

NAVY PROFILE



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THE MULTIMISSION U.S. COAST GUARD

READY, AWARE, AND RESPONSIVE – WITH RENEWED FOCUS ON MISSION EXECUTION

The U. S. Coast Guard is a unique government agency – one whose 216-year history continues to exert a dominant influence on its character, values, and mission performance. Owing to its military structure, law-enforcement authority, and humanitarian functions, the crew of a distinctively painted orange-striped, white-hulled Coast Guard cutter will not find it unusual to perform a wide variety of maritime and naval missions during a single cruise.

‘SENTINELS OF THE SEA’

The Coast Guard originated when the U.S. Congress created the Revenue Cutter Service in 1790 as a component of the U.S. Treasury Department. It was Secretary of the Treasury Alexander Hamilton who first referred to the youthful service as ‘sentinels of the sea’ for its law-enforcement responsibilities enforcing U.S. tariff laws, protecting shipping from pirates, and intercepting smuggled good – including human contraband.

The Coast Guard has, perhaps, the most unusual history of any U.S. maritime service owing to the way it has assimilated disparate

responsibilities over the past two centuries – becoming what Adm. Thad W. Allen, the service’s current Commandant, has described as a ‘clearing house’ for multiple maritime missions. The modern Coast Guard came into being in 1915 when the U.S. Life-Saving Service was combined with the Revenue Cutter Service. The 1930s saw the Lighthouse Service become part of the Coast Guard, and in 1942 the Bureau of Marine Inspection was realigned under the Coast Guard (which was placed under Department of the Navy control during WW II, as it had been during WW I).

Each of the Coast Guard’s five principal strategic roles and 11 mission areas today may be

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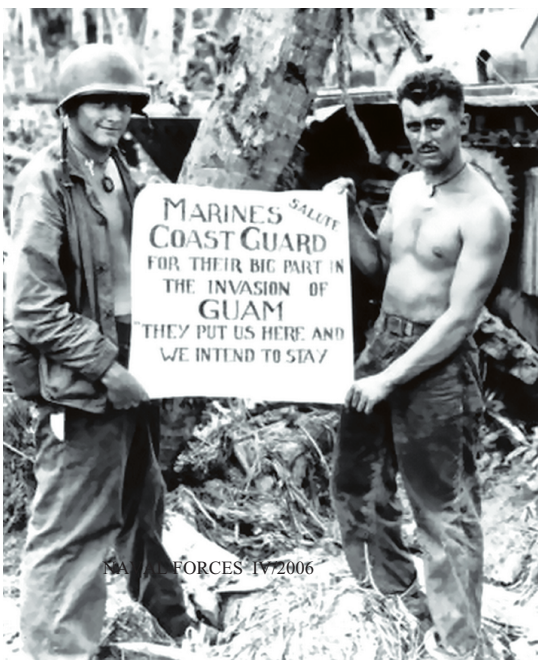
Fig. 1: Each of the U.S. Coast Guard's five principal strategic roles and 11 mission areas today may be traced to its evolutionary development since 1790. The service's responsibility for maritime homeland security has assumed high priority since 9/11.

Here, in New York harbour, a 25-foot "Defender" class security boat from Coast Guard Maritime Safety and Security Team 91106 keeps watch over passenger vessels and high profile landmarks during the 2004 Republican National Convention. (Photo: Courtesy U.S. Coast Guard / PA3 Kelly Newlin)

traced to this evolutionary development. During time of war, operational control of the Coast Guard may be transferred to the Department of the Navy as the President may direct, but the last time this occurred was during WW II – a transfer that lasted from November 1941 until January 1946.

The Coast Guard served shoulder-to-shoulder with the Navy with distinction during WW I and II. During the latter conflict, its patrol boats sank 11 enemy submarines and, on shore, Coast Guard port security and beach patrols on foot and horseback protected U.S. harbours and coastlines. Coast Guardsmen were assigned to 802 cutters, 351 naval ships, and 288 Army vessels. The service's crews manned amphibious ships in the Pacific and Europe during every major U.S. amphibious invasion of WW II. The

Fig. 2: The Coast Guard served as part of the Navy during World Wars I and II. In addition to important convoy escort duties and other combat operations, Coast Guard crews manned amphibious ships in the Pacific and Europe during every major U.S. amphibious invasion of WW II. Here, U.S. Marines express their appreciation to the Coast Guard for its support during the liberation of Guam in 1944. (Photo: Courtesy U.S. Marine Corps)



Coast Guard's historian notes that cutters on escort duty during the Normandy invasion rescued more than 1,500 in the waters off France alone.

Coast Guardsmen, active and reserve, also served with distinction during military operations in the Cold War – from Korea to Vietnam, off the coast, in ports, and on inland waterways – and in Operations DESERT SHIELD and DESERT STORM in 1990 and 1991.

The Coast Guard has experienced two major post-war realignments under executive branch departments. In 1967 it was transferred from the Treasury Department to the newly created Department of Transportation (DOT). As the 20th century drew to a close, it was not uncommon to hear critics of this arrangement call for the Coast Guard to be transferred to the Department of Defense. Increasingly, the Coast Guard had become a 'bill payer' for other agencies within DOT owing to the significant level (approaching 70 percent) of 'fenced funding' (i.e. protected budget line items) in DOT's budget for U.S. air, rail, and federal highway systems. All too frequently, it seemed, DOT budget cuts were absorbed by the Coast Guard's accounts for operations, maintenance, and acquisition.

As a result, during the 1970s and 1980s the Coast Guard became renowned as an agency that did more with less – rallied by its motto *Semper Paratus*, always ready – even as its ranks of officers and enlisted personnel fell in numbers below the size of the City of New York's Police Department. Cutters launched during WW II still took to sea – well past their fifth decade of commissioned service by the late 1990s. Other ageing legacy cutters, designed for the threat environment of the 1960s and 1970s, became increasingly obsolete, technologically deficient, unreliable, and unsafe.

Forward-thinking officers, including future Commandants like Adm. James M. Loy, recognised the service was rapidly heading for shoal water if its inventory of cutters, boats, and aircraft was not replaced. As a result, formative steps were taken to plan the service's progressive modernisation and recapitalisation through the Integrated DEEPWATER System acquisition. Revalidation of the service's vital contributions to the nation's maritime security, national economy, and defence came in 1999 when an interagency task force concluded that all Coast Guard roles and missions supported national policies and would endure into the 21st Century.

The task force judged the DEEPWATER Programme to be a near-term national priority, stating, "Planning for and modernising these capabilities must begin now." This led to the programme's eventual contract award in 2002,

laying the foundation for a more capable Coast Guard. Few anticipated just how critical this development would prove to be until the terrorist attacks of 9/11.

Subsequently, in March 2003, the Coast Guard was realigned intact into the new Department of Homeland Security (DHS) as its largest agency. In the view of Adm. Allen, significant advantages have been realised by this reorganisation. "This is the right department for us to be in", he told NAVAL FORCES, citing far more effective cooperation with all DHS agencies and a host of initiatives contributing to improved homeland security.

ROLES AND MISSIONS

Not surprisingly, the Coast Guard's maritime security role expanded considerably since 9/11 as part of a concerted U.S. effort to implement a security strategy aimed at creating a layered defence extending well to seaward from U.S. shores. In 2005, President Bush approved a new *National Strategy for Maritime Security*, an overarching plan developed jointly between the Department of Defense and the Department of Homeland Security. Its supporting plans seek to reduce U.S. vulnerability to terrorism and secure U.S. maritime borders. The Coast Guard and the U.S. Navy are now actively collaborating to develop new maritime and naval strategies to guide their operations during the post-9/11 era.

The United States Coast Guard is a military, multimission, maritime service within the Department of Homeland Security and one of the five branches of the U.S. armed forces. Its core roles are to protect the public, the environment, and U.S. economic and security interests in any maritime region in which those interests may be at risk, including international waters and America's coasts, ports, and inland waterways.

U.S. Coast Guard

Collaborating with the U.S. Navy and other U.S. agencies and international partners in its maritime security mission and law-enforcement role, drug smugglers are interdicted, apprehended, arrested, and returned to shore for prosecution. Last year, the Coast Guard prevented more than 338,000 pounds of cocaine from entering the United States by sea – an all-time maritime

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record. Additionally, the Coast Guard intercepted 9,500 undocumented migrants attempting to enter the United States illegally by sea – a 100 percent increase over 2001 and the second highest number in any non-mass migration exodus over the past 20 years.

Maritime safety is one of the Coast Guard's most visible responsibilities for a nation that depends upon sea-borne commerce valued annually at US\$2Tn to power its economy and continues to see its pleasure-boat community increase year by year. Coast Guard fixed-wing aircraft, helicopters, cutters, and small boats are dispatched daily along the more than 95,000 miles of U.S. coastlines to rescue mariners in distress. On a typical day in 2005, for example, the service's cutter, boat, and air crews saved 15 lives, assisted 117 people in distress, and conducted 90 search-and-rescue cases. Property valued at nearly US\$3M also was protected during a typical Coast Guard day last year.

Coast Guard men and women regularly promote safety in both regulatory and inspection roles by inspecting merchant vessels in U.S. waters and licensing their masters and crews. The Coast Guard Auxiliary – a valued component composed of more than 30,000 civilian volunteers – provides free boating safety courses, courtesy marine examinations for recreational boaters, verification for aids to navigation, and inspections of commercial facilities. The Coast Guard investigates maritime accidents to prevent future mishaps, feeding the result of its

investigations back into prevention programs, frequently in the form of revised regulations and safety standards.

Working with other nations and agencies, including the International Maritime Organisation (IMO), the Coast Guard also promotes higher safety standards for commercial vessels and their crews and advocates the implementation of international safety and pollution standards.

The Coast Guard's protection of the marine environment takes many forms – including emergency response teams called away in the event of a major spill of oil or other hazardous substances and the enforcement of laws aimed at eliminating environmental damage and other degradation of natural resources. Cutters regularly conduct fishery patrol to enforce U.S. and international law aimed at protecting steadily

FUNDAMENTAL ROLES OF THE U.S. COAST GUARD

Strategic Role and Accompanying Goals	U.S. Coast Guard Mission-Programmes
Maritime Safety – Eliminate deaths, injuries, and property damage associated with maritime transportation, fishing, and recreational boating.	Search and Rescue Marine Safety
Maritime Mobility – Facilitate maritime commerce and eliminate interruptions and impediments to the economical movement of goods and people, while maximising recreational access to and enjoyment of the water.	Aids to Navigation Ice Operations
Protection of Natural Resources – Eliminate environmental damage and natural resource degradation associated with all maritime activities, including transportation, commercial fishing, and recreational boating.	Marine Environmental Protection Living Marine Resources
Maritime Security – Reduce America's vulnerability to terrorism by preventing waterborne terrorist attacks;	Illegal Drug Interdiction Undocumented Migrant
Interdiction – securing maritime borders by halting the flow of illegal aliens and contraband; preventing illegal incursions of our Exclusive Economic Zone; and suppressing maritime violations of federal law.	Law Enforcement (LE) Ports, Waterways, & Coastal Security
National Defence – Defend the nation as one of the five U.S. Armed Services; Enhance regional stability in support of the National Security Strategy, utilising our unique and relevant maritime capabilities.	Defence Readiness
<i>U.S. Coast Guard, 2007 Budget in Brief</i>	

Fig. 3: These are the assets of the Coast Guard as of March 2006 – many of the 'legacy hardware' is to be replaced under the Integrated DEEPWATER Programme. (Graphic: Courtesy U.S. Coast Guard HQ)

Coast Guard Resources



144 Helicopters



251 Ships

As of March 2006:

39,742 Active Duty

8,021 Reservists

7,119 Civilians

30,477 Auxiliarists



68 Planes



1,400 Small Boats

dwindling and increasingly threatened stocks. Related efforts include patrolling national marine sanctuaries and other protected areas, providing support to other agencies involved in disentanglement operations, and providing logistical support to reintroduce rehabilitated animals to the wild.

Black-hulled Coast Guard buoy tenders; three red-hulled, ocean-going icebreakers, and a dual-purpose icebreaker assigned to the Great Lakes serve the important maritime mobility role to maintain aids to navigation and conduct both Arctic/Antarctic and inland icebreaking operations. Last year, the Coast Guard ensured more than 1 million safe passages of commercial vessels through congested waters, maintained more than 50,000 federal aids to navigation along more than 25,000 miles of marine transportation routes, kept Great Lakes ports clear of ice without interruption, and conducted International Ice

Patrol sorties to enable the safe movement of more than 1 million tons of cargo across the North Atlantic Ocean during the winter ice season. The U.S. Coast Guard's statutory responsibilities for national defence established it as the fifth branch of the U.S. armed forces. Its national-defence missions have been shaped by its participation in nearly every war since the U.S. Constitution was enacted in 1789. Cutters support the requirements of U.S. joint combatant commanders around the world.

Beginning in 2003, more than 1,250 Coast Guard personnel were deployed to the U.S. Central Command and U.S. European Command theatres of operation to conduct port security, maritime interception, environmental response, and coastal sea control operations during Operation IRAQI FREEDOM. Deployed Coast Guard forces included two high endurance cutters, eight patrol boats, two tactical law enforcement detachments, six port security units, a strike team detachment, support and logistics personnel from 20 separate Coast Guard commands, and members assigned to Navy Harbour Defence Command Units.

Coast Guard cutters provide escort and force protection to Navy aircraft carrier and amphibious battle groups. Port security units and patrol boats protected commercial shipping, naval combatants, and Military Sealift Command ships in strategic ports. Law enforcement teams provided security for Iraqi oil terminals vital to Iraq's economic recovery. These missions continue today, albeit at a reduced level.

Another important dimension of the Coast Guard's national-defence mission set entails overseas international engagement in support of U.S. combatant commanders. "We continue to be a very relevant maritime model for many countries around the world", said Adm. Allen.

'A BIAS FOR ACTION'

With a personnel end strength of approximately 40,000 active-duty military personnel; 8,000 military reservists; 7,100 civilian government employees; and 30,500 civilian auxiliaries, the Coast Guard has slowly rebuilt its manning in response to its higher operating tempo and threat levels in the 'new normalcy' of the post-9/11 world.

With 251 cutters, 68 airplanes, 144 helicopters, and 1,400 small boats the U.S. Coast Guard is one of the world's largest maritime forces in its own right, but it also is one of the world's oldest in terms of the average age of its legacy fleet – ranking 37th out of 39 comparable naval forces. Unlike the Chief of Naval Operations (CNO) or service chiefs of staff for the other branches of the U.S. armed forces, the Commandant exercises operational control of Coast Guard units.

He does so through two area commanders for the Atlantic and Pacific regions. Nine Coast Guard geographic districts and additional subordinate commands are aligned under these area commanders for local operations. In 2004, an important realignment saw the creation of sector commands to create unity of command in U.S. ports. Coast Guard group commands, marine safety offices, vessel traffic systems and, in some cases, air stations were drawn together to consolidate the full range of Coast Guard missions into a single command in major U.S. port areas.

The wisdom of the sector reorganisation and the multifaceted mission competencies of the Coast Guard were forcefully displayed when Hurricane KATRINA devastated approximately 90,000 square miles of Mississippi, Louisiana, and Texas in 2005. At the height of KATRINA rescue operations, the Coast Guard surged 62 aircraft (a third of its assets), 30 cutters, and 111 small boats. In concert with other DHS agencies and branches of the armed forces, local, and state agencies, the Coast Guard rescued more than 33,500.

The multi-mission Coast Guard also responded to the storm's massive environmental impact – including the removal of 785 wrecked vessels and coordination of alternate routing for the nation's inland barge fleet to maintain commerce. Marine response and strike teams responded to or monitored the contracted response and cleanup of more than 950 maritime pollution spills; six were classified as major (greater than 10,000 gallons for inland spills).

Coast Guard crews conducted survey and salvage operations to restore aids to navigation and reopen to maritime commerce the vital Mississippi River, adjoining coastal waterways, and regional ports. The task was enormous. Coast Guard crews calculated that 58 percent of nearly 1,800 aids to navigation were destroyed or damaged. Damage to off-shore oil platforms and other structures also was widespread. "It was", said Capt. Frank Paskewich, Sector New Orleans commander, "a mission of biblical proportions."

The Coast Guard's response to KATRINA was, in the eyes of some, the service's finest hour. "We have a bias for action", said then-Vice Adm. Allen, who was assigned as the principal federal official for recovery operations while serving as the Coast Guard's Chief of Staff.

'A WORLD OF DYNAMIC THREATS'

In retrospect, the tragedies of September 2001 were the catalyst for a fundamental and far-reaching transformation of the U.S. Coast Guard. The service has assumed lead respon-

sibility for maritime homeland security and is a critical player across a broad spectrum of activities – from inland waterways and the high-water mark along U.S. coastlines to collaborative support to other countries' Navies and Coast Guards. Numerous initiatives, perhaps best personified by the Integrated DEEPWATER System programme, are shaping the service for its next century of service. Building on the efforts and achievements of his predecessor, Adm. Thomas H. Collins, Adm. Allen has set his pelorus on the next four years and, most importantly, *mission execution*.

In his first 'All-Coast Guard' message, Allen pledged his "passion, devotion, and energy" to ensure the service has the best possible tools, support, and leadership to carry out its missions. His situational assessment outlined a strategic environment that has changed dramatically in the past five years and will continue to change. "This requires continuous adaptation from the Coast Guard", he said. "We live in a world of dynamic threats and hazards and must adapt accordingly." He plans to do so purposefully, with strategic intent and focus a first priority of mission execution.

The Global War on Terrorism, Maritime Transportation Security Act, Homeland Security Act, National Strategy for Homeland Security, and the National Strategy for Maritime Security are among the 'strategic drivers' for the Coast Guard and have mandated new areas of mission emphasis. Calling out the Coast Guard's "extraordinarily successful operations" in response to terrorism and to hurricanes KATRINA and RITA, Allen believes that the Coast Guard's "unique blend of capabilities, competencies, and authorities" in multiple missions is recognised and valued as never before. As a result, expectations for the Coast Guard's performance and contributions in routine and crisis operations are greater than ever. "Meeting new demands while sustaining the trust and confidence of the public we serve requires us to continually challenge ourselves and improve the way we do business", he told NAVAL FORCES.

Allen's strategic vision is intently focused on improving and sustaining mission execution. He is structuring the service as a three-pronged force around shore-based operations, maritime operations, and deployable operations. "We've taken bold steps forward by creating sectors for shore-based operations", he said. "We've taken equally bold steps by advancing the DEEPWATER acquisition for maritime presence, patrol, and response. And we've created truly deployable forces", he added. "We must now expand our deployable force capabilities and support them with proper doctrine, logistics, training, and exercises."

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With his focus clearly on mission execution across the spectrum of law-enforcement, humanitarian, and national security/defence roles, missions, and tasks, Allen called for a broad assessment and realignment of the Coast Guard's command-and-control structure and mission-support system – organisational structures, human resources, maintenance, logistics, financial management, and information systems. "Every active duty, reserve, civilian, and auxiliary member of the service is critical to mission success", said Allen, and he has pledged they will have the tools and support they need to do their jobs.

Finally, Allen has emphasised the importance of partnership across all Coast Guard forces and with other services and agencies as being critical to achieving his vision. "We will remain aligned with our department, sister services, and partner agencies", he asserted in his first message to the fleet.

STRUCTURING A 'THREE-PRONGED FORCE'

Shore-based operations, maritime operations, and deployable operations comprise the foundation of the Coast Guard's transformation into a 'three-pronged force' with mission execution at its core. This strategic trident provides layered security for the nation and correlates well with the Coast Guard's expanding roles, missions, and tasks in achieving maritime security for the United States as well as allies, coalition partners, and friends world wide.

In this, Allen is trying to do several things. "I tried to come up with a way to describe the Coast Guard's force structure that was cohesive and allowed us to look at different packages and capabilities, but also that aligned with our maritime security strategy that has been evolving to create a layered defence. You start with DEEPWATER forces that are able to project boarding capability a thousand miles at sea to meet the threat as far from shore as possible. That is consistent with our conversations with DOD [Department of Defense] on maritime operational threat response as part of the *National Strategy for Maritime Security*. Then you have the ability to conduct a higher level of presence, coverage, and deterrence within our ports with the expanded resources we have given to our shore-based commands and sectors with a unified command for every port", he said. "Then the third option is to surge for an incident or respond to a higher threat level", a concept very similar to the Navy's Fleet Response Plan for surge-deployments to meet emergent needs. In this area, the concept of a three-pronged force will also prove to be of great value to the much more closely aligned Navy-Coast Guard relationships articulated in the National Fleet Policy.



Fig. 4: A newly re-engined U.S. Coast Guard HH-65C DOLPHIN helicopter assigned to Coast Guard Air Station Port Angeles, Wash., rescued an injured hiker from a near-vertical mountain slope at an elevation of 6,300 feet in Washington State in July. The DEEPWATER Programme's conversion of older DOLPHINS to the more powerful HH-65C multi-mission helicopter made the difference in enabling the operation. Maritime safety, search, and rescue are some of the Coast Guard's best publicised responsibilities. On a typical day in 2005, Coast Guard fixed-wing aircraft, helicopters, cutters, and small boats saved 15 lives, assisted 117 people in distress, and conducted 90 search-and-rescue cases. (Photo: Courtesy U.S. Coast Guard)

EXPANDING DEPLOYABLE FORCE CAPABILITIES

For several reasons, largely related to the evolutionary growth of its multi-mission competencies, the Coast Guard has developed deployable teams and units that are now 'stove-piped' into different mission areas. A good example is the Coast Guard's Port Security Unit programme, which supports overseas port and waterways security requirements, but certainly also has the means for domestic support in the United States. In the immediate post-9/11 environment, when Allen was the Atlantic Area commander, he deployed them immediately to Boston and New York. Later, he dispatched them to Guantanamo Bay, Cuba, for waterside security for Taliban detainees during Operation ENDURING FREEDOM in Afghanistan.

Subsequent to 9/11 the service also created Maritime Safety and Security Teams (MSST) to respond to a specific threat or mission, much like the Coast Guard's three oil and hazardous material (HAZMAT) strike teams for the Gulf Coast, Pacific, and Atlantic. The HAZMAT strike teams were strengthened significantly after the Oil Pollution Act of 1990 came into effect, in response to the "Exxon Valdez" disaster.

Allen's plan is to take all such surge or deployable units and align them into one force structure to create a more agile, flexible force that could integrate well with other DHS units and deploy in advance of an event if you knew it was coming, or after an event to mitigate any threats or hazards. This third branch of the Coast Guard's trident has a working title of Deployable Operations Group.

By reallocating resources in fiscal year 2006, the Coast Guard established a prototype Enhanced Maritime Safety and Security Team (E-MSST) to provide a unique counter-terrorism and law-enforcement response capability for scheduled events; it could serve as the model for the Deployable Operations Group. As part of this, the Coast Guard created two Direct Action Sections (DAS) – one section devoted to immediate response and the other as a follow-on relief for the response team.

The Maritime Security Response Team (MSRT) initiative expands the prototype and leverages all U.S. government maritime capabilities to address potential maritime threats requiring rapidly deployable counter-terrorism capabilities. The plan calls for the Coast Guard, working jointly with the Departments of Defense and Justice, to transition the prototype E-MSST to an MSRT with 7/24 capacities. It also will take good advantage of the existing partnership with the U.S. Marine Corps at Camp Lejeune, N.C. to improve the Coast Guard's Special Missions Training Center facility to accommodate maritime counter-terrorism training.

Current thinking is that the Deployable Operations Group will be responsible for training and equipping personnel and defining common doctrine, tactics, techniques, and procedures, and unified logistics and training support. The units will be deployed aboard Coast Guard C-130 cargo aircraft wherever they are needed and their operations will be integrated with other homeland security missions.

"I'm talking about urban search-and-rescue teams, deployable medical-assistance teams, the

national-distress medical system, deployable ICE [Immigration and Customs Enforcement], and law-enforcement units, Customs and Border Protection units including aircraft", Allen told NAVAL FORCES. "If you could force-package these disparate deployable elements inside the Department of Homeland Security, you could go a long way toward meeting requirements for an incident or a natural disaster—either before or after it occurred."

This immediate surge capability within DHS would have the added advantage of enabling DHS to raise the bar before it was necessary to turn to DOD or other agencies for assistance. "I think this is a win-win for everybody", Allen said.

THE CENTREPIECE OF A 21ST CENTURY COAST GUARD

Begun in 1997, launched with contract award in 2002, and revised in 2005 to accommodate the homeland security imperatives of post-9/11 operational requirements, the Coast Guard's Integrated DEEPWATER System (IDS) programme is the foundation for the Coast Guard's mission execution for the next 50 years and beyond. The innovative acquisition programme provides for the sustainment, modernisation, and recapitalisation of surface, air, command and control, and logistics assets for the Coast Guard's multiple maritime missions.

"If you look at our force structure as a trident", Allen said, "DEEPWATER constitutes one of three major spears. We can't have an adequate layered defence to project offshore and do the missions the country expects of us unless we recapitalize these assets and deploy them." While the requirements have broadened consid-

erably since 2001, Adm. Allen noted he would scrutinise future changes closely. "At some point you're going to start feeding so many changes into the design you're going to defeat the timeline and the cost associated with this", he said. "If I were to give you two words that would categorise the next four years in relation to DEEPWATER", Allen said recently, "they would be 'ruthless execution'."

When first envisaged, DEEPWATER was to be a US\$500M-dollar-a-year programme (in fiscal year 1998 baseline dollars). "We have stabilised our funding stream at a little less than US\$1Bn a year, we have a 25-year plan adjusted for post-9/11 requirements, and we have a foundation to measure its execution", Rear Adm. Gary T. Blore, DEEPWATER's new Programme Executive Officer (PEO) noted recently. "This is a huge step. Much more has been achieved, of course, with some 16 major acquisitions now moving forward in our surface, aviation, logistics, and C4ISR [command, control, communications, computers, intelligence, surveillance, and reconnaissance] programme areas."

"During the past year", Allen told the House Subcommittee on Coast Guard and Maritime Transportation June 14, "we achieved many milestones in DEEPWATER programme areas." Allen singled out the construction of major surface and aviation platforms, including the first in class of DEEPWATER's new National Security Cutters, the "Bertholf", scheduled for launch this autumn and delivery next year. Additional cutters in the class are being built or are on order. The first CASA HC-235A medium-range maritime patrol aircraft was rolled out at its factory in March and made its first flight in June. The DEEPWATER programme also is upgrading

the inventory of long-range search aircraft, including missionisation of six improved HC-130J aircraft. Small and medium-range helicopters also are being modernized and converted to serve as more capable multi-mission platforms.

In assessing and acquiring its DEEPWATER platforms and systems, the Coast Guard developed a system-of-systems architecture and put in place a performance-based contract to meet near- and far-term requirements. "When I talk to members of Congress about this during testimony", Allen explained, "I focus on my near-term gaps and requirements, and where do I have mature designs where you could do accelerated production. It's tough to accelerate something that has not been designed", Allen noted. "You need to pick your platform based on where it is in the life cycle of its design and construction. This is the best approach to close the gaps in capability as soon as you can."

What Allen has in mind is to pick out the most suitable platforms and close the operational gaps as soon as he can. The FRC [Fast Response Cutter] is a good example. Facing a shortage of craft able to deliver sufficient patrol boat hours—at a time when the critical design review of the FRC has been deferred for technical reasons—the Coast Guard is evaluating an off-the-shelf acquisition of an existing in-service patrol boat as a stop-gap measure. By mid-June, the Coast Guard had received more than 20 design submissions from U.S. and international ship designers and builders. When the FRC is ready for production, the Coast Guard will back off on its interim off-the-shelf design.

THE NAVY-COAST GUARD NATIONAL FLEET

'Filling gaps' has driven some far-reaching collaboration between the Coast Guard and the Navy. In March, Adm. Collins and Adm. Mullen signed a revised version of the National Fleet Policy, first put in place between the Navy and Coast Guard in September 1998. Renewed and



Fig. 5: Commandant Adm. Thad W. Allen will improve and expand the Coast Guard's deployable force capabilities as part of a strategic vision focused on mission execution. Here, in waters off the port of Ash Shuaiba, Kuwait, in 2004, Boatswain's Mate 2nd Class Melissa Steinman (right) manoeuvres a 25-foot Transportable Security Boat during a high speed security patrol while Machinery Technician 2nd Class Mike Ransdell keeps a look out for possible threats. Steinman and Ransdell, members of Coast Guard Port Security Unit 307 from St. Petersburg, Fla., deployed to the region to bolster port security during Operation IRAQI FREEDOM. (Photo: Courtesy U.S. Coast Guard / PA1 Matthew Belson)

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expanded twice since then, the National Fleet Policy has become a focus of enthusiastic, out-of-the-box thinking by Navy and Coast Guard leaders and planners. It is now shaping the strategies, plans, and operations of both services to meet the post-9/11 challenges ahead.

As Adm. Collins, who signed the 2002 and 2006 updates, noted, "Our relationships with the Department of Defense, NORTHCOM [U.S. Northern Command], and particularly the U.S. Navy, are priority partnerships." Collins and Mullen both committed to synergising intelligence efforts, collaborative planning, acquisition, maintenance, and deployment of their service's respective fleets to achieve complementary, non-redundant capability and capacity.

In a January 2006 speech, Adm. Mullen stated, "We talk a lot about the Navy-Marine Corps Team, and we should. But we are also going to start talking about the Navy-Coast Guard Team." He acknowledged that the two services have worked well together but said that more must be done. "We must bring together our multi-mission assets, personnel resources, and shore command and control nodes to enhance security of our ports, coastal approaches, rivers and waterways - the entire maritime domain", he asserted. Its continuing partnership with the U.S. Coast Guard, he emphasised, was the Navy's "single most critical relationship" when it comes to securing the maritime domain.

While the policy initially focused on surface warships and cutters, the 9/11 attacks generat-

ed a demand for expanded and strengthened linkages and even greater and more comprehensive collaboration and cooperation, as the 2006 statement makes clear:

"The National Fleet has three main attributes. First, the Fleet is composed of ships, boats, aircraft and shore Command and Control nodes that are affordable, adaptable, interoperable, and with complementary capabilities. Second, these forces will be designed, wherever possible, around common equipment and systems, and include coordinated operational planning, training and logistics. Third, the National Fleet will be capable of supporting the broad spectrum of national security requirements, from power projection to security and defence of the homeland."

"We'll try to take the policy as far as we can take it", Adm. Allen told NAVAL FORCES. "It ultimately bears on nearly every facet of Coast Guard-Navy operations and interoperability, and it may extend further into the joint community." By way of example, Allen cited the collocation of Navy and Coast Guard intelligence services at the National Maritime Intelligence Centre for well over 10 years. "The synergy derived from having Navy and Coast Guard intelligence operations at the same location manifests itself in improved maritime domain awareness but, more importantly, global maritime intelligence integration - one of the supporting plans under the new National Strategy for Maritime Security", he said.

Another example is the Navy's incipient Naval Expeditionary Combat Command that

will carry out riverine and 'brown-water' operations, the essence of Coast Guard expertise honed in Vietnam during the 1960s and refined in coastal counter-drug missions. Allen would like to see his reorganisation of Coast Guard deployable and response units reflected in an extension of the National Fleet concept for expeditionary missions. "I have already had a discussion on this with Admiral Mullen", Allen said.

The primary challenge confronting both services in mid-2006 is to 'operationalise' the National Fleet, to deal with the myriad details - from common 57mm guns to fully interoperable communications systems and much more - that will make the reality of the National Fleet far exceed the rhetoric of the past several years.

EXPANDING INTERNATIONAL ENGAGEMENT

Allen also has incorporated a greater emphasis on international engagement in his plans to move the Coast Guard forward. "What we're trying to do is come together and create an international strategy that reflects where we want to be as an agency", he noted. He plans to subsume this effort into an overarching Coast Guard maritime strategy that he has targeted for promulgation this autumn. This new strategy will supplement the service's 2002 Maritime Strategy for Homeland Security and the National Security Strategy for Maritime Security that President Bush signed in September 2005. "What you are going to see is a fairly cohesive, broad Coast Guard international strategy."

One of the objectives of the international engagement strategy is to unify and align what Coast Guard Headquarters and its two area commands have been doing for some time, and it will link the Coast Guard more closely with DOD's joint geographic combatant commanders, as well as the U.S. Navy. In mid-July, for example, Adm. Mullen announced that the Navy would develop, for the first time since the Cold War Maritime Strategy of 1983, a national maritime strategy. For that truly to be effective as a



Fig. 6: The first EADS-CASA HC-235A medium-range maritime patrol aircraft was rolled out at its factory in March and made its first flight in June; it is shown here during a test flight at the EADS-CASA facility in Seville, Spain, piloted by a U.S. Coast Guard aviator. The DEEPWATER Programme also is upgrading the inventory of the Coast Guard's long-range search aircraft, including missionisation of six improved HC-130J aircraft. Small and medium-range helicopters also are being modernised and converted to serve as more capable multi-mission platforms as part of the DEEPWATER Programme. (Photo: Courtesy EADS-CASA)

NAVY PROFILE

national strategy, some officials say, all U.S. naval and maritime services – Coast Guard, Navy, Marine Corps, and perhaps even the Maritime Administration, and National Oceanographic and Atmospheric Administration – should be closely aligned within a joint and inter-agency task force.

“The Coast Guard’s maritime strategy will link us more closely with our DOD and DOS [Department of State] counterparts”. Allen added. “When you go into an area you have many equities – not only do you have the Coast Guard equities in that particular country, you must be mindful of what the combatant commander is trying to achieve in terms of theatre engagement. You also must be mindful of the mission plan of the State Department’s country teams that are there and what they are trying to achieve. We need to meld those all together. That creates a Coast Guard portfolio of activities and competencies on offer to either the Secretary of Defense or State.”

“The broader Coast Guard maritime strategy that we will produce will support, in part, the

National Strategy for Maritime Security, but it also must support all of the operations that the Coast Guard conducts. There will be three major sections in this strategy”, Adm. Allen stated. “First, there will be a security piece. There will be a safety piece, and there will be a stewardship of the oceans piece. That will form the capstone strategic driver for my time as Commandant.”

KEY CHALLENGES

“We are nothing without our people, and our people cannot be effective without the right tools”, Allen stated at his change of command ceremony last May. That summarises the key challenges that will continue to shape his vision of the future Coast Guard. The need for highly skilled, motivated, and committed people is the *sine qua non* for mission execution. But without the right tools – aircraft, cutters, boats, command-control-communications equipment, actionable intelligence contributing to maritime domain awareness, integrated logistics, and more – and the sufficient and sustained funding

to ensure the people and the tools will be in place, Adm. Allen, the Coast Guard, and the United States will be frustrated in achieving that vision.

“In my view, the mandate for my watch is to start to have a discussion in this country about what constitutes a maritime security regime for a coastal nation state, understanding that is subject to some discussion given globalisation, the Internet, and networking as a concept for organising structures”, Allen told NAVAL FORCES. “Nonetheless, legal regimes recognise territorial seas, contiguous zones, and exclusive economic zones. How do they intersect with the need to identify who is approaching your shore and deal with threats as far off shore as we can? We’ve taken a couple of incremental steps, but I would suggest we have taken a couple of fixes, but I’m not sure we know what the DR [dead reckoning] is.

“Our challenge is to attack each day and each task with a purpose grounded in who we are, what we have been, and what we must become”, Allen concluded: “*Semper Paratus* – Always Ready.”

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