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Panelist, Session 5, "Regional Challenges and Opportunities"**

ADMIRAL ROBERT J. PAPP, JR: Well, thank you, Dr. Davis and good afternoon everybody. Thank you for the kind introduction. You mentioned looking out for shipmates. I was wondering when I got this invitation what value I could add to this conference, but I didn't even have to answer that question because the request came from General Amos, one of my good shipmates. And I decided I needed to be here.

But it's also because my dad was an enlisted Marine, fought in Korea and I think the only disappointment I ever gave him in his entire life was going into the Coast Guard instead of the Marines. But I think I overcame that. And one of my favorite pictures I have side by side in my office is a picture of him and my mom on the day they were married in his service dress blues, and then I've got a picture of me at three years old in a set of Marine Corps service dress blues. So it's good to be here.

My mind is spinning now because you've offered so many tantalizing possibilities to discuss here this afternoon, because there are a lot of issues that are on my mind. But perhaps I'll stick to a little bit of a script here and then broaden out during the Q&A session. I almost feel most times when I go places, and it doesn't matter whether I'm at Capstone or speaking to a group of junior people, one of the places I generally have to start off is talking a little bit about the Coast Guard itself, just to put things into context. And we got a broad spectrum of experience out here because I see an awful lot of familiar faces who have worked with the Coast Guard for a long time. And there's also probably a lot of people who have never worked with the Coast Guard as well.

So if I can drop back just a little bit before I then punt and get into the current day issues, let me just say that a lot of the challenges, short of the shooting war that we have going on in Afghanistan and what remains in Iraq, a lot of the challenges that we as the five services are facing have to do with challenges that our country faced in the 18th century. And what I mean by that is I group them into piracy, smuggling, and contingency response. In the 18th century, we were facing pirates. I mean, who would have thought probably going back maybe a half dozen years ago, who would have ever thought we'd be fighting piracy today? Most people thought that the only pirates that remained were those being led by Johnny Deep as Captain Jack Sparrow. But here we are, half a world away, dealing with the piracy situation with a nation state that we can't even deal with.

Smuggling was an industry for our country in colonial days because we were trying to avoid the taxation of the British crown and we then fought a war over it. And then we've had contingencies throughout our history as a country that our military has been brought together to work together to confront. So, we have piracy, I mentioned that. We have smuggling, the Coast Guard is deeply involved in countering smuggling of illegal aliens and drugs, drugs most notably in the Caribbean and the eastern Pacific where we work with the Navy, not only our own units, but we also put Coast Guard details aboard Navy ships. And of course for those of you who have been, or are still in central command, we have a contingent over there. But let me talk a little bit more about that in just a moment.

You know, we date back almost as far as the Marine Corps. We don't go back as far as 1775, but we go back as far as 1790. We were created in 1790 because we didn't have a Navy. I'm not sure, probably some Navy officers or ex-Navy officers here, but we did not, in fact, have a Navy after the Revolutionary War. Alexander Hamilton, the first Secretary of the Treasury, believed firmly that we should have a Navy, but we didn't have the wherewithal to support it. Our country was in debt after the war. And I can validate this by his writings. I go back to Federalist Paper No. 12, which was put out in 1787 and in there he wrote of ways to collect revenue and to support the security needs of our country on sea, because he knew that our future depended upon freedom of the seas and commerce on the seas.

And in Federalist 12, he wrote, “Small armed vessels judiciously stationed off the entrances of our port might at small expense be made useful sentinels of the law.” Now, that is the Coast Guard. Small armed vessels off our coasts, useful sentinels of law, multi-mission assets that can support the laws of the United States.

Unfortunately for us nowadays, most people in OMB and Congress only remember the part about at small expense. And I know the Marine Corps suffers from that from time to time as well. But if you carry that forward, we are doing the same thing for the country of Iraq right now. We have six small armed vessels, patrol forces Southwest Asia, operating out of Bahrain, providing security off the coast of Iraq as it attempts to get itself established economically. Using the same theories that Alexander Hamilton came up with, we realize instinctively as a country that we needed to protect their maritime. And in fact, its commerce. We're out there protecting the oil platforms which provide 95 percent of the revenue for that country and those need to be secure, they sit right on the border with Iran, in order for Iraq to survive and get its government going. So we're really doing some of the same things that we did well over 220 years ago at the start of our country.

The challenge came up, and we did get that debt paid off very quickly with what we were called in those days the revenue cutter service. But in the mid-'90s, because of our challenges with keeping our neutrality and Britain and France still at war, they wanted us to take sides. The French started sending privateers to prey on our shipping. The revenue cutter service was the only naval force out there to be able to take that on. And while we acquitted ourselves pretty well, we didn't have the capabilities or the capacity to really carry the fight to the enemy. So the Navy Act of 1794 was passed and the beginning of the construction of the six frigates including *The Constitution*.

And therein lies the beginning of our relationship with the Navy. The Coast Guard's always been very flexible, nimble and adaptable, much like the Marine Corps has. But if you want to have sustainability and capacity, you've really got to bring in the Navy.

So let me fast forward a little bit and also mention one more thing. That over the course of our history, many of the problems that this country has faced which are wet, anything that's wet and is a problem, and short of war, generally gets transferred to the Coast Guard. And so over the course of our history we've had what I call mergers and acquisitions. We brought in other components of the government including the life saving service, the lighthouse service which takes care of eight's navigation, the Bureau of Marine Inspection and Navigation, which in the aggregate have given us a broad array of authorities in the law that the other military services don't have. And I think that's really the distinction. We can enforce the laws of the United States which gives us a capability which is very, very unique in the world.

So, we carry that forward and let's look at a modern day problem, the earthquake in Haiti which was just a little over a year ago. The first assets into Port-au-Prince the next morning were three Coast Guard cutters because as the Commander Atlantic area at the time, I had the authority to redirect assets. And, in fact, the commandant, who was Admiral Allen at the time, could have done that as well. In contrast to the other service chiefs, the commandant of the Coast Guard is actually an operational commander. I have line authority over all Coast Guard forces, I don't exercise that on a regular basis. We have two vice admirals commander Atlantic area and commander Pacific area that take care of day to day operations within their area.

But at the time as the commander Atlantic area, on my decision alone I could redirect those forces to Haiti. And in fact, we put three cutters in there, they launched their helicopters, started doing reconnaissance, damage assessment. We put medical teams ashore, we put limited security forces ashore, C130s from Clearwater, Florida, started flying in supplies and trying to open up the airport. And we started mustering up a port security unit to go down there and add security. And we started sending Marine safety and inspection exports to see what we could do to help open up the port.

The challenge is we don't have the sustainability and the capacity to stay there for the long haul. So we're always very relieved when we see that gray amphib loaded up with sailors, helicopters and marines that shows up within the next five or six days or so. But that requires a lot of decisions to be made at the national level before those forces start flowing. But that's a great

example of how we bring some very special authorities and capabilities and sort of niche specialties to address a problem. It takes the Department of Defense to then come in with the capacity and the sustainability to take care of the problem for the long run.

We're almost in a reverse situation over in central command right now where we have been invited in to help out because of our niche capabilities. The patrol boats being a great example where we can help out. In fact, we have five of the Navy Cyclone class that work for our commodore as well, except that they're all laid up right now because of structural problems. But, the fact of the matter is we don't have a lot of patrol boats to go around. The Navy has very few patrol boats so it's a niche capability for the Coast Guard to be able to provide over there, which we've been doing since 2002.

The other thing that we provide over there is law enforcement detachments. Our LEDETs, as we call them, are in high demand because we started out using them down in the Caribbean and because we're short of Coast Guard cutters we've had Navy ships and even foreign ships that deploy down there, we put a Coast Guard LEDET aboard and while the DOD forces, the Navy forces are down there for surveillance and interdiction, when you want to prosecute it as a law enforcement case, you then have to chop over to the Coast Guard, most of the time the Coast Guard seventh district commander, the Navy ships actually hoist a Coast Guard ensign because they're now under Coast Guard control. We put combined teams of coasties and Navy folks over the side to do the boardings, and then we're able to prosecute it as a law enforcement case.

We're doing the same thing in the Arabian Gulf and now we've moved into the Gulf of Aden as well to help with the piracy issue. And I would never suggest that the Coast Guard has the lead on this, we don't have the capacity to do it. But we bring these niche capabilities which allow us to work with Navy VBSS teams to help train them on how you gather evidence, how you put together a case package when you do a boarding because that's what piracy is, and will remain, until we can identify a sovereign sponsor state. This is going to remain a law enforcement situation.

Now, sometimes it ventures over into something that needs a kinetic response as well. And we've got a great case that happened not too long ago. It's called the *Magellan Star*. And I think my recollection was there was about 20 Somali pirates on board, all armed, brandishing their weapons. The *Princeton*, which had a Navy VBSS and a Coast Guard LEDET on board made the initial approach. But the *Dubuque*, which had a MEU raid team aboard that had the capacity to kick down the doors and take an opposed boarding on a ship was nearby. So a team was put together, the Marines in fact kicked down the doors, pacified the pirates. And then the Coast Guard LEDET came in immediately behind and then went on there to gather evidence and prepare the case package. And I think another great example of where we work with Navy and Marine Corps capabilities, but we bring in our niche specialties to take over the case in the long haul.

And the last thing I'd just like to mention, which may stimulate some effort as well, is much of what the Coast Guard does nowadays is working within the interagency. And for those of you who haven't worked in that AOR before, it can be a challenge. Most of us in uniform are comfortable with the concept of unity of command and line authorities. Unity of effort and gaining cooperation, it's just like anybody you talk to who's been a leader in a volunteer organization, it's one of the most challenging leadership situations you can find yourself in. But that's where we were, that's where we exist. Because we are on the domestic side of the government working with the Department of Homeland Security and the only armed force within the Department of Homeland Security and the domestic side of the governing, we have to develop a certain set of skills which we affectionately refer to as being bureaucratically multilingual. Because not only do we have to understand the language of the Department of Defense, we need to talk to the Department of Justice. We need to talk to the Department of Interior, we need to talk to EPA because of our environmental response capabilities and responsibilities.

And where that comes together and where we operate well, the prime example is down in JTF South under SOUTHCOM because that's an interagency response to the smuggling issue of drugs. And what you have to do is you need to gain consensus across the various agencies to be able to prosecute these things.

When it relates to migrants, we had something that used to be called PD 27, Presidential Directive 27, which required the Department of State, the Department of Justice, and then the Department of Transportation to come together to deal with migrant issues. We've expanded that now to something called the MOTR process, maritime operational threat response. And it is an interagency response which, first of all, determines what is the U.S. government's objective in any situation and then how do we achieve it. It might be a kinetic response, but it might very well be a diplomatic response, or a law enforcement response. And it brings together DOD, DOJ, DHS and other agencies across government to come up with solutions that can be done electronically, telephonically, or it might be meetings over the course of a couple of days. But the MOTR process has been put in effect now for piracy issues that come in the Gulf of Aden.

So this is some of the authorities, capabilities and sort of niche specialties that the Coast Guard has. I hope it stimulates some conversation as we go along and I'll wait to respond to your questions as we go forward. Thank you. [applause]