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# Managing Diverse Work Groups in the U.S. Coast Guard for Mission Effectiveness

*Laura Collins*

The U.S. Coast Guard (USCG) has long relied upon men and women from different backgrounds to put its “Semper Paratus (always ready)” motto into action. In the 1830s, women, Asian Americans, and Hispanic Americans were first assigned as lighthouse keepers in the U.S. Lighthouse Service. In the same decade, blacks were employed and served aboard vessels in the Revenue Cutter Service—an agency that, like the Lighthouse Service, served as a forerunner to the USCG. Women and minorities had important but limited roles until 1942, when those roles were officially expanded during World War II. In April of that year, the Secretary of the Navy announced that black men were qualified for positions beyond the galley, affecting the Coast Guard. In November, President Franklin D. Roosevelt signed the law that created the Women’s Reserve of the Coast Guard.

Since then, men and women representing the nation’s many races and ethnicities have attained senior enlisted and officer Coast Guard ranks such as Master Chief, Captain, and Admiral. But new

congressional interest and executive branch policies are impelling leaders of the USCG, along with the rest of the armed forces, to reexamine diversity and manage personnel in ways that increase mission effectiveness. The USCG has responded in kind, taking numerous steps to develop and implement new diversity policies as well as official and unofficial guidance. Most of the progress has been on high-level management concerns, such as recruiting, outreach, and the strategic communication of diversity goals and achievements.

One field-level area still under development is providing specific training for Coast Guard leaders on how to manage a diverse workforce. This is called for by the Coast Guard’s Diversity Strategic Plan, the Military Leadership Diversity Commission (MLDC), and the Office of Personnel Management. Recent research has linked work group diversity to increased performance, but under certain conditions it also has been linked to increased conflict, employee turnover, and lower team cohesion (e.g., Jack-

son, Joshi, and Zedeck, 2011; MLDC, Decision Paper #6; Marquis et al., 2008). Researchers are beginning to identify contextual conditions under which the disruptive effects of diversity can be minimized and team performance maximized (e.g. Jackson, Joshi, and Zedeck, 2011; Stahl, et al., 2010). This paper suggests practices USCG leaders can implement on a daily basis in managing diverse work groups. The protection of our nation's coasts and citizens depends on the performance of men and women from different backgrounds, with different life experiences, who must learn to work interdependently and see themselves as an integral part of the larger force. I briefly review what the USCG has accomplished in terms of personnel diversity policy over the past decade, and draw upon diversity management literature to recommend management practices as well as methods for those developing and conducting diversity leadership training.

## **The Coast Guard Has Begun to Address Diversity Strategically**

The USCG has renewed efforts in the past decade to recruit a more demographically diverse population so that its workforce more closely resembles the nation it serves. Impetus for reform comes from several social and policy-related changes that affect how the USCG and all of the armed forces view and value workforce diversity:

- **Changes in U.S. demographics:** The U.S. Census Bureau suggests that by 2060, the United States may become “a majority-minority nation,” with black, Asian, Hispanic, American Indian, Alaskan Native, and Pacific Islander populations more than doubling from 116.2 million in 2012 to 241.3 million. Meanwhile, the non-Hispanic white population is

expected to slowly decrease. After peaking in 2042 at 199.6 million, this population will decrease by nearly 20.6 million in 2060 (U.S. Census Bureau, 2012). The USCG has begun to work strategically to reach out and retain personnel from the minority population because in time, these groups are expected to form the primary population from which to recruit.

- **Changes in educational achievement:** Women are excelling in educational attainment and thus are likely to become an increasing part of the populations eligible for Coast Guard recruitment. According to the National Center for Education Statistics, women outpace men in college enrollment by a ratio of 1.4 to 1, a trend likely to continue. The number of bachelor's degrees awarded to women is projected to increase 23 percent between 2009–10 and 2021–22. For men, the expected increase is only 18 percent (Hussar and Bailey, 2013).
- **New emphasis on diversity from Congress and the President:** The 2009 congressionally mandated MLDC conducted a comprehensive evaluation of the policies and practices in the military that shape the diversity of military leaders, and reported its findings and 20 recommendations in a report, *From Representation to Inclusion: Diversity Leadership for the 21st-Century Military* (2011). Most of the findings apply directly to the Coast Guard as well as to the Department of Defense. Also in 2011, President Obama signed Executive Order 13583, directing government agencies to promulgate strategic plans for diversity and inclusion. Shortly after that, the U.S. Office of Personnel Management published “Guidance for Agency-Specific Diversity and Inclusion Strategic Plans” (2011). The guidance applies to all government agencies, including the U.S. Coast Guard.

- **Repeal of the Don't Ask, Don't Tell policy:** Repeal of the policy has added another demographic diversity dimension for leaders to incorporate into strategic and tactical diversity planning.

In response to changes in demographics, educational attainment trends, and new and emerging policies affecting the departments of Defense and Homeland Security, the Coast Guard has taken steps to attract, retain, and operate successfully with a diverse workforce that reflects the U.S. population. According to the official USCG Diversity Policy Statement, “[d]iversity allows the Coast Guard to benefit from the talents, abilities, ideas, and viewpoints of a workforce drawn from the richness of American society” that “ultimately enables us to better perform our challenging maritime missions” (USCG 2010).

In fact, the USCG was an early adopter of new diversity-related personnel policies: In 2009, it released the *Coast Guard Diversity Strategic Plan: Recognizing Diversity as a Mission Readiness Issue*. This plan, reviewed by the Commandant and updated in 2010, challenges the USCG and its reserve, civilian, and auxiliary components to “join in changing the culture of our Service to better reflect the diverse fabric of American society,” and to create “an inclusive environment that respects and values the perspective of diverse individuals, enculturating those influences, and combining them with our proven core values to build our future workforce” (USCG, 2010, p. 7).

Since the plan's publication, the Coast Guard has engaged in many support efforts, including reinventing a program called the Commandant's Leadership, Excellence, and Diversity (LEAD) Council whereby a select group of field-level members meet semiannually to review leadership and diversity issues and

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to present potential solutions to the most senior Coast Guard leaders. Further, more than 15 diversity update communications have been released to keep all Coast Guard members updated on servicewide diversity efforts, such as outreach to minority-serving schools and universities, participation in National Affinity groups, and memorandums of agreements signed with diversity and inclusion partner stakeholders.

The Coast Guard has also renewed emphasis on outreach and hiring programs aimed at improving demographic representation. For instance, as part of the Strategic Metropolitan Area Recruiting Territory initiative, directors use data to drive recruiting efforts to high schools and regions with large minority populations. The College Student Pre-Commissioning Initiative (CSPI) is another effort: The program pays for college tuition (for juniors and seniors), textbooks, and medical insurance, and it provides a small salary to students attending a minority-serving institution, such as a historically black college or university. The CSPI program's goal is to prepare candidate minority officers for the rigors of Officer Candidate School. These efforts contribute to the Coast Guard's uniformed workforce being almost 26 percent racial or ethnic minority, and almost 15 percent women. In 2000, the total corps comprised 17 percent minorities and 10 percent women. While these percentages represent overall change in the corps, a look at the most junior

ranks highlights the imperative for leaders to be ready to lead diverse work groups. The junior enlisted corps (those ranking E3 and below) is composed of 32–34 percent racial or ethnic minorities and 26 percent women. Junior officers of rank O3 and below are at 19 percent racial or ethnic minority personnel and 23 percent women (U.S. Coast Guard, 2013). These changes mean that the front-line command cadre are leading much more diverse teams than just a few years ago (see table).

### **Utilizing Recent Research on Workgroup Diversity and Contextual Conditions to Improve Performance**

The USCG’s Diversity Strategic Plan provides the high-level strategic direction for recruiting, training, promoting, and retaining a diverse workforce in an inclusive cultural climate. The Coast Guard has seen progress in pursuit of ensuring a diverse workforce, the plan’s first goal. However, literature suggests that work group diversity may bring positive consequences—for instance, increased innovation and creativity—but may also increase interpersonal conflict and individual turnover (e.g., Horwitz and Horwitz 2007; Bell et al., 2010; Stahl et al., 2010; Thatcher and Patel, 2011). Research also shows that teams made up of diverse individuals, both in relations-oriented attributes (those relevant to interpersonal relationships; e.g., age, ethnicity, gender, religion, personality) and task-oriented attributes (those relevant to work; e.g., task knowledge, experience, education level, organizational tenure), may experience decreased communication and increased conflict, leading to increased employee turnover, lower cohesion, and decreased performance (for summaries, see: MLDC, Decision Paper #6; Lim et al., 2008; Joshi and Roh, 2009; Jackson, Joshi, and Zedeck, 2011).

### **USCG Active-Duty Demographic Changes (by Percentage)**

	<b>2000</b>	<b>2013</b>
Minorities	17	26
Women	10	15

Source: Department of Defense, 2000; U.S. Coast Guard, 2013.

Studies have also directly assessed the performance of diverse teams. Here also, the results are mixed. In a 2010 meta-analysis, cultural diversity (e.g., race, ethnicity, nationality) was found to have no direct relationship to team performance (Stahl et al., 2010). In another meta-analysis of 92 source studies (Bell et al., 2010), functional background diversity (meaning the number of team members with different functional backgrounds) was positively related to team performance, while education-level diversity was unrelated to team performance, and increased organizational tenure was found to have a small positive effect on efficiency. Further, race and sex diversity had small negative effects, while age diversity had no effect.

Researchers have drawn on several theoretical perspectives to explain why diverse work groups may experience hindered performance. For instance, the Attraction-Selection-Attrition model suggests that people naturally prefer to work with others similar to themselves, and that organizations tend toward homogeneity over time. In the Organizational Demography Perspective, the organization is understood to have certain social norms that can be associated with diversity attributes; for example, communication patterns that can be associated with such attributes as tenure, gender, ethnicity, and education. This perspective helps explain why management groups might experience conflict if they are made up

of clear groups of cohorts, such as a group of young managers and a group of older managers.

The Information Processing Perspective emphasizes task-oriented diversity, such as experience, skills, and knowledge, and assumes task-oriented diversity will prompt teams to debate more, share more information, and improve team decisionmaking. The Social Capital Theory examines the social networks of team members and how they affect team performance. Homogeneous groups tend to have more stable, trusting, internal relationships. As diverse team members will have different external social networks, however, such a group may be able to draw upon this more extensive network to achieve its tasks. (For a complete summary, see Jackson and Joshi, 2011).

As these studies and theories suggest, translating a diverse recruited talent pool into USCG mission effectiveness at the unit level may be challenging. Diverse work teams have the potential to offer a variety of views, approaches, and capabilities for the commander—and ultimately the entire USCG—to draw from during strategic planning, problem solving, and while in action during a crisis. A diverse work team may also enable the USCG to better serve the public. However, diverse work groups at the unit level must be given attention lest performance be hindered by the same differences that were valued at the recruiting stage. Recent research on work group diversity may provide some insights that can help the USCG translate its demographic diversity into mission performance.

Researchers have begun to examine the contextual conditions that might explain mixed performance results, moderate negative consequences, and set the stage for teams to benefit from their diversity. Higher task complexity, for instance, is a moderating

condition that may cause relations-oriented diversity to negatively affect performance (Jackson and Joshi, 2011; Stahl et al., 2010). Meanwhile, a new line of research suggests that leadership behaviors may moderate some of the negative effects of team diversity, and under which styles diverse teams might best perform. For instance, transformational leaders (leaders who align team goals with individual goals and build optimism) gained stronger performance from teams with education and nationality diversity (Jackson and Joshi, 2011).

Over the past decade, diversity team research has also started to investigate the effects of multiple dimensions of diversity. One promising line of research uses the concept of *faultlines*, the alignment of one or several demographic attributes that lead to subgroup categorization by team members (Lau and Murnighan, 1998). Strong faultlines (when there is strong alignment with the subgroup instead of the larger group by sex, race, age, or multiple attributes) have been associated with negative group outcomes, such as reduced performance, lower team satisfaction, and increased relationship conflict (Thatcher and Patel, 2012). Strong faultlines might form, for instance, along sex and functional lines in a group made up of several young women engineers and several older male acquisition specialists. Using this multilevel tool has revealed some contextual conditions that moderate the negative effects of group

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diversity; e.g., larger work groups are less likely to form strong faultlines (Thatcher and Patel, 2012).

The body of work is still small on contextual factors, multilevel predictive tools (such as faultlines), and how leadership style moderates diversity's influence on team performance, but some lessons should be considered and integrated into USCG leadership training programs and everyday leadership practices.

## Implementing Practices from Diversity Management Literature

Recognizing that the Coast Guard workforce is quickly becoming more demographically diverse, and that diverse work groups can benefit from certain leadership behaviors, the Diversity Strategic Plan calls for training and education for those leading diverse workforces (USCG, 2010, pg. 18). The MLDC is even more specific, calling for diversity leadership training, as opposed to training on understanding and being sensitive to cultural differences (MLDC, Decision Paper #6; MLDC, Issue Paper #49). Diversity literature supports leadership practices in which the leaders of diverse work groups appreciate and are respectful of human differences *and* use that insight to lead their groups through the processes of communication, conflict, and trust to realize mission performance (Marquis et al., 2008).

Below, I review some of the contextual and leadership practices supported by recent literature that could be used by the Coast Guard to develop its diversity leadership training program and help leaders shape the performance outcomes of diverse work groups.

## Foster Positive Diversity Attitudes

Studies suggest that teams can be encouraged to use their diversity to improve performance by exploiting different knowledge bases, perspectives, and problem-solving skills. For example, gender-diverse work groups encouraged to value diversity were shown to share more information, do so more efficiently, and perform better than groups who held pro-similarity beliefs (Homan et al., 2007). Another study found that team performance improved if teams understood that the cultural diversity of the group added insight and new skill sets to the entire group rather than simply serving to ensure social justice and eliminate discrimination (Ely and Thomas, 2001). (While it is acknowledged that cultural, ethnic, and racial diversity are not synonymous, they are treated here as highly related concepts. Researchers' original terms have been preserved when citing findings.)

**Recommendation:** Train Coast Guard leaders to encourage their teams to see diversity as a valuable asset that will benefit the group's problem-solving, creativity, and overall performance. For instance, leaders who commission a work group often give a "kick-off" speech to inspire the group to carry out its mission. This would be an excellent opportunity to encourage the group to make the most of its diverse backgrounds and opinions to produce its best work. Or, leaders might set a public example by seeking the opinions of a broadly diverse group before reaching a decision. Knowing they can influence the performance of the diverse group, leaders should check in with their teams periodically and emphasize the team's diversity as an asset for task accomplishment.

## Consider Task Complexity and Task Motivation

The complexity of the group's task and task motivation may influence how relations-oriented diversity plays out. Stahl et al. (2010) found that culturally diverse groups experienced more conflict during complex tasks. Another study found that gender, age, and functional specialty diversity did not negatively affect performance among groups holding pro-diversity beliefs that were highly task-motivated (Meyer and Schermuly, 2012).

**Recommendation:** Coast Guard leaders should be trained to recognize that when diverse groups encounter highly complex tasks, they might experience more conflict than with simpler tasks. Leaders should be mindful of this dynamic and offer early solutions to assist with conflict resolution. Further, they should strive to keep teams highly motivated; this, combined with instilled pro-diversity beliefs, may help prevent negative group consequences.

## Instill a Superordinate Identity

Teams can be encouraged to develop an overarching vision of who they are together. Research has found that those who have a strong superordinate identity (e.g., being an American, being a Coast Guardsman) can accept occasional judgment of other racial/ethnic groups (Huo, 2003; Huo et al., 1996). Other research found that groups who strongly identified with their work group had less conflict (Mohammed and Angell, 2004) and less subcoalition formation (faultlines) (Jehn and Bezrukova, 2010). Homen et al. (2008) found that using a reward structure that cross-cuts subgroup sex diversity provides a superordinate group identity that leads to higher levels of performance. Further research suggests that teams with diverse skills and/or made up of demographically diverse members, but with strong collective team identification, learned new tasks more will-

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ingly and performed much better than those with a weaker collective team identity (Van der Vegt and Bunderson 2005).

**Recommendation:** Train leaders to seek ways to create a superordinate identity for their work teams. For example, leaders can emphasize the collective identity of Coast Guard Core Values and the history of heroes. Reward systems should emphasize team accomplishment across diversity, rather than individual or subgroup achievement. For instance, if assigning a team to perform a task that requires technical, communications, and personnel expertise, leaders should consider assigning people so that skills and demographic diversity cross-cut with one another. For example, not all of the technical experts on the team should be women while all of the communications experts are men. In this way, the team will be less likely to form subcoalitions based on demographic and functional diversity alignment, and will have to create a superordinate identity to succeed.

## Create a Supportive Environment

Ely et al. (2012) suggests how diversity can negatively affect performance if team members do not feel equally valued. The study, conducted with banking teams at different branches, showed that overall performance was hindered if members of traditional

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minority groups (blacks, Hispanics) did not feel supported in their workplace, no matter how whites viewed the environment. When white and traditional minority personnel all viewed the environment as positive, performance was enhanced—and, in fact, greater demographic diversity ultimately improved group performance. A supportive environment, in this case, was described by employees as one in which diverse perspectives were valued, novel thought and wide ranges of work styles were encouraged, and effort was made by management to consider employee input into work processes. Two earlier studies showed that minority absenteeism was higher when the racial minority perceived that the organizational value of diversity was low, and that a prodiversity climate was associated with reduced separation intentions for all racial groups (Avery et al., 2007; McKay et al., 2007). Another study found that groups were more likely to benefit from demographic diversity in work settings that emphasize a collective, rather than individualist, outlook; where employees have positive perceptions of fair human resource practices; and where the belief is held that diversity is a valuable asset (Jackson and Joshi, 2011).

**Recommendation:** Coast Guard leaders should be trained to create and carefully reinforce a supportive environment. For instance, they could set the stage for teamwork by reminding the group early in its formation that diverse perspectives are valued, novel thought is encouraged, a diverse range of styles and

approaches are revered, and efforts are made to get the opinions and thoughts of all team members. Further, leaders could incorporate a collective “one for all, all for one” outlook into daily contact, such as all-hands meetings and plan-of-the-day publications. Leadership communications should emphasize a value of diversity and the importance of implementing and reinforcing fair people policies.

### **Use a Leadership Style that Tends to Improve Performance of Diverse Teams**

Transformational leaders align team and individual goals, and cultivate a collective optimism. This type of leadership has been shown to benefit the performance of teams with nationality and educational diversity (Kearney and Gerbert, 2009). Leaders who employ visionary behaviors, provide an inspiring sense of purpose, and avoid a tendency to categorize their ethnically diverse teams into subgroups realize can realize more performance from their teams (Greer et al., 2012). Considerate leaders make their teams feel safe to contribute as individuals and empower them to solve their own intragroup conflicts. These types of leaders are preferred by educationally and age-diverse teams, and positively influence performance (Homen and Greer, 2013).

**Recommendation:** Train Coast Guard leaders in effective leadership styles for diverse groups. Inspirational leaders who act as a positive role model, provide intellectual and motivational stimulation, and align overarching and individual goals may benefit diverse teams. Leaders should be careful to avoid emphasizing subgroup characterization, especially for ethnically diverse teams.

## Conclusions

The Coast Guard will continue to grow broadly diverse. The U.S. population from which the Coast Guard draws its crews is changing, and new policies direct new action. The studies summarized in this paper suggest ways in which diversity can hinder mission effectiveness, but also propose ways in which to effectively manage personnel differences to achieve collective goals. The findings can inform new diversity management initiatives that help diverse Coast Guard work teams benefit from their diversity.

Ultimately, Coast Guard leaders have what it takes to become strong diversity managers. The core values of Honor, Respect, and Devotion to Duty pervade Coast Guard culture in both speech and action. Coast Guardsmen are already trained to be moral, confident leaders from early in their careers. Existing leadership competencies already provide a strong backbone on which to build diversity leadership curricula. In fact, many of the diversity leadership and context principles reviewed here have significant overlap with existing Coast Guard leadership competencies. *While overlap exists, it is critical that leaders of diverse teams employ the techniques discussed here.* Not doing so can lead to team conflict and reduced effectiveness—more so for these groups than for homogeneous teams.

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## About This Perspective

The U.S. Coast Guard recently developed and implemented policies that foster and sustain diversity to benefit mission effectiveness. A diverse workforce can enhance the responsiveness and effectiveness across the Coast Guard's broad mission scope, but differences can also divide teams to the detriment of a goal or even the entire organization. Going forward, Coast Guard leaders will need specific training and guidance to bring out the best from work groups consisting of men and women of different ethnic, racial, and functional backgrounds.

The RAND Coast Guard and Department of Homeland Security Fellows program, which is supported by the RAND Homeland Security and Defense Center, commissioned this Perspective. The Homeland Security and Defense Center, part of the RAND National Security Research Division, conducts analysis to prepare and protect communities and critical infrastructure from natural disasters and terrorism. Center projects examine a wide range of risk management problems, including coastal and border security, emergency preparedness and response, defense support to civil authorities, transportation security, domestic intelligence programs, technology acquisition, and related topics. Center clients include the U.S. Departments of Homeland Security, Defense and Justice, as well as other organizations charged with security and disaster preparedness, response, and recovery.

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## About the Author

Commander **Laura Collins** is a 2013 RAND Coast Guard and Department of Homeland Security Fellow. She has 19 years of Coast Guard service, with eight years of sea service on five Coast Guard cutters homeported on the East Coast, West Coast, and in Alaska. Her staff specialty is in human resources and strategy development.

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