

# **THE U.S. COAST GUARD:**

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**A Unique National Security Instrument**



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**U.S. Naval War College  
Newport, R.I.**

*Ref*

# **The U.S. Coast Guard's Role in National Security**

## **Section I The U.S. Coast Guard**

The Coast Guard is one of our nation's five Armed Forces. Unlike the other military services, the Coast Guard does not concentrate primarily on the role of national defense. Drawing upon its other three roles, the Coast Guard provides unique capabilities for national defense that do not duplicate the U.S. Navy. The Coast Guard is not a navy, but a distinctive Armed Force with a separate identity and purpose.

The United States Coast Guard is our nation's primary maritime operating agency. The Coast Guard saves life and property at sea, protects the marine environment, enforces federal laws and treaties, preserves marine natural resources, and conducts military operations. All Coast Guard roles - whether combatting major oil spills, rescuing distressed mariners, training foreign navies, or interdicting drug smugglers - contribute directly to our nations's economic, social, environmental, and military security.

Congress established the United States Coast Guard in 1915. It is the functional successor to the Revenue Marine created in 1790 as a federal maritime agency responsible for the enforcement of customs laws. The Coast Guard was transferred from the Treasury Department to the Department of Transportation (DoT) in 1967, and its normal operations are presently conducted in that Department.

The Coast Guard has a lengthy list of statutory authorities that oblige the Service to conduct diverse duties. It derives many of its functions from Title 14 U.S.C. Under this Title the Coast Guard is a military service and a branch of the Armed Forces of the United States at all times, not just in wartime or when the President directs. 14 U.S.C. 2 states in part that the Coast Guard on the high seas and waters subject to U.S. jurisdiction shall:

- o "enforce or assist in the enforcement of all applicable Federal laws;"
- o "administer laws and promulgate and enforce regulations for the promotion of safety of life and property;"

- o "operate, with due regard to the requirements of national defense, aids to maritime navigation, icebreaking facilities, and rescue facilities for the promotion of safety;"
- o "maintain a state of readiness to function as a specialized service in the Navy in time of war, including the fulfillment of Maritime Defense Zone command responsibilities."

Essentially, the Coast Guard provides the nation a capability for conducting federal maritime services. It is the only Armed Force not located in the Department of Defense (DoD), and, unlike the other four Armed Forces, warfare is not the Coast Guard's primary *raison d'être*.

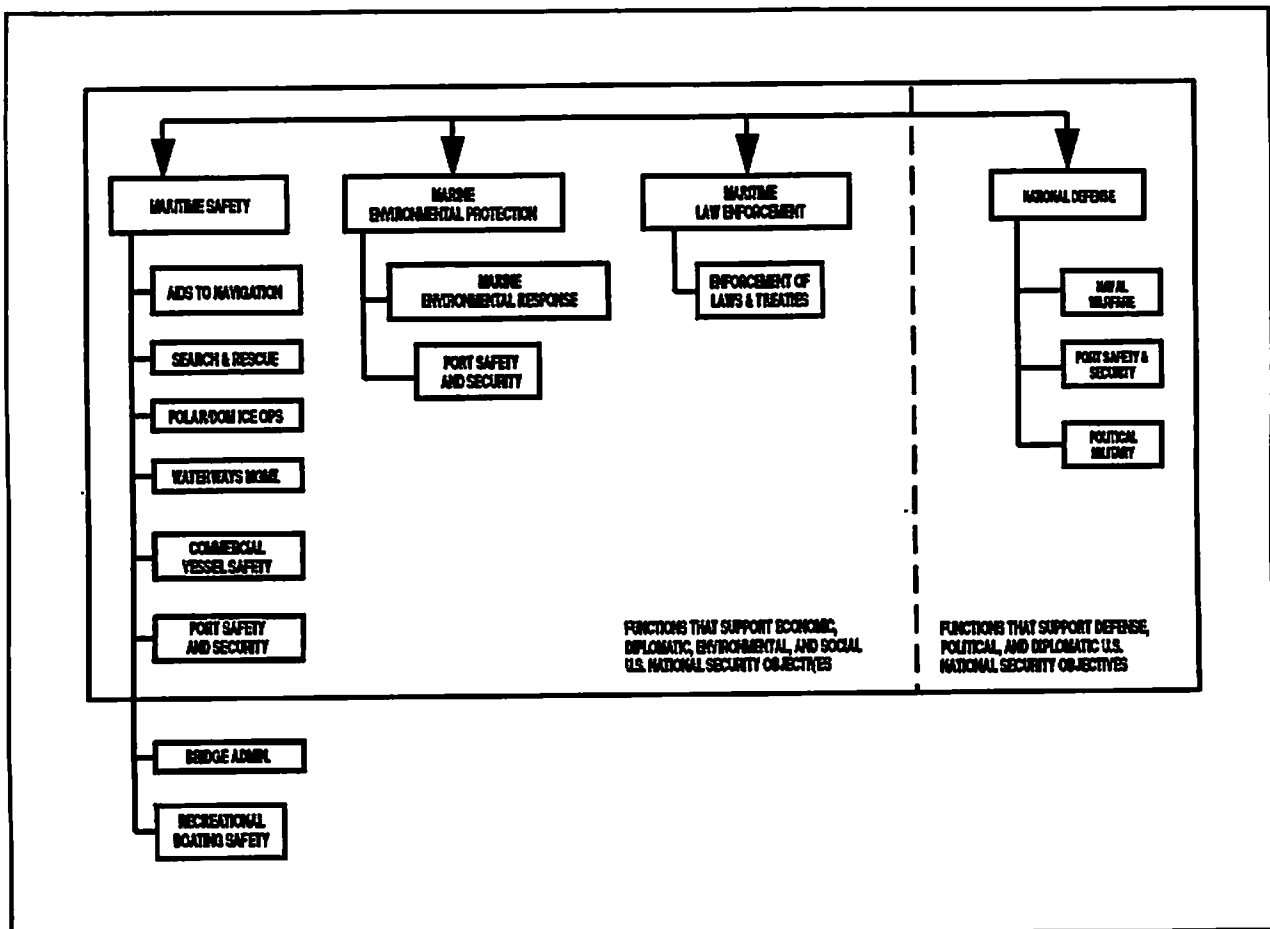


Figure 1: U.S. Coast Guard Roles, Mission Areas, and Functions.

Despite its small size relative to the other Armed Forces, the Coast Guard is a complex organization that has a variety of roles and missions. It is a multi-mission agency with four broad, general roles in the maritime arena: (1) safety, (2) law enforcement, (3) environmental

protection, and (4) national defense. Figure 1 shows the Coast Guard mission areas and functions.

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**The Coast Guard is a combination of different types of organizations:**

- o Maritime constabulary (i.e. police).
  - o Maritime safety and regulatory agency.
  - o Maritime navigation agency.
  - o Maritime regulatory agency.
  - o Maritime lifesaving service.
  - o Maritime environmental protection.
  - o Maritime military force (i.e. navy).
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This combination of different organizational functions gives the Coast Guard a unique nature with strong contrasts. The Coast Guard is both: (1) a humanitarian and law enforcement service, (2) a regulatory and operational agency, (3) an Armed Force and federal agency, and (4) a domestic and international agency.

Each of the four roles depicted in Figure 1 is composed of several missions and functions. These roles do not have sharp, clear-cut separations. Some of the missions and functions benefit more than one role, such as the port safety and security function. This

function supports three roles - safety, environmental protection, and national defense. As a result Coast Guard resources *can not* be designed for only one function; they *must be* capable of multiple functions. This multi-functional capability is an enduring Coast Guard quality. *Versatile, multi-mission resources represent the essence of the Coast Guard as an organization.*

This versatile multi-mission capability comes only from the effective integration of various functions into a synergistic whole. The classic example of this complex relationship is the Coast Guard's buoy tenders. Besides setting buoys for the safe navigation of mariners, these cutters deploy oil containment booms to protect the environment, break ice for domestic maritime traffic, conduct naval warfare such as mine warfare measures, as well as search and rescue, and law enforcement. These cutters provide a full range of federal maritime services, both in the domestic arena and in the national security arena. Not only buoy tenders, but all Coast Guard forces have this unique Service characteristic and comparative advantage - flexible resources for a wide mix of missions. This complex relationship makes comprehension of the Coast Guard's duties not as easy as one might think. Since Coast Guard resources perform more than one function, to alter one function affects the other functions in both obvious and unseen ways.

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**Multi-Mission Capability**  
**One Buoy Tender/Six Different Missions**

- o Aids to Navigation
  - o Domestic Icebreaking
  - o Pollution Response
  - o Naval Coastal Warfare
  - o Law Enforcement
  - o Search and Rescue
-

In the post Cold War era, national security is a broad term that encompasses not only the defense of our nations, but also the social, economic, and environmental well-being of our citizens. As Paul Kennedy writes in his book, *Preparing for the Twenty-First Century*, "I hope the reader will see the interconnectedness of the population explosion and increased illegal migration, . . . and shrinking national sovereignty." He also states, "The environment issue, like the threat of mass migration, means that - perhaps for the first time - what the South does can hurt the North." The Coast Guard's four primary roles of maritime safety, marine environmental protection, maritime law enforcement, and national defense make the Coast Guard a national security instrument of the United States.

. . . while this work is not generally concerned with military conflict, armed force, and traditional ways of thinking about national security, it will argue that some of the newer forces for change bearing down on our planet could cause instability and conflict in the future, and that governments and peoples need to reconsider their older definitions of what constitutes a threat to national and international security.

**Paul Kennedy**  
*Preparing for the  
 Twenty-First Century (1992)*

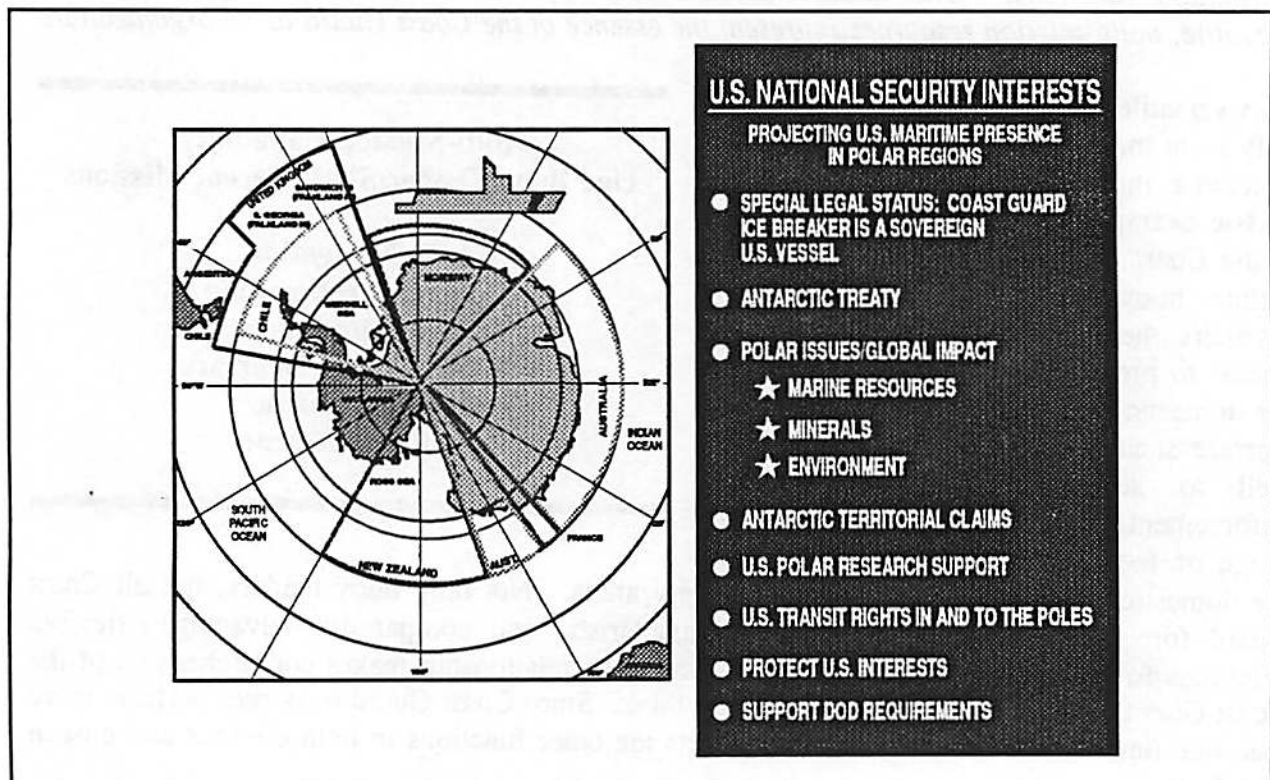


Figure 2: The Coast Guard Provides Polar Presence for the U.S.

## **Section II**

### **The Coast Guard's Four Roles**

#### **Maritime Safety**

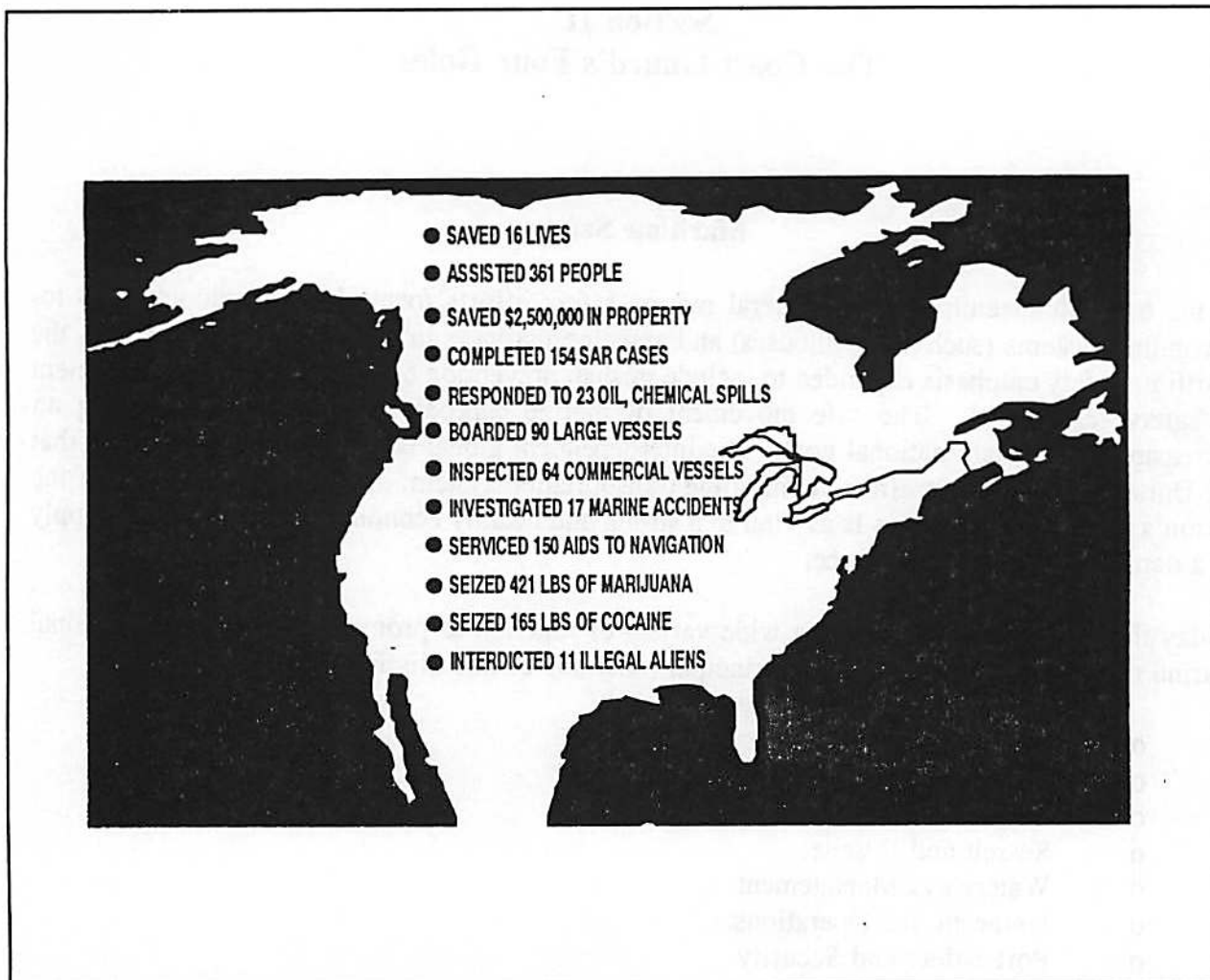
In the early nineteenth century, federal marine safety efforts focused on developing aids-to-navigation systems (such as lighthouses) and assisting mariners in distress. Over the years, the maritime safety emphasis expanded to include mishap prevention by enactment and enforcement of safety regulations. The safe movement of marine cargoes and people is becoming an increasingly important national goal. The interdependent global economy makes it critical that the United States have an effective maritime transportation system. Safe and efficient use of the nation's ports and waterways is as vital to a strong and healthy economy as it is to the re-supply of a deployed joint military force.

Today the Coast Guard conducts a wide variety of function to promote a safe, viable national marine transportation system. The principal functions of this mission area are:

- o Aids to Navigation.
- o Recreational Boating Safety.
- o Commercial Vessel Safety.
- o Search and Rescue.
- o Waterways Management.
- o Domestic Ice Operations.
- o Port Safety and Security.

The Coast Guard maintains a national system of rescue vessels, aircraft and communications facilities to carry out its search and rescue function. Maritime and aviation transportation require continuous navigation services. The Coast Guard operates the U.S. national maritime aids to navigation system which includes lighthouses, buoys, beacons, fog signals, marine radiobeacons, and long-range radionavigation aids (including LORAN-C and Omega). Under various U.S. Code Titles the Coast Guard:

- o Responds to calls for assistance throughout the maritime regions.
- o Reduces the loss of life and property through boating safety and other programs.
- o Operates marine aids to navigation and vessel traffic management systems.



**Figure 3: An Average Coast Guard Day.**

- o Acts as the lead agency representing the U.S. at the U.N.'s International Maritime Organization (IMO) and other international maritime forums.
- o Regulates construction of commercial and recreational vessels and offshore marine platforms.
- o Regulates operation of commercial vessels engaged in U.S. trade.
- o Promotes the safe transportation of petroleum and other hazardous materials.
- o Operates the nation's domestic icebreakers to ensure commercial access federal waterways.

## Maritime Law Enforcement

The Coast Guard's maritime law enforcement mission area traces its roots to the Coast Guard's inception as the Revenue Marine in 1790. The Coast Guard has the authority to board any vessel subject to U.S. jurisdiction to make inspections, searches, inquiries, and arrests. This is an extremely powerful police authority that the Coast Guard employs with prudence. Protection of marine resources comes primarily from the Magnuson Fishery Conservation and Management Act of 1976. Additionally, the Coast Guard enforces many international fisheries agreements involving the U.S., such as the International Convention for the High Seas Fisheries of the North Pacific. Today, the Coast Guard's maritime interdiction of illegal drugs is a significant national security task.

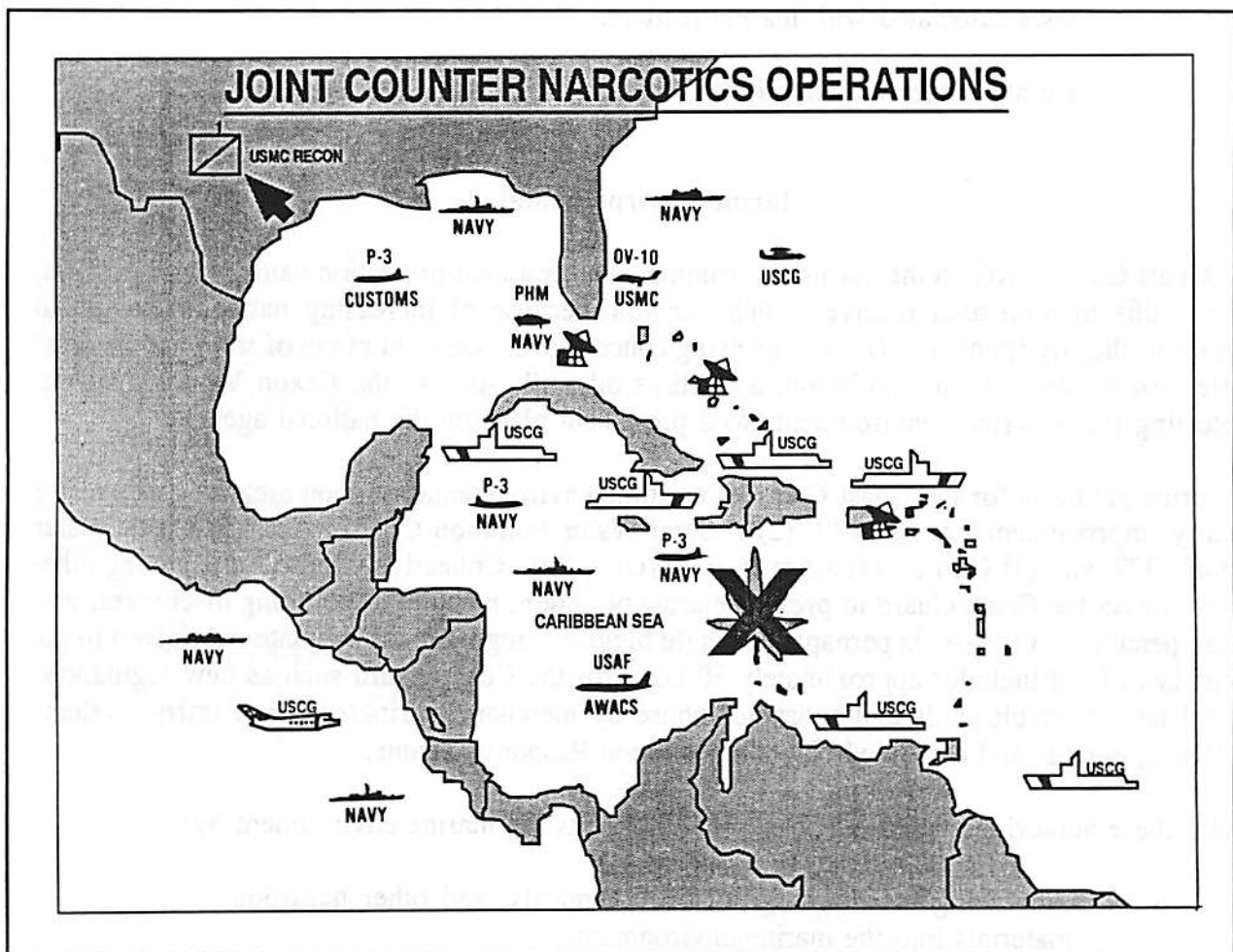


Figure 4: Joint Counter Narcotics Interdiction Operations.

As the primary maritime law enforcement agency for the United States, the Coast Guard enforces or assists in the enforcement of applicable federal laws and treaties and other



international agreements. The Coast Guard enforces all federal laws on the high seas and waters under U.S. jurisdiction. The principal functions of this mission area are to:

- o Interdict smugglers moving drugs, illegal aliens, and contraband into the U.S.
- o Enforce Exclusive Economic Zone laws relating to fisheries and other resources out to 200 miles from U.S. coasts.
- o Inspect domestic and foreign fishing vessels to ensure compliance with U.S. law.
- o Assist other law enforcement agencies and enforce all other U.S. laws associated with marine matters.
- o Combat maritime terrorism.

### **Marine Environmental**

The Coast Guard's role in the marine environment and resource protection dates from the 1820s. Today, this mission area receives much attention because of increasing national and global interest in the environment. There is growing concern over ocean dumping of solid and medical waste, coastal and riverine pollution, as well as oil spills such as the Exxon Valdez incident. Protecting the American environment has a prominent place on the national agenda.

The principal basis for the Coast Guard's maritime environmental mission area are: (1) Water Quality Improvement Act of 1970, (2) Federal Water Pollution Control Act, (3) Clean Water Act of 1977, and (4) Oil Pollution Act of 1990 (OPA-90). Collectively these Acts, among other things, direct the Coast Guard to prevent marine pollution, respond to polluting discharges, and assess penalties. OPA-90 is perhaps the single biggest Congressional mandate ever given to the Coast Guard. It includes approximately 50 tasks for the Coast Guard such as new regulations for oil tanker double hulls and substance abuse by merchant mariners, vessel traffic systems (VTSs) upgrades, and expanded National Pollution Response Teams.

Under these authorities the U.S. Coast Guard protects the marine environment by:

- o Preventing the discharge of oil, chemicals, and other hazardous materials into the marine environment.
- o Ensuring the quick, effective detection of discharges which do occur.

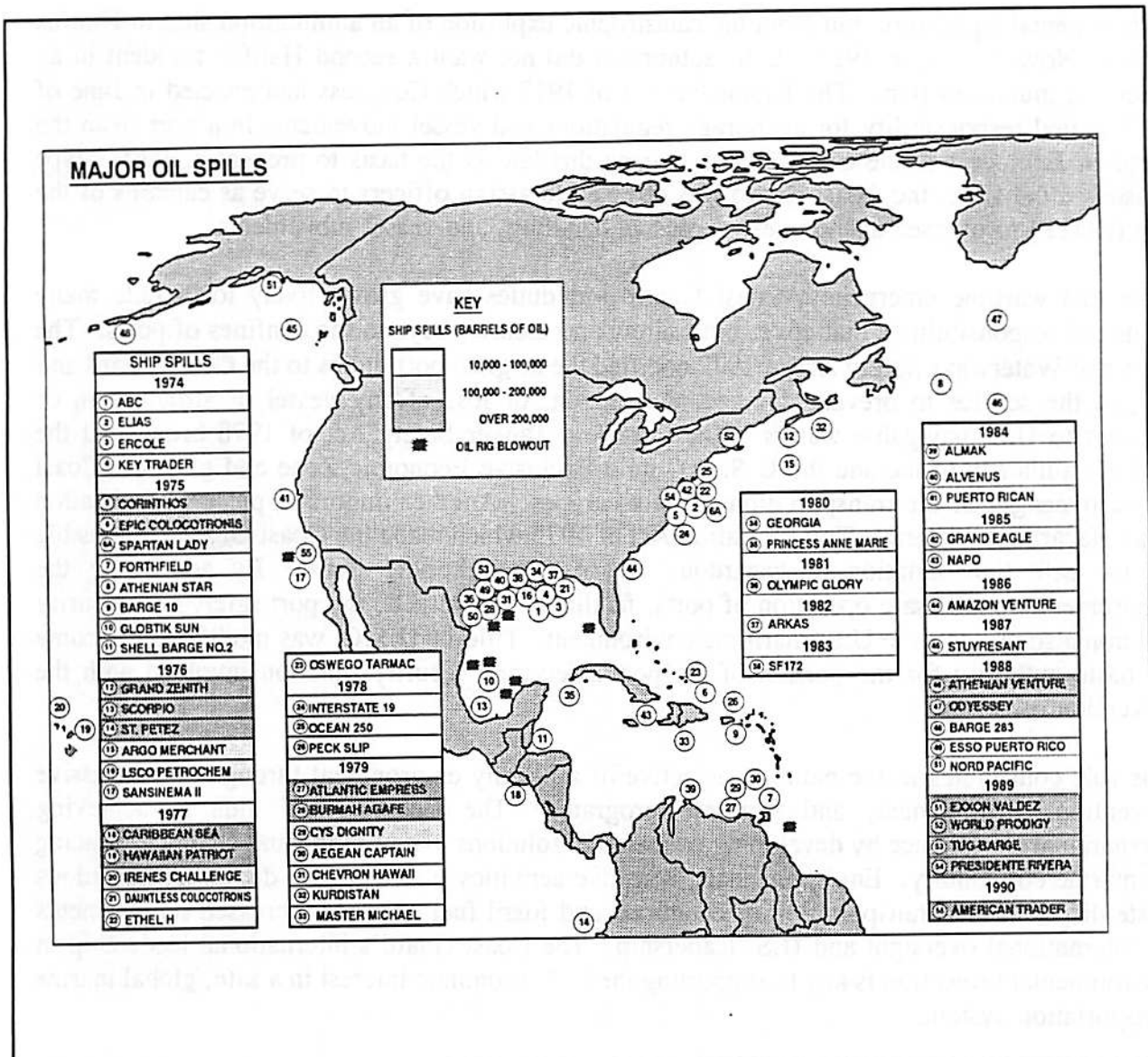


Figure 5: Major Oil Spills in North America.

- o Coordinating spill response and cleanup operations.
- o Regulating shoreside and offshore material handling facilities.
- o Representing U.S. interests at national and international forums on the marine environment.

Portions of the Coast Guard's port safety and security function also address the Service's environmental responsibilities by focusing upon the prevention of accidents through inspections and regulatory means. The port safety and security function was not derived as a result of

environmental legislature, but from the catastrophic explosion of an ammunition ship in Halifax Harbor, Nova Scotia, in 1917. U.S. authorities did not want a second Halifax accident in an American munitions port. The Espionage Act of 1917 which Congress had enacted in June of 1917 shifted responsibility for anchorage regulations and vessel movements in a port from the Corps of Engineers to the Coast Guard. Using this law as the basis to prevent a Halifax-type disaster in the U.S., the Coast Guard was directed to assign officers to serve as captains of the port (COTP) to oversee anchorages, explosive handling, and vessel movements.

From this wartime emergency, Coast Guard port duties have grown today to include many additional responsibilities that cover both safety and security beyond the confines of ports. The Ports and Waterways Safety Act of 1972 codified the original port duties to the Coast Guard and obliged the service to prevent damage, destruction, or loss of any vessel or structure in or adjacent to U.S. navigable waters. The Port And Tanker Safety Act of 1978 broadened the COTP's authority to include the U.S. 200 mile Exclusive Economic Zone and gave the Coast Guard oversight of the transportation of bulk cargoes. Another important piece of legislation is the Hazardous Materials Transportation Act of 1975 which made the Coast Guard responsible for the safe transportation of hazardous cargoes through port areas. By addressing the requirements for the safe operation of ports, facilities, and vessels, the port safety and security function also protects the U.S. maritime environment. Title 14 U.S.C. was modified to become the basic authority for the portion of the port safety and security function involved with the prevention of sabotage.

This role contributes to the national objective of a healthy environment through an aggressive prevention, enforcement, and response program. The Coast Guard aids in achieving international compliance by developing cooperative solutions to environmental challenges facing the marine community. Environmentally sensitive activities such as ocean dumping, hazardous waste disposal, and transportation of chemicals and fossil fuel generate increased requirements for international oversight and U.S. leadership. The Coast Guard's international leadership in environmental protection is key to supporting the U.S. economic interest in a safe, global marine transportation system.

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**. . . the environmental crisis we now confront is quantitatively and qualitatively different from anything before, simply because so many people have been inflicting damage on the world's ecosystem during the present century that the system as a whole - not simply its various parts - may be in danger.**

**Paul Kennedy**  
***Preparing for the Twenty-First Century (1992)***

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## **National Defense**

The national defense role has its roots in the wartime use of the Coast Guard. Beginning with the Quasi-War with France in 1798 and continuing to the Persian Gulf War and with every war in between, the Coast Guard has fought the enemy and served the Nation. After the Second World War this mission area expanded its primary focus from the military employment of Coast Guard forces to new uses of the Coast Guard to achieve national objectives (e.g., polar presence, illegal drug and alien interdiction, and security assistance). This change in emphasis reflected not only new Coast Guard responsibilities, but also the changed strategic environment in the last half of the Twentieth Century. While the national defense role developed from the military use of the Coast Guard in the Nation's wars, the other three mission areas trace their lineage to the domestic maritime needs of the nation. Until quite recently the Coast Guard has tended not to consider these three mission areas as contributing to national security. This assessment has changed as the broader definition of national security - supporting the well-being of the U.S. with a healthy environment, a strong economy, and a drug-free society - gains wider acceptance.

### **U.S. Coast Guard's National Defense Involvement**

- o 1790 to 1798: only U.S. "naval force".
- o War of 1812.
- o Pirates and Slave Suppression.
- o Seminole War.
- o Mexican War.
- o Civil War.
- o Spanish American War.
- o World War I.
- o World War II.
- o Cuban Missile Crisis.
- o Vietnam.
- o Grenada.
- o Desert Shield - Desert Storm.

The Coast Guard currently conducts no military operations as a single service, but does have operating forces participating in naval, joint, and combined operations. As required by Title 14, the Coast Guard maintains a state of readiness to function as a "specialized service" in the Navy in time of war and has "command responsibilities" for the U.S. Maritime Defense Zones (MDZ). Specialized service is not a well defined term, but generally means using Coast Guard resources and capabilities in a national emergency if they have application. Based on their

peacetime capabilities and functions Coast Guard forces perform a range of naval warfare duties for the Navy, for example: convoy escort, search and rescue, salvage, surveillance and interdiction, board and visit teams, and aids to navigation. Some Coast Guard resources also provide regeneration forces for the U.S. Navy such as the large cutters that are anti-submarine warfare (ASW) capable. MDZ commands belong to the U.S. Navy, but are headed by the Coast Guard Pacific and Atlantic Area Commanders, who report to the Commanders of the Pacific and Atlantic Fleets respectively. These third echelon commands are principally concerned with naval threats to the U.S. coast and ports; as such, they concentrate on port security, harbor defense, and coastal warfare.

The Coast Guard operates the nation's polar icebreakers to project U.S. national presence and protect national interests in the Arctic and Antarctic regions. The polar vessels also support the research requirements of the National Science Foundation (NSF) and DoD's requirement for resupply of their facilities in the polar regions.

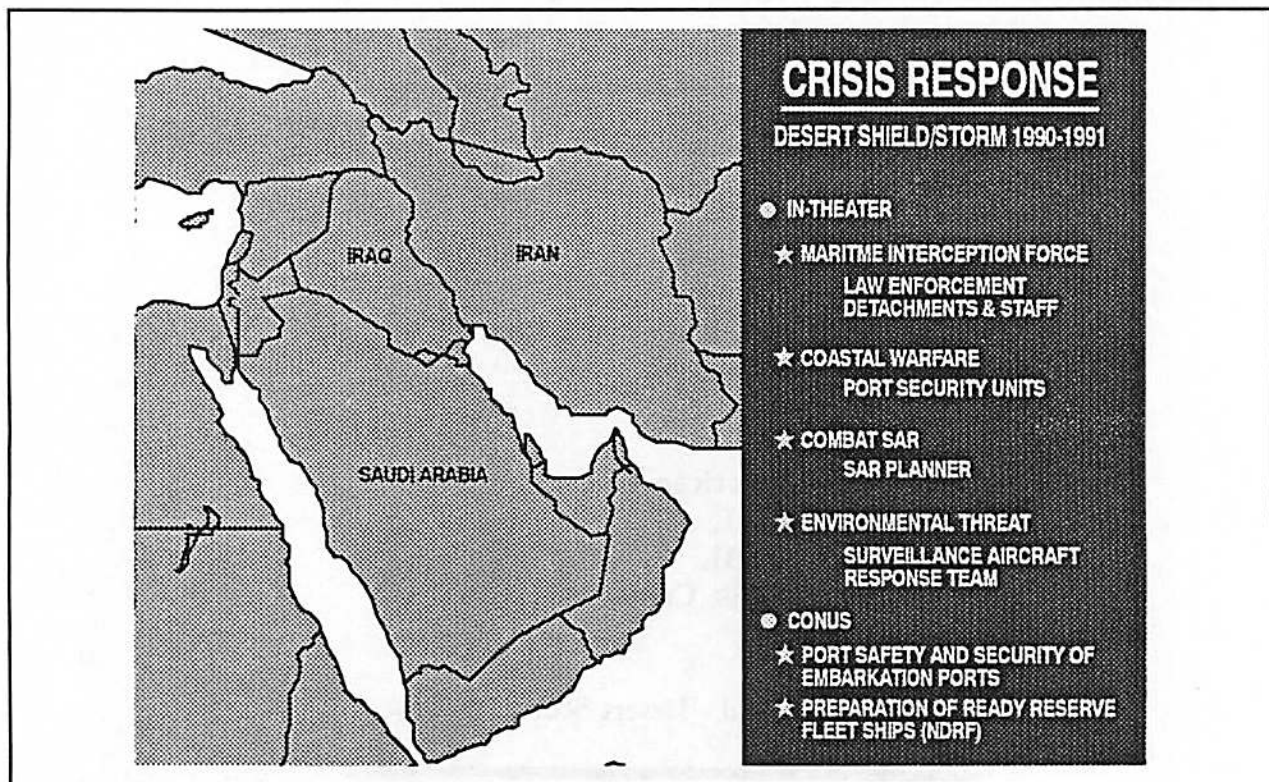


Figure 6: U.S. Coast Guard Involvement in Desert Shield and Desert Storm.

As mentioned, the Coast Guard's port safety and port security function overlaps into three roles: maritime safety, maritime environmental protection, and national defense. Under the national defense role, Coast Guard port safety and security units plan and coordinate emergency port preparedness functions. Port safety and security functions also include supervising cargo transfer operations, both storage and stowage, boarding of Special Interest Vessels, conducting harbor



patrols and waterfront facility inspections, establishing security zones, and controlling vessel movement, including the operation of vessel traffic services. In contingencies COTPs assure the safety and waterside security of ships in military deployments from strategic seaports. The Coast Guard also plans for maritime terrorist incidents, as the initial agency on scene to contain and stabilize the incident, and then to support the lead Federal agency, either the FBI or DoD.

Due to the Coast Guard's humanitarian image and less threatening military presence, the service has supported the nation's foreign policy goals and protected national interests in a number of instances. Coast Guard forces have been used in disputes - primarily marine resources - with the former Soviet Union, Canada, Korea, and Mexico. Coast Guard forces have taken the lead in interdicting economic aliens in the Caribbean attempting to enter the U.S. illegally by boat. A Coast Guard cutter was used in the search and rescue phase of the 1983 Korean Airline shootdown (KAL-007) to deescalate the crisis and to emphasize the humanitarian image of the U.S. Navy task force operating so close to Soviet waters. Many nations, especially in Latin America, are more tolerant of the Coast Guard's presence even when it is conducting national security missions than they are of the U.S. Navy's. Capitalizing on the Coast Guard's unique humanitarian and law enforcement image, yet an image that still shows U.S. resolve, is an option that gives national command authorities flexibility in their responses to use graduated responses.

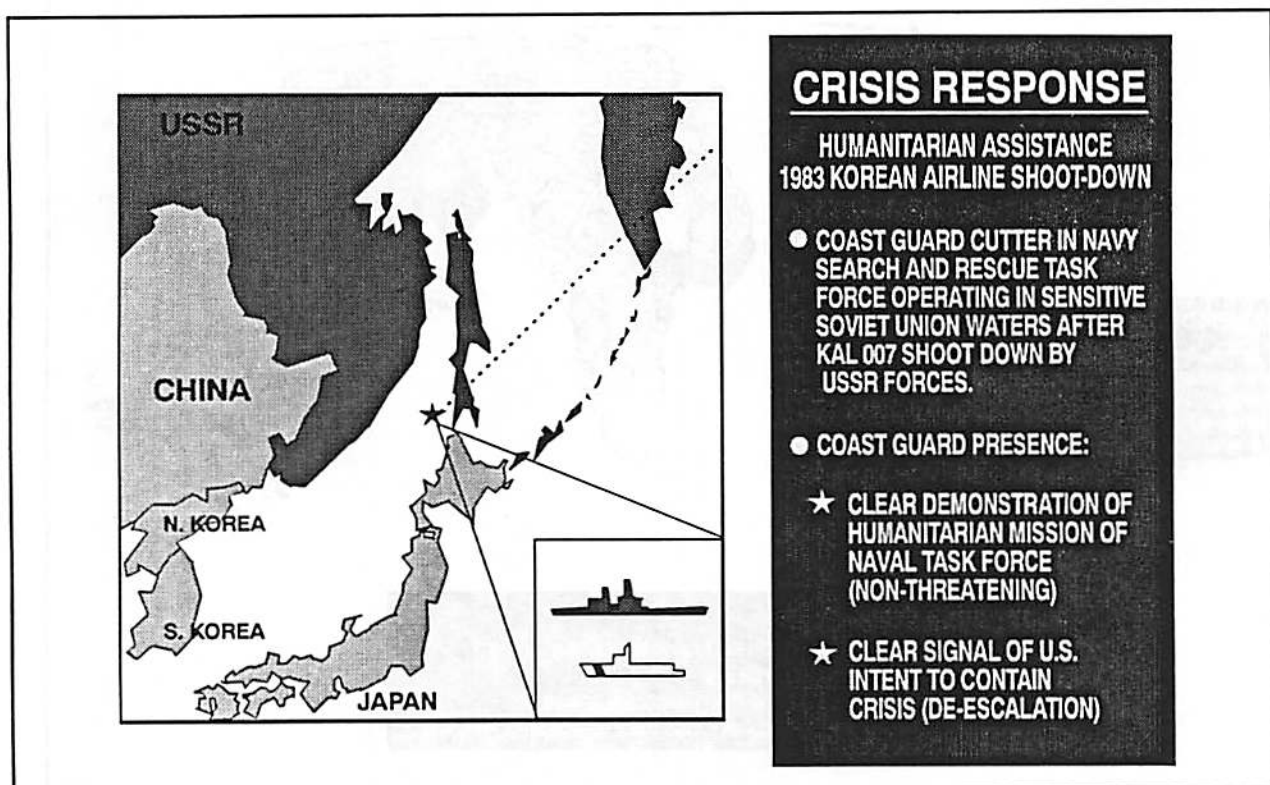
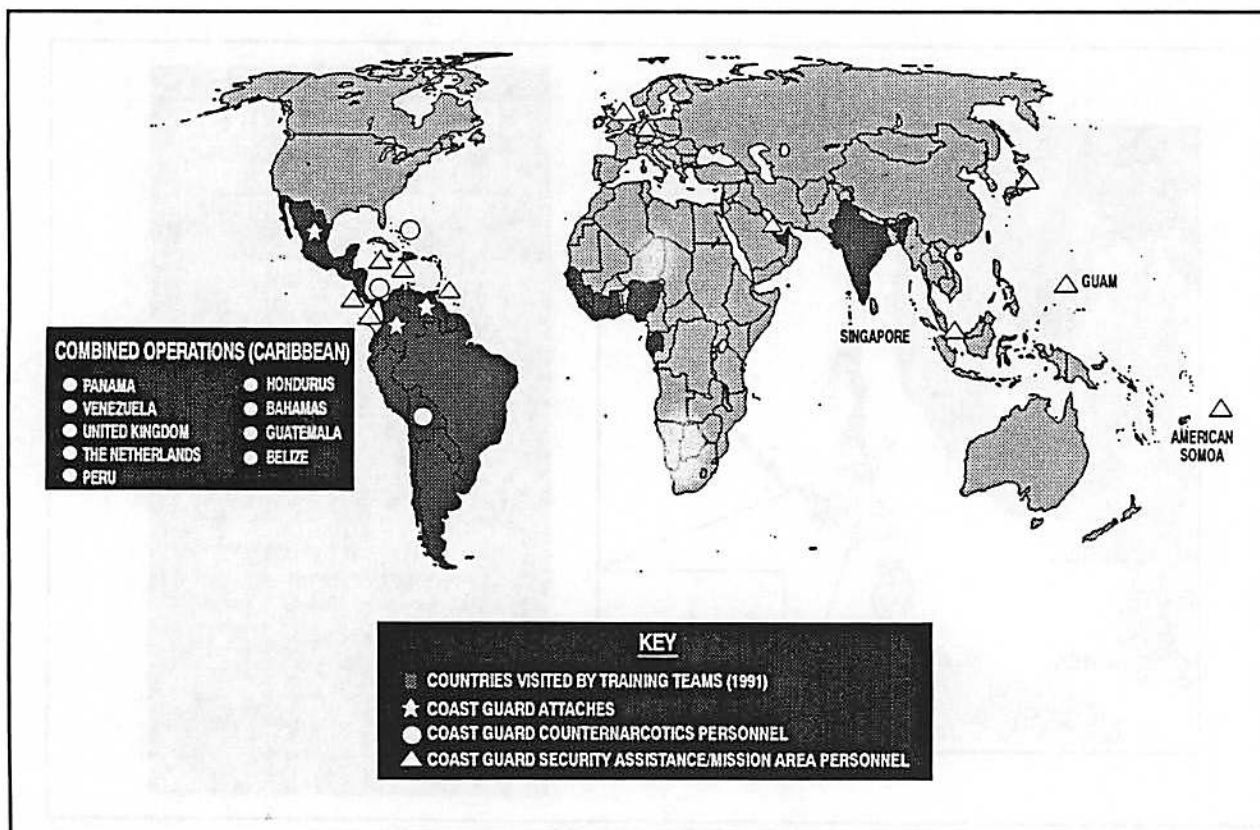


Figure 7: U.S. Coast Guard Involvement in the 1983 Korean Airline Shoot-down.

Small navy security assistance is another national defense function that lends itself to the Coast Guard. The majority of the world's navies exist to conduct functions in the coastal or contiguous sea areas. Many navies in Asia (e.g., Thailand, Malaysia, Philippines, almost all the navies of Africa (e.g., Nigeria, Ghana, Guinea, Saudi Arabia, Kuwait), many Latin America and the Caribbean navies (e.g., Barbados, Honduras, Mexico, Colombia, Brazil), and navies from countries like Iceland are not blue water, power projection navies, but regional navies that also enforce laws, protect resources, conduct search and rescue, prevent environmental damage, and maintain aids to navigation. With the exception of their combat or national defense duties these navies resemble the U.S. Coast Guard in everything but their name. Small regional navies more readily relate to the Coast Guard because of the similarity in force mix and missions have more in common with U.S. Coast Guard than with U.S. Navy.

**Admiral (Kime), I don't want you to walk out of this room without understanding what high regard the developing countries have for the U.S. Coast Guard.**

**President Salinas of Mexico  
October, 1990**



**Figure 8: U.S. Coast Guard Forward Engagement Activities in 1992.**

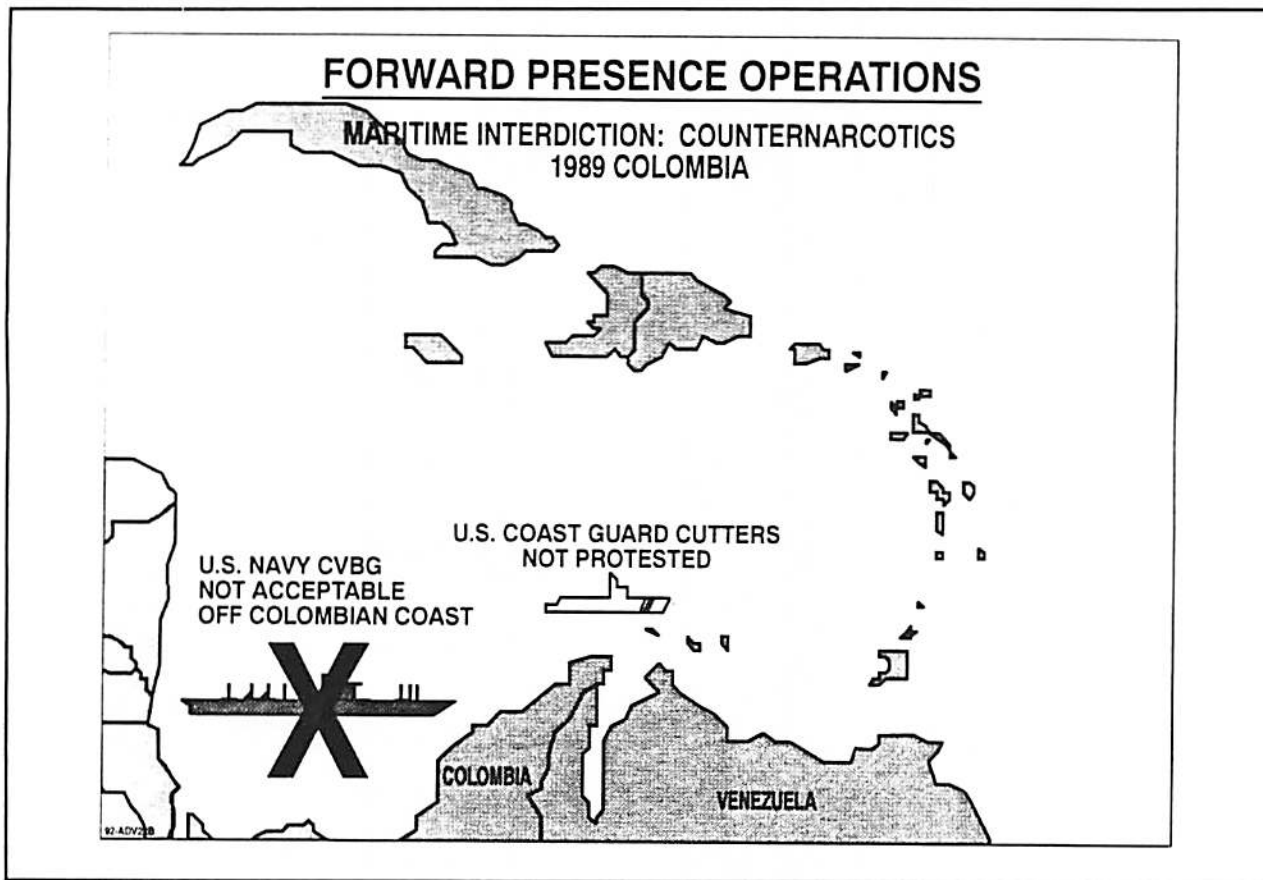


Figure 9: U.S. Coast Guard Forward Presence Operations.

### Security Assistance Examples 1962 to Present

Coast Guard presence more acceptable in regions sensitive to DoD forces.

- o 1988 Bolivia: Coast Guard Riverine Training.
- o 1989 Peru: Coast Guard C-130 logistic air support for CN ops.
- o 1990 Panama: Coast Guard rebuilding maritime force.
- o 1991 India: Coast Guard first U.S. military trainers since WWII.
- o 1992 Rumania: Coast Guard training Danube River interdiction force.
- o Annual: UNITAS (United Americas Training Deployment)
- o Annual: WATC (West African Training Cruise)



### Section III

## The U.S. Coast Guard and the U.S. Navy

Why a U.S. Coast Guard and why a U.S. Navy? To answer this question a frame of reference is needed. Ken Booth in his book, *Navies and Foreign Policy*, offers such a model by classifying navies according to their function. Booth considers all naval services, including coastguards, that use the seas as navies. He does not differentiate navies by type of uniforms, commissioning status of its officers, civilian or military personnel, weapon systems employed, missions assigned, size or number of vessels. Booth believes nation states basically use the sea for three general purposes: "(1) for the passage of goods and services; (2) for the passage of military force for diplomatic purposes, or for use against targets on land or at sea; and (3) for exploitation of resources in or under the sea." According to Booth navies exist "as the means to further such ends." He sees navies performing three fundamental roles for a nation: diplomatic, military, and policing. (Figure 10 depicts Booth's functional analysis.)

In 1919 the Coast Guard's first Commandant, Commodore Bertholf provided a response that underscores Booth's analysis; he wrote:

"... the fundamental reasons for the services are diametrically opposed. The Navy exists for the sole purpose of keeping itself prepared for . . . war. Its usefulness to the Government is therefore to a large degree potential. If it performs in peacetime any useful function not ultimately connected with the preparation for war, that is a by-product. On the other hand, the Coast Guard does not exist solely for the purpose of preparing for war. If it did there would then be, of course,

two navies - a large and a small one, and that condition, I am sure you will agree, could not long exist. The Coast Guard exists for the particular and main purpose of performing duties which have no connection with a state of war, but which, on the contrary, are constantly necessary as peace functions. It is, of course, essentially an emergency service and it is organized along military lines because that sort of an organization best enables the Coast Guard to keep prepared as an emergency service, and by organization along military lines it is invaluable in times of war as an adjunct and auxiliary to the Navy . . . while peacetime usefulness is a by-product of the Navy, it is wartime usefulness that is a by-product of the Coast Guard."

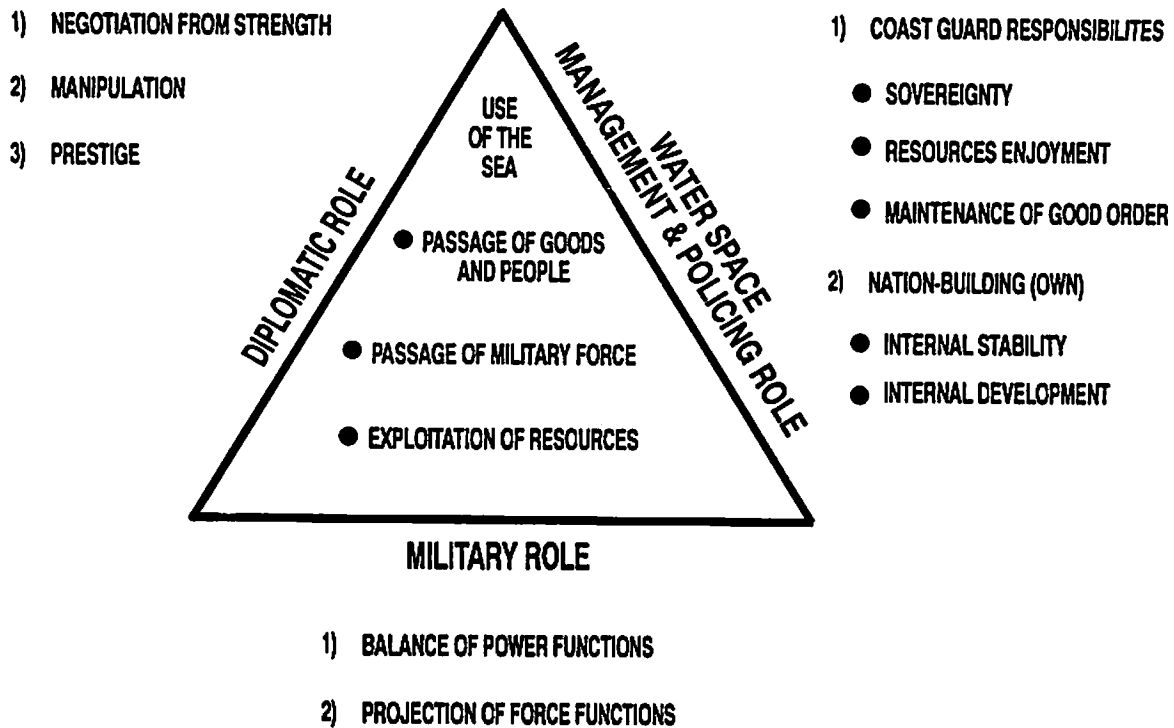
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**The success of the maritime interception force operations was due in no small measure to the experience and training provided by the Coast Guard Law Enforcement Detachments . . . they were invaluable.**

**VADM R. Arthur, USN  
Commander, U.S. Naval Forces,  
Central Command  
March 1991**

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## THE FUNCTIONS OF NAVIES



**Figure 10: Booth's Functional Analysis of Navies and Coastguards.**

In reference to Figure 10, Ken Booth has this to say about his functional analysis of the fundamental roles of coastguards:

The policing role is internally as much as externally oriented. These functions are rarely concerned with the armed forces of other states: they are mainly concerned with extending sovereignty over the state's own maritime frontiers.

Policing takes place mainly in territorial waters, and is concerned with the maintenance of public order in a broad sense. It is the maritime version of the work of police, border guards, and the idea of 'military aid to the civil authority'. While this role is rarely seen as a part of foreign policy as such, the character and effectiveness with which it is carried out (or not) may have external implications.

Coastguard responsibilities. These tasks are by far the most important within the policing role. They are responsibilities familiar to all coastal states, and may be performed by a separately organized maritime service, a navy, or jointly. These forces attempt to further the basic interests of all coastal states, namely the extension of sovereignty, resource enjoyment in contiguous areas, and the maintenance of good order.

Nation-building. This role involves contributing to internal stability, especially during natural or political turmoil, and contributing to internal development in more settled times. . . . The coastal policing role is not likely to appeal as an important mission to those navies which jargon describes as 'blue-water'. However, for one-third of the world's navies, coastguard and nation-building responsibilities represent the extent of their functions (and ambitions).

Booth also uses the concept of "geographical reach" to further divide his naval classification scheme into four categories of navies: (1) Coastal navy for conducting coastguard functions, (2) Contiguous-sea navy for home territorial defense, (3) Ocean-going navy, and (4) Global navy for world-wide deployment.

Using Booth's model, the U.S. Coast Guard is a type of navy which oversees the "passage of goods and people" on the sea and the "exploitation of the sea resources." U.S. Coast Guard responsibilities include duties clearly involving sovereignty, resource enjoyment, the maintenance of good order, and internal development. However, many of the Coast Guard's functions have a geographical reach well beyond the U.S. coastline and contiguous sea. The Coast Guard has extensive international involvement for such duties as environmental, commercial vessel safety, and navigation, etc.

**Overt . . . small-scale (naval) operations for the protection of . . . nationals or property . . . calls for resolution, judgment, and good intelligence, rather than powerful or numerous warships.**

**Sir James Cable  
*Gunboat Diplomacy 1919-1979***

The Coast Guard's sovereignty responsibilities and broad maritime law enforcement powers take the Coast Guard far from the shores of the U.S. continent. The Coast Guard has ships with an ocean-going and polar capability. Further, by federal law the U.S. Coast Guard is a military service and Armed Force at all times; it is not strictly a 'maritime police and regulatory agency'. The Coast Guard maintains a military capability to serve with the Navy and has done so in all the major wars of the United States. The Coast Guard contributes forces

and unique skills to conduct these naval functions. For these reasons, the U.S. Coast Guard can also be considered an ocean-going navy according to Booth's model. The U.S. Coast Guard has elements of being both a coastguard and a navy along with a few other different types of organizations. The Coast Guard is organized, trained, and equipped as a naval service. It has

many functions that have no bearing on being a military service or no need for an association with the Navy.

Understanding how the Coast Guard and the Navy achieve U.S. sovereignty using different capabilities, should enable a better comprehension of how these two naval services can complement each other to achieve national objectives. Historically the Navy has concentrated upon achieving and enforcing U.S. sovereignty through deterrence (presence) or warfighting. The Coast Guard achieves and maintains sovereignty through deterrence (a combination of presence and its legal powers), but not warfighting. Use of the Coast Guard and the Navy should be tailored to best reflect the needs of the situations.

The Coast Guard provides U.S. maritime presence and ensures U.S. maritime sovereignty. The Coast Guard conducts these functions principally in the U.S. Exclusive Economic Zone (EEZ), portions of the high seas, polar regions, and the Caribbean basin. The Coast Guard's unique status as a U.S. Armed Force with broad law enforcement authorities makes the Coast Guard a powerful national security instrument for U.S. policy objectives. The Coast Guard's unique skills and forces to achieve national objectives are available to national command authorities and complement the Navy's capabilities.

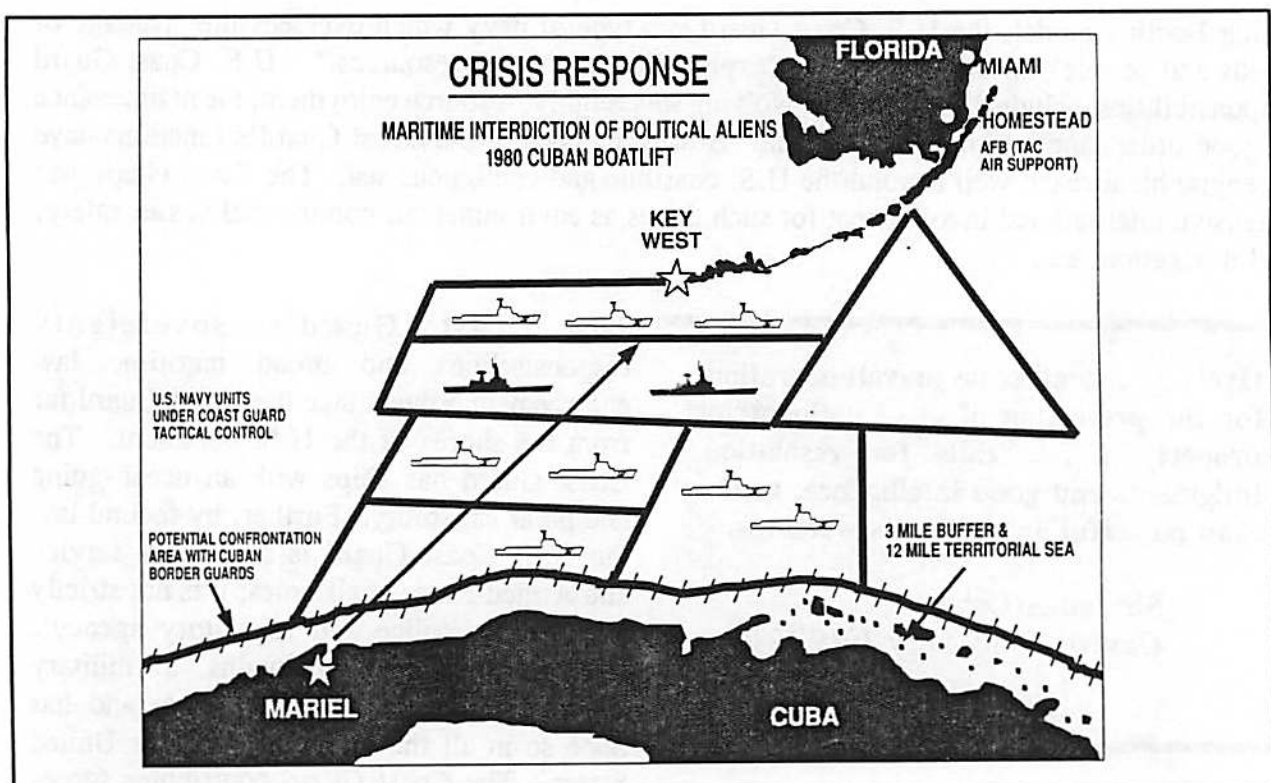


Figure 11: U.S. Coast Guard Involvement in the 1980 Cuban Boatlift.

The Coast Guard and the Navy achieve U.S. sovereignty from different capabilities. Historically the Navy has concentrated upon achieving and enforcing U.S. sovereignty through deterrence (presence and naval warfighting capability). The Coast Guard achieves and maintains sovereignty through deterrence (a combination of presence and its legal powers), but typically not warfighting. Use of the Coast Guard and the Navy should be tailored to best reflect the needs of the situations.

In summary, the key points are:

- o The U.S. Navy exists essentially to conduct naval warfare (presence, deterrence, and warfighting) in support of U.S. national objectives.
- o The U.S. Coast Guard exists to perform missions principally associated with the safe movement of maritime cargoes and people, the protection of marine resources and the marine environment, and the maritime enforcement of U.S. law and international treaties. Most of these missions have a national security implication (interdiction of drugs & aliens, safe waterways, polar presence, a regulated mercantile fleet, etc.).
- o Though almost all its missions support national security, the Coast Guard's *raison d'être* is not naval warfighting. The military use of the Coast Guard has primarily been the result of national emergency and the readily available existence of Coast Guard forces. Consequently, the Coast Guard's historical military role has been as a naval reserve augmentation force.
- o To a large extent, Coast Guard forces operate DoD platforms, use DoD equipment, and follow DoD or similar policies and procedures, as well as participate in DoD exercises. Further, most CINCs have an assigned Coast Guard officer. Coast Guard forces are also written into many DoD contingency plans. The cumulative result is the Coast Guard can effectively integrate its forces and capabilities into service and joint operations.

## Section IV

### National Security

National security is a collective term that historically has encompassed only the national defense and foreign relations concerns of a nation. This narrow definition of protection from external attack is no longer sufficient for the needs of the Twenty First Century.

The national security of the United States is not increased by merely increasing its military capabilities. Although military capabilities remain an important element of security, it is only one of the components that constitute national security. Today a broader definition of national security that includes the non-military components of economic, diplomatic, and social dimensions is the standard. For the needs of the U.S. in the post-Cold War era, national security is defined as the condition that allows the U.S. to maintain its values. National security is not a fixed condition, and it is determined in the context of both the international and domestic environments.

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**National security is the condition that allows the U.S. to maintain its values.**

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**Indeed, we may eventually come to agree that a threat to national security means anything on the globe which challenges a people's health, economic well-being, social stability, and political peace.**

**Paul Kennedy**  
*Preparing for the*  
*Twenty-First Century (1992)*

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The condition of a nation's citizens and their well-being is a national security matter. We live in an age when almost all activities of a nation, besides its traditional military and diplomatic efforts, affect not only its adjacent neighbors, but the global community of nations. We have become globally interconnected over a wide range of matters that affect the well-being of the citizens in all nations. Mass migration from the nations of the southern hemisphere into the more economically developed nations of the northern hemisphere affects the well-being of

the developed nations and is a growing national security concern. The interconnected global economy, along with the modern international corporation, has greatly increased its influence in shaping the well-being of countries spread across several continents and separated by ethnic, cultural, and religious diversity. World-wide environmental issues such as global warming, resource exploitation, and ocean pollution, also affect the well-being of countries in ways never considered. Illicit drug production and smuggling have global implications as do health issues like AIDS. As Paul Kennedy points out, "Armed forces will remain, therefore, and on occasions will be used. But this traditional dimension to 'security' will increasingly coexist with nonmilitary dimensions . . . compelling politicians and their public to redefine their terminology and rethink their policies."

## Section V

### The U.S. Coast Guard and the National Security Strategy and National Military Strategy of the United States

The broad, enduring national security objectives are articulated by the President in his *National Security Strategy of the United States* (January 1993). In his *National Security Strategy*, the President summarizes three broad, integrated strategies - political, economic, and military - to achieve the national objectives, or national goals. The political strategy has three components that directly relate to the Coast Guard: (1) Economic and Security Assistance, (2) Illicit Drugs, and (3) Immigrants and Refugees. The economic strategy has two components that relate to the Coast Guard: (1) Energy (when discussing the need to limit the harmful effects of the transportation of oil products) and (2) The Environment. The military strategy has four components, or "foundations", three of which the Coast Guard supports: (1) Forward Presence, (2) Crisis Response, and (3) Reconstitution.

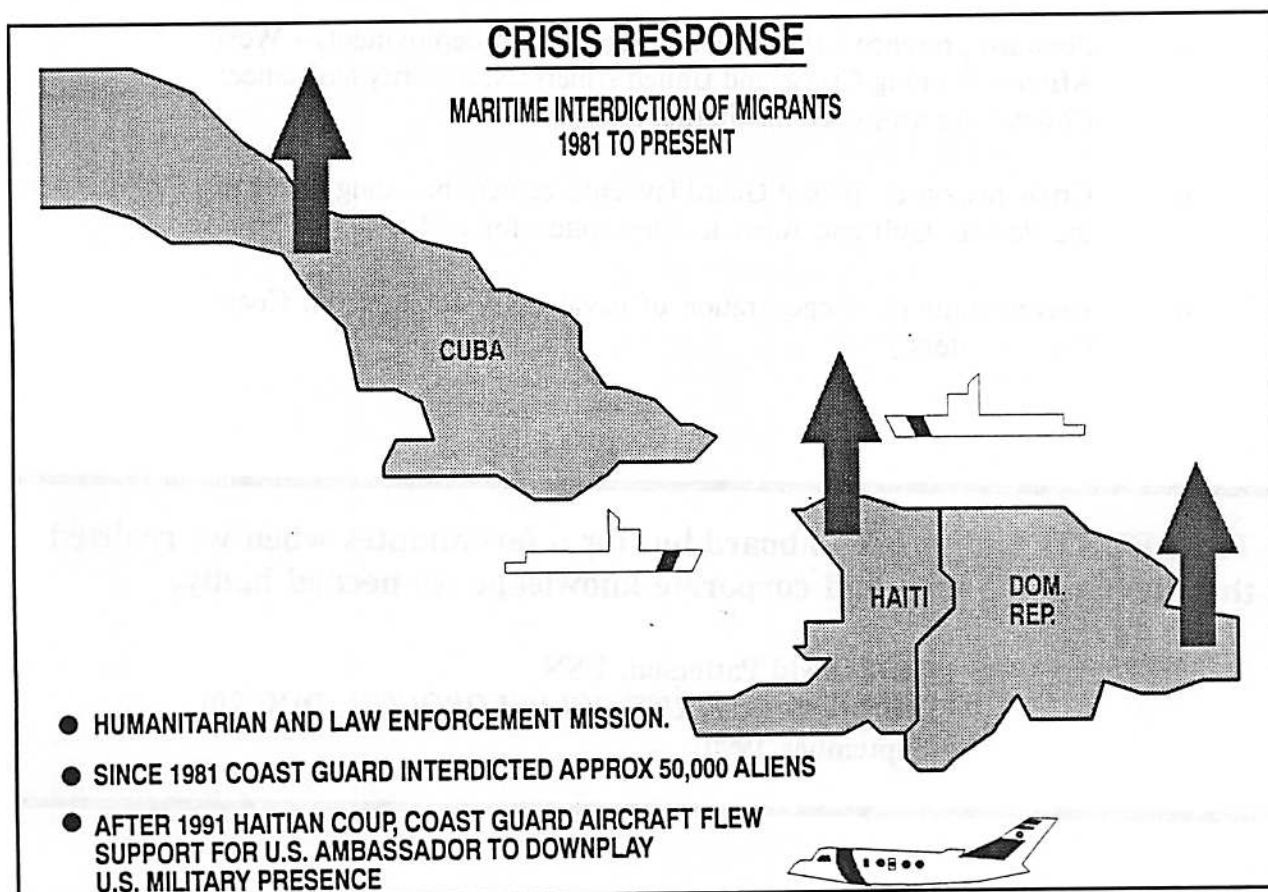


Figure 12: U.S. Coast Guard At Sea Interdiction of Economic Migrants.

Based on the President's *National Security Strategy*, the Chairman of the Joint Chiefs of Staff has developed the *National Military Strategy* (December, 1992) with the following objectives:

- o Deter or defeat aggression, singly, or in concert with Allies.
- o Ensure global access and influence.
- o Promote regional stability and cooperation.
- o Stem the flow of illegal drugs.
- o Combat terrorism.

This *Military Strategy* consists of twelve interrelated strategic concepts. Acting in unison these concepts (four are the strategic foundations from the military component of the *National Security Strategy* and the remaining eight are titled strategic principles) provide the way the military services intend to use its forces to achieve its goals. The strategic foundations are: (1) Strategic Deterrence and Defense, (2) Forward Presence, (3) Crisis Response, and (4) Reconstitution. Only three strategic foundations directly relate to the Coast Guard (examples of this relationship are shown in parenthesis after each foundation listed below):

- o Forward presence. (Operational training and deployments - West African Training Cruise and United Americas; Security assistance; Combatting drugs; Humanitarian assistance.)
- o Crisis response. (Coast Guard law enforcement boarding teams to the Persian Gulf and Adriatic interception forces.)
- o Reconstitution. (Regeneration of naval ASW forces from Coast Guard cutters.)

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**The LEDETs hadn't been aboard but for a few minutes when we realized that the Coast Guard had corporate knowledge we needed badly.**

**LCDR David Patterson, USN  
Executive Officer, *USS GOLDSBOROUGH* (DDG 20)  
4 September 1990**

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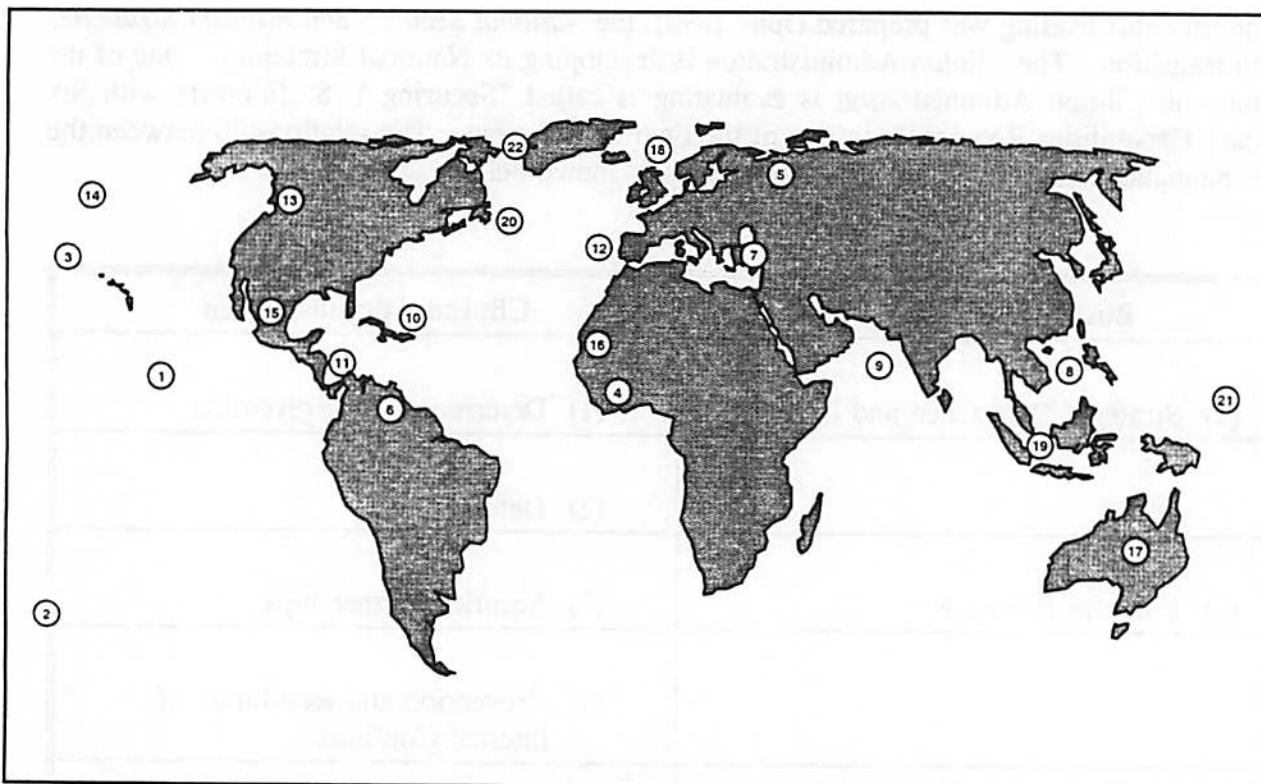


At the time this reading was prepared (June 1993), the *National Security* and *Military Strategies* are in transition. The Clinton Administration is developing its National Strategies. One of the options the Clinton Administration is evaluating is called "Securing U.S. Interests with Six Military Capabilities Required", in lieu of the Four Foundations. The relationship between the four foundations and the six military capabilities is shown below.

<b>Bush Administration</b>	<b>Clinton Administration</b>
(1) Strategic Deterrence and Defense	(1) Deterrence and Prevention
	(2) Deterrence
(2) Forward Presence	(3) Security Partnerships
	(4) Prevention and Resolution of Internal Conflicts
(3) Crisis Response	(4) Prevention and Resolution of Internal Conflicts
	(5) Deter and Defeat Major Regional Aggressor
(4) Reconstitution	(6) Long Term Preparedness

Though the Strategies are in transition, there is an approximate similarity in meaning in the terms that are used by both. Obviously, fundamental national interests have not changed.

The next three figures graphically demonstrate the Coast Guard's relationship to the *National Security* and *Military Strategies* by displaying Coast Guard activities that support these two strategies. The Coast Guard does not normally place its missions and functions into the context of these two strategies. Yet, much of what the Coast Guard accomplishes on a routine daily basis are, in fact, important contributors to national security. Figures 13 below depicts representative world wide Coast Guard activities.



**Figure 13: Depiction of Representative Routine Coast Guard World Wide Activities.**

- |  |   |
|--|---|
| <p>① PACIFIC: C-130 DROPS PUMP TO SINKING JAPANESE CONTAINER SHIP.</p> <p>② ANTARCTICA: ICEBREAKER ENROUTE.</p> <p>③ MIDWAY: CUTTER CONDUCTS ASW EXERCISE (OCEAN VALOR).</p> <p>④ LIBERIA: OMEGA TEAM VISIT.</p> <p>⑤ RUSSIA: TALKS ON LORAN, SAR, AND RUSSIAN STUDENTS AT CG ACADEMY.</p> <p>⑥ VENEZUELA: CUTTERS CONDUCT PORT CALL AND TRAINING VISIT.</p> <p>⑦ TURKEY: LORAN STATION.</p> <p>⑧ HONG KONG: BUOY TENDER AT INTERNATIONAL SAR EXPO.</p> <p>⑨ PERSIAN GULF: LEDET IDENTIFIED "CONTRABAND" ON A MERCHANT BOUND FOR IRAQ.</p> <p>⑩ WINDWARD PASSAGE: 4 CUTTERS INTERDICTING MIGRANTS.</p> <p>⑪ CARIBBEAN: CG LEDET ON USS TICONDEROGA FOUND 1500 POUNDS OF COCAINE ON COLOMBIAN SHIP.</p> | <p>⑫ PORTUGAL: CG STRIKE TEAM PROVIDES TECHNICAL SUPPORT AT MAJOR OIL SPILL.</p> <p>⑬ PUGET SOUND: STRIKE TEAM ON SCENE OF GROUNDING TANKER.</p> <p>⑭ ALEUTIANS: JAPANESE F/V SEIZED FOR ILLEGAL FISHING.</p> <p>⑮ MEXICO: CG ATTACHE OVERSEES TRANSFER 2 PATROL BOATS TO MEXICAN NAVY.</p> <p>⑯ WEST AFRICAN: M.T.T. COMPLETES 4 WEEK MISSION.</p> <p>⑰ AUSTRALIA: CG EXCHANGE OFFICER ON RAN PATROL VESSEL.</p> <p>⑱ LONDON: CG REPRESENTS U.S. AT UN MEETING ON MARITIME SAFETY AND ENVIRONMENT.</p> <p>⑲ SINGAPORE: CG OFFICE INSPECTS U.S. FLAG VESSELS.</p> <p>⑳ NORTH ATLANTIC: CG CONDUCTS INT'L ICE PATROL.</p> <p>㉑ CENTRAL PACIFIC: CG CUTTER PATROLS U.S. EEZ.</p> <p>㉒ NORTH WEST PASSAGE: CG ICEBREAKER CONDUCTS RIGHTS OF TRANSIT DEPLOYMENT AND POLAR RESEARCH.</p> |
|--|---|

## **NATIONAL SECURITY STRATEGY**

● **A HEALTHY AND GROWING U.S. ECONOMY TO ENSURE OPPORTUNITY FOR INDIVIDUAL PROSPERITY AND RESOURCES FOR NATIONAL ENDEAVORS AT HOME AND ABROAD.**

- ④ LIBERIA: OMEGA TEAM VISIT
- ⑱ LONDON: CG REPRESENTS U.S. AT UN MEETING ON MARITIME SAFETY AND ENVIRONMENT.
- ⑲ SINGAPORE: CG OFFICE INSPECTS U.S. FLAG VESSELS.
- ⑳ NORTH ATLANTIC: CG CONDUCTS INT'L ICE PARTOL.

★ **ENSURE ACCESS TO FOREIGN MARKETS, ENERGY, MINERAL RESOURCES, THE OCEANS AND SPACE;**

- ② ANTARCTICA: ICEBREAKER ENROUTE.
- ⑭ ALEUTIANS: JAPANESE F/V SEIZED FOR ILLEGAL FISHING.
- ⑳ CENTRAL PACIFIC: CG CUTTER PATROLS U.S. EEZ.
- ㉒ NORTH WEST PASSAGE: CG ICEBREAKER CONDUCTS RIGHTS OF TRANSIT DEPLOYMENT AND POLAR RESEARCH.

★ **ACHIEVE COOPERATIVE INTERNATIONAL SOLUTIONS TO KEY ENVIRONMENTAL CHALLENGES, ASSURING THE SUSTAINABILITY AND ENVIRONMENTAL SECURITY OF THE PLANET AS WELL AS GROWTH AND OPPORTUNITY FOR ALL.**

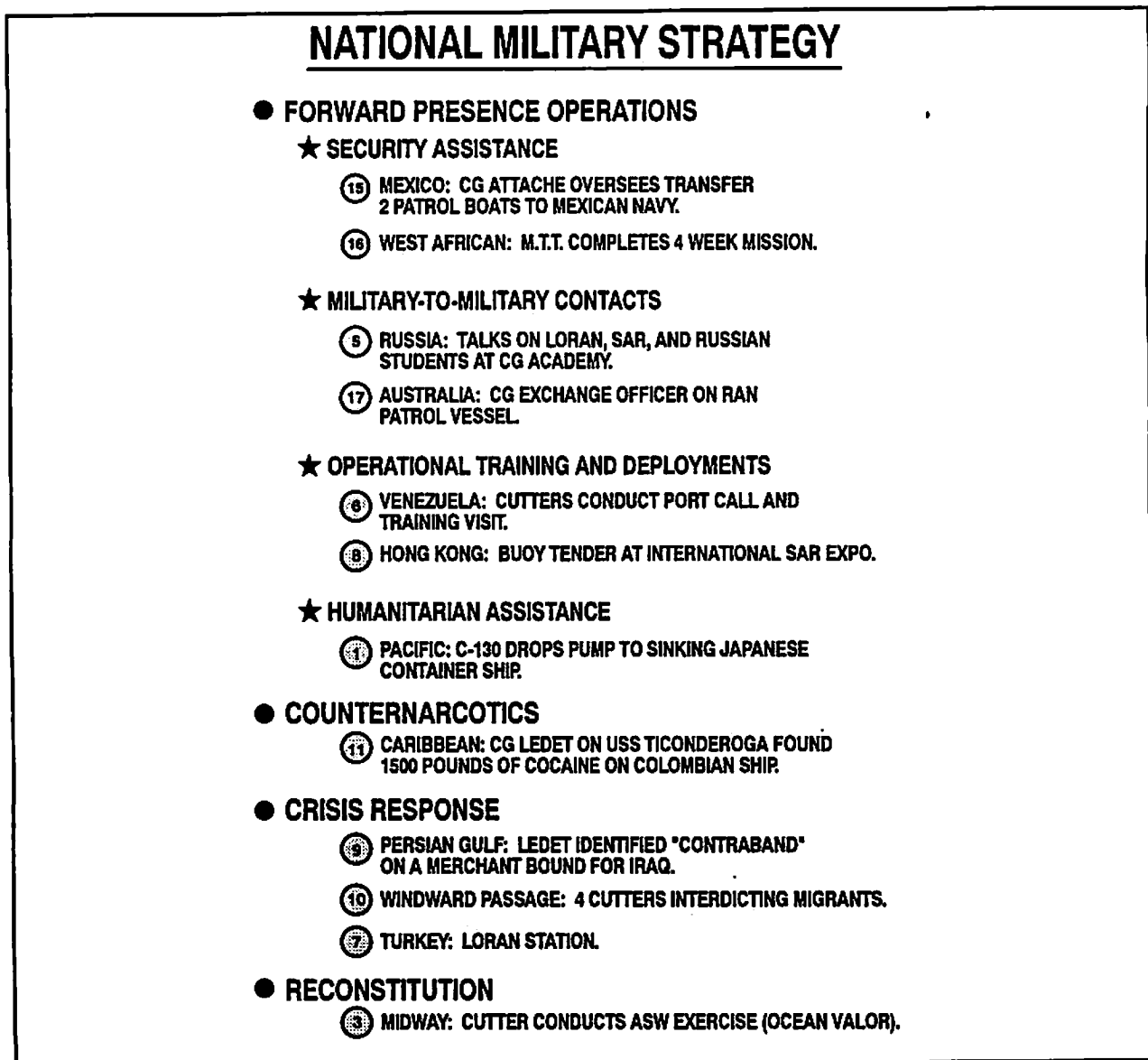
- ⑫ PORTUGAL: CG STRIKE TEAM MEMBERS PROVIDE TECHNICAL ASSISTANCE AT MAJOR OIL SPILL.
- ⑬ PUGET SOUND: STRIKE TEAM ON SCENE OF GROUNDED TANKER.
- ⑱ LONDON: CG REPRESENTS U.S. AT UN MEETING ON MARITIME SAFETY AND ENVIRONMENT.

**Figure 14: List of Routine Coast Guard Activities from Figure 13 as They Relate to the U.S. National Security Strategy.**

Figures 14 and 15 show the activities depicted in Figure 13 against the framework of the *National Security* and *National Military Strategies* respectively. As can be seen, much of what the Coast Guard does on a routine basis supports both these Strategies.

The *National Military Strategy* uses eight strategic principles to build upon the four foundations to round out the guidance for the employment of U.S. forces. These principles are: (1) Readiness, (2) Collective Security, (3) Arms Control, (4) Maritime and Aerospace superiority, (5) Strategic Agility, (6) Power Projection, (7) Technological Superiority, and (8) Decisive Force. Only two of the eight strategic principles of the *National Military Strategy* directly relate

to the Coast Guard: Maritime and Aerospace Superiority and Power Projection. However, the Coast Guard does provide some level of contribution to of the other principles.



**Figure 15: List of Routine Coast Guard Activities from Figure 13 as They Relate to the U.S. National Military Strategy.**

*The National Security Strategy and the National Military Strategy fuses all the components of U.S. power to attain national interests and objectives during peace and war. The U.S. achieves its national objectives through a combination of political, economic, military, or diplomatic means, which are also referred to as instruments of national power. In this broader context, it is unquestionable that the Coast Guard is an instrument of national security.*

## Section VI

### The U.S. Coast Guard in Support of U.S. National Security

Using the traditional, historical definition of national security, only the Coast Guard's political-military mission area would be considered as supporting national security. Today national security has a much broader meaning which includes the social, economic and environmental well-being of a nation's citizens. The Coast Guard's other three mission areas directly support a strong and healthy U.S. economy and environment and because of the "globally-connected" world, these Coast Guard mission areas have international implications as well.

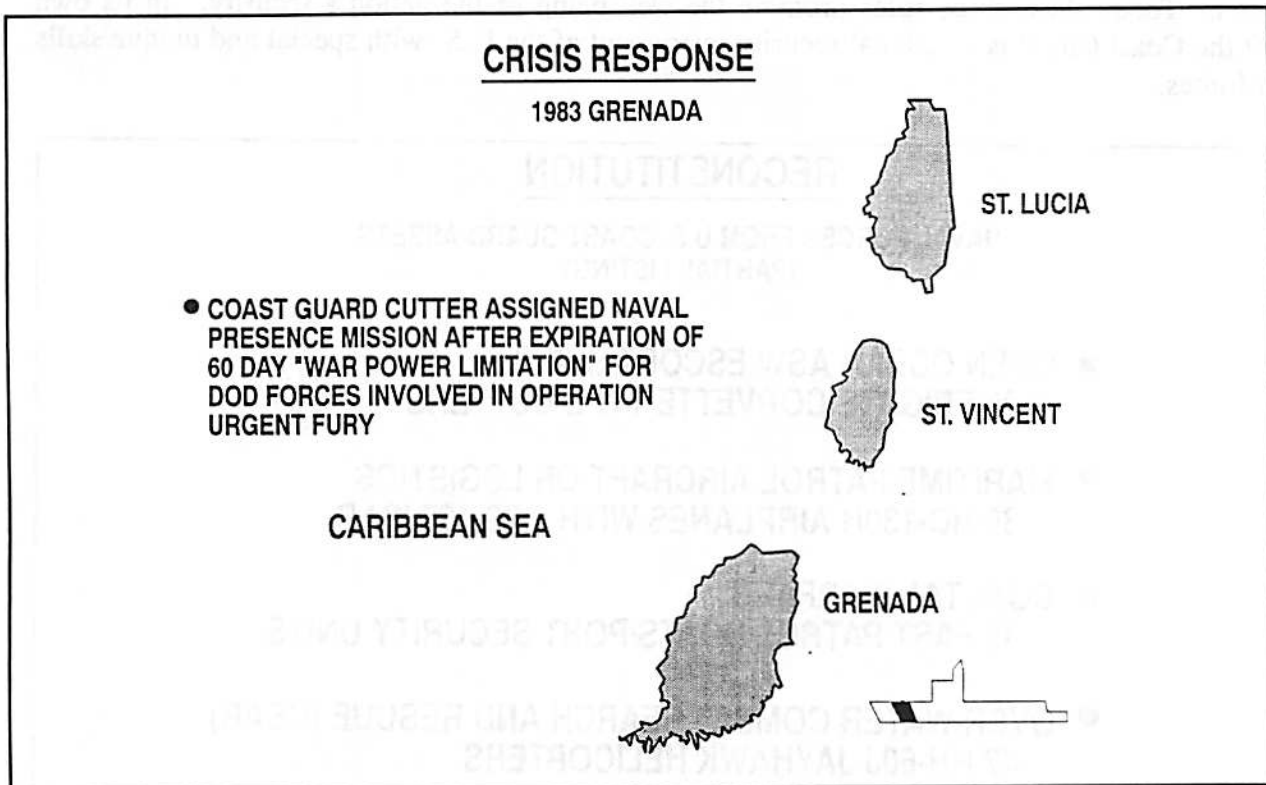


Figure 16: U.S. Coast Guard Involvement in Grenada 1983.

The majority of the Coast Guard's daily functions - aids to navigation, pollution response, search and rescue, and commercial vessel safety - conducted in domestic, coastal waters contribute to a "healthy and strong economy and environment with opportunity for growth and resources for all." as stated in the *National Security Strategy*. These contributions along with polar icebreaking operations must be included when assessing the Coast Guard's national security role for a more comprehensive understanding of what the Coast Guard offers the nation. The Coast Guard's vast civil responsibilities, law enforcement powers, and coastal waters expertise are valuable supporters to U.S. National Security Strategy.

It is very likely that these traditional missions will increase in their contribution to national security as the competition for world maritime resources intensifies along with concerns for maritime pollution. At the Conference on Multi National Naval Cooperation held at the Royal Naval College, Greenwich, London, in December 1991, speakers warned of resource conflicts as countries seek to protect their seabeds and marine resources. The United Nations representative discussed the tension that will likely arise between countries using the United Nations Law of the Sea (UNCLOS) provisions to restrict freedom of navigation to protect their ocean resources and their marine environment and those countries objecting to the loss of navigation freedom.

While the national defense role developed from the military use of the Coast Guard in the Nation's wars, the other three roles trace their lineage to the domestic maritime needs of the Nation. Today these three roles promote the well being of the nation's security. In its own right the Coast Guard is a national security instrument of the U.S. with special and unique skills and forces.

### **RECONSTITUTION**

#### **NAVAL FORCES FROM U.S. COAST GUARD ASSETS (PARTIAL LISTING)**

- **OPEN OCEAN ASW ESCORT SHIPS**  
**25 FRIGATE\CORVETTE TYPE CUTTERS**
- **MARITIME PATROL AIRCRAFT OR LOGISTICS**  
**30 HC-130H AIRPLANES WITH APS-137 ISAR**
- **COASTAL WARFARE**  
**49 FAST PATROL BOATS/PORT SECURITY UNITS**
- **OVER-WATER COMBAT SEARCH AND RESCUE (CSAR)**  
**47 HH-60J JAYHAWK HELICOPTERS**
- **MINE WARFARE**  
**38 BUOY TENDERS**

**Figure 17: U.S. Coast Guard Long Term Preparedness Capability.**

The Coast Guard's maritime environmental and maritime safety roles support U.S. national interests by ensuring a strong and healthy economy and environment for growth and opportunity for all. The Coast Guard also helps to "achieve cooperative international solutions to key (maritime) environmental challenges" thereby fostering the "sustainability and environmental

security of the planet". The Coast Guard accomplishes this goal through its: (1) national maritime search and rescue system, (2) national/global maritime navigation system, (3) national maritime safety program for ships, crews, and port facilities, and lastly, its (4) national maritime environmental program. The collective, resultant outcome of these systems and programs furthers the U.S. economy, protects the U.S. and global maritime environment, and supports the well-being of U.S. citizens.

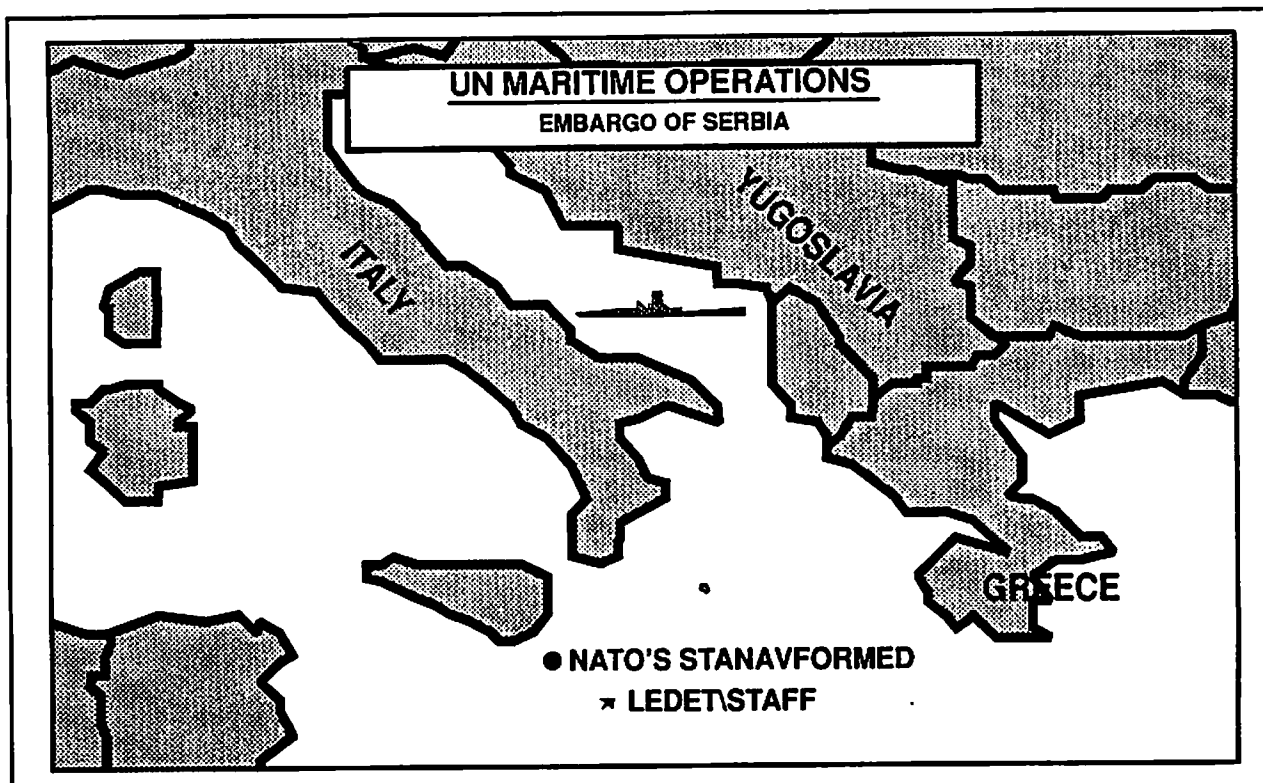


Figure 18: U.S. Coast Guard Involvement in Interception Operations in the Adriatic.

The maritime law enforcement role supports U.S. national interests by reducing the flow of illegal drugs into the United States, by ensuring access to the oceans, and by ensuring the well-being of U.S. citizens. The Coast Guard achieves these objectives as it: (1) enforces U.S. laws and international treaties and agreements, (2) protects U.S. maritime resources, (3) ensures U.S. maritime sovereignty, (4) provides U.S. maritime presence, (5) oversees U.S. water-space management, and (6) conducts maritime interdiction operations for aliens, narcotics, and contraband on the high seas, U.S. Exclusive Economic Zone, and U.S. territorial waters.

The last role, national defense, supports or contributes to a variety of U.S. national interests from U.S. national survival, economic well-being and overall quality of life of the American people, to "cooperative and politically vigorous relations with allies and friendly nations" and to a "stable and secure world" as per the *National Security Strategy*. When regional tensions heighten, the presence of a multi-mission Coast Guard cutter or contingent is often less

threatening to Host Nation sovereignty concerns than a DoD asset would be simply because of the Coast Guard's international humanitarian reputation. Yet, that presence still demonstrates U.S. commitment to its allies and can be an effective deterrent to aggression.

The Coast Guard is highly suitable for small navy security assistance (forward presence) and some low order peacetime engagements (crisis response) due to its humanitarian, non-threatening image. In December 1991 the Coast Guard deployed a mobile training team (MTT) to India; this was the first U.S. military training team into India since the Second World War. In May 1992 the Commandant of the Coast Guard visited former Warsaw Pact countries and received numerous requests (Poland, Latvia, Estonia, and Lithuania) for training. The Coast Guard has been overwhelmed by requests from Latin American and African countries for port safety and security training. This training is badly needed by these countries to develop commercially viable ports. Beginning in 1993 the Coast Guard will deploy a patrol boat with the Navy ships assigned to the West African Training Cruise (WATC). For years the Coast Guard has participated in the annual United Americas (UNITAS) operational training deployment. The Coast Guard provides the national command authorities (NCA) singular capabilities to achieve U.S. goals.

In short, almost all the functions of the Coast Guard, except perhaps recreational boating safety and bridge administration, can be considered as supporting national security. In its own right the Coast Guard is a national security instrument of the U.S. with special and unique skills and forces. Coast Guard capabilities support these multiple national interests by:

- o Providing U.S. maritime polar presence.
- o Overseeing the National Maritime Transportation Safety System for the safe shipment of people and cargoes.
- o Operating the National Maritime Navigation System for the safe and economic shipment of people and cargoes.
- o Operating the National Maritime Search and Rescue System for the safety people and economic cargoes.
- o Acting as the primary U.S. agency for the protection of the U.S. maritime environment.
- o Acting as U.S. lead agency for international maritime safety and international maritime environmental matters.
- o Conducting forward presence operations.
  - \* Security assistance.
  - \* Operational training and deployments.



- \* Humanitarian assistance.
- \* Counter-narcotics.
- o Supporting crisis response. The Coast Guard expands the range of Flexible Deterrent Options (FDOs) available to the CINCs by using the Coast Guard's unique mission capabilities and force mix and its non-threatening, humanitarian image.
- o Providing a naval warfare capability for regional conflicts. The Coast Guard provides *relevant, unique, complementary, non-redundant forces*.
  - \* MDZ commands. (Strategic sealift ports only.)
  - \* Port safety and security CONUS and O-CONUS.
  - \* Coastal warfare capability for regional conflicts.
  - \* Reconstitution and regeneration of naval forces.
- o Conducting maritime interdiction operations and acting as the primary U.S. maritime law enforcement authority. (Unique status as a U.S. Armed Force with broad maritime law enforcement power.)

**The Coast Guard provides national command authorities a unique instrument in the nation's security tool bag.**

**General Colin Powell  
Chairman of the Joint Chiefs of Staff**

## **Section VII**

### **The U.S. Coast Guard and Flexible Deterrent Options**

The new *Joint Strategic Capabilities Plan* (JSCP) requires the Unified Commanders (CINCs) to develop a full range of flexible deterrent options (FDOs). The new JSCP fundamentally alters the guidance to the CINCs for conducting deliberate planning. Whereas the previous JSCP focused on planning to deter and contain the global Soviet threat, the new JSCP views regional contingencies as the most likely threat to U.S. national interests. This new planning focus directs the CINCs to apply a new, adaptive planning approach to generate a full range of flexible deterrent options (FDOs) that include diplomatic, economic, and political responses, as well as, the traditional military responses for contingencies. These varied, graduated options are intended to minimize the use of force and prevent escalation while still achieving national objectives. The use of FDOs is a significant shift by the JCS. As discussed the Coast Guard is obviously a flexible instrument of national security, and under this new directive to consider all U.S. capabilities, the CINCs have the authority to plan for the Coast Guard's use.

#### **WHY FLEXIBLE DETERRENT OPTIONS?**

##### **U.S. COAST GUARD**

**PROVIDES UNIQUE & COMPLEMENTARY RANGE OF OPTIONS WITH ITS  
MULTIMISSION, VERSATILE FORCES:**

- **HUMANITARIAN/NON-THREATENING IMAGE**
- **DOD INTEROPERABILITY**
- **SINGULAR SKILLS/CAPABILITIES:**
  - ★ **MARITIME INTERDICTION**
  - ★ **MARITIME ENVIRONMENTAL RESPONSE**
  - ★ **SMALL NAVY SECURITY ASSISTANCE**
  - ★ **COASTAL WARFARE**
  - ★ **PORT SAFETY & SECURITY**

**Figure 19: U.S. Coast Guard Capabilities for Flexible Deterrent Options.**

A 1992 study on the Coast Guard's national security role in the next century sponsored by the Naval War College's Center for Naval Warfare Studies underscores the use of the Coast Guard by the CINCs. In non-attribution comments by senior DoD level participants, Coast Guard admirals, and respected defense analysts, the Coast Guard's unique role was discussed. A warfighting CINC wrote that small navies more "readily relate to USCG than to USN" since the bigger ships tend to overwhelm them. He concluded that Coast Guard missions and force mix are similar to many world navies and that the Coast Guard has the added advantage of appearing less intimidating, which enhances its nation building effectiveness.

A navy four star flag officer commented that the use of the Coast Guard in security assistance is a "very good point. Coast Guard vessels could perform FON (freedom of navigation), naval presence, diplomatic, military assistance (training) missions" with the nations in my area of operations (AO). A second full Navy Admiral writes that, "Clearly the Coast Guard can, and does bring significant capabilities to bear. Similar efforts can be expected in the other AOs."

A second combatant CINC noted that in his AO he conducts annual exercises and separate operational training deployments to foreign countries that depend very heavily on Coast Guard participation for their success. A third geographical CINC said that, "Given my volatile and distant AO, (my) strategy for maintaining peace and stability in the region rests rarely upon maintaining a viable forward presence and providing security assistance to our friends in the area. To this end, the Coast Guard has been instrumental in the continuing . . . operations, in managing our theater . . . program, and in the conduct of . . . training for . . . nations. From our experience, it can be seen that the Coast Guard can play an important role in nation building and naval diplomacy."

A highly regarded naval analyst observed that the Coast Guard's "mix of forces, operating techniques, and missions are similar to those of the navies which will most likely be encountered in areas where limited conflict might exist . . . (The Coast Guard) can provide training and support for a host nation's naval forces." He goes on to state that "establishing working

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**When regional tensions heighten, the presence of a multi-mission Coast Guard cutter or contingent is often less threatening to Host Nation sovereignty concerns than a DoD asset would be simply because it is not perceived as a U.S. "military" presence. Yet, that presence still demonstrates U.S. commitment to our allies and can be effective deterrent to aggression.**

**A U.S. Commander-in-Chief  
*Coast Guard's National Security  
Role in the 21st Century*  
Center for Naval Warfare Studies  
Naval War College, 1992**

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relationships around the world prior to the outbreak of low intensity conflicts can be vital to proper response and successful resolution. The 'non-threatening' aspect of the service could be used to a much greater extent in establishing a 'U.S. Presence' in many areas with out raising political concerns."

Despite the Coast Guard's relevancy and applicability as an option for the CINCs, there is one caveat. Coast Guard forces exist to do Coast Guard statutory responsibilities. Tasking the Coast Guard to conduct FDOs directly in support of the CINCs may be difficult, especially if Coast Guard missions such as search and rescue (SAR), marine environmental protection, and drug interdiction are adversely affected.

In summary before a crisis evolves into a conflict, security assistance and alliance strengthening as missions are appropriate for Coast Guard participation. The availability of Coast Guard "white hulls" provides the CINCs and the NCA the means to obtain U.S. national objectives without ratcheting up the escalation scale during a confrontation or crisis. Additionally many countries view the Coast Guard as a non-threatening military force and thus are more amenable to the Coast Guard's presence.

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**Naval Forces must be both capable and affordable . . . (to) help provide the Nation's leaders with a full range of options to preserve regional balances, lay the foundations for coalition operations, provide assistance to Americans in danger, respond to crises of every type . . .**

**. . . *From the Sea (1992)***

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## **Section VIII**

### **Conclusion**

As the Coast Guard prepares for its third century of service, it will provide national security capabilities that are relevant, fiscally responsive, and non-redundant. These capabilities will build upon the Coast Guard's core competencies, comparative advantages, and key attributes. Furthermore, these capabilities will reflect the Coast Guard's essence as a multi-role, versatile, and flexible Armed Force. Such capabilities organized into packages of trained personnel and equipment will respond to disasters or crises in the United States or in regions throughout the world. The following are examples:

- o Provide Coast Guard marine environmental response expertise for a major international pollution incident.
- o Provide maritime law enforcement expertise for U.N. interdiction operations.
- o Provide increased search and rescue capability for a major natural disaster in the U.S. or overseas.

These capability packages will be mobile, interoperable with joint and combined forces and civilian agencies, tailored for crisis or disaster. In addition to the active force, the Reserve will be a major provider of forces directly engaged in the crisis or disaster or the provide replacement forces for active duty personnel deployed to the crises or disaster.

**Section IX**  
**Summary of U.S. Coast Guard Cutter Data**

Ship Type	Class	No.	Warfare Mission	Equipment
WHEC	HAMILTON	12	ASUW AAW EW  (ASW Regeneration)	Frigate-type cutter. CIWS, SPS-40, MK-92 GFCS, MK-75 Gun, LAMPS I & III capable, JOTS/VIDS & NAVMACS, TACAN (Regeneration: Sonar & Harpoon)
WMEC	BEAR	13	ASUW EW  (ASW Regeneration)	Corvette-type cutter. MK-92 GFCS, MK-75 Gun, SLQ- 32, LAMPS I capable, SRBOC, TACAN, NAVMACS, JOTS/VIDS.
WMEC	RELIANCE	16	Coastal warfare. Combat SAR. Sur. & Inter.	Corvette-type cutter. 25 mm chain gun, flight deck, satellite comms, tactical data links.
WPB	ISLAND	49	Coastal warfare.	Fast coastal patrol boat. 25 mm gun, secure comms, 7 day endurance, 35 kts, Stinger pedestal.
WPB	POINT	33	Coastal warfare.	Coastal patrol boat. .50 cal MG, secure comms, 3 day endurance, 20 kts, near end of service life.
WLB	BALSAM	22	Coastal warfare. Mine counter measures support.	Multi-mission cutter. 50 cal. Mgs; secure comms, ocean- going, 4 week endurance.

**Section X**  
**Summary of U.S. Coast Guard Aircraft Data**

<b>Aircraft Type</b>	<b>Total</b>	<b>Warfare Mission</b>
HC-130H	30	Long Range Maritime Patrol; (equipped with APS-137 ISAR) Tactical Airlift
HU-25A	17	Medium Range Maritime Patrol; (equipped with APS-127 ASW radar)
HU-25B	5	Medium Range Maritime Patrol; (equipped with APS-127 ASW radar and SLAR)
HU-25C	8	Medium Range Interceptor & Maritime Patrol Aircraft; (equipped with F-16 APG-66 intercept radar and WF-360 FLIR)
HH-60J	36	SAR; Utility; FLIR equipped; NVG compatible; secure comms
HH-65A	79	SAR; Utility; secure comms; NVG compatible

## **Section XI**

### **Historical Examples of the Use of U.S. Coast Guard Forces as Flexible Deterrent Options**

**o Crisis Response:**

Mass Migrant Interdiction from Haiti, Operation ABLE MANNER.

**o Crisis De-Escalation:**

1980 Cuban Boatlift. Coast Guard Forces Used to Prevent Confrontation with Cuban Border Guard.

**o Counter Narcotics:**

Maritime and air drug interdiction.

**o Acceptable U.S. Presence:**

1989 Colombia protested deployment of USN Battle Group; Coast Guard presence not protested.

1989 Coast Guard C-130 used to fly logistics into Peru to lessen overt DoD presence.

1991 Coast Guard first U.S. military trainers into India since WW II.

**o Forward Presence (Security Assistance).**

1987 Coast Guard training Bolivian riverine force.

1990 Coast Guard rebuilding Panamanian Maritime Force.



## **Section XII**

### **Examples of the Potential Use of U.S. Coast Guard Forces as Flexible Deterrent Options**

#### **Diplomatic FDOs for the requested use of Coast Guard forces:**

- o Alert and introduce mobile training teams (MTT).
- o Initiate noncombatant evacuation procedures (NEO).
- o Provide non-threatening presence based on Coast Guard's humanitarian image, which still demonstrates U.S. resolve.

#### **Military FDOs for the requested use of Coast Guard forces:**

- o Employ readily in-place assets.
- o Upgrade alert status.
- o Initiate or increase presence actions.
- o Increase military exchanges and staff visits to the area.
- o Increase port calls or air visits to the area.
- o Increase mobile training teams.
- o Impose restrictions on military personnel retirements, separations, leaves and establish curfews.
- o Use cutters/personnel capability to enforce sanctions.
- o Activate procedures to begin Reserve callup.
- o Selectively activate MDZ and Port Security Units.

#### **Economic FDOs for the requested use of Coast Guard forces:**

- o Enact trade sanctions (forces for interdiction activities).