Creating and Sustaining Strategic Intent

in the

U.S. Coast Guard

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Table of Contents

Foreword 1

I. The Roots of Evergreen 3
- The Legacy of *Long View* 4
- Illustration: MDA Timeline 5
- The *Long View Review* 5
- The Second Round: *Evergreen 2003* 7
- Illustration: The Coast Guard Evergreen Process 8
- From Evergreen Strategy to Evergreen Action 8

II. *Evergreen 2007* 11
- Background 11
- The *Evergreen 2007* Scenarios 11
  - Asian Way 12
  - Be Careful What You Wish For 14
  - Congagement 16
  - Lockdown 18
  - Profits and Principles 20
- The *Evergreen 2007* Strategy Workshops 22
- Forging "Robust" Strategies 22
- The *Evergreen 2007* Strategies 24
- Realizing the *Evergreen 2007* Strategies 25
- Evolution of Coast Guard Strategy Development 26
- Illustration: The Evolution of Evergreen Strategy Development 26

III. Institutionalizing the Evergreen Process 27
- Building Strategic Intent 27
- The Elements of Strategic Renewal 27
- The Cycle of Strategic Renewal 28
- Illustration: The Coast Guard Cycle of Strategic Renewal 28
- Next Steps: Establishing Evergreen within the Coast Guard 31

IV. Appendices 37
- Appendix A: Selected Materials from *Long View* (1999) 37
  - *Long View* Strategies 39
- Appendix B: Selected Materials from *Evergreen 2003* 41
  - *Evergreen 2003* Strategies 44

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Creating and Sustaining Strategic Intent in the U.S. Coast Guard

Foreword

This is the story of an organization that is in the process of becoming aware: aware of what and where it is; aware that ambiguous trends and distant events will dramatically rearrange its operating environment; and aware of where it needs to go and what it needs to become.

In some ways, this story began long before anyone alive today was born. It's the story of a classic *organization of doers*, impelled both by external forces and its own commitment to effective action to become, in addition, an *organization of strategic thinkers*.

For more than two centuries, individual heroism and tremendous operational leadership were enough to keep the United States Coast Guard on top of its world. The Coast Guard remains "always ready to respond" when citizens stand in need. Reacting quickly and appropriately to the unforeseen and unpredictable will always be a distinguishing feature of the Service.

However, the capacity to react, indispensable as it is, is insufficient in a world of ever-more-frequent and complex change. September 11 is the most obvious illustration, but accelerating change has been buffeting the Service since the end of the Cold War. Rapid advances in technology, global networks, transnational actors, and instantaneous worldwide markets are profoundly reshaping global maritime security.

Two or three decades ago, Coast Guard programs could establish doctrine and acquire assets, confident that while the size or scope of their classic mission portfolio might change, the future would be pretty consistent with the past, and any surprises could be managed by reacting and adapting. Change and surprise were simply opportunities to excel in operational settings. Today, the scale, frequency, and strategic nature of change have the potential to fracture the basic premises of the organization. The hard decisions made today can either leave the Service on reasonably good footing to react to uncertain future threats, or leave it severely disadvantaged. It is not enough to be a world-class responder anymore; the Coast Guard needs to become a world-class anticipator as well.

To achieve this, the Coast Guard committed several years ago to developing a method for anticipating the full range of plausible future operating environments it may face. To its toolkit of world-class rapid reaction skills, the Coast Guard is adding a world-class capability to think "over the horizon," complementing its tactical excellence with sophisticated and flexible strategic thinking.

The Coast Guard is doing this through an enterprise called *Evergreen*.

The Evergreen process is the result of almost two decades of Coast Guard experience with scenario-based strategy development – a technique for thinking about future uncertainty that was developed in the 1960s and is now used by leading organizations worldwide. Since the early 1990s, more than 400 officers, senior enlisted personnel, civilians, and contractors in the Coast Guard have contributed to strategy development and implementation using this approach. The Service has experimented with this technique, and has critically evaluated the strategies that emerged from it in the cold light of reality several years later.

The Coast Guard has taken the processes apart and rebuilt them as it learned what worked best and what needed alteration to suit its unique requirements.

The term *Evergreen* is emblematic of the Service's intent. The Coast Guard is instituting a continuous process of strategy development and strategic renewal, coordinated with each Commandant's command tenure. This will allow the Coast Guard to maintain strategic continuity as it prepares for large changes in its operating environment. It will address not only the pressing crises of the moment, but also the less urgent, but potentially more important issues over the horizon. And like all good processes, Evergreen contains critical feedback channels to ensure learning and improved performance in the future.

Evergreen should not be seen as "the Coast Guard strategy;" nor does it identify all of the future activities that the Service will need to pursue to be successful; nor does it necessarily deal with every specific mission. Its purpose is to aid the Coast Guard in its effort to be forward-looking and proactive; to avoid incrementalism and the "tyranny of the present;" and to identify a core of robust action strategies that will be workable no matter how the future turns out. It is the Coast Guard's "futures insurance policy" in an increasingly uncertain world.

The initial cycle of Evergreen, named "Project *Long View*,"[1] was about producing strategy. Evergreen has since adopted higher ambitions, trying to instill *strategic intent* throughout the Coast Guard. Strategic intent is a shared organizational understanding of where the Service as a whole is going and why. Strategic intent infuses everyday actions across the entire Service with a larger purpose, keeping ultimate organizational objectives top-of-mind, not only in formal strategy development efforts such as the U.S. Coast Guard Strategy for Maritime Safety, Security, and Stewardship (CGS), but as Coast Guard people go about their daily tasks. This, more than any particular plan or strategy, is the guiding vision of Evergreen. If Evergreen is successful, it will embed strategic intent in every leader's mind when he or she is making any significant decision.

The Coast Guard firmly believes that broader strategic thinking must balance the inevitable "tyranny of the present" if the Service is to maintain its readiness, act as an efficient and effective steward of the public trust, and keep and nourish its people. It is to those people that this book is dedicated, because the future that Evergreen anticipates will be theirs, and ultimately they are the ones who will make that future.

[1] The first cycle of what has come to be called "Evergreen," undertaken in 1998-9, was called *Long View.* In 2002, a review of *Long View* was undertaken in light of lessons learned from 9/11 and its consequences. This was referred to as "*Long View Review.*" The following year, a second full-scale scenario strategy development effort was undertaken; this was called *Project Evergreen*. In 2007, the Service began another full-scale scenario strategy development effort as a part of Project Evergreen. Going forward, and in this publication, each cycle of strategic renewal will be referred to as "Evergreen" and the year in which its core strategy development took place, e.g., "*Evergreen 2003*" and "*Evergreen 2007.*"

I. The Roots of Evergreen

The modern United States Coast Guard is the product of a series of metamorphoses in response to evolving national needs. In 1790, when Congress established the Revenue Marine, securing funds for the fledgling federal government was the pressing national issue. Another pressing need of the new nation was to make commerce by sea safer; one of Congress's first acts was providing funds to build lighthouses, an act that eventually led to the establishment of the Lighthouse Service. In 1848, the Life-Saving Service was created to satisfy the nation's humanitarian instincts and to protect the seafarers on whom this maritime nation depended. In 1915, the Lifesaving Service merged with the Revenue Cutter Service to become the United States Coast Guard. The Lighthouse Service joined the Coast Guard in 1939. During both World Wars, the Coast Guard moved to the Department of the Navy and fought side by side with the other services. In 1946 the Bureau of Marine Inspection, which had been formed by an earlier merger of the Steamboat Inspection Service and the Bureau of Navigation, became part of the Coast Guard. Safety, law enforcement, and environmental protection became major focuses of Coast Guard activity and attention at various times after the Second World War. And most recently, the events of September 11 and the resulting national commitment to homeland security have ushered in yet another era for the Service. The history of the Coast Guard, then, is the continuing story of how it has changed the nature, scope, and mix of its services to meet the evolving needs of the nation.

In the early 1990s, the Coast Guard, recognizing this history of frequent alterations, began to try to take a more calculated and intentional attitude toward these inevitable changes. In 1992 the Service contracted with the Arlington Institute to develop alternative scenarios for planning purposes; several years later, they conducted a study to determine the Service's lasting value to the nation. In 1998 the Service initiated a comprehensive strategy development exercise called *Long View*. There was concern among the Service's leadership about the lack of attention to long-term challenges and issues facing the nation in the maritime domain, and the lack of truly strategic long-term planning in the organization. *Long View* provided a process for understanding and managing the risks and uncertainty facing the Coast Guard over the next 20 years.

Long View was, in an important sense, "counter-cultural." Traditionally, the Coast Guard has rewarded people for superior *reaction and response*. *Long View*, while in no way devaluing these imperatives, was devoted to inculcating an additional capacity for *anticipation*. By anticipating future risks and changes in operating conditions, the Service would be able to deliver superior reaction and response, with the right assets, positioned in the right places, with the right skill sets, all prepared for whatever future operating environment the service would experience.

Long View predated the events of September 11. But the collapse of the Soviet Union, the accelerating pace of globalization, and the relentless march of the information revolution already suggested the inevitability of fundamental change, with direct and potentially far-reaching consequences for Coast Guard missions and operations.

The question became how to anticipate, with any degree of confidence, important trends and events almost a quarter century out. The Coast Guard addressed this challenge by embracing an innovative mechanism for strategy development known as scenario-based strategy development.

For *Long View*, the Coast Guard and a consulting company, the Futures Strategy Group, constructed five distinct scenario "worlds" that described different plausible future operating environments of 2020.

These scenarios, like all the Evergreen scenarios that followed, were extremely detailed, fully fleshed-out "future histories," composed of a narrative of approximately 10 pages and up to 40 pages of backup detail. In a structured three-day workshop, teams of senior Coast Guard officers and civilians immersed themselves in these five worlds; the ultimate result was a set of ten strategies that were effective, or at least acceptable ("robust") across all five scenarios. Summaries of both the scenarios and the resulting strategies can be found in Appendix A.

Focus: Scenario Planning

Scenario-based strategy development is one approach to developing long-term strategies. There are various types of scenario planning (e.g., quantitative models, probability-based scenarios, wargames, event-driven scenarios), but the type embraced by the Coast Guard has been ***Strategic Management (or Alternative Futures) Scenarios***. This particular form of scenario planning is optimized to examine the entire mission or business portfolio of an organization within a strategic setting that challenges traditional planning assumptions, and to derive solutions that can be implemented immediately, yet are robust across a wide range of alternative operating conditions.

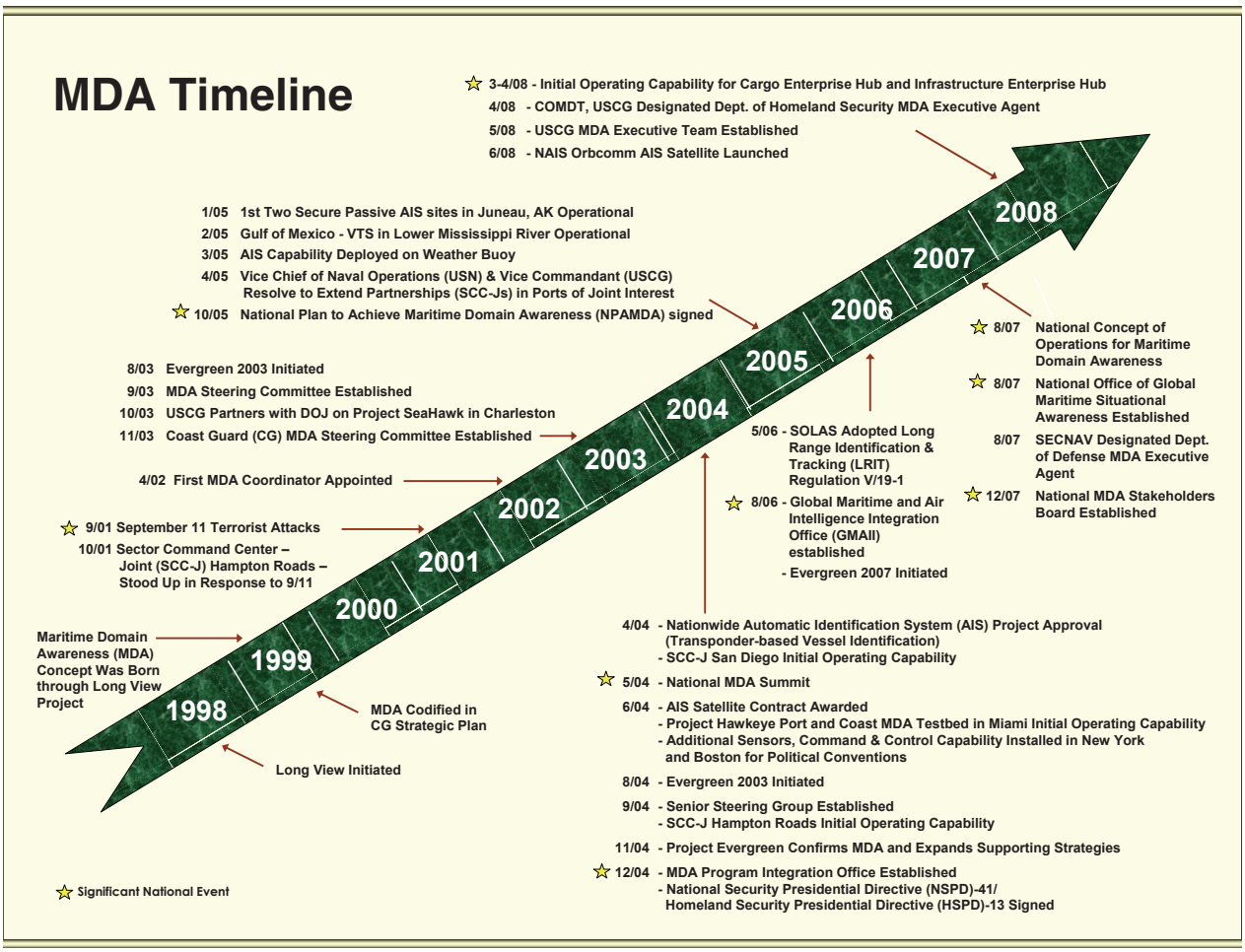
This type of scenario planning works particularly well for organizations with diverse mission portfolios that face operating environments marked by potentially rapid structural change and high uncertainty. When one considers that there are an infinite number of possible futures, but that only one set of events will actually come to pass, the futility of trying to predict the future in detail becomes evident. Whereas traditional planning "assumes away" this problem with one comprehensive single-point forecast (i.e., choosing one single point out of infinite space), scenario planning explicitly considers and explores a range of plausible future operating environments.

The goal is to come up with (typically) four or five "scenario worlds" that, *as a set*, represent the broadest practicable variety of plausible futures for the organization. These four or five scenarios are fleshed out in depth and then used as the basis for workshops of organizational leaders, where strategies are developed that are optimized for each particular scenario. At the end of the process, the strategies from each scenario group are "shopped around" to the other groups, to determine which strategies are effective or at least acceptable ("robust") across the entire range of identified plausible futures. NASA, the Department of Defense, and the U.S. government inter-agency community have successfully embraced scenario planning, as have a number of leading global companies such as Royal Dutch Shell, IBM, Pfizer, and 3M. The Coast Guard saw in scenario planning a creative and rigorous way to anticipate a range of risks, challenges and issues not yet on its radar screen, as well as a way to inform strategic and operational decisions throughout the Service.

The Legacy of *Long View*

Long View went a long way toward creating a truly strategic long-term agenda for the Coast Guard. Sound, creative strategies and related initiatives emerged from the process. Strategic dialogues between organizational "silos" were both launched and supported by *Long View* activities. Participants felt intellectually challenged, and, in some cases, changed by the experience. Most visibly, and importantly, the concept of Maritime Domain Awareness (MDA) crystallized as a Long View strategy two years before September 11. The value of comprehensive information sharing emerged as an idea from the Hart-Rudman Commission on National Security/21st Century in 1998. *Long View* captured this idea and fully developed it as a maritime concept that proved valuable across a range of futures, but particularly where terrorism posed a threat. MDA has evolved into a critical organizing principle for the Coast Guard in its post-September 11 role in the new Department of Homeland Security. Since then, the U.S. Navy and Director of National Intelligence have also adopted the MDA concept.

Overall, however, actual incorporation of *Long View* 1999 strategies into formal Coast Guard planning activities proved to be uneven. Perhaps the greatest stumbling block was *Long View's* lack of integration into then-ongoing budgeting and planning activities. It seemed clear that, if long-term planning and strategy development were not somehow "baked into" budgeting and planning, they would not be taken seriously.



The *Long View Review*

Then, of course, came September 11.

The Service responded creditably to the attacks, coming through admirably in the biggest crisis to hit America in half a century or more. But its superb response had a downside. Reserves were called up for far longer periods than they had ever anticipated. Some assets, such as small boats and their crews, were pushed beyond their limits. The Service scrambled to meet a new set of challenges it was not prepared for, with assets and people designed and trained for a very different world. When the initial crisis period passed, a "new normalcy" of a permanently higher operational tempo, more attention from the public, the administration, and the Congress, and integration into a new Department, all combined to create an entirely different strategic environment for the Coast Guard.

In October 2002, the Coast Guard, re-examining the process and output of *Long View* in light of September 11 and the impending move to the Department of Homeland Security (DHS), decided that a more thorough re-evaluation of that output would be a good basis for launching an examination of near-term Coast Guard strategy. A key component of that effort (referred to as the *"Long View Review"*) was an analysis of the successes and shortcomings of *Long View*. In the months following September 11, it became apparent that the project's original strategies, if implemented decisively, would have better prepared the Coast Guard for that event.

The evaluation team judged the content of the scenarios to be broadly sound. All five scenarios remained plausible and strategically viable three years after the completion of *Long View*. Strikingly, several of the scenarios had described significant terrorist threats on U.S. soil. The major shortcoming identified by the

Case Study: Evergreen and Human Resources

For more than a decade, from as far back as the "Road to 2012" effort of 1992-3, scenarios have been a vital strategic tool for Human Resources planning in the Coast Guard. Strategic thinking spurred by the Evergreen process has built on this work and has given Human Resources planners a richer understanding of what the Service will need in workforce capabilities, capacities, and competencies.

Long View and other contemporaneous activities drove the initial "Future Force" efforts and dramatized the need to break down organizational constraints and increase the Service's operational flexibility. The Joint Ratings Review, Chief Warrant Officer Specialty Review, Officer Corps Management System, Coast Guard Business Intelligence, and the move from specialties and toward competencies were all aligned with or even influenced by *Long View.*

Long View essentially set the course, and the strategy set in 1999-2000 has proven robust, with successive Evergreen cycles refining its core strategies. The first round of Evergreen verified that HR was hitting the "targets" requested of it, but that those targets sometimes missed the changing needs of the field. The main results of *Evergreen 2003* for HR were a tighter linking of HR strategy to *requirements*, and a subsequent development of a better system for *capturing competencies, generating requirements,* and *ensuring the influence of competencies on enlisted and officer systems*.

Evergreen 2007 represents a renewed commitment to a higher level of strategic focus: the ability to *anticipate needed competencies*, and to *develop and retain them through entire careers*, are the latest topics of the continuing conversation.

A series of examples illustrates the effects of the Evergreen process on Coast Guard Human Resources. In the late 1990s, "Boatswain's Mate" was a rigid category for six quite distinct positions, with particular skills and responsibilities. "BM" was a rating structure that reflected the post-World War II Navy, not current Coast Guard needs. A Boatswain's Mate who was an expert pollution investigator might next be forced to be responsible for a highline (the line that allows two vessels to transport materiel between each other while underway) on a High Endurance Cutter. This is a highly dangerous position for the untrained and inexperienced. *Long View* identified inflexibilities and helped to dramatize that the ratings structure was unable to deal with a future of greater specialization.

In the case of the Boatswain's Mate rating, the six distinct positions were broken apart, with a new emphasis on competencies rather than on job titles. And the work on the BM rating structure helped the service travel down an increasingly productive learning curve. When the Coast Guard more recently needed to take similar action with respect to the Warrant Corps, it only took about a year thanks to the previously established process. Similarly, the process of creating specialties related to a new Intelligence mission, both officer and enlisted, was greatly improved by following the path established by previous efforts.

All of this change was either catalyzed or affirmed by Evergreen and the associated "strategic conversation." It has been a continuous journey, in which Human Resources direction has influenced Coast Guard strategy, and organization-wide strategy has influenced the direction of HR.

Core Team was the fact that none of the five scenarios called for an extended period of terrorism (or war) as a central scenario theme. They appeared either as "background" circumstances or transitory events. Consequently, terrorism was treated somewhat academically, without full appreciation for its myriad impacts – economic, political, psychological, and otherwise – on the nation.

The strategies that emerged from *Long View* also held up well. As stated above, "Maritime Domain Awareness" is a cornerstone of the Coast Guard's current strategy in the campaign against terrorism. Further, the concept was subsumed in a larger effort to create a National Strategy for Maritime Security – directed by the President in a National Security/Homeland Security Presidential Directive (NSPD-41/HSPD-13).

The *Long View Review* team identified several areas for improvement. One qualified as a significant weakness – strategy implementation. With the development of robust strategies, the project had simply come to an end. The strategies were neither properly delivered to the field nor executed. Many organizations do "too much planning and not enough action," in the words of the review team. But effective strategic planning must lead to action. It must prioritize resource allocation and contribute to organizational alignment.

The massive shift in the course of world history caused by September 11, along with the unstated assumptions of the *Long View* scenarios, indicated the need for new (or significantly reworked) scenarios and more organization-wide use of the scenarios. Upon completing its analysis, the team recommended that the Coast Guard embark on a second iteration of scenario-based planning. This effort came to be known as *Project Evergreen* (hereinafter *"Evergreen 2003"*).

The Second Round: *Evergreen 2003*

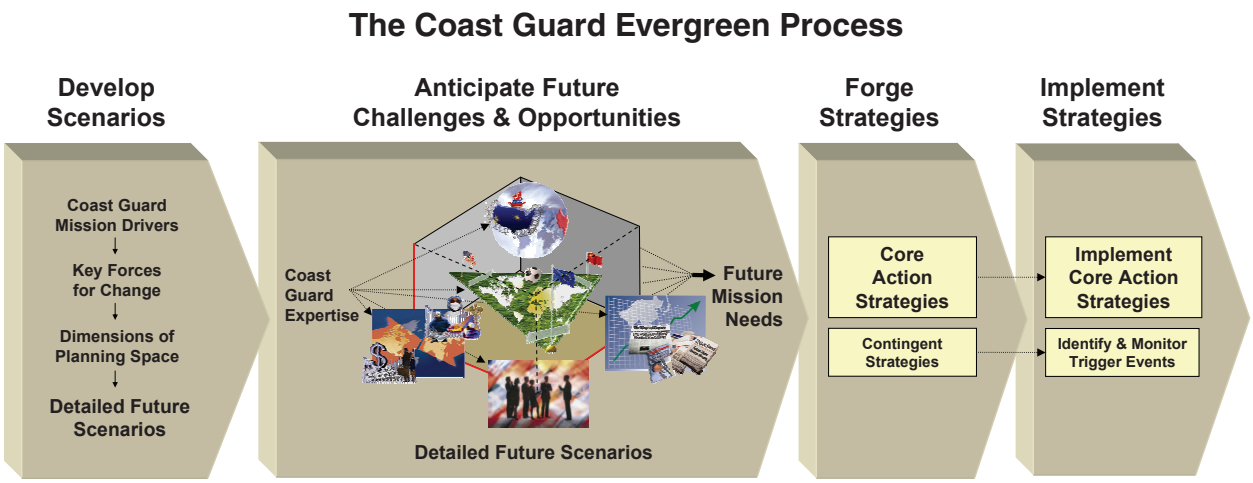
Evergreen 2003 was envisioned both as a *tool* for developing long-range strategies and as a *catalyst* for instilling strategic intent throughout the Coast Guard organization. A Core Team of Coast Guard people and the Futures Strategy Group conducted interviews (both internal and external to the Coast Guard) and did research as inputs into an entirely new set of scenarios. (Detailed descriptions of the five *Evergreen 2003* scenarios can be found in Appendix B.)

Scenario Research and Interviews

The project plan called for a broad range of interviews, including the entire Leadership Council and the senior-most members of headquarters operations and staffs. Beyond this group, a range of junior officers and enlisted people across the various Coast Guard districts was also interviewed. Finally, the perspectives of a select group of non-Coast Guard opinion leaders, with backgrounds in foreign policy, fisheries, and port security, among others, were integrated into the research results. The objective of these interviews was to gain insight into the forces for change that would affect Coast Guard missions and operations and to understand how these "drivers" were likely to converge to create unanticipated challenges and opportunities. These interviews, blended with the knowledge and insight of the Core Team, provided a solid foundation for the next step in the process: defining the Coast Guard's future "inquiry space."

Identifying and Choosing Future Scenario Worlds to Explore

The initial research and interview phase of the scenario planning exercise identified a large number of drivers that would shape the Coast Guard's future operating environment. As in the previous *Long View* project, the *Evergreen 2003* team sorted, merged, and boiled down the drivers and identified four high-level forces for change. These forces, dubbed "dimensions," were the large-scale, elementary variables that define an organization's future planning space. (The details of the planning space for *Evergreen 2003* can be viewed in Appendix B.) Again, as in *Long View*, the Leadership Council chose five scenario "worlds" to be fleshed out and "lived in" in exhaustive detail. They chose the five they felt posed the greatest risks and opportunities to the Coast Guard, while also capturing the broadest range of plausible outcomes over the planning horizon. After the five scenarios were selected, the project team created fuller, more detailed stories for each of the five. Each scenario world contained a "future history" chronology and a narrative that highlighted critical distinguishing features of the scenario world. These two scenario features brought a sense of real plausibility to those who would be expected to plan within them. In addi-



tion, for each, a detailed "characteristics matrix" was developed, delineating the state of a common set of 45 drivers culled from the scenario research and interviews. The state of each driver was characterized and described within each of the five worlds to give the scenarios granularity and plausibility. Moreover, by fleshing out the drivers, the scenario team was able to produce realistically detailed and internally coherent scenario documents that workshop participants in the next phase would be able to use with confidence.

Forging Evergreen Strategies

The process by which strategies have been developed in Evergreen cycles has been consistent since beginning with *Long View* in 1999. The Evergreen strategy development process is profiled in detail later in Section II (*Evergreen 2007*). The full *Evergreen 2003* strategies can be found in Appendix B.

From Evergreen Strategy to Evergreen Action

The *Long View Review* team had noted the dangers of "too much planning and too little action." The review team based this assessment upon the absence of a linkage in *Long View* between the development of *Long View* strategies and actual Coast Guard strategic and resource allocation decision processes. Yet *Evergreen 2003* did not immediately influence action in the Coast Guard, despite the admonitions of the *Long View Review*. In the words of one senior Coast Guard officer, "We didn't quite have the courage to follow (or believe in) our own judgment."

But while there was some initial discomfort and skepticism, over time *Evergreen 2003* marked a significant step forward from Long View in terms of its actual impact on Coast Guard decision-making. The final eleven *Evergreen 2003* strategies have informed Coast Guard activities across a wide range of settings, from headquarters to field commands. Evidence of the translation of *Evergreen 2003* ideas into vital actions can be seen across the entire Service:

- *Evergreen 2003* strategies formed the cornerstone of "The U.S. Coast Guard Strategy for Maritime Safety, Security, and Stewardship," which was published in 2007 at the beginning of the new Commandant's tenure. Several of the strategic elements contained in the CGS can be traced directly to the Evergreen strategy set: the strengthening of regimes for the U.S. maritime domain (involving proactive outreach to, and coordinated efforts with, inter-agency partners and a wide range of domestic and international stakeholders); the pronounced emphasis on risk management doctrine and systems in the U.S. maritime domain; Coast Guard leadership in co-developing systems and processes for achieving ever-higher levels of maritime domain awareness; Coast Guard contribution to a DHS-wide command, control, and communications (C3) system; and finally, a significant Coast Guard role in U.S. global maritime governance efforts.

- Several key *Evergreen 2003* strategies and implementation initiatives were manifested in the Commandant's Intent Action Orders (CIAOs) issued by Coast Guard Commandant Admiral Thad Allen shortly after he took command in May 2006. For ex-

ample, the establishment of the Deployable Operations Group (DOG), directed through CIAO Number 3, fits well with the Evergreen Strategy to "Control and respond to air, surface and subsurface activities from the inland waterways to the seaward boundary of the EEZ." CIAO Number 7, which calls for a comprehensive assessment of Coast Guard command and control processes, reflects another Evergreen Strategy: "Create a national network of integrated DHS-aligned regional command and control centers." Finally, CIAO Number 8 (Human Resource Strategies to Support Coast Guard Maritime Strategy) sets out a series of actions to promote a flexible, forward-looking human resource system that agrees in language and intent with another Evergreen strategy: "Develop a requirements-driven human resources system to ensure continuous alignment of competencies (skill, knowledge, and aptitude) with organizational needs."

• *Evergreen 2003* also explored a range of thinking that was later incorporated into the Service's Modernization efforts, as expressed in the Force Readiness Command (FORCECOM) and Operations Command (OPCOM). As conceived, FORCECOM will be responsible for readiness of Coast Guard forces and resources, translate policy into operational doctrine, and ensure the Service has required future capabilities. OPCOM will have responsibility for execution of Coast Guard missions, and oversee all District Commanders.

• Evergreen core strategies advancing greater international engagement validated and helped to expand Coast Guard efforts in the international sphere. The Service's leadership in both the North Pacific and North Atlantic Coast Guard Forums is a good example of how its horizons have been reshaped by an expanded strategic vision. The North Atlantic Coast Guard Forum was formed in the fall of 2007, reflecting Evergreen intent and spurred by the success of the North Pacific Coast Guard Forum.

• The output of *Evergreen 2003* is already helping to shape and inform national Homeland Security strategies (see inset Evergreen's Impact on the National Strategy for Maritime Security, at the conclusion of this section, p. 10).

• In the budgeting and planning area, *Evergreen 2003* strategies have been used to stress-test the long-term viability of specific new expenditures.

• The *Evergreen 2003* "Code Quebec" scenario, which allowed the Coast Guard to explore the implications of global pandemic, provided important insights to the Coast Guard team later charged with leading DHS planning efforts for response to pandemics.

• Human resources planners not only used the strategies as the foundation of their own planning, but also used the scenarios themselves to better understand potential labor markets, the dynamics of turnover, and the competencies that would be necessary in the workforce in order to achieve the strategies (see inset on Evergreen and Human Resources above, p. 6).

• Personnel from the Coast Guard's Office of Strategic Analysis applied *Evergreen 2003* learning to project work on Haiti and on Maritime Domain Awareness.

• Evergreen was infused into the Coast Guard's quality evaluation processes.

• Finally, an informal community of Evergreen veterans still shares regular communications and perspectives on breaking news events related to scenario themes or related strategies, thus keeping both scenarios and related *Evergreen 2003* strategies fresh and vital.

Of course, even today, *Evergreen 2003* has only begun to affect the way the Coast Guard does its business. But these examples also are quite consistent with the Coast Guard's image of Evergreen as a process that goes well beyond formal strategy development. In the words of one Flag officer, "We want to do our daily business with strategic intent."

Evergreen's Impact on the National Strategy for Maritime Security

In late 2004 the President directed the Secretaries of Defense and Homeland Security to lead an effort to develop a comprehensive National Strategy for Maritime Security (NSMS).[2] The Secretary of the Department of Homeland Security assigned the Coast Guard to lead the inter-agency DHS team meeting with Department of Defense (DOD) team members. The Chief of Staff of the Coast Guard in turn assigned this responsibility to the leadership of the Office of Strategic Analysis, which had completed work on *Evergreen 2003* just months earlier.

The NSMS was an interagency effort that had been provided six months to accomplish a very significant and difficult goal given the number of perspectives and players involved. The first several weeks of meetings were characterized by freewheeling, unconstrained discussions of issues and potential solutions, as all participants began to grapple with each other's perspectives and feel their way towards a solution space. Within a few weeks, a smaller working group emerged, centered on the Coast Guard and the Department of Defense, to draft portions of the document for all to review.

From that smaller working group, a structured template emerged for writing the document, drawn from Evergreen in terms of both format and content. According to one of the senior Coast Guard officers involved, "Evergreen gave us the framework to begin. It was very influential in building the final document." *Evergreen 2003* and *Long View* raised such concepts as "shaping the maritime environment," federal-state-local cooperation, layered security regimes, Maritime Domain Awareness, and international engagement, among others. When completed, the NSMS was a fully vetted interagency document that reflected the expertise, opinions, and contributions of all the contributing Departments and agencies. However, Evergreen had given the entire enterprise a head start toward success. In particular, Evergreen had given the Coast Guard representatives a sense of what approaches, actions, and strategies were robust across a range of futures, and the confidence to pursue solutions that had been "rehearsed" in scenario planning. Finally, as the NSMS took shape, Evergreen perspectives and strategies helped the Coast Guard team members evaluate what the Service might do to support the NSMS. Evergreen experience gave the Coast Guard members of the NSMS interagency team the tools to lead and act with strategic intent.

[2] *The National Strategy for Maritime Security*, September 2005 p. ii.

II. Evergreen 2007

Background

The third full round of Evergreen scenario-based strategy development aimed to accelerate efforts to embed strategic intent throughout the Service and to make greater progress in linking strategy development to the decision-making processes of the U.S. Coast Guard. In addition, *Evergreen 2007* continued and broadened the process by offering scenario support to DOD strategic planners and reaching out to the Coast Guard's stakeholder community.

Six years had passed since the events of September 11, and the initial shock had worn off. The wearing effects of a heightened operational tempo and a constantly reactive, tactical approach toward asset allocation and missions were becoming undeniable. The appetite for a longer-term, more strategic approach to the Coast Guard's mission made the Service more receptive to the type of thinking represented by Evergreen.

Evergreen 2007 began, therefore, with far greater acceptance and broader anticipation than its two predecessors. Methodologically, too, the approach was slightly different. In 2006, the Coast Guard had participated in Project Horizon, a 15-agency scenario-planning exercise designed to produce greater and more productive cooperation across the federal government departments and agencies involved in global affairs. From Defense to EPA and the State Department to the Department of Energy, outstanding agency personnel from virtually every department that had any foreign-affairs equity put serious time into developing a set of "platform scenarios" that could be customized for use by each individual participating agency. Project Horizon itself was informed by the Coast Guard's experience with scenario-based strategy development, starting with *Long View* and continuing with *Evergreen 2003.*

The Coast Guard participated in Project Horizon through the Department of Homeland Security, and it was among the first agencies to use the Horizon scenarios for its own planning purposes. A Core Team of Coast Guard personnel – this time composed of officers, enlisted, Auxiliarists and civilian employees – took the five Horizon scenarios and customized them for use in the specialized environment of the Service.

The result was a set of five scenarios optimized for the purposes of the Coast Guard – but also recognizable and potentially translatable to the needs of the Department of Homeland Security and other federal government entities.

The *Evergreen 2007* Scenarios

The following are brief summaries of the planning scenarios used for *Evergreen 2007.* The actual scenarios contain far richer detail, approximately 50 pages per scenario.

Asian Way

Challenge to Nation State Power and Influence	Gap in Global Standard of Living	U.S. Economic Competitiveness	Perception of Serious Threat to U.S. Security and/or Quality of Life
High	Decreasing	Weak	Low

In 2030 Asian Way is a disconcerting world for the United States. The perceived threat is very low – there has not been a serious attempt at terrorism in a decade and a half – but a sense of malaise, of America being eclipsed, has taken hold. The economy is not in recession, but growth has been sluggish, and Asia's growing influence and economic power can no longer be denied.

In a sense, America has done it to itself. After an attempt by a terrorist group to bring a biological agent across the Great Lakes in 2015, a "Manhattan-Project"-style effort was undertaken to seal the borders, coasts, seaports, and airports using cutting-edge technology. And the effort has been a success. But it has isolated the United States from its neighbors, and for several years has impeded trade with the entire world. Mexico and Canada, feeling burned by their giant neighbor, have therefore turned away from the U.S. and forged closer relationships with other regions of the world, most notably Asia.

Despite unquestioned military supremacy, and while the U.S. economy is still the largest in the world on paper, the center of gravity has definitely shifted toward Asia. Asia as a whole is where the action is. The fastest-growing companies, the hottest technologies, even the most popular entertainment all seem to be Asian. The cream of the Western educational crop now often prefers to go work in "the Wild East." Whispers about corruption, back-room deals, unethical behavior, and family favoritism are often heard these days by American executives who can't seem to compete, as well as by American workers who seem to have missed out on the Asian gravy train. America is culturally and economically divided and politically gridlocked, with the coasts generally prospering from the increase in Asian involvement in the American economy, and much of the interior stagnating and suffering. Infrastructure in the United States flourishes and evolves where it serves the interests of Asian corporations; elsewhere, it is falling into decrepitude.

Asian Way

Globally, a scramble for resources is on, with a general lack of global governance allowing plundering by the new global corporate oligarchs. The United States faces a series of difficult choices: Does it try to maintain its way of doing things – insisting on transparency, democracy, and rule of law – or does it try to adopt the opaqueness, favoritism, and government-business connections that Asians have seemingly used to such advantage? Does the U.S. try to beat them, or join them?

Illustrative Challenges and Opportunities for the Coast Guard in Asian Way

Challenges	Opportunities
❑ Ensuring resiliency in the maritime system ❑ Federal-state governmental relations ❑ Restoring infrastructure/intermodalism ❑ Lack of political cohesion ❑ Lack of resources/funding ❑ Maintaining environment/monitor the Exclusive Economic Zone ❑ Private maritime paramilitaries for hire	❑ New uses of littoral (Arctic) (underwater) ❑ Get back to regional alliances (Americas) ❑ Demand for protein, aquaculture, desalination, air/water purification technologies ❑ Gain more influence in global arena on environmental issues ❑ Transparency of U.S. business practices attractive ❑ Government-business partnership

Be Careful What You Wish For

Challenge to Nation State Power and Influence	Gap in Global Standard of Living	U.S. Economic Competitiveness	Perception of Serious Threat to U.S. Security and/or Quality of Life
Low	Decreasing	Strong	Low

2030 is a world of excitement, opportunity, freedom, and technological wonders – with some real problems. Democracy flourishes in all regions of the globe. The global economy is growing and wealth is being distributed more evenly than ever before, although some areas of poverty remain. Nation-states still command the global political landscape; conflicts are usually low level and typically resolved through peaceful means.

Social turmoil in China added to nearly six years of geological instability in the Pacific Ring of Fire has brought about the near disappearance of fragile "just-in-time" supply chains. In place of these systems large organizations now emphasize resiliency, risk management, and geographic dispersion. The result has been manufacturing sites and transportation systems spread across the globe and new fast-growing middle classes in Asia, Africa, and Latin America.

On the downside, there is a globally acknowledged environmental crisis, with recently revived forecasts of rising sea levels, created by a combination of human and natural causes.

The U.S. is finding that participating and leading in a world made up of activist fellow democracies is more chaotic and challenging than might ever have been foreseen in the early 2000s. The realization of that desire to see a world composed of democracies has reminded many of that old wisdom that you should be careful what you wish for. Democracy has created new sources of conflict and tension, alongside more peaceful trends. U.S. resources are often strained in an effort to support or nurture these new democracies.

Collective action is the preferred approach to activities across the globe. Sometimes this is done within the framework of international organizations. However, over time, it has become more common for the actions to be taken by issue-specific coalitions of nations. Over recent years, such coalitions have tended to require U.S. participation and often leadership. However, this has led to a considerable stretching of U.S. resources. Furthermore, while U.S. participation is often expected, many nations continue to resent the U.S. presumption of leadership. Often when the U.S. takes the lead in some global issue, it finds an "anti-U.S." coalition forming to curtail U.S. actions.

Be Careful What You Wish For

In 2030 the globe is enjoying strong, vital growth. Overall global trade and investment levels are high and continuing to rise. Consumers are confident and R&D spending is strong – especially in areas connected to sustainable industry and agriculture, environmental remediation, aerospace, energy, cyber-technologies, smart materials, and bio-genetics.

Illustrative Challenges and Opportunities for the Coast Guard in Be Careful What You Wish For

Challenges	Opportunities
❑ Unprecedented increase in global maritime activity: more shipping with wide divergence in size, speed, and automation; new sea routes, including Arctic shipping; significant underwater activity; permanent floating "cities," factories, and ports plus massive increase in environmental refugees ❑ Significant geologic instability around Ring of Fire and rising sea levels lead to "first responder" stresses and threats to Coast Guard shore facilities ❑ Global fishing ban in place ❑ All U.S. resources stretched very thin; very hard to accomplish anything without partners ❑ China is becoming unstable and potentially antagonistic	❑ Significantly increased profile for Coast Guard missions globally plus new locations for classic missions: polar, underwater ❑ Urgent need to build Coast Guards around the world ❑ Global sensor net taking the "Search" out of Search and Rescue ❑ Coast Guard is the one military service whose full range of classic missions is still required and even enhanced ❑ Coast Guard successes with partnerships give it a huge operational advantage ❑ Being seen as "green" is very important

Congagement

Challenge to Nation State Power and Influence	Gap in Global Standard of Living	U.S. Economic Competitiveness	Perception of Serious Threat to U.S. Security and/or Quality of Life
High	Decreasing	Strong	High

2030 is a world in which political and economic power increasingly are organized regionally, rather than globally. The retreat into this regional bloc construct was precipitated primarily by two waves of flu-like pandemics originating in Asia between 2013-2016. The alacrity with which European, American, and Japanese executives and investors withdrew from Asia during this time engendered resentment and anger among the Asian peoples towards the West, and as such has made the retreat to regionalism lasting. A lack of progress in several World Trade Organization meetings in the early 2010s led the U.S. to establish the Americas Free Trade Alliance (AFTA). The European Union (EU) has expanded to include Turkey and the Ukraine. China is the acknowledged leader of a "Greater Asia" that took shape in the early 2020s after their remarkable economic turnabout. "Greater Asia" is now commonly defined as including Korea, Taiwan (which reunified with the mainland peacefully), and most of Southeast Asia. On certain issues of mutual concern, it expands to cover the Indian subcontinent as well.

Thus, three major regions solidified in the early 2020s, with a fourth, the United Islamic Alliance (UIA) formed by Pakistan, Afghanistan, and Iran, emerging later in the decade. The power blocs are not monolithic, however. The other major players – Brazil, Russia, and India – shift among them opportunistically to varying extents. The remaining nations in Africa, the Middle East, and Central Asia with resources and/or major markets are the objects of energetic competition, while those nations with few resources or markets are neglected.

Regional competition for scarce natural resources is a major theme of this world. There is a growing tendency to want to secure long-term control of natural resources. This has led to a sense of global resource shortages based on threat assessments, rather than on actual market dynamics. Africa is the scene of "proxy wars" between regions, as they look to build up stockpiles of critical resources.

The U.S. withdrawal from Iraq/Afghanistan and the establishment of a Palestinian state had initially eased Middle East tensions somewhat, but it has not ended the threat of terrorism. For a number of reasons the U.S. has been spared terrorist attacks; Europe, in contrast, has not been quite so lucky. There are also anti-government insurgencies of varying strengths in parts

Congagement

of India, China, Latin America, and Russia, as well as in the nonaligned regions. In 2023 there were simultaneous anthrax releases in the three religious 'capitals' (Rome, Jerusalem, and Mecca) by an African group protesting the world's alleged neglect of their region.

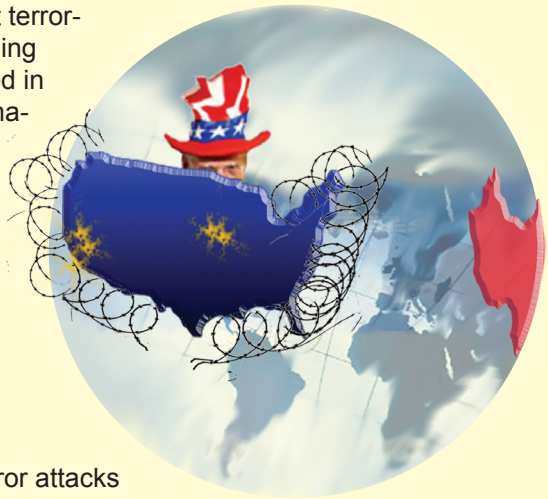
The World Energy Forum, instituted to facilitate the flow of energy natural resources and prevent conflict over energy supplies, represents almost the lone example of truly global cooperation. Meanwhile, the global commons are the big loser from the erosion of global treaties and watchdogs. Trade, commerce, and capital flows still benefit from a legacy global architecture, but new investments follow the strong new intra-regional economic and political relationships. These dynamics create a continually shifting mixture of both tension and trade, both confrontation and engagement, or 'congagement.'

Illustrative Challenges and Opportunities for the Coast Guard in Congagement

Challenges	Opportunities
❑ Expanding coastal border control in response to increased illicit trade, smuggling, and contraband, as well as an increased border size (e.g., Americas vs. U.S. only) ❑ Maritime domain uses increase in volume and complexity ❑ Erosion of global authorities' efficacy, along with diminishing goodwill between large regional blocs ❑ Global commons (e.g., Arctic, high seas, and Antarctica) are under attack by unilateral exploitation	❑ Assisting other AFTA nations in the development of improved regional coastal security and resource protection ❑ Utilizing the Coast Guard's global goodwill to improve diplomatic relations and develop bilateral agreements with external regional blocs ❑ Leveraging technology to monitor coastal borders and maritime resources ❑ Facilitating trade with other regional blocs

Lockdown

Challenge to Nation State Power and Influence	Gap in Global Standard of Living	U.S. Economic Competitiveness	Perception of Serious Threat to U.S. Security and/or Quality of Life
Low	Increasing	Weak	High



This is a multi-threat world marked by persistent terrorism, nuclear proliferation, and the most challenging economics the U.S. – and the world – have faced in more than 50 years. The U.S. has been the primary target of weapon of mass destruction (WMD) attacks launched by a new, radical Islamic terror network. The assaults have exposed critical vulnerabilities in supply chain and transportation systems. In response, the U.S. has turned heavily defensive, protectionist, and isolationist. This has had a profoundly negative impact on nearly every aspect of economic life in the U.S., with harsh and bewildering effects across much of the global economy.

The U.S. economy was the primary target of terror attacks that occurred in 2019. In a series of masterfully planned and executed explosions, by far the worst of which was the "fizzled" detonation of a nuclear weapon in the Port of Long Beach, 7,000 people perished. Within hours of the Long Beach attack, two shipping containers, one in Chicago and the other in Philadelphia, were remotely detonated by terrorist conspirators connected with the Long Beach assault. These were radioactive "dirty bomb" explosions, resulting in comparatively small numbers of deaths but intensifying almost beyond belief the disorder, fear, and uncertainty that swept the nation over the following months.

A single government body – the Department of Homeland Defense – now holds responsibility for all activities related to defense and domestic security. Since 2019, federal law enforcement missions have been militarized. To regain America's confidence to secure itself, there has been a consolidation and federalization of military and security capacity. *Posse comitatus* is ended.

Despite an increasingly belligerent China, the global posture of the U.S. is very limited. The Navy is forward deployed, but only to areas of utmost strategic interest. In the Northern Pacific, the U.S. relies on Japan becoming an offensive force. By invitation, the U.S. has returned to the Panama Canal Zone. In general, the U.S. posture is very North American-centric (U.S., Canada, Mexico, and the Caribbean), in line with a "NAFTA+" regional economic and security pact.

Beyond the greater NAFTA region, the developing world is undergoing acute stress, with export markets collapsing and global aid drying up. Africa and parts of South America are particularly hard hit, and collapsing states are creating *de facto* ungoverned territories.

Lockdown

In 2030, the economy has only begun to stabilize after a sustained fall, precipitated by events beginning with the 2019 terror attacks. Since that time, the nation has suffered through what amounts to a deep, prolonged recession. High inflation and unemployment have contributed to the highest "misery index" since 1980. Public finances in 2030 are still precarious, notwithstanding efforts to increase tax revenue and control spending on non-essential items.

By 2030 no physical attacks on the U.S. homeland have occurred in seven years. The latest concern is cyber-security and China's increasing military power. The U.S. is no longer at the dynamic center of the grand global exchange of goods, services, inventions, culture, belief, and ideas. In 2030, there's a rising national debate over whether to remain effectively "locked down" or to reengage the world, in the hopes of reversing the nation's material decline and to reassert U.S. values and interests in a world lacking leadership and direction.

Illustrative Challenges and Opportunities for the Coast Guard in Lockdown

Challenges	Opportunities
❑ Striking a successful balance of security and efficiency in maritime operations ❑ Extreme fiscal environment, leading to pressure to cede non-security missions ❑ Security and protection of NAFTA Exclusive Economic Zone ❑ Adequate capacity and capabilities to perform Arctic missions	❑ Contribute tangibly to U.S. global reengagement efforts (e.g., via security training, International Maritime Organization leadership, etc.) ❑ Exploit attractiveness and security of government careers at a time of economic difficulty ❑ Leverage multi-mission history and culture and become an educational and training resource for the new homeland defense organization

Profits and Principles

Challenge to Nation State Power and Influence	Gap in Global Standard of Living	U.S. Economic Competitiveness	Perception of Serious Threat to U.S. Security and/or Quality of Life
High	Increasing	Strong	High

The world of 2030 is full of shadowy ambiguity. The U.S. economy is thriving, but social safety nets have disappeared as the global business drive for profits ruthlessly discards those who can't (or don't) contribute. It increasingly seems that efficiency trumps all other considerations and anything that does not contribute is routinely devalued. Although the top tier of corporate-driven capitalism has benefited tremendously from this, poverty in many developing nations is exploding.

In December of 2012, anthrax was released into the Chicago Board of Trade ventilation system. An increasingly disrespected government had no solutions; but this time the private sector stepped into the breach, apprehended the al Qaeda perpetrators, and set up procedures to prevent similar attacks. The next year global corporate leaders formed the "Davos Group," composed of the 250 most powerful private and public corporations from around the world, to fill the vacuum created by ineffectual government. They had the wherewithal to fix the problems that mattered to them – and they did. But this increased concentration of power in private sector organizations that were accountable only to stockholders, not to other citizens of any country.

In the Islamic world, the ascendancy of extremists across the Arab world, Iran, and elsewhere had empowered Islamic moderates who created a new organization, the Development and Economic Empowerment Network – DEEN – in 2011. Under charismatic leadership, it became an internationally recognized and respected voice against terrorist violence and a proponent of outreach and service to the world's poor and disenfranchised. To finance these programs, DEEN secured a steady and growing source of funding from oil-rich Arab states that were also under attack from terrorists. Its growing humanitarian stature enhanced DEEN's political clout and it was a key player in establishing the independent Palestinian state in 2014.

A third significant actor on the world stage is the collection of nations known as the Group of 120. The G-120 evolved out of the old G-77 group of developing nations who way back in 1964 organized around a common set of development needs and requirements. They are generally the have-not nations and they do not wield nearly as much power as Davos or even DEEN, but they are a player.

Profits and Principles

The world is not a safe place – in the U.S., in Paris, and even in Tokyo. The threat of terrorism has receded in recent years. Street crime, however, has been on the upswing since the world began treating poverty like some kind of social failure. This violence is particularly unsettling because it is random and often seems spontaneous.

As 2030 draws to a close, there is a startling dichotomy in how people in the United States feel about the future. There is a huge gap between the buoyant economic optimism of the top 10 percent and the desperation of the bottom 10 percent; but there is a continuing paranoia that reflects personal economic and physical insecurities.

Illustrative Challenges and Opportunities for the Coast Guard in Profits and Principles

Challenges	Opportunities
❑ Attracting and retaining people in a government agency, in the face of strong private sector competition for talent ❑ Attaining adequate funds in a wealthy world with reduced government appropriations ❑ Finding the right mission balance in a world in which everything is global	❑ Leverage Coast Guard history to establish a strong brand ❑ Partner with appropriate private sector entities ❑ Pursue non-traditional funding sources and revenue models

The *Evergreen 2007* Strategy Workshops

The entire purpose of the detailed scenarios above, of course, was to use them to forge robust strategies in the course of strategy workshops. In the case of *Evergreen 2007,* there were, in total, three scenario workshops.

Two were held in the spring; these were attended by junior-to-mid-grade officers, enlisted, and civilian personnel as well as several Coast Guard Auxiliarists. One objective was to acquaint these high-performing Coast Guard people with the scenario planning methodology and to institutionalize strategic thinking within the organization. The particular focus of these workshops was a review of the recently released U.S. Coast Guard Strategy for Maritime Safety, Security, and Stewardship, which had incorporated insights developed in *Evergreen 2003* and *Long View*. The concrete output of these workshops was a series of action items that would facilitate the execution of the CGS in light of the breadth of potential future changes to the Coast Guard's operating environment embodied by the *Evergreen 2007* set of scenarios.

The third strategy workshop, held in September 2007, was for senior strategic leaders of the Coast Guard: officers, enlisted, Auxiliarists, and civilian employees. Its goal was to produce strategies for the organization, along the lines of those produced by *Long View* and *Evergreen 2003*. The question addressed by each of the five scenario world teams was: given what we now know about the challenges and opportunities in this scenario world, and given what we know today about the Coast Guard's strengths and weaknesses, what does the Service need to begin doing right away to better position itself for future success?

On the final day of the workshop, the five scenario world teams presented their strategies to the entire 58-person workshop group. The bulk of that day was spent stress-testing all these scenario-specific strategies within each of the other four teams' scenarios, to determine which of all the strategies were "robust" or workable *across all five scenario futures*. Core team members and consultants captured key observations and comments so that all workshop strategies could be systematically evaluated and ranked in the next phase of the process.

Forging "Robust" Strategies

The September scenario workshop produced a total of 60 draft strategies. Over the course of the following weeks, the project Core Team dissected and evaluated each of the strategies, with critical commentary and guidance provided by Core Team members and others who had been present in workshop discussions.

Thirteen core strategies were proposed that would improve Coast Guard relevance and mission performance in a variety of potential futures. At the May 2008 Senior Executive Leadership Conference, the Core Team introduced these *Evergreen 2007* strategies to Coast Guard senior leaders, and engaged them in discussion of implementation issues. These strategies do not represent *all* that the Coast Guard should do to prepare for the future; however, they are strategies that have been stress-tested across a variety of future operating conditions and found to be valid across that broad array of potential conditions.

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The *Evergreen 2007* Strategies

Core Action Strategies[3]	Future States[4]
21st Century Partnerships – Seek out and institutionalize domestic and international partnerships with private, public, and non-profit stakeholders as an essential means of mission execution.	The Coast Guard values and uses partnerships as a critical element for executing its responsibilities. The service and its wide spectrum of partners routinely cooperate, through enduring relationships, to address common interests.
Advancing Global Maritime Governance – Execute international engagement to advance U.S. interests and build international capacity for effective maritime governance.	The U.S. Coast Guard has sufficient authorities, resources, and experience to conduct sustained international engagement in support of U.S. foreign policy. The Coast Guard is recognized domestically and globally as the vital U.S. ambassador for strengthening maritime regimes, domain awareness, and operational capabilities of international partners.
Maritime Policy Engagement – Shape the development, coordination, and implementation of U.S. and international policies that govern or influence the maritime domain.	The Coast Guard has the analytic capacity, policy-making competency, and experience to participate where necessary and lead where appropriate in shaping maritime policy. Policy development, coordination, and implementation are collaborative, strategic, and reflect the integrated contribution of our missions to policy execution.
Strategic Change Management – Manage continuous and accelerating change as a fundamental factor of mission performance, to improve service agility and close the gap between strategic intent and execution.	The Coast Guard has the competencies and the capacity to anticipate and quickly adapt itself to accelerating global change – across leadership cycles and without detracting from current operations.
Mission Portfolio Management – Manage Coast Guard missions as an integrated portfolio that optimizes the interrelationships between safety, security, and stewardship, improves operational agility, and manages risk to maximize total service delivery.	The Coast Guard's multi-mission character is central to the identity of its workforce. Its mission portfolio is widely valued by stakeholders as a mutually reinforcing set of authorities, resources, and capabilities that effectively manages risk and provides superior service to the public.
MDA 2.0 – Provide leadership for the development of an integrated global maritime domain awareness system where certified and validated information provides a comprehensive understanding of risk and enables effective mission execution.	Global maritime stakeholders use readily available, dynamic, and trusted knowledge to improve decision making, decrease decision time, and optimally employ resources.
Polar Mission Capacity – Develop policy and expand capacity to project U.S. sovereign maritime presence in the Arctic and to protect and advance U.S. interests in the Polar Regions.	The Coast Guard has the ability to adapt to the changing environment and increasing activity in the Polar Regions. It readily accomplishes its missions in the Arctic and Antarctic and is recognized as a leader in maritime polar operations and policy.

[3] Core Action Strategies: The organizational courses of action that proved to be effective in optimizing the Coast Guard's service to the nation across all the future operating environments described in the Evergreen scenarios. Implementation of these strategies is essential to preparing the Coast Guard to succeed in an uncertain future.

[4] Future States: The desired results of implementing the Core Action Strategies.

Core Action Strategies[3]	Future States[4]
Underwater Mission Development – Define the underwater responsibilities of the Coast Guard, build knowledge, and expand applicable Coast Guard missions into the underwater portion of the maritime domain.	The Coast Guard anticipates emerging technology and commercial applications in the underwater environment and has the needed authorities, capabilities, competencies, and partnerships to fulfill its safety, security, and stewardship roles.
The Best Team – Develop a dynamic human resources system that anticipates organizational needs and has the agility and flexibility to quickly provide the capacity and competencies required in a constantly changing environment.	The Coast Guard consistently fields a team whose competencies match the current and future needs of the organization.
The Right Skills – Provide each component of the workforce a tailored career-long continuum of education, training, and professional experience that is linked to strategic objectives and desired organizational competencies, and obtained from both inside and outside the Coast Guard.	Both required technical and specialty experts and strategic leaders are produced and valued. Personnel make career development choices that benefit both themselves and the organization. The service demonstrates commitment to professional education and development.
Intelligent Technology Acquisition – Employ a strategy-driven acquisition process that continually and systematically assesses and acquires new technology supporting integrated mission requirements.	The Coast Guard is able to rapidly identify and implement new technologies that provide the best value to support current and future mission needs.
Communications Excellence – Expand and professionalize a sophisticated, timely, internal and external communications capability that serves all stakeholders, supports mission execution, and shapes the strategic environment.	The Coast Guard's workforce embraces its culture, core values, and roles. The service cultivates a clear and consistent public understanding of its identity, multi-mission character, and the value it delivers. The Coast Guard's internal and external communications are open, honest, responsive, and effective.
A Green Coast Guard – Identify and mitigate the environmental impacts of Coast Guard activities, creating a "green Coast Guard" that is the example for environmental stewardship.	Coast Guard platforms, facilities, and activities are seen as environmentally friendly and the service reaps the benefits of reduced life-cycle costs and favorable public recognition.

Realizing the *Evergreen 2007* Strategies

Effective strategy execution requires a culture of strategic thinking. At the same time, sustaining a culture of strategic thinking and intent is predicated upon faithful and credible strategy execution. Addressing both of these simultaneously will be the major challenge in bringing the *Evergreen 2007* strategies to realization.

With each succeeding cycle of Evergreen, the essential goals remain the same, while the character of the work needed to achieve those goals changes radically. *Long View* was a tentative first attempt at long-term strategic thinking, with little connection to the decision-making machinery of the Service. *Evergreen 2003* was a broader-based effort to arrive at an integrated strategy for the Coast Guard; the friction it generated, and the initially limited uptake of its output, was as much a measure of its ambition as of any "organ rejection" by the organization to one, or a set, of new ideas.

Evergreen 2007, by contrast, was undertaken in an atmosphere of much greater acceptance. The Commandant and the senior leadership of the Service were forcefully supportive of the effort. Many of the Flag and senior executive corps had participated in at least one previous scenario workshop by *Evergreen 2007*, and others had been interviewed for one or more of the projects. Similarly, while no less ambitious than previous efforts, the draft results of *Evergreen 2007,* delivered in April of 2008, were met with acceptance and constructive engagement across the senior leadership of the Coast Guard. The precedent of *Long View*

and *Evergreen 2003* resulted in broad understanding and appreciation for the Evergreen process.

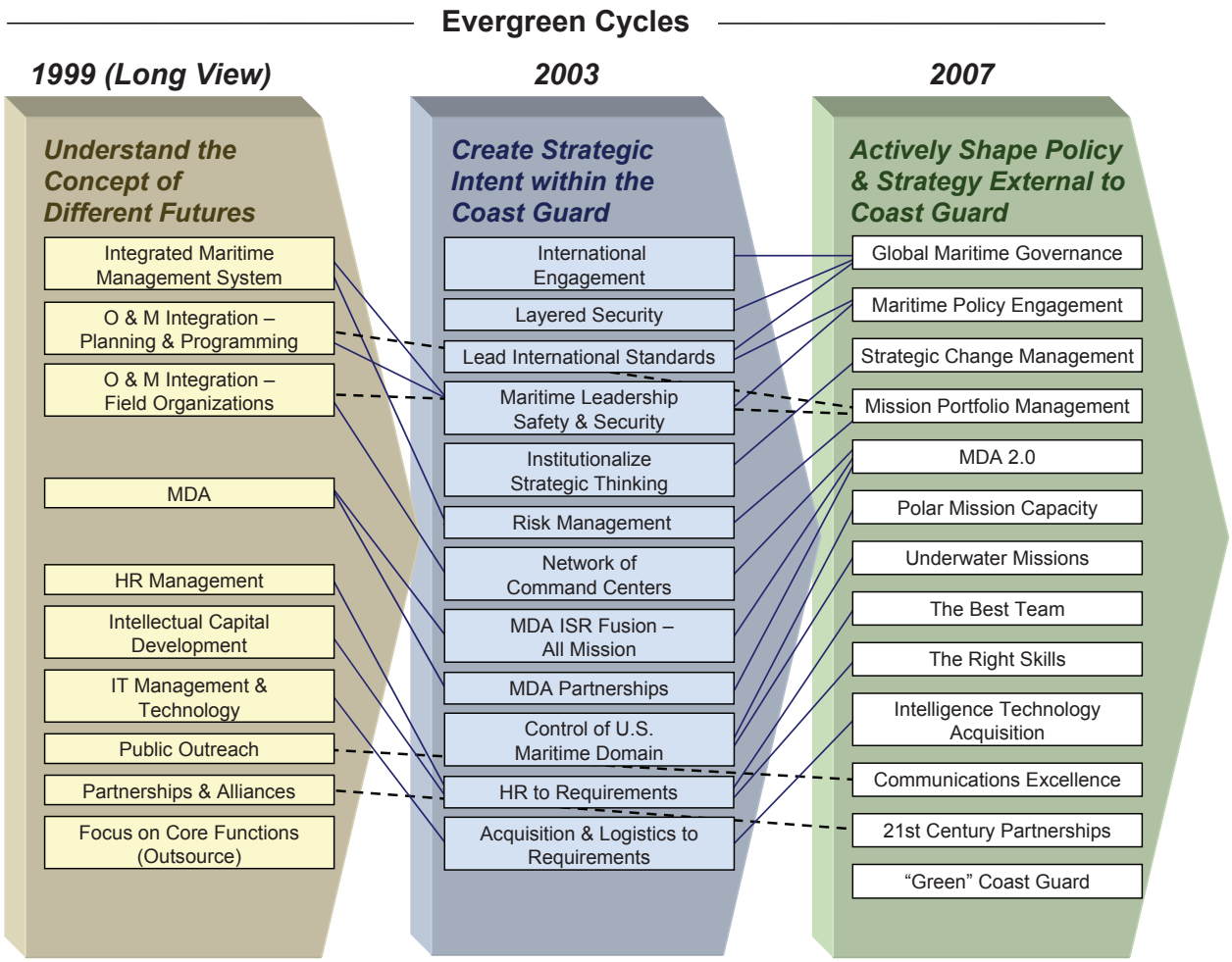
As the Service proceeds through the "cycle of strategic renewal," the effects of Evergreen will be felt in more obvious, formal, and dramatic ways.

Evolution of Coast Guard Strategy Development

In any mature organization, repeated cycles of ground-up strategy development can be expected to return to certain constant themes, as well as to produce entirely new strategic concepts in response to anticipated change. The three Evergreen cycles since 1999 have identified several repeated themes among core action strategies from different cycles. Some of these appear in all three cycles, refining long-standing strategic concepts, evidence that Evergreen has yielded a fundamentally solid, if evolving, strategic core for the Service, rather than a disjointed series of unconnected approaches. Others have skipped a cycle only to appear again in the next. Still others, truly novel, have emerged within a cycle with no linkage to earlier concepts.

The figure below shows these linkages and the evolution of Evergreen strategy development over time.

The Evolution of Evergreen Strategy Development



III. Institutionalizing the Evergreen Process

Building Strategic Intent

The Evergreen process is the result of almost two decades of Coast Guard work with scenario-based strategy development, incorporating the insights and experience of more than 400 officers, senior enlisted personnel, civilians, and contractors. The scenario planning technique has been adapted to fit Coast Guard needs, and the strategies that have emerged from the process have been shown by subsequent events to be both appropriate and resilient. An emerging doctrine of Coast Guard strategy development, based on Evergreen, will provide the foundation for a service that acts with strategic intent and is truly prepared for all eventualities.

Acting with strategic intent – what does that mean to the Coast Guard?

Strategic intent consists of:

- Adopting a *systems* view of the Coast Guard and its stakeholders
- Focusing on *intent* rather than mere response to external events
- Thinking *across time*
- Creating and testing *hypotheses*
- Being *intelligently opportunistic*.

Strategic intent means that the Service knows where it is going, as well as where it has been. It means that strategies are accompanied by a "vision of success" – clear pictures of what the Service looks like if the strategies succeed. It means that near-term decisions are made within a framework that includes long-term goals and aspirations.

Just how does this work in practice? If there are three different ways to solve a near-term requirement, then the solution chosen is the one that most closely reflects Evergreen strategies. Acting with strategic intent means that the budget and planning process represents both strategic priorities and near-term exigencies. Critically, it means that strategy shapes the budget, not the other way around.

The Elements of Strategic Renewal

How is strategic intent inculcated within the Service?

First, the Evergreen cycle of strategic renewal is made a formal part of the Commandant's command cycle. Acting with strategic intent is thus interwoven into the Commandants' tenures.

Second, while long-range strategy fixes the Service's navigation point, the operational realities of the current setting are not ignored. Contingency strategies, with trigger events and trends, are established along with constant scanning and updating activities. Changes in current events may suggest that a contingent strategy now be considered for inclusion in the formal set of core "robust" strategies. Thus the process remains "evergreen" in both the strategic and operational sense.

Third, and arguably most important in the long run, Evergreen scenario planning informs budgeting and planning, management practices, and the education and training systems of the Coast Guard. This means that Evergreen strategies contribute to resource allocation decisions. It means that Evergreen scenario planning is introduced or taught at all appropriate levels of military and civilian education and training. Further, it means that the Evergreen process and resultant strategies are used as a strategy development module of the Coast Guard performance assessment and improvement system. Importantly, it also means that Evergreen knowledge and process are aggressively shared with other U.S. government partners and stakeholders.

Fourth, the Evergreen process is used as a framework for *ad hoc* decisions that require a long-term and strategic perspective. The Evergreen process provides a tool for "futures due diligence" as critical decisions are made. For example, Evergreen is used to bridge the inevitable gap between longer-term support and logistics decisions and the exigencies of mission planning, by using the scenarios as a framework for coordinated operational and support planning.

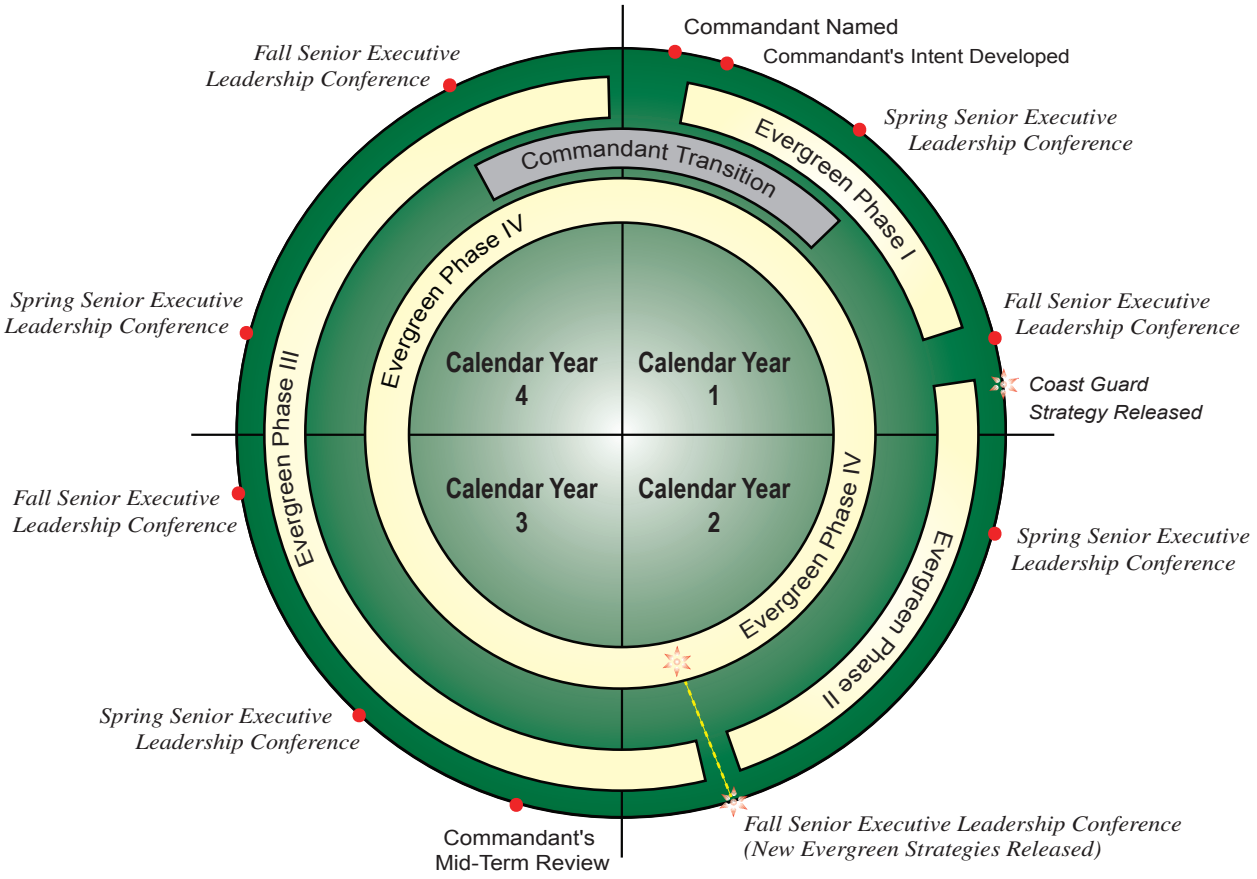
The Cycle of Strategic Renewal

The Evergreen process is designed to support the Commandant's four-year command cycle. A new Commandant inherits the strategic planning and budgeting legacy of his or her predecessor. During the Commandant's first two years, he or she can only affect many Coast Guard budget issues on the margins. The Evergreen process acknowledges that reality of government service. The first year of a Commandant's tenure (June to June) begins with an in-depth reassessment of the strategic context of the Coast Guard, an evaluation of new strategic priorities, a synthesis of previous strategic initiatives with the new priorities, and early implementation initiatives.

This process does not assume significant changes in strategic priorities at the transition of Commandants. But within each new command tenure, the process always begins with a clean strategic slate as a form of risk management – nothing critical should be assumed or overlooked. The Evergreen process operates under the assumption of continuity. However, it also operates under the belief that few things are more damaging to an organization than strategy based upon either momentum ("we have always done it this way") or the tyranny of the present ("today's trends and issues should drive our strategic thinking").

Evergreen's success in fostering strategic intent and ensuring strategic alignment across leadership transition relies on its cycle of strategic renewal and alignment with the Commandant's tenure. The cycle of strategic renewal proceeds through the Commandant's tenure, contributing to key processes and events. This continuous cycle is depicted below, along with definitions of its key phases and events.

The Coast Guard Cycle of Strategic Renewal



Commandant's Intent

The Coast Guard strategic cycle begins with the development of the incoming Commandant's Intent. Historically, the Commandant's Intent has taken various forms, from a single "Commandant's Direction" to a series of Action Orders. Regardless of form, it is the personal statement of critical priorities and management agenda items that the incoming Commandant intends to pursue during the next four years. It is not usually intended to be a list of strategies, though its priorities certainly have strategic impact. These items form the core of the Commandant's initial management agenda. The sources of the Commandant's Intent include personal experiences, priorities, and goals; recognized management challenges; the strategic and operational context of the Coast Guard; and broader Department of Homeland Security challenges and priorities. Evergreen complements the Commandant's Intent well, since it provides the new Commandant with an analysis of the broader strategic context within which he or she will have to lead.

The Coast Guard Strategy

In 2006, the Evergreen process supported a new tool for the Commandant to forge and align strategic intent, the Coast Guard Strategy. While still evolving in form, the Coast Guard Strategy establishes enterprise-wide "strategic rudder commands" for the Coast Guard over the next four years. More nationally and globally strategic than the Commandant's Intent, the Coast Guard Strategy sets the course of the service during the command tenure of the Commandant. The sources of the strategy are national policy directives, the strategy of the Department of Homeland Security, the enduring missions of the Service, operational lessons learned, the Commandant's personal experience and goals, and most critically the previous Evergreen strategies. The core strategies of *Evergreen 2003* played a particularly influential role in the Coast Guard Strategy published in early 2007.

Core Team

This is the internal scenario team, typically working with a specialty consulting firm. The Core Team is 8 to 12 people including civilians, Auxiliarists, senior enlisted personnel, and officers ranging from O4 to O6. They contribute to every stage of the Evergreen process.

Coast Guard Leadership Council

All Coast Guard Admirals (4-star) and Vice Admirals (3-star), the Coast Guard Auxiliary National Commodore, the Master Chief Petty Officer of the Coast Guard, and one appointed Senior Executive Service (SES) member.

Evergreen Phase I: Scenario Development

- Select Evergreen Core Team
- Evaluate previous Evergreen scenarios for continued relevance (Core Team)
- Develop new scenarios or update/customize scenarios from another source (Core Team)
- Compile a list of mission drivers from research and interviews (Core Team)
- Develop the dimensions that form the boundaries of the planning space (Core Team)
- Select the scenarios (Leadership Council)
- Develop the scenarios (Core Team)

Evergreen Phase II: Internal Core Strategy Development

- Set strategy workshop goals (Core Team and Leadership Council)
- Design strategy workshop (Core Team)
- Conduct strategy workshop(s) (Core Team, Leadership Council, officers, senior civilians, and senior enlisted personnel)
- Synthesize core strategies (Core Team)
- Perform a continuity analysis and a risk analysis (Core Team)
- Accept Strategies (the Leadership Council, the Executive Leadership)

Evergreen strategy workshops are used to consider new missions, to test various implementation approaches to previously selected strategies, and to devise new strategic priorities for the Service. Workshops may include any combination of Coast Guard Auxiliarists, civilian employees, enlisted personnel, and officers. The workshops use the scenarios to provide a lens on the future, but they also take serious input from current policy issues, national policy directives, and stakeholder future needs and insights.

Output from the Evergreen strategy workshops influence:

- National policy
- Service goals and priorities
- Missions
- Business processes
- Commandant's Intent
- Coast Guard Strategy

Evergreen Phase III: Stakeholder Insights Collection, Contingent Strategy Development, and Trigger Event Analysis

- Collect stakeholder insights (Core Team)
- Develop contingency strategies and trigger events (Core Team)
- Initiate trend and issues research (Core Team)

While the ultimate customer of the Coast Guard is the American taxpayer, the multi-mission nature of the Service means that it has numerous and important stakeholders. These stakeholders range from the vast array of commercial maritime industries and Port Authorities, to state and local governments, international bodies and other departments and agencies of the federal government. Scenario-based strategy workshops (usually in abbreviated form) are excellent vehicles for eliciting futures-oriented insights and suggestions from this complex stakeholder community. Because of the Coast Guard's wide range of stakeholders, these workshops may be pursued at multiple points within the Evergreen cycle. Their position in Phase III is intended to build a foundation of strategic insight that will support the next Evergreen cycle, particularly the scenario development. However, since the results of these workshops are important inputs into the internal strategy refinement, there is an effort to time the stakeholder workshops so that the insights can impact internal strategy deliberations as well.

Evergreen Phase IV: Strategy Implementation and Embedding Strategic Intent

- Perform gap analysis between current state and strategies (Leadership Council, Core Team, and all appropriate offices and programs across the Service)
- Develop strategy implementation initiatives (Leadership Council, Core Team, and all appropriate offices and programs across the Service)
- Develop implementation roadmaps (Leadership Council, Core Team, and all appropriate offices and programs across the Service)
- Assign responsibilities (Leadership Council)
- Coordinate with the budget and planning office (Leadership Council and all appropriate offices and programs across the Service)
- Coordinate activities with the Office of Performance Management and Decision Support, the Chief Knowledge Officer, and all appropriate offices and programs across the Service

The fourth phase of the Evergreen cycle drives strategies to action. As represented in the Cycle of Strategic Renewal, this phase is a continuous effort. The durations of implementation efforts are dependent upon the complexities of the strategies. Further, some strategies may require implementation support that persists beyond one Evergreen cycle.

The Coast Guard has discovered that acting with strategic intent requires that it consider all the impact points at which Evergreen-like thinking would bring strategic insight and long-lasting value to the Service. However, only a few of these impact points are predictable in advance. As categories, "strategic intent activities" have no set time phase and include:

- Strategic Communications
- Activities at the Academies and training centers
- Inter-agency planning
- Decision support for critical investment decisions
- National emergencies
- Business and human resource processes

Commandant's Mid-Term Review

The Mid-Term Review serves as the Commandant's review of his first two years and course corrections for the balance of his or her term. This review may result in a re-issuance or adjustment of the Commandant's Intent.

Senior Executive Leadership Conference

The semi-annual meeting of all flag officers and senior executives in the Coast Guard.

Next Steps: Establishing Evergreen within the Coast Guard

Making Evergreen a defining part of the Coast Guard way of doing business is the final phase of the process, and arguably the most important. The mere development of plans on paper will not accomplish this goal, nor will a scenario planning process confined to a limited number of officers or Headquarters planning units.

Critical actions to ingrain Evergreen in Coast Guard culture are driven by five key reinforcing principles:

• Decision-making processes up and down the organization are driven by a common and coherent understanding of long-term Coast Guard strategic priorities – strategic intent.

• A clear and unambiguous process to translate strategy into priorities and actions is put in place, in order to institutionalize the process by which Evergreen can be a self-renewing strategy development cycle.

• A culture of strategic awareness evolves that touches all Coast Guard personnel and takes *Semper Paratus* to the next level, beyond response, to enable superior awareness and anticipation.

• Rigorous and continuous tracking of external conditions contributes to reevaluation of strategic direction in light of these inevitable and potentially destabilizing changes.

• Evergreen awareness and learning are proactively shared throughout the Department of Homeland Security and among all other stakeholders, locally, nationally, and globally.

On a more individual level, the goal of Evergreen cannot simply be to change processes, or even to develop strategies. The broader and perhaps far more important aim of the effort is to change how people think – to develop strategic thinking as a matter of cultural habit in Coast Guard men and women. This includes:

• an ability to think of problems in terms of integrated systems, rather than in isolation or in a mechanical or linear fashion;

• an ability to think not just by reference to the past, but with anticipation of what the future might bring;

• an ability to think outside the Coast Guard, in terms of partnerships;

• an ability to think not just in terms of the necessary optimization of operational subroutines or unit performance, but beyond that to a holistic appreciation of the requirements for sustained organizational excellence across the entire Service.

One of the most difficult challenges facing the Service as it tries to instill strategic intent in its people arises from its very multi-mission nature. The Coast Guard must be highly efficient and effective at a large variety of tasks. That has forced a certain level of specialization onto the Service, which has historically led to a natural pride in the particular specialty to which one has often devoted one's career. Pride in a specialty, much like pride in a military service branch, leads to group loyalties and specialized focus that sometimes can get in the way of what is best for the Service – and the nation – as a whole.

Evergreen is all about finding the common strategic objectives that bind the Service together, despite apparent division and incompatibility. Evergreen's success depends on embedding overarching strategic vision while maintaining flexibility to adapt to changing conditions. There are any number of "impact points" where Evergreen can be instrumental in improving decision-making throughout the Service.

"Impact Points"

There are decisions and actions within the Coast Guard with obvious strategic implications. Such decisions might involve large acquisitions of assets with a

long useful life like a Coast Guard National Security Cutter; a Commander's formulation of Intent upon a change of command; a set of decisions facing the Coast Guard Leadership Council; or selection panels for command. Some of these decisions have "long tails" that commit the Coast Guard to a specific strategic path for a long time period.

Meanwhile, there may be other strategic decisions that, on the surface of day-to-day operations, have less obvious strategic implications; for some of them, the trade-off between the available options may not be very apparent. But some of these day-to-day seemingly "coin flip" decisions may in fact be significant "impact points" on other parts of the organization, on the future of the Coast Guard, or both. For example, the Service regularly faces decisions regarding the assignment of liaison officers. In the absence of strategic intent, assignments may be made merely on the basis of "what has always been done." However, when this same decision is informed by organizational strategic intent, the number and types of candidates as well as the location of the assignments are all informed by a shared organizational vision of where the Service ought to be headed and how it intends to get there.

Beyond this, there may be decisions or activities that are carried out with dedicated precision and care that still fall short of serving the full interests of the Coast Guard's strategic vision. This shortfall does not necessarily represent a fault of Coast Guard personnel at any point in time, but rather an opportunity cost of the lack of shared organizational strategic intent. For instance, the setting of specifications for a future Coast Guard vessel might be stringently set to accommodate only the Coast Guard personnel required to effectively and efficiently operate the vessel in conducting the traditional Coast Guard missions. On the surface this can only be regarded as good stewardship of citizens' tax dollars. But these specifications may not provide for emerging needs (e.g., a need for the Coast Guard to conduct joint training and exercises with allies). This might dictate a requirement for additional vessel capacity to accommodate small cadres of "ship riders." Awareness of this intent might allow a specific vessel design to provide more utility to the Coast Guard in the future.

A full list of "impact points" throughout the Coast Guard – an organization with a complex mission set and tightly interdependent organizational components – is likely to be quite lengthy, but other examples might include, for example:

- Is the allocation of graduate school training allowance billets aligned with skill sets required of future Coast Guard leadership?

- Are decisions to defer maintenance on aged or legacy assets negatively affecting downstream mission execution?

- Do performance requirements for capital assets lead to undesirable reliance on potentially scarce resources during the useful life of the assets?

- Will decisions to reduce current capabilities limit future mission execution?

- Does the development of highly specialized assets and programs limit the Service's agility and flexibility in the future?

- Do current specialty training and qualification standards prepare members for anticipated future work?

It is important for personnel at all levels of the Coast Guard to develop a broad awareness of how their decisions and actions may affect other parts of the organization and the Coast Guard's ability to accomplish its entire mission set. Additionally, it is important for personnel to understand how decisions and actions might have long-term implications for the Coast Guard that will either position the Service well for the future, or result in unintended negative consequences. Understanding the organization's strategy empowers personnel to make smarter decisions and deliver value that is appreciated across the organization and is also more likely to be aligned with the Coast Guard's future.

Evergreen can be said to have successfully instilled strategic intent within the organization if, even when suddenly thrown into emergencies and "fire drills," leaders throughout the organization explicitly consider the broader, future-oriented strategic context while responding. The only way to ensure that this will happen is to inject "Evergreen thinking" into

training and education from accession throughout the careers of all Coast Guard leaders.

Use of Contingent Strategies to Instill Strategic Intent

"Contingent strategies" are those strategies that are only effective – or acceptable – under certain future conditions. This is in contrast to the 13 "robust" *Evergreen 2007* strategies that were judged likely to be effective under a broad range of future conditions.

Since some of these contingent strategies are not simply effective, but absolutely necessary, under certain plausible future conditions, the Coast Guard will take actions to ensure that it identifies contingent strategies and recognizes what emerging conditions will require execution of each contingent strategy. Fortunately, the steps needed to ensure that the strategies are put in place at the right time will also serve to involve a broader group of Coast Guard personnel in the Evergreen process.

Those steps are as follows:

- Identify leading indicators that would indicate that a contingent strategy must be executed.
- Set up and operate a monitoring system to keep track of leading indicators and provide early warning.
- Establish mechanisms to ensure that the results of monitoring are made part of decision-making processes at appropriate leadership levels.

Since contingent strategies can range from global and all-embracing to local and focused, their proper treatment will inevitably involve many different levels and types of Coast Guard personnel. Personnel will be oriented in the broader Evergreen process when they are tapped for involvement. This will ensure that they understand their vital role in carrying out the strategic objectives of the Service as a whole.

Broader External Events Monitoring and Internal Communication

The essence of strategy is combining an awareness of the operating environment with an ability to communicate strategic direction throughout the organization. Evergreen, in order to succeed, requires constant scanning and communication.

Aside from the more focused monitoring of indicators linked to specific strategies, a more general approach of using the scenarios to scan the news will benefit the Coast Guard. Participants in all three of the Coast Guard's scenario-based planning projects developed an informal network of future-oriented thinkers. Their identification with the "scenario worlds" that they "inhabited" during their projects, and their knowledge of some of the other "worlds," give them a ready framework with which to analyze the news. They often bring to the attention of their colleagues news items that would otherwise go unnoticed: an epidemic of drug-resistant TB in Russian prisons, say, or increased volcanic activity around the Ring of Fire, or an increase in the popularity of gated communities.

This informal "prairie fire" of interest in the future has altered and enriched the way these people apprehend the news, their world, and the future of the Coast Guard. By overlaying a bit of structure and technology on this natural offshoot of the Evergreen process, an interactive website or "blog" for recording these observations and insights, the Coast Guard can multiply the positive impact of Evergreen, involve more and more people in the ongoing strategic dialogue, and invest them in the never-ending process of strategic renewal.

Regular updates are also issued by the Office of Strategic Analysis to keep leadership and Service members aware of the latest Evergreen activities and to enhance the knowledge of the Evergreen process and output across the Service.

The Interface between Evergreen and the Budgeting Process

Perhaps no element of the institutionalization of Evergreen is more critical than linking the Evergreen process into budgetary decisions, for both the increment and the base. Evergreen input will continue to inform the budget process; Evergreen strategies will be translated into terms that staff and operational leaders can use; the risk management/due diligence function of Evergreen will be emphasized; and allocation of funds will be consistent with the strategic objectives of the organization as a whole, as expressed by the Evergreen process.

The budget process has evolved to include Evergreen both directly and indirectly. At the outset of the process, the Office of Budget and Programs issues strategy and budget guidance "themes," each with dollar limits that reflect prevailing overall budget constraints. The Department's official strategy and Evergreen are inputs at this stage, to assure that the themes contribute to the strategic direction of the Coast Guard. Later, when individual resource proposals are submitted, Project Evergreen and the Coast Guard Strategy are used explicitly to justify requests by showing that expenditures will support specific strategies.

This cannot be a one-way interaction, with budget processes and people bending to Evergreen norms. The output of Evergreen will be translated into terms that make sense from a budgetary perspective. Where possible, the budgetary impacts of strategies and contingencies identified in the course of the Evergreen process will be quantified. To achieve this, intensive interaction between budgeting and strategy units, including prominent representation of budget personnel in the Evergreen process and close interaction of Evergreen process people at the front end of the budget cycle, will continue to be the norm.

Management and Performance Evaluation

For Evergreen to succeed, it must become a central feature of the management framework of the Service. Evergreen concepts and strategies should be part of the Coast Guard performance evaluation process. Organizational Performance Consultants help units to evaluate their performance and provide assistance in performance improvement efforts. Performance evaluation efforts can be used to ensure alignment with Evergreen and other organizational strategies.

Education

It is critical to refresh the cadre of people in the Coast Guard who are trained to think strategically and who understand the Evergreen cycle. The Evergreen process and scenario planning will be introduced or taught at all appropriate levels of enlisted, civilian, and officer education and training. The Coast Guard Academy, OCS, Chief Petty Officers' Academy, and the Leadership Development Center will be fruitful venues for Evergreen training and awareness activities.

It is crucial that the future leadership be grounded in the logic of Evergreen, be fully apprised of the Evergreen strategies and how they were developed, and accustom themselves to thinking with strategic intent. A segment on Evergreen, and the scenario planning process, can be inserted into the Academy and other leadership curricula either in a course format or as Spotlight Lectures. The Leadership Development Center is a logical place to center these activities.

It is also vital that future Evergreen strategy exercises include emerging leadership in separate scenario workshops as a check on, and complement to, the strategic ideas of the senior leadership. The experience of *Long View*, in which a workshop at the Academy was included, demonstrated the value of getting a look at strategy through the eyes of people who will have to live with the long-term decisions of current leadership, and whose youth provides both diversity and fresh perspectives.

Outreach: Field, DHS, Broader Government, Congress, the Public

All good ideas, needless to say, do not emerge from Coast Guard Headquarters. It is important that Evergreen extend its reach to the field, perhaps to some Districts. This is already occurring during the annual budgeting process. It eventually will be embedded in the thinking process of leaders at all levels of the organization.

The Coast Guard will also fulfill its duty as a good departmental citizen through continued outreach upwards to DHS management and, to the extent possible and appropriate, use of Evergreen output and process to enhance DHS strategy, budget, and decision processes.

Beyond this, Evergreen is a vitally important part of the Coast Guard's never-ending effort to provide the greatest possible service to the American public as efficiently as possible. Evergreen allows the Service to avoid future hazards and grasp future opportunities. But it is not enough for the Service to understand the value of Evergreen. For Evergreen to succeed, the Coast Guard must make certain that its constituencies – departmental, Congressional, and the general public – understand what it is, why it is so important, and how it can serve their needs as well.

As an example, Evergreen has already helped the Chief of Naval Operation's Strategic Studies Group at the Naval War College, which used the *Evergreen 2003* and *2007* scenarios to good effect to help their participants think more expansively about the future. The Strategy division of the Joint Chiefs of Staff (JCS/J-5) of the Department of Defense has also used the Project Horizon scenarios, the basis of *Evergreen 2007*, for its own planning purposes, with Coast Guard participation. And Project Horizon itself benefited greatly from experienced Coast Guard representation in both its scenario development and workshop stages. The Service has become a trusted repository of scenario planning expertise not only across the military, but also across civilian agencies and departments of government, and through civilian participation in planning projects, even across the private sector. In fact, Evergreen Stakeholders workshops have become an integral part of the Evergreen cycle.

The Coast Guard's constituencies should know that Evergreen is a necessary, cutting-edge risk management and due-diligence activity that is consistent with the Government Performance and Results Act, and a superb mechanism for avoiding expensive failures of imagination. The Coast Guard has a particular duty to articulate how its current efforts are going to prepare for the relatively distant future, because its current acquisitions will often be in use three or four decades down the line. Evergreen is a process that better ensures that Coast Guard acquisitions are going to be capable of fulfilling vital national needs in that distant future. Regular adjustment to the Evergreen scenarios and strategies, on a schedule corresponding to the tenure of the Commandant and top leadership, is the best way to guarantee that these vital acquisitions are wise ones.

Finally, outreach to the general public via communications and continuing two-way dialogue will always be a critical way for the Coast Guard to accomplish its duties. That is as true of Evergreen as of any other Coast Guard initiative. Regular communication with the public will be an integral part of the Evergreen process as the Coast Guard moves forward.

At the beginning of this book, we described the Coast Guard as an evolving entity whose story is still being written. History teaches us that the future will not allow the Service to sit still. The Coast Guard's success truly rests on its ability to effectively anticipate and plan for the challenges and opportunities the world will thrust upon it. This is the Evergreen imperative. It is up to the men and women of the Coast Guard to "rewrite" the Coast Guard story. We eagerly look forward to reading that story, all over the world, in their decisions and actions over the coming critical years. *Semper Paratus.*

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IV. Appendices

Appendix A: Selected Materials from *Long View* (1999)

For *Long View*, four dimensions were identified:

- Role of Federal Government (Substantial or Limited)
- U.S. Economic Vitality (Strong or Weak)
- Threats to U.S. Society (High or Low)
- Demand for Maritime Services (High or Low)

Combining and varying these dimensions in their extreme states generated 16 possible combinations – 16 discrete scenarios. The project team tentatively named and sketched out plausible stories for each of these candidate scenarios as follows:

Long View Scenario Space

	Role of Federal Government	U.S. Economic Vitality	Threats to U.S. Society	Demand for Maritime Services	Name
1	Substantial	Strong	High	High	
2	**Substantial**	**Strong**	**High**	**Low**	**"Pan-American Highway"**
3	**Substantial**	**Strong**	**Low**	**High**	**"Pax Americana"**
4	Substantial	Strong	Low	Low	
5	**Substantial**	**Weak**	**High**	**High**	**"Taking on Water"**
6	Substantial	Weak	High	Low	
7	Substantial	Weak	Low	High	
8	Substantial	Weak	Low	Low	
9	Limited	Strong	High	High	
10	Limited	Strong	High	Low	
11	Limited	Strong	Low	High	
12	**Limited**	**Strong**	**Low**	**Low**	**"Planet Enterprise"**
13	**Limited**	**Weak**	**High**	**High**	**"Balkanized America"**
14	Limited	Weak	High	Low	
15	Limited	Weak	Low	High	
16	Limited	Weak	Low	Low	

Summaries of the *Long View* Scenarios

The following are brief summaries of the planning scenarios used for *Long View*. The actual scenarios contain far richer detail, approximately 50 pages per scenario.

Balkanized America: The world is troubled by regional and ethnic conflicts. Terrorism strikes frequently and increasingly close to home. The U.S. involves itself only in international forums that serve its narrow, parochial interests. The scope of federal government activity has been scaled back to mostly essential economic and security roles. At the same time, regional, state and local governments have inherited broad policy and regulatory responsibilities, including environmental protection, previously controlled by Washington. The U.S. economy is lethargic, though certain sectors and geographical regions are strong.

Pan-American Highway: Large regional trade blocs have coalesced around two currencies: the dollar (in the Americas) and the euro (in Europe and neighboring nations). Inter-American trade and commerce is booming. Asia in particular was mired in a deep slump for most of the first decade of the new century after the devaluation of the yuan in China. A grab for Vladivostok by China caused a four-way military stalemate in the Northwest Pacific between China and the U.S., Russia, and Japan. In response to crises and ongoing tension in Asia and the Americas, the U.S. has reallocated its military presence: the Navy to the Northwest Pacific, to monitor a shaky peace; and the Army to the Americas, with hemispheric defense its primary mission.

Pax Americana: Over the past 20 years, the world has suffered economic catastrophe, social and political instability, and regional wars. For the U.S., it was a difficult period that shattered our arrogance and gave us a taste of real vulnerability. The U.S. of 2020, having suffered 125,000 civilian and military casualties, is a very different country from the one that entered the new millennium. Outside the U.S., there are sporadic incidents of terrorism perpetrated by extremist groups. The U.S. spends heavily on anti-terror programs.

Planet Enterprise: Transnational corporate behemoths have vastly increased their power in a fast-paced, prosperous world. They have successfully pitted national governments against one another in order to force down the general level of regulation and government intervention, and to ensure permeability of borders and free trade. The threat of general war or serious terrorism is perceived to be at an all-time low, because of dramatically heightened U.S. military and surveillance superiority and commitment to the "world economic order."

Taking on Water: The world economy is strong and stable, with the exception of the U.S. and Latin America. Europe and the Pacific Rim have embraced free market reform, while the U.S. is muddling through with stagnant economic growth and heavy social burdens related to an aging population. A stagnant economy and ever-ballooning entitlements have caused heavy and persistent federal budgetary pressures. High levels of environmental deterioration, spread unevenly across the globe, affect economic stability, but little is done in response. Economically displaced persons from the Caribbean and Latin America are flooding into the U.S., legally and illegally, in record numbers.

Long View Strategies

The *Long View* strategies were:

1. **Take a leadership role in defining and developing an integrated maritime management system.**
2. **Shift from a program-focused approach to mission planning and execution to an integrated cross-programmatic approach that better serves the nation.**
3. **Institute a geographically based unified command structure that can plan and execute diverse missions simultaneously.**
4. **Acquire full maritime domain awareness.**
5. **Identify, prioritize, and energize strategic partnerships and alliances in line with organizational needs and emerging mission requirements.**
6. **Develop a flexible, dynamic human resources system that provides the capabilities essential for complex, diverse, and multi-mission operations and management.**
7. **Acquire or cultivate the ability to manage information, create knowledge, design effective business processes, use decision support tools, optimize resources, and manage risks in order to create and balance successful mission outcomes.**
8. **Develop a philosophy of information management and an information technology acquisition approach that leverages the best capabilities of the marketplace and the best practices of successful agencies and firms, and seek wherever possible to purchase the best systems the market has to offer rather than develop systems in house.**
9. **Maintain critical focus on core Coast Guard missions by outsourcing non-core functions where justified by analyses of all costs and benefits.**
10. **Cultivate and manage a clear and commanding public image of the Coast Guard's identity, missions, and the value the service delivers to U.S. citizens in the performance of its missions.**

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Appendix B: Selected Materials from *Evergreen 2003*

For *Evergreen 2003*, four dimensions were identified:

- Rate of Globalization (Increasing or Decreasing)
- Public Perception of Threat to Security and Quality of Life (High or Low)
- U.S. Concept of Sovereignty (Traditional or Expansive)
- U.S. Economy (Strong or Weak)

Combining and varying these dimensions in their extreme states generated 16 possible combinations – 16 discrete scenarios. The project team tentatively named and sketched out plausible stories for each of these candidate scenarios as follows:

Evergreen 2003 Scenario Space

	Rate of Globalization	Public Perception of Threat to Security and Quality of Life	U.S. Concept of Sovereignty	U.S. Economy Strength	Name
1	Increasing	High	Traditional	Strong	
2	Increasing	High	Traditional	Weak	
3	Increasing	High	Expansive	Strong	
4	**Increasing**	**High**	**Expansive**	**Weak**	**"Forever War"**
5	Increasing	Low	Traditional	Strong	
6	**Increasing**	**Low**	**Traditional**	**Weak**	**"Left Behind"**
7	**Increasing**	**Low**	**Expansive**	**Strong**	**"Rising Tide"**
8	Increasing	Low	Expansive	Weak	
9	**Decreasing**	**High**	**Traditional**	**Strong**	**"Fortress Americas"**
10	Decreasing	High	Traditional	Weak	
11	Decreasing	High	Expansive	Strong	
12	**Decreasing**	**High**	**Expansive**	**Weak**	**"Code Quebec"**
13	Decreasing	Low	Traditional	Strong	
14	Decreasing	Low	Traditional	Weak	
15	Decreasing	Low	Expansive	Strong	
16	Decreasing	Low	Expansive	Weak	

Summaries of the *Evergreen 2003* Scenarios

The following are brief summaries of the planning scenarios used for *Evergreen 2003*. The actual scenarios contain far richer detail, approximately 50 pages per scenario.

Rising Tide: A new spirit of multilateral cooperation has clearly taken hold in the world. This comes at a critically important moment as world leaders struggle with the downside of rapid world growth and rising prosperity: the threat of large-scale ecological disaster. The global economy is finally on a development path that is benefitting all but the most remote and disconnected countries. Greater political freedom and economic opportunity have undermined terrorism and extremist politics. But this is clearly not Shangri-la. This connected, globally minded world is not without profound challenges. Severe weather events occur with disturbing frequency, climates are shifting, and sea levels are rising. All of this is pointing to an environment that is rebelling under continued abuse, and possibly teetering on disaster. The large number of aged is severely straining many countries' national retirement and medical programs. And there are serious social challenges, some associated with continued advances in technology.

Forever War: If not our worst nightmare, life in 2025 certainly has become a bad dream. The United States is a nation stretched thin. For the past 15 years, our armed forces have been engaged in combat across the globe against myriad enemies who strike with weapons of global terror at the U.S., its citizens, and its allies. Our economy is stretched thin under a staggering debt leading to worrisome unemployment and a sense of personal economic vulnerability. Our non-security infrastructure is in patch-and-repair condition, while our schools and social services do more with less every day. The domestic political scene is now made up of intergenerational tensions and dozens of competing political groups whose style is bitter, in-your-face, and uncompromising. But the global economy is moderately strong. Globalization and world trade are based on the tripod of American security guarantees, Asian economic growth, and e-based economic structures.

Fortress Americas: Terror attacks in 2008 and 2009[5] on two maritime targets raised our national paranoia to a new level. Initial harsh measures gave way to a focus on securing our borders rather than hunting down terrorists abroad. Invasion of privacy is pervasive, but terrorism has not been ended. Chinese manufacturing became unreliable for a while after 2012 due to internal unrest, and some of its customers began to look for alternative sources of cheap manufacture. The U.S., historically the leading proponent of globalization, has precipitated a global trend toward regionalization. The Free Trade Association of the Americas – the FTAA – was born in 2014, and is already showing signs of success that many believed would take 20 to 30 years. The United States economy now seems to be entering the most buoyant period since the "go-go" days of the 1990s. It still has an enormous debt, but this year (2025) promises to provide the first budget surplus in the past quarter-century. The U.S. is once again the technology engine for the rest of the world and large, research-driven organizations are ramping up their hiring. In addition, a new energy technology promises to eventually break long-term dependence on foreign oil.

Code Quebec: In 2025, the world has suffered through outbreaks of infectious disease that have killed millions. World trade is staggering back to its feet, under super-strict health regulations and certification procedures. The worst effects of a first global pandemic were dodged by richer nations in the mid-2000s. But a "second wave" of infection hit the United States, in particular, extremely hard, with xenophobia now turned against fellow citizens. Towns "battened down the hatches," unfamiliar faces became most unwelcome, and yet at the same time local and neighborhood solidarity also increased. "Living in the bubble" became the only way most people could feel safe. The United States government, under constant pressure from its beleaguered citizenry to revert to isolationism, has decided that its best chance of avoiding further outbreaks is to "push the borders out" by sending well-trained people overseas to ensure that other countries do not become the breeding ground of further contagion, at the same time maintaining rigorous control of its borders. The Foreign

[5] N.B.: This scenario was written in 2003.

Medical Corps spearheads this effort to keep disease out of the United States by curing it at its sources. This, along with new medicines, treatment regimens, and government action, seems to be finally beating back this latest attack. But the outcome, in 2025, still remains in doubt. And for a generation expecting a world of ever-expanding opportunity, the first quarter of the 21st century has produced, instead, a series of massive psychological jolts, a sense of extreme vulnerability, and a blighted economy.

Left Behind: The U.S. in the year 2025 is feeling old and weary. Fifteen years of muscular foreign policy and aggressive forward deployment have taken their toll, and now America has pulled back. The American people no longer want to be the world's cop. The good news is that by 2016 the war on terror was effectively won – mostly through globally coordinated special operations and intelligence. But the U.S. economy is in a seemingly permanent state of malaise. Households are forced to work longer and harder just to get by. Politicians nibble on the edges of big, hard problems such as Social Security and entitlements, but fail to forge consensus on long-term solutions in an ugly and contentious political climate. Industrial and transportation systems (including roads, rail, and ports) and the "soft" infrastructure of hospitals, schools, and social services are deteriorating. By contrast, much of the rest of the world is doing well economically: Europe, China, India, and the emerging "little tigers" of Southeast Asia are thriving. Many of our best and brightest in the U.S. are leaving to pursue their dreams abroad. In all but a handful of technical fields, U.S. universities are considered first tier. But there is a feeling that the U.S. has its best days behind it. America feels as though it is being left behind.

Evergreen 2003 Strategies

The U.S. Coast Guard's future operating environment will be marked by traditional and unfamiliar security threats as well as challenges to national borders, marine resources, safe and efficient commerce, and conventional concepts of sovereignty. In the face of this accelerating complexity and the responsibilities of being a "plank owner" in the new Department of Homeland Security, the U.S. Coast Guard will enhance its capabilities and competencies in four enduring mission areas:

- Defending national and homeland security interests
- Enforcing laws and treaties in the U.S. Maritime Domain
- Promoting safe and efficient maritime activities, and
- Protecting the marine environment.

To these ends, the Coast Guard will implement the following strategies.

Strategic Imperatives[6]	Core Action Strategies[7]	End States[8]
Shape the global maritime setting to promote U.S. national interests.	1. Execute a robust international engagement effort within the framework of national strategies to advance global maritime safety and security and facilitate commerce, through multilateral agreements, multinational operations, international training efforts, and diplomatic missions in support of national interests. 2. Act as the lead U.S. agency for negotiating international maritime standards, as national interests dictate. 3. Establish a tiered maritime safety and security regime to detect, identify, track, and eliminate threats to safety, commerce, and homeland security.	1. The CG is recognized globally as the vital U.S. ambassador for maritime safety and security. 2. All international maritime standards relating to the maritime domain are negotiated through either the leadership or advice/support of the U.S. Coast Guard. 3. Threats to life, commerce, and homeland security in the maritime domain are optimally addressed as quickly and as far from our shores as is necessary with overlapping, tiered response or deterrence.
Know maritime conditions, anomalies, and threats to prevent, protect, and respond.	4.a Lead the inter-agency establishment of requirements for maritime-relevant intelligence, surveillance, reconnaissance, navigation, and observation systems that support homeland security, maritime safety and mobility, and natural resources protection. 4.b Lead government and private sector maritime stakeholders in development of maritime safety and security strategies. 5. Lead a partnership of maritime stakeholders to ensure appropriate access to integrated systems, sensors, intelligence, information, and analysis of maritime activities and conditions to gain a complete operating picture of the U.S. Maritime Domain.	4.a No maritime-relevant intelligence, surveillance, reconnaissance, navigation, and observation system is designed and deployed without U.S. Coast Guard requirements included. 4.b All levels of government and the private sector will recognize the U.S. Coast Guard as the lead federal agency for establishing standards and competencies for maritime safety and security prevention and response. 5. U.S. Coast Guard coordinates the definition of complete operating picture requirements and ensures all source information is received from and disseminated to pertinent maritime partners.
Create and manage an integrated U.S. Maritime Domain, as an expansive border region, to preserve and promote the national interest.	6. Implement risk management doctrine and systems to support effective decision-making in the U.S. Maritime Domain. 7. Create a national network of integrated DHS-aligned regional command and control centers to achieve seamless interoperability and coordination among all DHS agencies, state and local authorities. 8. Control and respond to air, surface, and subsurface activities from the inland waterways to the seaward boundary of the EEZ to protect and enhance the safe and legitimate use of the U.S. Maritime Domain.	6. A nationally integrated risk management system that is consistent with U.S. Coast Guard authorities and responsibilities supports effective decision-making in the U.S. Maritime Domain. 7. U.S. Coast Guard, state, local, and other DHS assets are optimally employed and coordinated through a unified command authority using a common operating picture. 8. The United States is able to exert positive control over all activities of interest occurring in the U.S. Maritime Domain.
Position the Coast Guard to act with strategic intent in a complex and uncertain environment.	9. Institutionalize strategic thinking to link all activities and investments to broader organizational objectives. 10. Develop a requirements-driven human resources system to ensure continuous alignment of competencies (skill, knowledge, and aptitude) with organizational needs. 11. Employ an acquisition and logistics process that supports the continuous assessment of all requirements to optimize the availability of appropriate resources and capabilities.	9. All U.S. Coast Guard planning, budgeting, and execution are driven by continuous assessment and understanding of future constituency needs and missions requirements. 10. Technical and leadership competency requirements are based on current and future work and workloads, and we have systems in place that continually develop, allocate, and transform human capital accordingly. 11. Readiness standards are balanced between current and future mission needs, while acquisition and logistics systems continuously meet readiness standards.

[6]Strategic Imperatives: The guiding imperatives that are necessary to anticipate and meet the challenges of the future with strategic intent and maximum flexibility.

[7] Core Action Strategies: The organizational courses of action that proved to be effective in optimizing the Coast Guard's service to the nation across all the future operating environments described in the Evergreen scenarios. Taking these actions will enable the Coast Guard to fulfill the strategic objectives.

[8] End States: The desired results of implementing the Core Action Strategies.

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