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**A Coast Guard For
the
Twenty First Century**

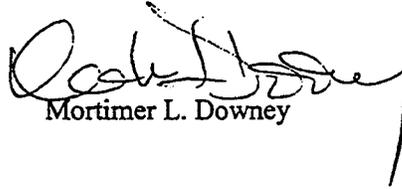
**Executive Summary
to
Report of the
Interagency Task Force
on U. S. Coast Guard
Roles and Missions**

December 1999

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To meet the challenges of today and tomorrow the Coast Guard must begin recapitalizing and modernizing its deepwater ships, aircraft and deepwater and coastal command, control, communications, computer, intelligence, surveillance and reconnaissance (C4ISR) assets. This should be considered a near term national priority that must be addressed. To meet this need the Coast Guard has embarked on recapitalization and modernization of its Deepwater assets by employing a performance oriented "requirements" approach called the Deepwater Capability Replacement Project. This is a sound approach that has been highlighted as innovative and designated by the Vice President as a Reinvention Lab under his National Partnership for Reinventing Government. The Task Force strongly endorses the process and timeline of the project.

I'd like to acknowledge the dedication and effort of the members of the Task Force. Its membership represents a broad cross section of the government, speaking for the multitude of Departments and Agencies that rely on the Coast Guard for delivering their services to many areas of national interest. The Staff members who so ably enhanced the work of the Task Force are to be commended for their dedication and professionalism.


Mortimer L. Downey

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Interagency Task Force on Coast Guard Roles and Missions

1111 Jefferson Davis Highway
Arlington, VA 22202

Honorable Rodney E. Slater
Secretary of Transportation
400 7th Street, S. W.
Washington, DC 20590

DEC 03 1999

Dear Mr. Secretary:

We are pleased to provide the report of the Interagency Task Force on Coast Guard Roles and Missions, "A Coast Guard for the Twenty- First Century" as called for in Presidential Executive Order 13115.

Our Report focuses on long-term maritime issues facing the nation and the challenging environment in which we expect the U. S. Coast Guard to operate in the year 2020. It identifies changes that will be needed to ensure U.S. maritime leadership and the safety, security and prosperity of the American people. This report also projects the range of vital roles and missions the Coast Guard will perform to support national policies and objectives that will endure into the 21st Century.

The maritime environment is a complex mosaic of rapidly increasing numbers of maritime users, interests and transnational dangers that include pollution, over-fishing, illegal migration, drug smuggling, terrorism, weapons of mass destruction, to name a few. These will challenge America in new ways. Globalization of the economy will continue with an attendant increase in maritime trade and challenges for our ports and waterways. Ongoing requirements such as readiness to respond to natural disasters and assure the safety of our citizens in the maritime transportation arena will continue as enduring national interests.

Our findings reinforced the value of a multi-missioned Coast Guard with regulatory, law enforcement, and humanitarian-focused emergency response authority, and military capability that offer this and future Administrations a highly motivated, cost-effective service with the demonstrated competence to meet changing national priorities. As the Coast Guard enters this next century in service to our nation, we can look to the past for guidance in preparing for the future. The Coast Guard has always been flexible and adaptable to the Nation's needs. Its future capabilities must be built around these premises so that the Coast Guard of the future can readily adapt to currently unforeseen threats and challenges.

The Honorable
Mortimer L. Downey
Chairman

Mr. Rand Beers

The Honorable
James E. Johnson

Mr. Andrew R. Hoehn

Mr. James E. Castello

The Honorable
D. James Baker

Mr. William Samuel

The Honorable
Timothy Fields, Jr.

Mr. Michael D. Deich

Mr. Richard A. Clarke

The Honorable
Thurgood Marshall, Jr.

Mr. Ronald Minsk

Mr. Paul J. Weinstein

Mr. Thomas J. Umberg

Ms. Ellen M. Athas

Admiral
James M. Loy
U.S. Coast Guard

Former Members

The Honorable
Kathryn Higgins

Mr. William Houley

Ms. Sally Ericsson

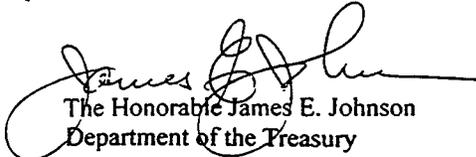
INTERAGENCY TASK FORCE ON U. S. COAST GUARD ROLES AND MISSIONS



The Honorable Mortimer L. Downey
Chairman
Department of Transportation



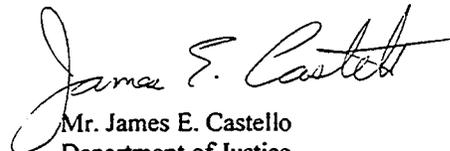
Mr. Rand Beers
Department of State



The Honorable James E. Johnson
Department of the Treasury



Mr. Andrew R. Hoehn
Department of Defense



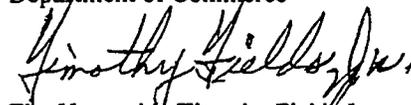
Mr. James E. Castello
Department of Justice



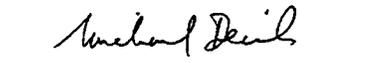
The Honorable D. James Baker
Department of Commerce



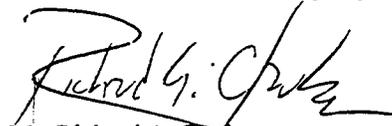
Mr. William H. Samuel
Department of Labor



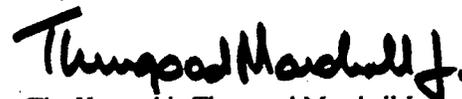
The Honorable Timothy Fields Jr.
Environmental Protection Agency



Mr. Michael D. Deich
Office of Management and Budget



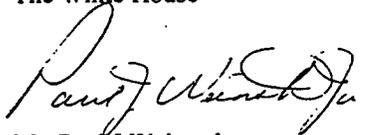
Mr. Richard A. Clarke
National Security Council



The Honorable Thurgood Marshall Jr.
The White House



Mr. Ronald E. Minsk
National Economic Council



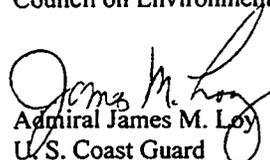
Mr. Paul J. Weinstein
Domestic Policy Council



Mr. Thomas J. Umberg
Office of National Drug Control Policy



Ms. Ellen M. Athas
Council on Environmental Quality

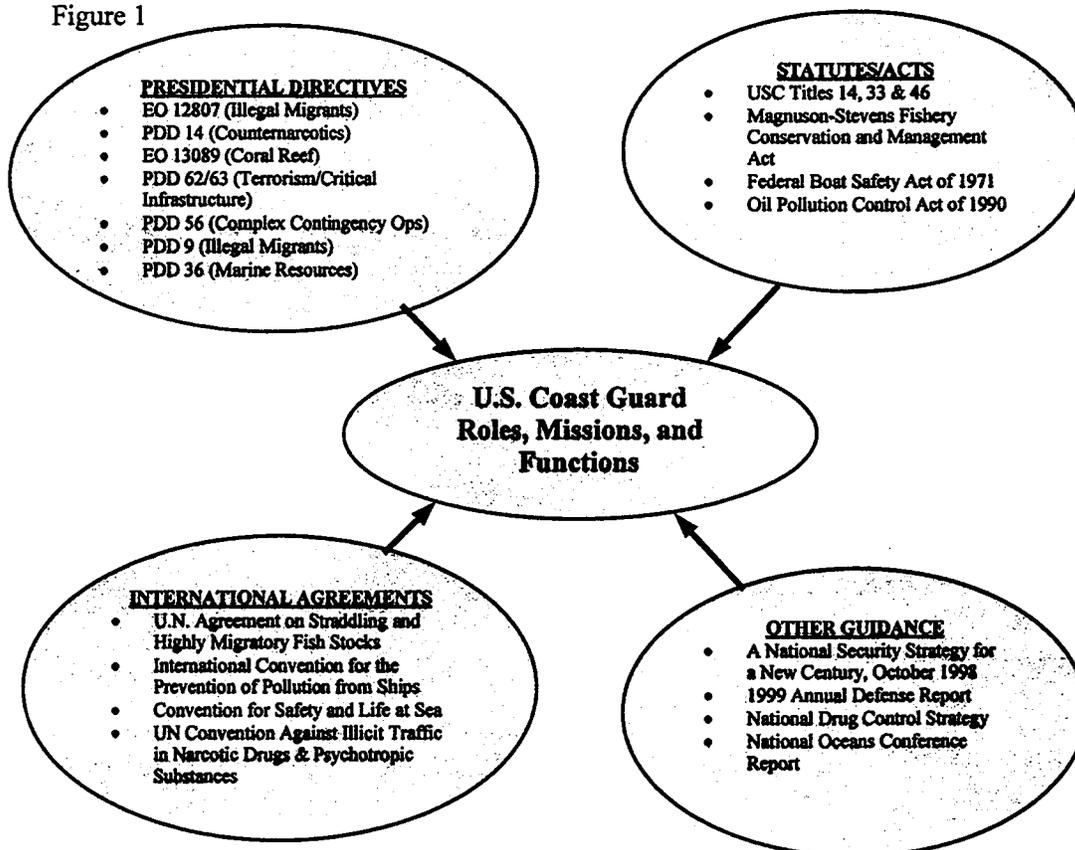


Admiral James M. Loy
U. S. Coast Guard

EXECUTIVE SUMMARY

As we transition into the 21st Century, the United States faces challenges very different from those that defined our national security during the nearly 50 years of the Cold War. In the maritime environment, a complex mosaic of maritime users, interests, and transnational dangers—including pollution, over-fishing, illegal migration, drug smuggling, international terrorism, and weapons of mass destruction, to name a few—will challenge America as never before. Globalization of the economy will continue with an attendant increase in maritime trade and challenges in our ports and waterways. In responding to many of these challenges, the Coast Guard will be performing its traditional missions, but even within these there will be variations and permutations demanding new capabilities. Various statements of national policy, as reflected in statutes, international agreements, Presidential Directives and guidance, characterize the importance of the Coast Guard's traditional missions. Some of these statements are reflected in the following figure.

Figure 1



New missions and tasks, only dimly perceived in 1999, will certainly be thrust upon the Coast Guard, as has been the case in the past. Tomorrow's Coast Guard forces must have

flexibility, capability, and joint, multi-agency, and multi-national interoperability to deliver effective service to the Nation. The Coast Guard has unique characteristics as a multimission maritime agency with regulatory, law enforcement, and humanitarian-focused emergency response authority, as well as military capability. It offers the nation a highly motivated, well-trained, cost-effective Service that has demonstrated flexibility and adaptability to meet changing national priorities.

The Task Force chose to use the Coast Guard's strategic goals¹ as a way to study the Coast Guard's complex, interlocking responsibilities. In addition, and in compliance with the Executive Order, the Task Force has focused on those missions requiring deepwater capabilities to inform the Administration regarding the need to recapitalize Coast Guard deepwater capabilities. The following overarching conclusions follow this framework and endorse a set of roles and missions for the Coast Guard that will provide the Nation with vital services required to meet the identified and emerging threats and challenges in the 21st Century. More specific conclusions are presented in Chapter IV (Conclusions).

The Task Force provides the following Overarching Conclusions:

1. *Conclusion: The Coast Guard's roles and missions support national policies and objectives that will endure into the 21st century.*

In an environment shaped by globally interlinked economies, revolutions in maritime transportation and information systems, emerging threats to the marine environment, and changing national security concerns, it is clear that the federal government has, and will continue to have, a legitimate, abiding, constitutional interest in continuing the Coast Guard's active presence and exertion of influence in the Nation's inland waters, littorals, and on the high seas. Furthermore, it seems likely that today's trends indicate a demand for these and other services in the future. The Coast Guard is the right agency to continue to provide these services. Its fundamental roles are to: save lives and property at sea; provide a safe, efficient marine transportation system; protect the marine environment; enforce laws and treaties in the maritime region; and defend national security interests and maritime borders — in America's inland waterways, ports and harbors; along the approximately 95,000 miles of U.S. coastlines; in the U.S. territorial seas and our more than 3.4 million square miles of exclusive economic zones; on international waters and in other maritime regions of importance to the United States.² Its unique characteristics as a maritime agency with

¹ Under the Government Performance and Results Act, the Coast Guard has developed five Strategic Goals: Maritime Safety, Maritime Security, Protection of Natural Resources, Maritime Mobility, and National Defense.

² The services the Coast Guard performs in pursuit of its fundamental roles – its missions currently mandated by statute are: maritime search and rescue, recreational boating safety, marine safety, and international ice patrol operations; aids to navigation, icebreaking in the nation's navigable waterways, bridge administration, and vessel traffic management; marine environmental protection; at-sea enforcement of living marine resource laws and treaty obligations, at-sea enforcement of U.S. immigration laws, and at-sea drug interdiction; national defense responsibilities including polar icebreaking and port security.

(Conclusion 1, Continued)

regulatory authority, law enforcement authority and military capability offer this and future Administrations a highly motivated, well-trained, cost-effective service with a demonstrated competence to meet changing national priorities.

- 2. Conclusion: The U.S. will continue to need a flexible, adaptable, multi-missioned, military Coast Guard to meet national maritime interests and requirements well into the next century.*

While national policies from which Coast Guard missions are derived can be thought of in discrete terms, Coast Guard people and capital assets by which those policies are implemented are a unified whole. This is the essence of the term “multi-mission” – a singular, integrated human and capital asset system (ships, aircraft, Command, Control, Communications, Computers, Intelligence, Surveillance, and Reconnaissance (C4ISR)) with multiple synergy, capabilities, functionality, and civil and military policy utilities. This multi-mission capability makes the Coast Guard one of the most efficient agencies in government – multiple outcomes from a single capital base give the American taxpayer maximum “bang for the buck” from the Coast Guard. Additionally, as one of the nation’s five armed services, the Coast Guard is a specialized, capitalized, complementary, non-redundant force-in-being which is available to the Commanders in Chief as a specialized instrument of the nation’s security. Overall national policy for the Coast Guard must be drawn in such a way that the adaptability, flexibility, efficiency, and multiple policy utility of today’s Coast Guard – the thing that makes today’s Coast Guard a unique instrument of national policy – is preserved and enhanced, and not compromised.

- 3. Conclusion: In order to hedge against tomorrow’s uncertainties, the Coast Guard should be rebuilt so as to make it adaptable to future realities.*

Hedging against risk is a thoughtful and important consideration in any national security strategy. Today’s threats must be kept in mind, but our maritime security requirement for “tomorrow” will never be precisely known; we must value flexibility and adaptability, and build these twin concepts into capability requirements so that the Coast Guard can prepare now to respond effectively then. The U.S. clearly faces a variety of maritime challenges in the future. These challenges include: maritime security threats such as illegal migration and contraband smuggling; resource protection threats involving both living and non-living marine resources; asymmetric and non-military threats to include weapons of mass destruction and terrorist activities; continued U.S. support of U.N. sponsored sanctions and security operations; and the security, defense, and resource protection implications of the U.N. Convention on the Law of the Sea. Therefore national policy for the Coast Guard, and today’s capitalization decisions that proceed from that policy, must enable tomorrow’s Coast Guard to adapt to future realities.

4. *Conclusion: In keeping with its well-deserved reputation as one of Federal Government's most effective and efficient organizations, the Coast Guard should continue to pursue new methods and technologies to enhance its ability to perform its vital missions.*

The Government is committed to providing the services expected by the American public in the most effective and efficient manner possible, and the Coast Guard is widely recognized as being one of Government's most efficient organizations. Nevertheless, the Task Force did receive testimony that there may be ways for the Coast Guard to improve its efficiency. The Task Force examined such areas as improving the ability to obtain and use intelligence information, improving the ability to operate with other agencies, competition of non-inherently governmental activities, cutter crewing, and the civilianization of the vessel inspection function. For each of these areas, the Task Force identified issues the Coast Guard should consider as it reviews these areas to improve its effectiveness and efficiency. Review of the issues attendant to use of intelligence will occur naturally as a result of the Deepwater acquisition project's stress on Command, Control, Communications, Computers, Intelligence, Surveillance, and Reconnaissance (C4ISR – most especially due to better collection, analysis, and dissemination of all-source sensor and intelligence information), and due to the Coast Guard's focused efforts to refresh doctrine, management, and processes both internal to the Service, and in combination with other agencies. By continuing to evaluate and, as appropriate, incorporate new methodologies and practices, the Coast Guard can continue to provide excellent service to the American people at the right cost.

5. *Conclusion: The recapitalization of the Coast Guard's Deepwater capability is a near term national priority.*

A key means of essential and sustained Coast Guard performance as outlined above is modernization of the Coast Guard's Deepwater assets. The Coast Guard's Deepwater ships, aircraft, and Deepwater and Coastal C4ISR assets are nearing the end of their economic service lives. Therefore, planning for and modernizing these capabilities must begin now.

6. *Conclusion: The Deepwater acquisition project is a sound approach to that end and the Interagency Task Force strongly endorses its process and timeline.*

The principles underlying the Coast Guard's approach to recapitalizing and modernizing its "Deepwater" assets – employing a performance-oriented "requirements" approach is sound. The Coast Guard's current acquisition project – the Deepwater Capability Replacement Project – has been designated by the Vice President as a Reinvention Lab under his National Partnership for Reinventing Government. As such, it is empowered to test new ways of doing the government's business and share the lessons learned with other government agencies. Therefore,

(Conclusion 6, Continued)

the Coast Guard's current approach to sustaining its capital asset base -- asking industry for conceptual approaches to maximize system effectiveness and minimize system cost by building new, refurbish existing, or transfer in other agencies' excess assets -- is worthy of both investment and oversight to ensure its success over the coming decades. The Coast Guard's Deepwater acquisition project should move forward expeditiously and without interruption.

The Task Force provides the following Mission Specific Conclusions:

1. The Task Force's analysis confirms the important national interest in Alien Migrant Interdiction Operations and the Coast Guard's role as the agency with primary responsibility for maritime interdiction and at-sea enforcement of U.S. immigration laws.
2. There is a continuing important national interest in reducing the maritime flow of illicit narcotics into the United States, and the Task Force confirms the role of the Coast Guard as the agency with primary responsibility for maritime drug interdiction.
3. The Task Force confirms the important national interest of the Coast Guard's continuing to perform its national defense missions. By building flexible cutters designed for today's fast paced law enforcement operations and continuing the routine and appropriate Navy training of its cutters and personnel, the Coast Guard will be able to conduct the appropriate defense missions outlined in the 1995 DOD-DOT Memorandum of Agreement and maintain the flexibility to conduct specialized 'missions as assigned.' It is important for the Coast Guard to remain as a "force in being," ready and properly equipped to perform its complementary duties in support of the Navy when required.
4. The Task Force's analysis confirms the important national interest in preserving and protecting the living marine resources of the United States in the Exclusive Economic Zone (EEZ) and on the high seas and the role of the Coast Guard as the agency with primary responsibility for at-sea enforcement of U.S. laws and regulations in furtherance of this national interest.
5. The work of the Task Force confirms the important national interest in protecting our nation's marine environment and the role of the Coast Guard in leading that effort by conducting at-sea enforcement of fisheries laws and preventing and responding to oil and hazardous chemical spills.
6. The Task Force recognizes the important national interest of providing maritime safety and supports the Coast Guard's enduring role in these maritime safety interests.
7. The Task Force sees a fundamental link between the health of our Nation's ports and waterways and its economic and military security and endorses the vital role of the Coast Guard in protecting and maintaining these gateways to the world.

8. The Task Force affirms the important national interest in the Government's providing the services the public expects and demands in the most efficient manner possible and notes that the Coast Guard performs its vital services in an effective and efficient manner.
9. America needs a Coast Guard that can effectively and efficiently carry out the National interests and missions assigned. Today, the service is struggling to do that; its Deepwater assets are reaching the ends of their economic service lives while the scope of challenges to our National maritime interests are increasing. The Deepwater project affords the Coast Guard a unique opportunity to develop and field a cost-effective and integrated system of cutters, aircraft, sensors and associated support systems that will meet the Nation's maritime security needs.

As the Coast Guard looks to enter this next century in service to our nation, an increasingly complex system of maritime interests and users will challenge the Service as never before. America will need safe, efficient, and reliable waterways. It will need a guardian of safety on the water. It will need a front line defense against a host of illicit activities. It will need protection of marine resources on the high seas, at the maritime borders, along the coasts, and in the inland waterways. America will need a Coast Guard capable of operating alongside the other U. S. Armed Services to support the Nation's security strategies and policies. The Conclusions and Recommendations contained in this report will help the Coast Guard chart its course into the 21st Century and remain *Semper Paratus*.