, Subcommittee on Coast Guard and Maritime Transportation, Committee on Transportation and Infrastructure

U.S. Senate

- **Matthew Bobbink**, Minority Committee Staff Member, Committee on Commerce, Science, and Transportation
- **Brendan Gavin**, Minority Committee Staff Member, Committee on Commerce, Science, and Transportation
- **Fern Gibbons**, Minority Committee Staff Member, Subcommittee on Oceans, Fisheries, Climate Change, and Manufacturing, Committee on Commerce, Science, and Transportation
- **Alexis Gutierrez**, Majority Committee Staff Member, Committee on Commerce, Science, and Transportation
- **Nicole Teutschel**, Majority Senior Professional Staff Member, Committee on Commerce, Science, and Transportation
- **Eric Vryheid**, Majority Committee Staff Member, Committee on Commerce, Science, and Transportation

Appendix D: National Center for Cultural Competence's Characteristics of Cultural Competence and Cultural Proficiency

The National Center for Cultural Competence at Georgetown University (NCCC) expanded on Cross et al.'s research and created characteristics for each stage of the cultural competence continuum. The characteristics for cultural competence and cultural proficiency are outlined below:

“Systems and organizations that exemplify cultural competence demonstrate an acceptance and respect for cultural differences and they:

- Create a mission statement for your organization that articulates principles, rationale, and values for cultural and linguistic competence in all aspects of the organization.
- Implement specific policies and procedures that integrate cultural and linguistic competence into each core function of the organization.
- Identify, use, and/or adapt evidence-based and promising practices that are culturally and linguistically competent.
- Develop structures and strategies to ensure consumer and community participation in the planning, delivery, and evaluation of the organization's core function.
- Implement policies and procedures to recruit, hire, and maintain a diverse and culturally and linguistically competent workforce.
- Provide fiscal support, professional development, and incentives for the improvement of cultural and linguistic competence at the board, program, and faculty and/or staff levels.
- Dedicate resources for both individual and organizational self-assessment of cultural and linguistic competence.
- Develop the capacity to collect and analyze data using variables that have meaningful impact on culturally and linguistically diverse groups.
- Practice principles of community engagement that result in the reciprocal transfer of knowledge and skills between all collaborators, partners, and key stakeholders.

Systems and organizations that exemplify cultural proficiency hold culture in high esteem, use this as a foundation to guide all their endeavors, and they:

- Continue to add to the knowledge base within the field of cultural and linguistic competence by conducting research and developing new treatments, interventions, and approaches for health and mental care in policy, education, and the delivery of care.
- Develop organizational philosophy and practices that integrate health and mental health care.
- Employ faculty and/or staff, consultants, and consumers with expertise in cultural and linguistic competence in health and mental health care practice, education, and research.
- Publish and disseminate promising and evidence-based health and mental health care practices, interventions, training, and education models.
- Support and mentor other organizations as they progress along the cultural competence continuum.

- Develop and disseminate health and mental health promotion materials that are adapted to the cultural and linguistic contexts of populations served.
- Actively pursue resource development to continually enhance and expand the organization's capacities in cultural and linguistic competence.
- Advocate with, and on behalf of, populations who are traditionally unserved and underserved.
- Establish and maintain partnerships with diverse constituency groups, which span the boundaries of the traditional health and mental health care arenas, to eliminate racial and ethnic disparities in health and mental health.”⁸⁸

88. Tawara Goode, *Cultural Competence Continuum*, National Center for Cultural Competence-Georgetown University Center for Child and Human Development, 2004, 3-4, <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fnccc.georgetown.edu%2Fcurricula%2Fdocuments%2FTheContinuumRevised.doc&wdOrigin=BROWSELINK>.

Appendix E: Sixteen Characteristics of a Culturally Proficient Coast Guard Academy

Theme #1: Leadership Vision and Commitment to Cultural Competence

1. Develop organizational philosophy and practices that integrate cultural competence into CGA culture.
2. Work toward creating an Academy and Coast Guard service that is more inclusive and representative of society.
3. Foster environments that provide student-athletes, coaches, and administrators with diverse, equitable, and inclusive spaces to learn, compete, train, lead, and work.
4. Create a campus atmosphere that celebrates and values CGA history and achievements in a culturally competent manner, to ensure all cadets, faculty, staff, alumni, and visitors feel a sense of belonging.

Theme #2: Incident Response

1. Maintain an incident reporting system that eliminates barriers to reporting, provides culturally sensitive services to parties involved, promptly and thoroughly investigates the incident, and delivers equitable disciplinary procedures.

Theme #3: Active Learning, Continuous Improvement, and Partnerships

1. Continue to add to the knowledge base within the field of cultural competence by conducting research and developing new initiatives, policies, procedures, and approaches for cultural competence in institutions of higher learning, more specifically in a service academy setting.
2. Publish and disseminate promising and evidence-based cultural competence best practices, interventions, training, and education models to enhance cultural competence across the higher education sector and the military.
3. Work cooperatively with and learn from other service academies and higher education institutions as they progress along the cultural competence continuum.
4. Actively work with stakeholders to continually enhance and expand CGA's capacities in cultural competence.
5. Establish and maintain partnerships with diverse constituency groups, which span the boundaries of military and civilian arenas, to become a service academy that educates cadets and employs faculty and staff who work to serve all its constituencies.

Theme #4: Training and Curriculum

1. Develop curriculum and training materials that educate the CGA community on the cultural contexts of populations served.
2. Actively incorporate cultural competence into cadet training to ensure upon graduation, cadets are prepared to fulfill the USCG mission.

3. Support cadets—physically, mentally, academically, spiritually, and personally—throughout their time at CGA using culturally competent practices that acknowledge individual and group circumstances.
4. Provide mentorship and development opportunities to cadets from culturally competent alumni.

Theme #5: Screening, Hiring, and Admissions

1. Employ faculty and staff with expertise in cultural competence in military service, education, and research.
2. Recruit and admit individuals to CGA through an admissions process that is informed by culturally competent best practices and aims to remove barriers to attending the Academy.

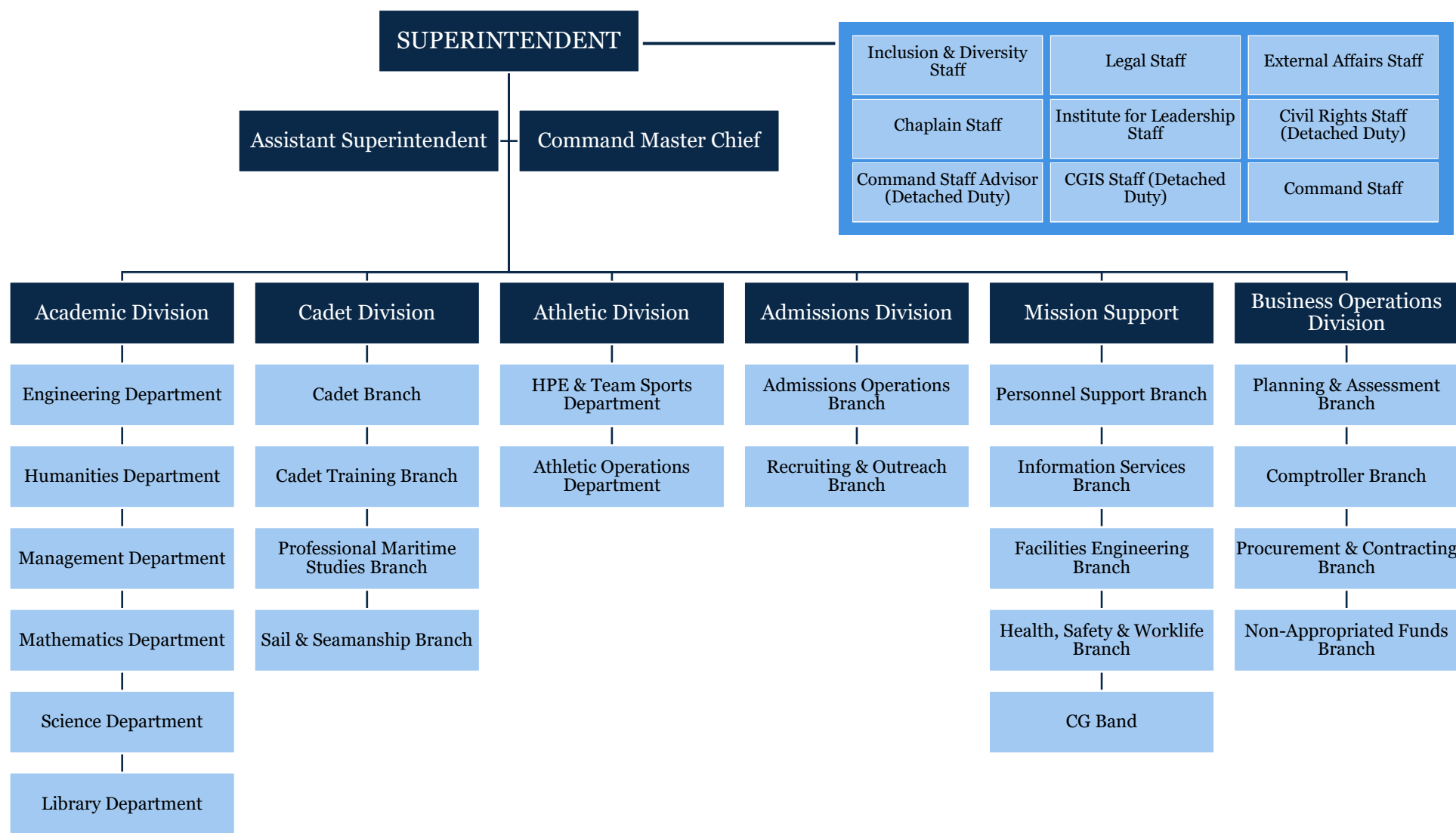
Appendix F: Key Coast Guard Academy Historical Milestones

The history of an institution is valuable context in understanding its path toward cultural competence.⁸⁹ Below are a few key milestones in the Coast Guard Academy's history, including three related to becoming more culturally competent. Before these three milestones in the second half of the 1900s, access to the Coast Guard Academy was limited to white male cadets.

1876	The Revenue Cutter School of Instruction, the first Coast Guard Academy, was held on a schooner based in New Bedford, MA.
1915	The U.S. Coast Guard Academy was formed after a consolidation of several maritime agencies, including the School of Instruction.
1932	The Coast Guard Academy relocates from Fort Trumbull to its current location in New London, CT.
1955	Jarvis L. Wright became the first African American admitted to the Academy; he resigned in 1957 due to serious health problems.
1962	The second African American cadet, Merle J. Smith, is admitted to the Academy.
1966	Merle Smith became the first African American cadet to graduate and commission as an ensign, signifying the Academy's full racial integration.
1976	The first women joined the Corps of Cadets after Public Law 94-106 (signed by President Gerald Ford in 1975) officially integrated the military service academies with women.
1980	The first international cadet graduated from the Academy. The first class of women graduated from the Academy.
2011	Gay, lesbian, and bisexual people are permitted to serve openly in the military, per U.S. federal statute.
2021	The ban on transgender people serving in the military is reversed by Executive Order 14004 (January 25, 2021).

89. "History," Coast Guard Academy, accessed January 17, 2022, <https://www.uscga.edu/history/>.
"The Ever Changing Long Blue Line," U.S. Coast Guard Academy Alumni Association, accessed January 17, 2022, <https://www.cgaalumni.org/s/1043/21/interior.aspx?sid=1043&gid=1&pgid=5637>.

Appendix G: Coast Guard Academy Organizational Chart (2022)



Appendix H: Henriques Room Murals

During its time at the Academy in October 2021, the Study Team visited and received a senior-level briefing on some of the important issues that remain unresolved connected with two murals located in the Henriques Room. This room has been closed for several years. Below are photos of the two murals (out of many in this room).⁹⁰ None of the murals in the Henriques Room are explained or contextualized.

These two murals depict symbols and images that do not support the Academy's goals toward greater cultural competence and racial inclusivity.

Mural: "Building First Rev. Cutter Massachusetts at Newburyport"



90. Debbie Hanson and Estella Bensimon, The U.S. Coast Guard Academy 2017 Vital Signs Report, The Center for Urban Education, Rossier School of Education, University of Southern California, 2017, <https://cpb-us-e1.wpmucdn.com/sites.usc.edu/dist/6/735/files/2018/04/Vital-Signs-Report-FINAL-032818-V2.pdf>. The images of the murals are from the Center for Urban Education. Used with permission.

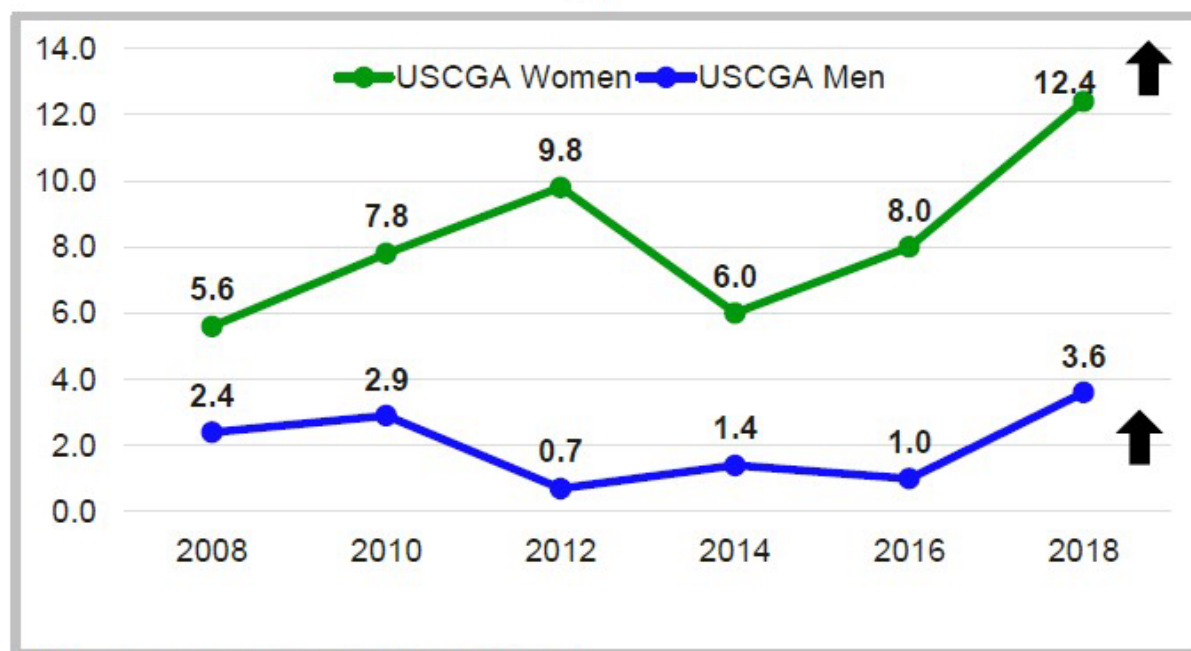
Mural: "Attacking a Seminole Indian Stronghold"



Appendix I: 2018 SAGR Survey Data

The data from the 2018 SAGR survey indicate that unwanted sexual contact increased at the Academy for both female and male cadets between 2008 and 2018.⁹¹ SAGR defines unwanted sexual contact as the metric used to assess behaviors in line with sexual assault, including penetrative, non-penetrative, and attempted crimes.

Estimated Unwanted Sexual Contact Rate, by Gender



Margins of error range from $\pm 0.1\%$ to $\pm 4.5\%$ (Q48)

Source: SAGR 2018 Survey

91. Department of Defense Office of People Analytics, 2018 U.S. Coast Guard Academy Gender Relations Survey – Overview Review (Report No. 2018-076), July 2019, <https://apps.dtic.mil/sti/pdfs/AD1075894.pdf>.

Appendix J: Cadet, Faculty, Staff Demographic Data⁹²

In higher education in America, colleges and universities have focused on diversifying their student bodies. Even with a variation in success across various ethnic and racial groups, the student body continues to have increased rates of diversity across the United States. According to a 2019 report by the American Council on Education, *Race and Ethnicity in Higher Education: A Status Report*, students of color made up just 29.6 percent of the undergraduate student population in 1996, increasing to 45.2 percent in 2016.⁹³ Though student populations have increased diversity, the racial and ethnic diversity among faculty, staff, and administrators still face challenges.

The American Council on Education stated that in America in 2017, 71.0 percent of part-time faculty and 72.6 percent of full-time faculty were White. According to the Integrated Postsecondary Education Data System (IPEDS) data, there is a slight shift in demographic variation for part-time and full-time faculty in fall 2020.⁹⁴ Similar patterns continued across senior administrators, mid-level professionals, and nearly all full-time and part-time staff positions.⁹⁵ Beyond the classroom and leadership, most people of color were employed in service and maintenance and office and administrative support occupations.

Cadets

Concerning diversifying the campus, CGA officials and interviewees recognize the importance of diversity and their commitment to further diversifying the campus. Like most institutions of higher learning, the Academy has considerably focused and improved the diversity efforts of the cadet population. For gender diversity, the current percentage of females enrolled in an undergraduate program from Title IV degree-granting institutions in the U.S. in 2020 is 58.04 percent. The Academy has made a concerted effort to increase gender diversity on campus. Figure A shows the fall 2020 female enrolment across the five service academies. Of the 1056 students, female enrollment at the Academy is 37.59 percent. The percentage of female enrollment is the highest amongst all service academies by almost ten percentage points. Figure B shows the progress to improve female enrolment on campus from 2011 to 2020, which has increased from 30.33 percent to 37.59 percent, respectively.

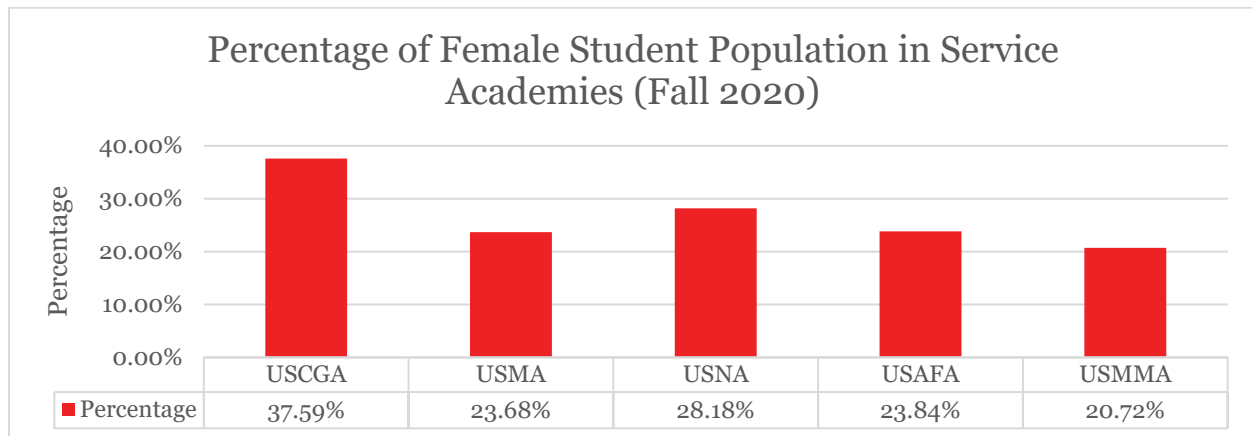
92. For the study, the Study Team used two data sets, one from IPEDS and the second from USCGA's Institutional Review Board. Notably, there are some inconsistencies between the two data sets. Though, both sets of data reflect similar demographic trends which were used to reflect the following analysis.

93. Lorelle L. Espinosa, Jonathan M. Turk, Morgan Taylor, Hollie M. Chessman, *Race and Ethnicity in Higher Education: A Status Report*, American Council on Education, 2019, <https://1xfsu31b52d33idlp13twtos-wpengine.netdna-ssl.com/wp-content/uploads/2019/02/Race-and-Ethnicity-in-Higher-Education.pdf>.

94. "Summary Tables: Full-Time Staff by Race/Ethnicity and Occupational Category: Fall 2020," National Center for Education Statistics, accessed January 4, 2022, https://nces.ed.gov/ipeds/SummaryTables/report/410?templateId=4100&year=2020&expand_by=0&tt=aggregate&instType=1.

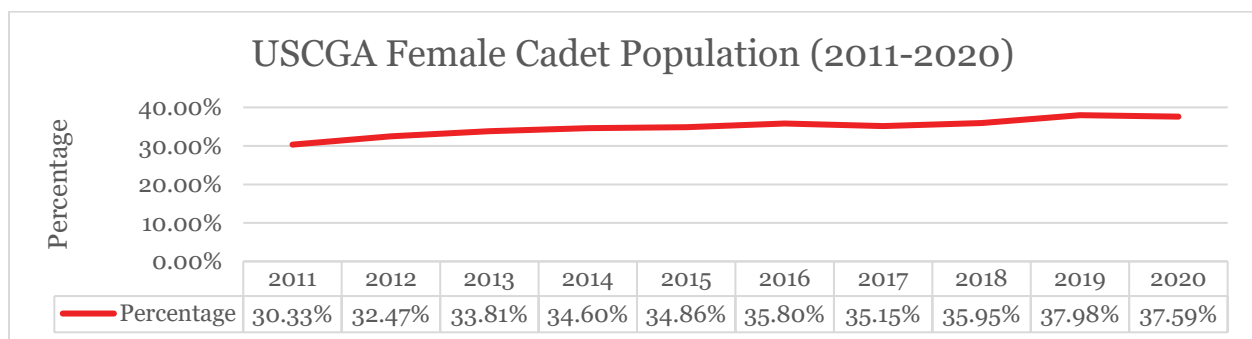
95. Espinosa et al., *Race and Ethnicity in Higher Education: A Status Report*.

Figure A



Source: IPEDS

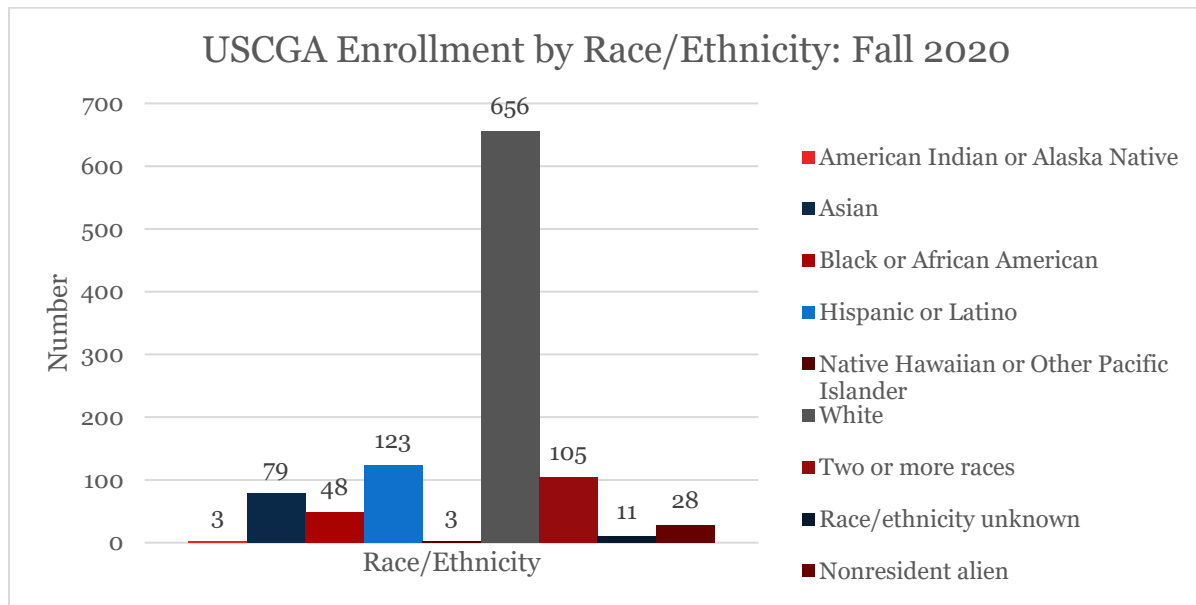
Figure B



Source: IPEDS

In addition to gender diversity, the Academy also has made progress in racial and ethnic diversity on campus. The 2020 enrolled student population at Coast Guard Academy was 1,056 cadets. Of this population, 62.1percent (656) are White, 11.64 percent (123) Hispanic or Latino, 10 percent (105) Two or More Races, 7.48 percent (79) Asian, 4.55 percent (48) Black or African American, 0.281 percent (3) Native Hawaiian or Other Pacific Islanders, and 0.281 percent (3) American Indian or Alaska Native. By comparison, enrollment for all Baccalaureate Colleges is 55 percent White, 14 percent Black or African American, and 13.1 percent Hispanic or Latino. Any student studying in the United States on a temporary basis is categorized as a “Non-Resident Alien,” and the share of those students is shown in the chart below. Additionally, 12 students (1.12 percent) did not report their race. Below is a bar graph of CGA Total Student Enrollment by Ethnicity.

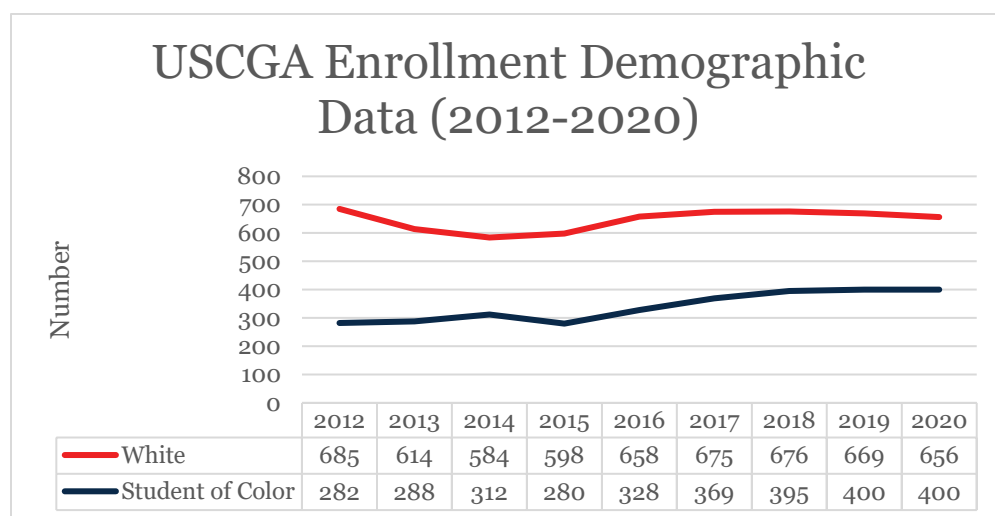
Figure C



Source: IPEDS

Since 2012, there has been an increase in the total number of students of color population, and the white student population has remained relatively static. There has been an approximately 30 percent change in the student of color population since 2012. However, against the entire student population, the three has only been an 8 percent increase. White cadets still represented 63 percent of the student population in 2020. The graph below, Figure D, shows the longitudinal data between the white student population and the entire student of color population from 2012 to 2020.

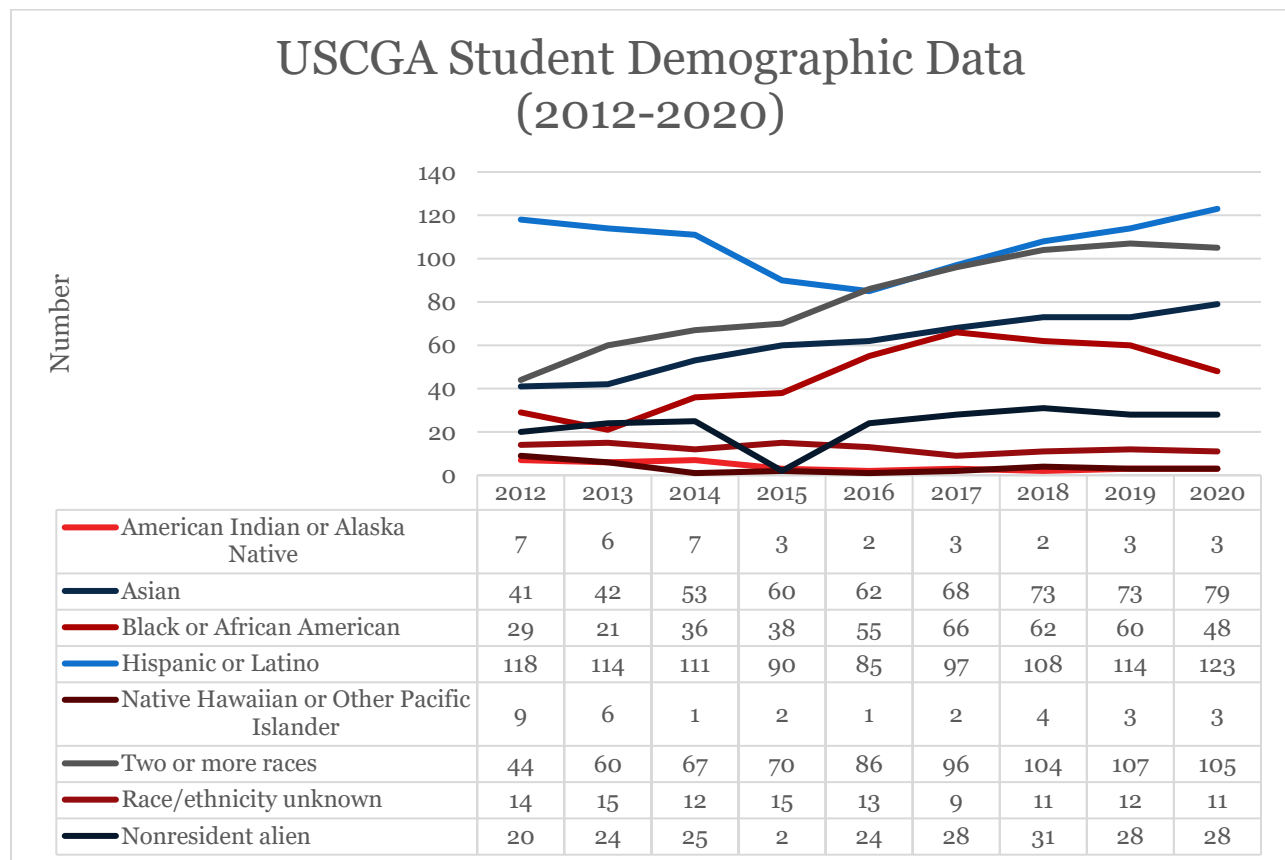
Figure D



Source: IPEDS

Further categorized by ethnic group, Hispanic and Latino cadets represent the largest ethnic group at CGA. However, as shown by Figure E, there is significant variation between the total Hispanic and Latino enrolled cadets each academic year. In addition, cadets that identify as Asian, African American, and two or more races (multiracial) have increased since 2012. The American Indian and Native Hawaiian (Pacific Islander) student population has significantly reduced, while the Non-resident Alien student population shows insignificant statistical change across time. Figure E below shows the 2012-2020 longitudinal data of the CGA Student Demographics by Student of Color population.

Figure E



Source: IPEDS

Below in Table A is a table of longitudinal data on the CGA Student Demographics by Student of Color population. The Academy has made significant progress toward bringing a wide array of cadets through gender and racial and ethnic diversity. Overall percentages of most racial and ethnic demographic groups have increased except for Native Hawaiian and Hispanic or Latino groups. Most notably, the number of cadets that self-identify as two or more races rose significantly in the past decade.

Table A

USCGA Cadet Population Percentages by Race and Ethnicity (2012-2020)									
<u>Ethnicity</u>	<u>2012</u>	<u>2013</u>	<u>2014</u>	<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>	<u>2020</u>
Asian	4.30%	4.74%	6.00%	6.80%	6.37%	6.57%	6.89%	6.91%	7.48%
Black	3.04%	2.37%	4.07%	4.30%	5.65%	6.38%	5.85%	5.68%	4.55%
Native Hawaiian or Pacific Islander	0.94%	0.68%	0.11%	0.23%	0.10%	0.19%	0.38%	0.28%	0.28%
Hispanic or Latino	12.38%	12.85%	12.56%	10.19%	8.74%	9.37%	10.19%	10.79%	11.65%
Two or More Races	4.62%	6.76%	7.58%	7.93%	8.84%	9.28%	9.81%	10.12%	9.94%
American Indian	0.73%	0.68%	0.79%	0.34%	0.21%	0.29%	0.19%	0.28%	0.28%
Non-Resident Alien	2.10%	2.71%	2.83%	2.49%	2.47%	2.71%	2.92%	2.65%	2.65%
White	71.88%	69.22%	66.06%	67.72%	67.63%	65.22%	63.77%	63.29%	62.12%

Source: IPEDS

Table B

Service Academies' Cadet Population Percentages by Race and Ethnicity (Fall 2020)									
<u>Institution Name</u>	<u>American Indian or Alaska Native</u>	<u>Asian</u>	<u>Black or African American</u>	<u>Hispanic/Latino</u>	<u>Native Hawaiian or Pacific Islander</u>	<u>White</u>	<u>Two or more races</u>	<u>Race/ethnicity unknown</u>	<u>Non-Resident Alien</u>
Coast Guard Academy	0.28%	7.48%	4.55%	11.65%	0.28%	62.12%	9.94%	1.04%	2.65%
US Air Force Academy	0.14%	6.62%	6.62%	11.45%	0.46%	63.73%	7.24%	2.37%	1.37%
US Merchant Marine Academy	0.39%	5.54%	1.75%	4.77%	0.68%	79.96%	5.74%	0.68%	0.49%
US Military Academy	0.75%	7.74%	12.76%	11.90%	0.22%	62.10%	2.60%	0.64%	1.28%
US Naval Academy	0.13%	7.58%	6.51%	11.82%	0.48%	61.30%	9.93%	1.00%	1.26%

Source: IPEDS

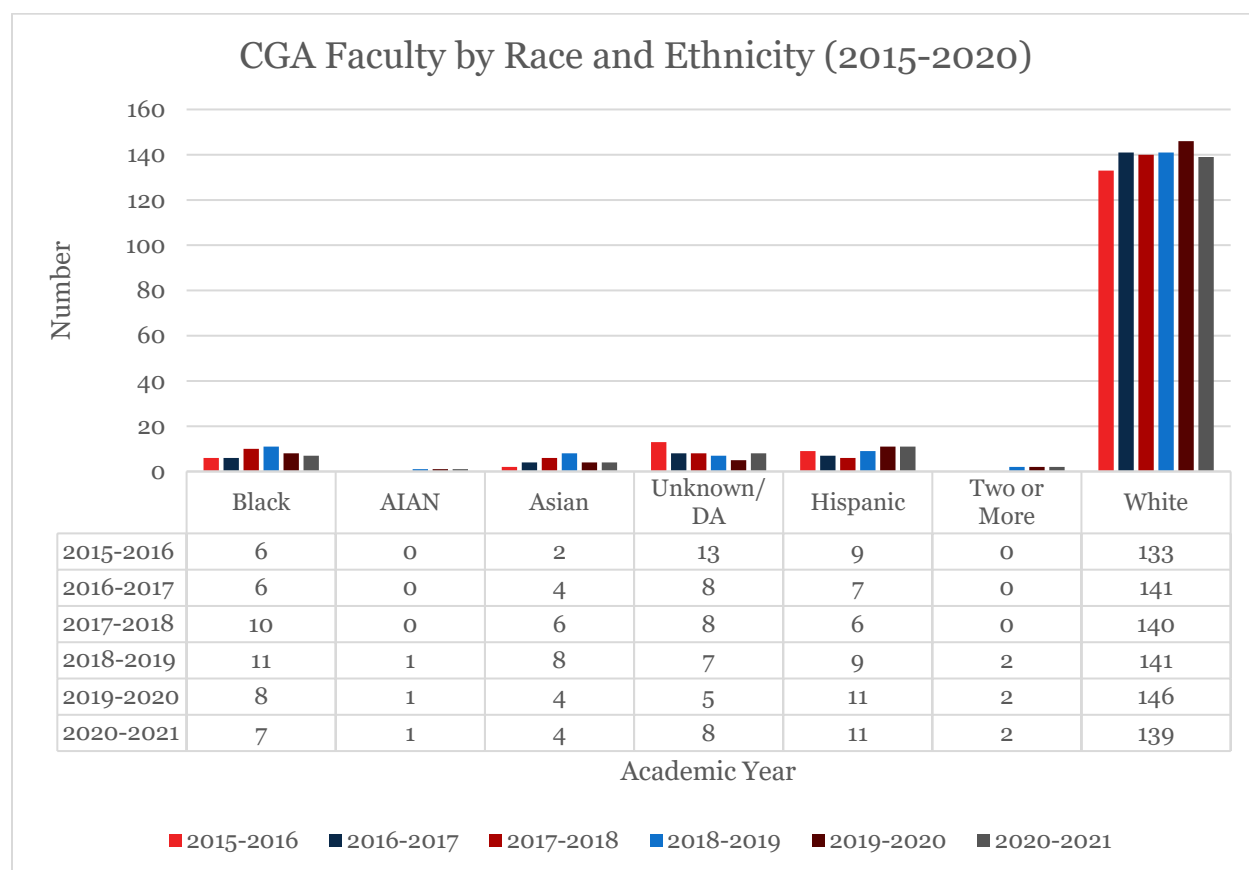
Faculty and Staff

The Academy has made significant improvements to increase the diversity of its cadet population, and with continuous effort, the results are evident. However, like other higher education institutions, the screening and hiring of diverse faculty, staff, and administrators have been a challenge to diversify at levels similar to the cadets.

Like the other service academies, the Academy is situated in a unique academic context being in the federal government, the military, and as an institution of higher education. As a result of being part of multiple layers of three complex systems, there are many challenges to aligning the hiring process to the needs of the Academy. This includes many different employment categories, both from the military and civilian employment categories and full-time to temporary billets categories. As a result, some of the reported data provided may not be entirely accounted for in IPEDS; however, this dataset is the more reliable data set for longitudinal information.

From 2015 to 2020, the percentage of white faculty remains at 84 percent, with an average of 86 percent during the last five years. This high ratio continues despite increasing the total staff from 159 to 177 faculty members during this period. Figure F shows the changes in demographic data of instructional staff by race and ethnicity at the Academy from 2015 to 2020.

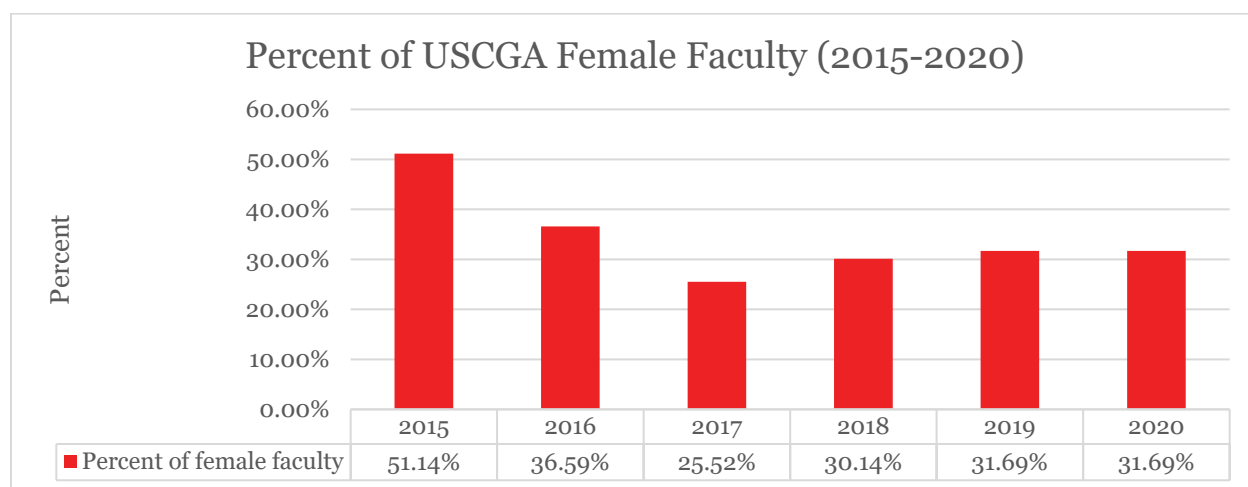
Figure F



Source: USCGA Office of Institutional Research

In addition, the attempt to further diversify faculty by gender at the Academy continues to be a challenge. Nationally, women account for 47 percent of full-time faculty members.⁹⁶ The Academy made minimal progress regarding faculty gender diversity with 31.69 percent in fall 2020 and has inconsistently maintained gender diversity. The Academy’s current female faculty percentage is similar to the national female faculty rate in 1991.⁹⁷ Figure G shows the percentage of female faculty members at CGA from 2015 to 2020.

Figure G



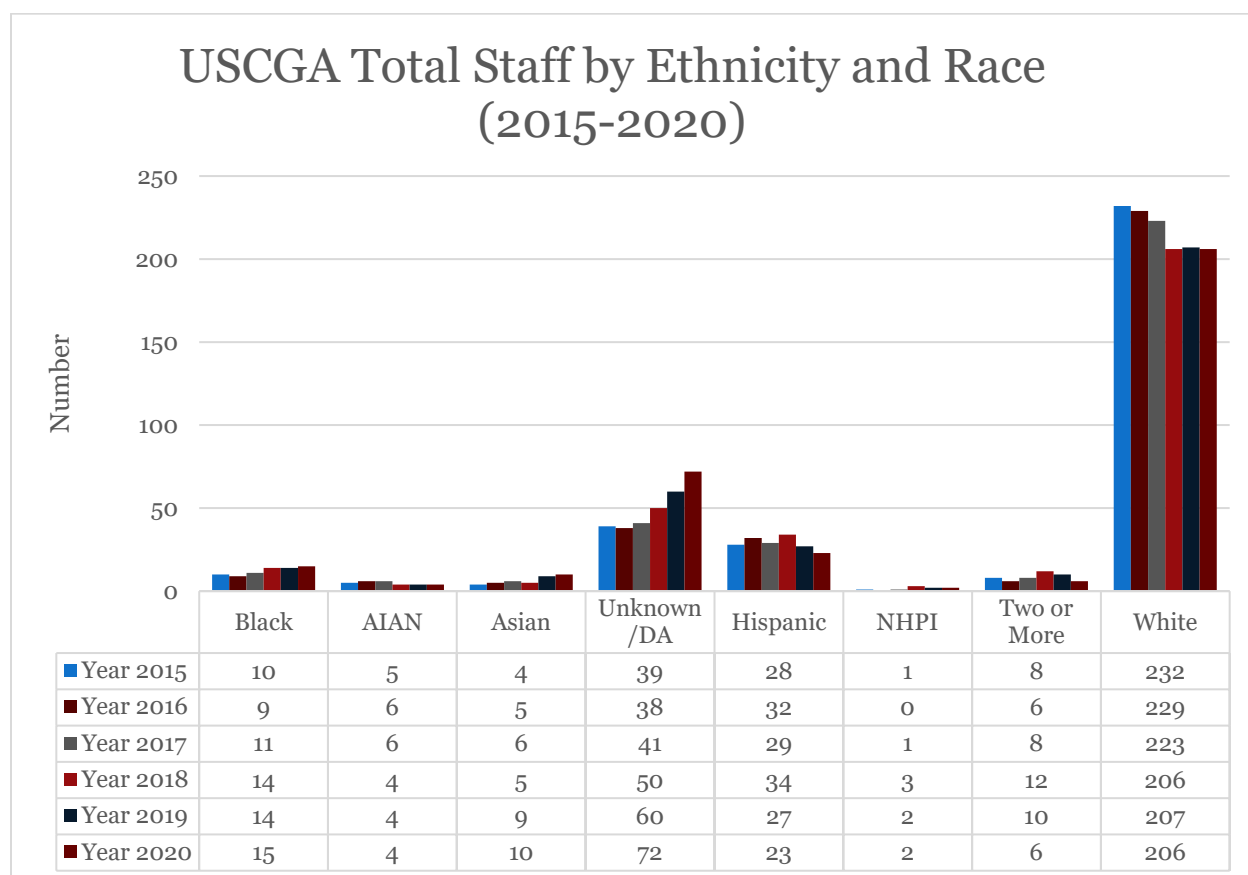
Source: IPEDS

For all staff, diversifying the demographic makeup of the CGA staff by race and ethnicity also continues to be a challenge for the Academy. Figure H shows the demographic make-up of all staff members at CGA by race and ethnicity from 2015 to 2020. This figure shows that the number of staff who identify as American Indian (AIAN), Asian, ethnicity unknown or undisclosed increased; however, the percentage of the population for most ethnic groups has remained relatively static with a slight percentage increase for African-American/Black staff. The total percentage of white staff has remained static compared to the total staff, although the total number of white staff has decreased.

96. “Data Snapshot: Full-Time Women Faculty and Faculty of Color,” AAUP, December 9, 2020, <https://www.aaup.org/news/data-snapshot-full-time-women-faculty-and-faculty-color>.

97. “Data Snapshot.”

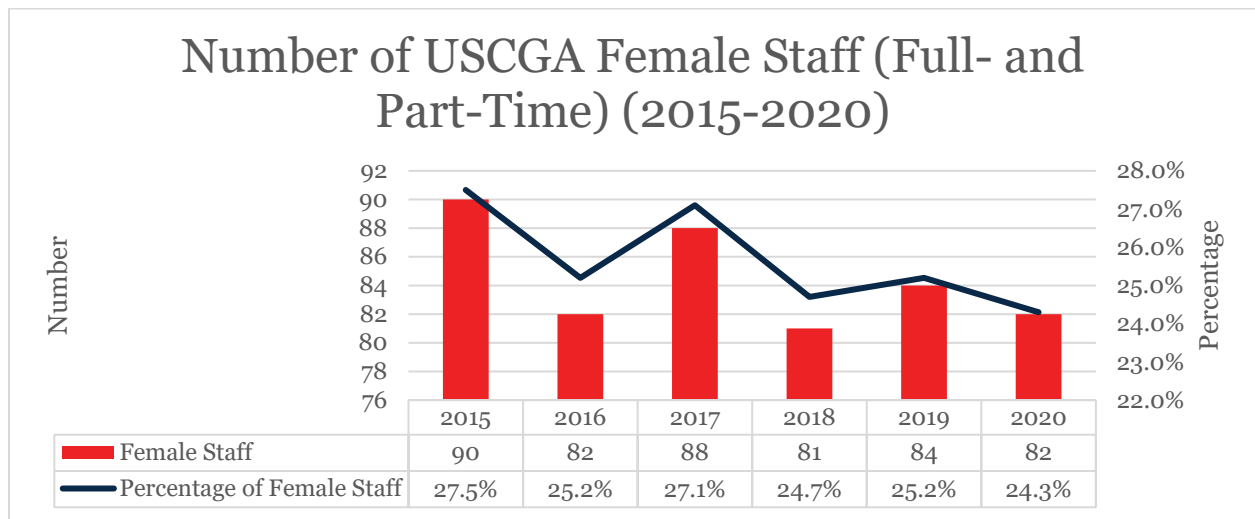
Figure H



Source: USCGA Office of Institutional Research

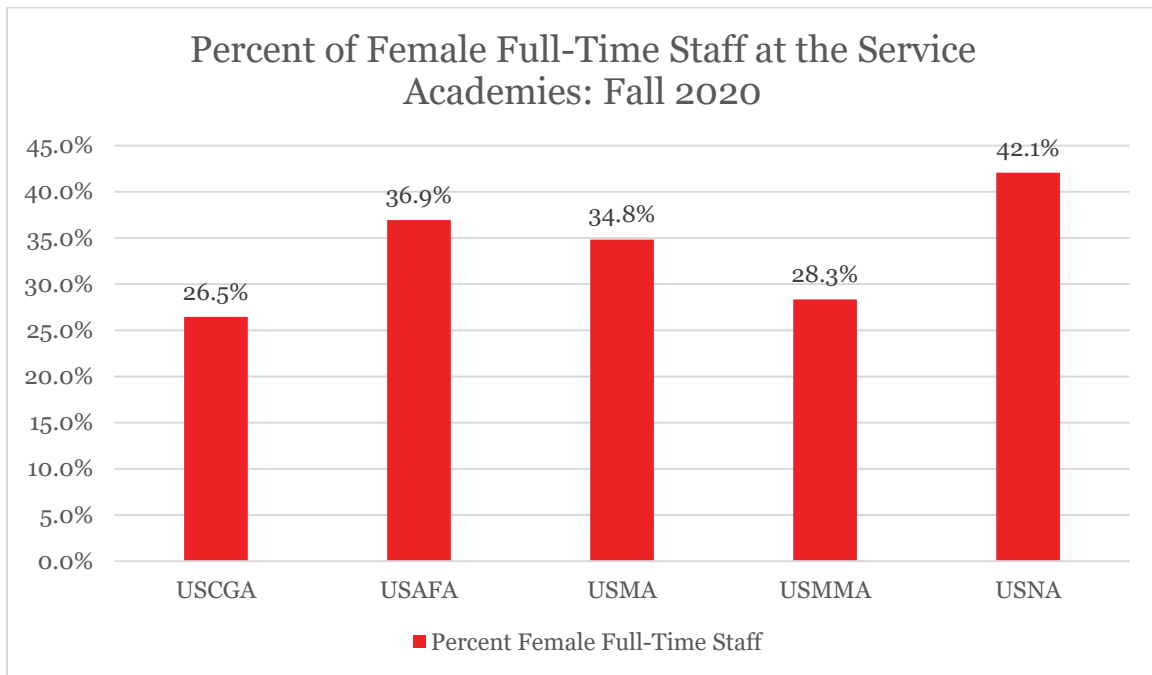
As for gender diversity, recruiting and retaining female staff has proven to be a challenge. The number and percentage of female staff greatly oscillate. Figure I shows that the total number of female staff, both full-time and part-time, has decreased from 90 to 82. This data indicates that the number of female staff has reduced over time. Compared to the national average of Title IV degree-granting institutions in the United States of 55.9 percent female full-time staff, CGA had approximately 31.5 percentage points lower at 24.3 percent in 2020. In addition, Figure J below shows the comparison of full-time female staff as a percentage of the entire staff population compared to other service academies. Compared to other service academies' full-time female staff total, the Academy's total is lower than the others by 15.6 percentage points than the highest, which is Naval Academy with 42.1 percent female full-time staff.

Figure I



Source: Source: USCGA Office of Institutional Research

Figure J



Source: IPEDS



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