

DOCTRINE FOR MISSION SUPPORT



COAST GUARD PUBLICATION (MS-0)

OCTOBER 2015

*The U.S. Coast Guard's Vision
for Mission Support:*

*Excellent and sustainable support
for Coast Guard missions.*

The Mission of the DCMS Organization:

*Deliver and support the people and systems that enable
operators to carry out Coast Guard missions.*

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**COAST GUARD PUBLICATION (MS-0)
SIGNED OCTOBER 2015
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The mission support enterprise delivers systems and people that enable operators to carry out Coast Guard missions. It acquires and maintains the Coast Guard's complex, surface, aviation, and C4IT systems; supports and develops our people; and ensures the readiness of our front lines for both planned and contingency operations.





DEPUTY COMMANDANT FOR MISSION SUPPORT FOR THE U.S. COAST GUARD

October 2015

The United States Coast Guard mission support enterprise performs an astounding range of services to enable execution of the Coast Guard's 11 statutory missions. We ensure our people are proficient, fit, and ready to serve in respectful, inclusive workplaces with positive climates. We acquire, maintain, and divest of highly complex vessels, aircraft, C4IT systems, and shore infrastructure. We enable effective presence day and night, during normal operations and emergencies, at home and abroad. Mission support is the center of gravity for mission execution.

Established in 2011, the Deputy Commandant for Mission Support (DCMS) organization is the Headquarters counterpart of the Deputy Commandant for Operations organization. Together, these two organizations integrate Headquarters functions in support of the Commandant and Vice Commandant. This *Doctrine for Mission Support* synthesizes who we are, what we do, and how we deliver mission support. It contains our history, guiding principles, business model, organizational constructs, and articulates our commitment to supporting Coast Guard operations by delivering excellent, affordable mission support.

I ask each member of the DCMS organization to carefully read this doctrine to understand our collective history, shared ideals, noble purpose, and the enduring, fundamental principles of mission support. All mission support personnel, from the most junior to the most senior, have an important role to play in leading our proud organization in achieving the behaviors, values, and culture articulated in this doctrine. It should guide the development of future mission support strategies, plans, policies, and procedures. Mission support is a big job and a critical function. I need your full support.

This is our Coast Guard. We are mission support!

Semper Paratus,

A handwritten signature in black ink, reading "Sandra L. Stosz". The signature is fluid and cursive, with a long horizontal flourish extending to the right.

Sandra L. Stosz
Vice Admiral, U. S. Coast Guard
Deputy Commandant for Mission Support



A crewmember aboard the Coast Guard Cutter *RESOLUTE* embraces his children after returning home from a two-month patrol in the Caribbean. The Coast Guard's human resources community supports the welfare of Coast Guard families, providing services that help military members and their families prepare for emergencies and cope with the challenges of a military lifestyle.

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An MH-65C Dolphin helicopter crew from Air Station San Francisco hoists a basket from the forecastle of the Coast Guard Cutter *BERTHOLF*. The helicopter crew delivered parts needed to repair another helicopter deployed on the *BERTHOLF*. The engineering and logistics community transports people and freight across the world in support of Coast Guard missions.

Introduction

The *Doctrine for Mission Support* describes the complex system that supports Coast Guard operations day and night, at home and abroad. It translates hard-earned experience into enduring, fundamental principles that guide how the Coast Guard supports its missions. It describes at a high-level the full spectrum of mission support responsibilities and their contribution to mission effectiveness. Tracing the history of Coast Guard mission support, this doctrine explains how the mission support enterprise came to be and why it is organized as it is today.

Purpose

Rooted in history and commonly shared experiences, the doctrine helps to establish a common culture for mission support based on preferred behaviors and values. Together with training and experience, this shared outlook promotes unity of purpose, guides professional judgment, and leads to disciplined action.

The *Doctrine for Mission Support* is consistent with the Coast Guard's capstone doctrine, *Publication 1 (Pub 1)*, which describes the fundamental roles and forces of today's Coast Guard. This doctrine aligns with concepts presented in *CG Pub 3-0, Operations*; *CG Pub 3-28, Incident Management and Crisis Response*; and *CG Pub 7-0, Capability Management*. In keeping with our military nature, the *Doctrine for Mission Support* also reflects and builds upon concepts presented in *Joint Publication (JP) 1-0, Joint Personnel Support*; *JP 4-0, Logistics*; and *JP 6-0, Joint Communications Systems*.

This doctrine has been prepared under the direction of the Deputy Commandant for Mission Support (DCMS). It is intended to serve as organizational doctrine and, as such, is not in itself directive in nature but should guide the development of mission support strategies; plans; policies; tactics, techniques, and procedures (TTP); and other doctrine.

Audience

For those in the mission support community, the *Doctrine for Mission Support* serves as the primary source of doctrinal information after *Coast Guard Publication 1*. While it is oriented for mid-level military and newly hired civilians in the mission support enterprise, all those providing support to Coast Guard missions should read, study, and understand this doctrine.

Mission support commanding officers, staffs, and subordinates should align their decisions and actions with the fundamental concepts presented in this publication. Trainers and educators should use this publication as the basis for mission support training and education curricula.

Those who interact with mission support—Coast Guard operators and external partners—can also benefit from reading this doctrine. It provides insight into the mission support mindset by defining how we conduct business, measure our performance, and interact with others.



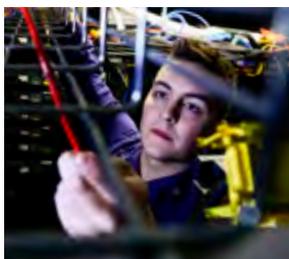
Many organizations assert that people are their most important resource. To the Coast Guard, this is more than just a mere sound bite. Throughout our operational and mission support efforts—cutters, boats, and aircraft do not accomplish the Coast Guard's missions—people exploit the full range of capability of these assets, and leverage innovative technologies to get the job done.



Committed to supporting Coast Guard operations, the mission support workforce lives the Coast Guard's core values of honor, respect, and devotion to duty.

This is our Coast Guard.

We are mission support.





An aviation maintenance technician (AMT) loads supplies for transport to forward-deployed aircrews. AMTs are part of the engineering and logistics community, one of the six core communities of mission support.

1 *Overview of Coast Guard Mission Support*

The Coast Guard is recognized worldwide for its ability to execute diverse maritime missions over vast geographic areas and under the most challenging and demanding conditions. Within the Coast Guard, mission support is where ‘Semper Paratus’ begins. The mission support enterprise provides seamless, timely, and responsive support to Coast Guard operations. It manages the entire life cycle of Coast Guard assets from acquisition and accession through decommissioning and retirement. It provides the processes and strategies to develop and sustain the Coast Guard’s cutters, aircraft, boats, shore infrastructure, information technology, and people. The mission support enterprise understands Coast Guard missions and requirements because mission support is integrated into Coast Guard operations.

1.1. Mission Support Communities

Coast Guard mission support consists of six core communities:

- (1) *Human Resources;*
- (2) *Engineering and Logistics;*
- (3) *Command, Control, Communications, Computers, and Information Technology (C4IT);*
- (4) *Acquisition;*
- (5) *Operational Logistics; and*
- (6) *Human Performance and Readiness.*

Integrated into a single enterprise, these interlocked communities work cooperatively to achieve their common goal—ensuring that their primary customers, Coast Guard operators, are fully prepared to accomplish and sustain their missions. This section provides a high-level overview of the work performed by each of these communities.

1.1.1. Human Resources

The Coast Guard’s greatest assets are the people who conduct and support its missions. The human resources (HR) community meets both the personnel

needs of the Coast Guard and the needs of the Coast Guard's people. This implies three customers: the Service; unit commanders, who need people to accomplish the mission; and our people themselves, who need many products and services to be ready and able to work. The HR community develops and distributes people to meet the needs of Coast Guard units and sustains them throughout their careers by operating military accession sources, managing specialties, and recruiting, hiring, assigning, promoting, reassigning, releasing, and retiring personnel. The HR community also provides products and services for people (including families, retirees, and annuitants). These include training and education, compensation, health care, work-life programs, housing, safe working conditions, morale and recreation programs, and opportunities to develop and advance, both technically and as leaders. The HR workforce primarily consists of HR officers and managers, recruiters and personnel administrators for both military and civilian workforces; healthcare personnel; yeomen; food service specialists; safety, environmental, and occupational health professionals; work-life specialists; and human systems integration (system safety, human factors, manpower, personnel, training, and survivability) experts.

1.1.2. Engineering and Logistics

Successful execution of Coast Guard missions depends upon the capabilities of assets, such as: cutters, boats, aircraft, motor vehicles, aids to navigation, and shore facilities. The engineering and logistics community develops and sustains these assets to meet operational requirements. Personnel in this community perform or assist in planning, design, construction, acquisition, renovation, maintenance, outfitting, and alteration of naval, aviation, and shore assets. Their responsibilities include complete life cycle support: installation, operations, maintenance, supply, and, ultimately, disposition. In addition, this community is responsible for managing the energy and environmental sustainability aspects of Coast Guard assets. The engineering and logistics workforce primarily consists of ocean, naval, civil, industrial, and aeronautical engineers; logisticians; energy managers; environmental specialists; mechanics; electricians; storekeepers; gunners mates; maintenance and machinery technicians; and aviation survival technicians.

1.1.3. Command, Control, Communications, Computers, and Information Technology (C4IT)

When conducting and supporting the Coast Guard's missions, Coast Guard personnel employ robust C4IT products and services. The C4IT community designs, develops, obtains, deploys, and maintains these solutions for the entire Coast Guard. The C4IT workforce primarily consists of information systems technicians, specialists, and managers; electronics and electrical engineers; electricians; and communications technicians and managers.

Information systems technicians (ITs) monitor the network inside a server room at the C4IT Service Center. ITs are critical members of the C4IT community.



1.1.4. Acquisition

Recapitalizing older, difficult-to-maintain assets and obtaining necessary services is essential to accomplish current and future Coast Guard missions. The acquisition community purchases and modernizes the Service's ships; boats; aircraft; command, control, communication, computers, intelligence, surveillance, and reconnaissance (C4ISR) systems; and facilities. It also supports the acquisition of crucial services to provide mission execution and support capabilities. Additionally, its Research, Development, Test, and Evaluation program helps with requirements verification planning, mission-specific test preparation, the transition of new technologies into operational forces, and international engagement through execution of the Foreign Military Sales (FMS) program. The core acquisition workforce includes acquisition professionals in the fields of program management, business and financial management, engineering, logistics, test and evaluation, contracting and procurement, as well as personnel providing direct support to these core team members.

1.1.5. Operational Logistics

To respond to dynamic demands during steady state and contingency operations, Coast Guard mission execution depends upon mission support logistics. The operational logistics community enables mission execution by delivering effective, tailored, and integrated mission support anytime, anywhere. To provide this ready response, a 24x7 Mission Support Watch facilitates support to the field, maintaining a national-level logistics common operating picture (COP) and providing contingency logistics planning for both Coast Guard and joint service operational plans. The operational logistics workforce primarily consists of personnel drawn from the previously described communities (e.g., human resources, engineering and logistics, C4IT, and acquisition).



The crew of the Coast Guard Cutter *STRATTON* stands by to offload 34 metric tons of cocaine in San Diego. Mission success is a reflection of the Coast Guard's ability to equip, train, maintain, and support its forces and personnel.

1.1.6. Human Performance and Readiness

Coast Guard mission execution requires highly competent individuals who are proficient in the service's operational arts (e.g., seamanship, airmanship, maritime law enforcement, marine safety, and security), and experienced personnel who are highly competent in mission support; finance; and other key enabling disciplines (e.g., intelligence, law, and external affairs). The human performance and readiness community optimizes Coast Guard performance and proficiency by providing clear TTP; relevant training and exercises; and assessments, audits, and inspections. The human performance workforce consists of professionals from the operational and support communities who focus on preparing the workforce and optimizing the Coast Guard's individual and team human performance.

1.2. Other Support Communities

Four additional support communities, working directly for the Vice Commandant, exist outside the mission support enterprise: legal, financial management, governmental and public affairs, and investigative services. These communities contribute to Coast Guard mission execution by fulfilling critical support functions for the Coast Guard.

1.2.1. Legal

When conducting and supporting the Coast Guard's missions, Coast Guard personnel must have a clear understanding of the system of rules that they are responsible for enforcing and those that govern their actions. The Coast Guard legal community delivers legal support to ensure the Coast Guard's missions, operations, and activities can be achieved within the spirit, as well as the letter, of the law. This community provides legal advice and counsel in 10 general legal practice areas: criminal law and military justice, operations, international activities, civil advocacy, environmental law, procurement law, internal organizational law, regulations and administrative law, legislative support, and legal assistance. The legal workforce primarily consists of lawyers, legal assistants, and yeomen.

1.2.2. Financial Management

To accomplish its missions, the Coast Guard must be able to manage its limited resources efficiently and effectively. The financial management community obtains, allocates, and ensures accountability of financial resources. Be it developing annual budget requests, executing appropriated funds, or controlling resources and funds for procurement, and accounting for it all to the public, this community of practice fulfills a crucial support function for the Coast Guard. The financial management workforce primarily consists of financial managers and accountants.

1.2.3. Governmental and Public Affairs

Achievement of the Coast Guard's operational objectives requires effective communication and, as a servant of the public trust, the Coast Guard has an obligation and responsibility to objectively inform the citizenry that it serves. The governmental and public affairs community plans, coordinates, and implements communication strategies designed to build understanding, credibility, trust, and mutually beneficial relationships with key publics and stakeholder groups. The governmental and public affairs workforce primarily consists of communication and public affairs specialists.

1.2.4. Investigative Services

The Coast Guard Investigative Service (CGIS) supports and protects Coast Guard personnel, operations, integrity, and assets worldwide by conducting objective and independent investigations. CGIS is a Federal law enforcement agency whose authority is derived from Title 14 of the United States Code. This authority provides for Coast Guard special agents to conduct investigations of actual, alleged, or suspected criminal activity; carry firearms; execute and serve warrants; and make arrests. The CGIS workforce primarily consists of special agents.



The Coast Guard Cutter *PENOBSCOT BAY* sits high and dry in the maintenance dock for routine overhaul. Routine maintenance is required to keep the cutters in good working order.

2 *History of Mission Support*

Since the Coast Guard's inception in 1790, mission support has been integral to successful mission execution. Mission support, however, was not always consolidated into a single Coast Guard enterprise. In its earliest years, the Coast Guard integrated rudimentary support functions with its original Revenue Cutters, lighthouses, and life-saving stations. Each performed as a self-reliant and largely independent local unit. Over time, the increasing complexity and interdependency of support functions, combined with a growing demand for transparency, created the mission support enterprise as it exists today.

Management of mission support remained distributed for nearly 200 years. Until the early 1980s, each District Commander managed his own regional mission support. With limited fleet-wide accountability, it was often hard to determine the capabilities, status, and availability of individual Coast Guard assets across district boundaries. At the same time, technology was advancing, increasing the demand for in-depth support knowledge and expertise, and Coast Guard operations were becoming more complex, expanding over time to encompass every aspect of maritime governance. These changes challenged the Coast Guard to find better ways to support its missions.

In the mid-1980s, Admiral Paul Yost directed a study of redundant District support functions by two teams led by Rear Admiral Marshall Gilbert. Known as "Gilbert I and II," the two resulting studies identified organizational design principles that still resonate today. The first study recommended that District Commanders concentrate on operations and interaction with the maritime public instead of support functions. Additionally, it found that some support functions (e.g., personnel management, accounting, and education and training) were better suited for centralization than regionalization. The second study advised that Headquarters should focus on policy development; strategy setting; planning, programming, and budgeting; and external engagement.

To align with these principles, in 1987 the Coast Guard stood up two Maintenance and Logistics Commands (MLCs)—MLC Atlantic and MLC Pacific—to consolidate distributed support under the oversight of each Area

Commander. MLCs provided support services to District and Area units, assuming most of the support functions formerly performed by the Districts. The 1987 reorganization also created specialized service delivery units (e.g., Electronics System Support Units (ESUs), Naval Engineering Support Units (NESUs), and Civil Engineering Units (CEUs)) that further consolidated support activities.

During the same time period, the Coast Guard established several central mission support commands, reporting directly to Headquarters, including the Military Pay and Personnel Command, Finance Center, and Military Training Centers. Central commands delivered, from a single location, support functions that did not need to be geographically collocated with an MLC, Area, or District. Central commands reduced redundancy by providing shared services for multiple Coast Guard units. Their success helped pave the way for future consolidations.

Fiscal pressure in the mid-1990s led to Coast Guard “streamlining.” At the regional support level, the Coast Guard established Integrated Support Commands (ISCs) for each District. The ISCs provided one-stop shops for internal customers and savings from service consolidation. As explained in *A National Plan for Streamlining the United States Coast Guard*, “Under the ISC concept, seven support centers and five large Bases [were] converted to ISCs for all personnel and finance, as well as for the more traditional industrial support for cutters, boats, and operating units.” This new model centralized some support functions previously provided by the Districts under an MLC while decentralizing others for delivery by an ISC.

In addition to creating ISCs, the Coast Guard advanced its approach to training and development in the 1990s. The establishment of the Director of Reserve and Training in Coast Guard Headquarters brought Flag-level attention to training “Team Coast Guard” (e.g., active duty, civilian, reserve, and auxiliary personnel). It accelerated the rise of human performance technology as the foundation for training development and created a center of excellence for analyzing training needs—the Performance Technology Center. At the same time, the Coast Guard established a Leadership Development Center to enhance the leadership training mission, leverage overhead costs, and bring future officers into close contact with current leaders.

In the early 2000s, the Coast Guard’s support communities had grown largely independent of each other, and were relying on different information systems and business processes to perform the same functions of acquisition, logistics, maintenance, and supply management for different asset types. These functional silos and somewhat overlapping maintenance and supply structures generated confusion about maintenance roles and responsibilities, inhibited



Commissioned in 1791, the *MASSACHUSETTS* (above) is recognized as the first of the 10 original revenue cutters. The 60-foot-long, 2-masted schooner carried a complement of 4 officers, 4 crewmen, and 2 boys. In 2008, the Coast Guard commissioned the first Legend-class national security cutter (below). Over 400 feet in length with a complement of more than 100 (officers and enlisted), the national security cutter is the largest and most technologically advanced of the Coast Guard's cutters. It is capable of executing the most challenging operations, including supporting maritime homeland security and defense missions.





Another example of the increasing complexity of support functions is the shift from small equipment storage rooms at individual life-saving stations (above left) to warehouse storage (above).

accountability, and increased costs. In addition, there was little interoperability in managing mission support expenses, which made up more than 40 percent of the Coast Guard's annual budget.

In 2006, the Coast Guard initiated a broad organizational redesign called modernization. Modernization shifted the Coast Guard's functionally stovepiped, East/West, asset-based logistics communities to a common, centrally-managed business model with built-in accountability. Drawn from best practices in the maintenance and overhaul industry and combined with support concepts from the Coast Guard aviation community, the new Mission Support Business Model (MSBM), was built on four cornerstones—product line management, configuration management, bi-level maintenance, and total asset visibility (see chapter 4).

Another critical element of modernization was the establishment of the Assistant Commandant for Acquisition (CG-9) at Coast Guard Headquarters. In 2007, six former acquisition offices were transitioned into Commandant (CG-9) to form the Head of Contract Activity (CG-91), Sub-Director of Acquisition Services (CG-92), and the Program Executive Officer (CG-93). This merger provided the Coast Guard with more effective acquisition program management and governance.

As an initial step towards a single mission support enterprise, the Coast Guard realigned the MLCs to report to the Coast Guard Chief of Staff and later to the

Deputy Commandant for Mission Support (DCMS), placing mission support activities under a single officer for the first time in Coast Guard history. During the spring of 2009, the Coast Guard stood down the MLCs as it established mission support Logistics and Service Centers (LC/SCs) to implement the business model across Coast Guard asset types. The new centers included the Aviation Logistics Center (ALC); C4IT Service Center (C4IT SC); Health, Safety and Work-Life Service Center (HSWL SC); Personnel Service Center (PSC); Shore Infrastructure Logistics Center (SILC); and Surface Forces Logistics Center (SFLC). In addition, the Coast Guard stood up an Asset Program Office (APO) to plan, manage, and execute the delivery of newly acquired assets in alignment with the MSBM. The Assistant Commandants for Human Resources (CG-1), Engineering and Logistics (CG-4), C4IT (CG-6), and Acquisition (CG-9) were brought together under the leadership of the Deputy Commandant for Mission Support (DCMS) to constitute the new mission support enterprise. chapter 5 provides more information.

In addition, the modernization effort led to the development of the Force Readiness Command (FORCECOM) to enhance operational readiness through a focus on human performance and readiness. For the first time, the various elements of the human performance cycle were united and centralized under a single flag-level Commander: training and education; assessments, inspections, and audits; exercise support; and a new division specializing in developing standardized tactics, techniques, and procedures (TTP). In June 2012, the Coast Guard integrated FORCECOM into the mission support enterprise.

Coast Guard modernization greatly improved the focus and organizational dynamics of mission support, and the organization has continued to evolve. To focus efforts and integrate the support functions provided under the guidance of LC/SCs at a regional level, the Coast Guard began establishing Bases in 2010. In addition, the Coast Guard created a new position—the Director of Operational Logistics (DOL)—to provide oversight of Bases, to manage logistics planning, and to integrate, on a national level, the provision of support to contingency operations. Establishment of the DOL improved the coordination of contingency logistics in the field, and defined the relationships between logisticians and District/Sector Commanders.

As an organization, the Coast Guard is driven by the motto: “Semper Paratus,” which translates to “Always Ready.” To fulfill that motto, the men and women of mission support have a distinguished legacy of delivering readiness, and will continue to enhance support delivery while evolving to meet new challenges. With its history as its foundation, the mission support enterprise will focus on improving the flexibility, responsiveness, resiliency, affordability, integration, and transparency of mission support delivery.



Students learn to become information system technicians at Training Center Petaluma. As members of the C4IT community, information system technicians provide responsive, transparent, and integrated support to Coast Guard C4IT users, while ensuring the flexibility, affordability, and resiliency of Coast Guard C4IT products and services.

3 *Principles of Coast Guard Mission Support*

From strategic decisions at Headquarters to support delivery in the field, several principles guide the work of the mission support enterprise. The following six principles (listed in no particular order) reflect mission support priorities and represent the desired attributes of mission support systems, processes, and personnel. The combined achievement of these principles ensures excellent and sustainable support for Coast Guard missions.

3.1. Flexibility

Flexibility is the ability to expand, contract, and adapt to meet changing situations, missions, and operational requirements. The Coast Guard mission support enterprise is forward-thinking and innovative, employing adaptable, agile processes that are responsive to new information. It prepares for unexpected changes in the operational landscape by building agility into all elements of the organization (e.g., assets, workforce, facilities, organizational structures, and systems). To support flexibility, the mission support workforce prepares for unplanned situations and is empowered to adapt service delivery to meet current challenges.

3.2. Responsiveness

Responsiveness is the rapid deployment and configuration of resources to fulfill new and evolving requirements, such as those created by a contingency event. It involves the ability to anticipate upcoming operational needs and take action when called upon. Responsiveness requires on-scene initiative; well-defined, yet flexible, roles, responsibilities, and processes for command and control (C2); and proactive engagement with the operational community. It is facilitated by transparency with data collection, analysis, and performance measurement, which help to forecast support needs and shape investment priorities. By focusing on responsiveness, every member of the mission support enterprise is ready to apply expertise in support of the Coast Guard's most pressing requirements.



A Coast Guard officer is fitted with a field protection mask for use when the Coast Guard Logistics Support Element (LSE) deploys. The LSE is a cadre of well-trained and exercised personnel within the Director of Operational Logistics (DOL) command that provides flexible and responsive leadership and expertise during contingency events.

3.3. Resiliency

Resiliency is the ability to withstand changes in the operating environment and expeditiously recover from a wide range of events. It requires standardization and consistency across mission-essential capabilities so that service levels and force lay down can be adjusted to cope with unexpected events. Ensuring continuity of operations during an event also requires an HR system that allows specialists (e.g., auxiliaries, reservists, temporary civilian employees, and contractors) to temporarily augment the full-time workforce.

Shaped by an understanding of operational challenges and continuous scanning for potential disruptions, resiliency balances effective contingency response with long-term asset sustainment.

3.4. Affordability

Affordability is the cost-effective achievement of results deemed necessary and appropriate by those supported. Affordability reflects mission support's commitment to being careful stewards of the resources entrusted to the Coast Guard by Congress and citizen taxpayers. To prioritize the Coast Guard's limited resources, mission support works collaboratively with the operational community to analyze the costs, benefits, and risks of different capability and sustainment options. This analysis takes into account operational requirements, total life cycle costs, and service-level agreements. Transparency enables affordability by making mission support costs and performance data visible to decision-makers.

3.5. Transparency

Transparency is having ready access to the data needed to make effective decisions. Transparency provides the means to optimize the performance of mission support capabilities; respond quickly to changing operational needs; and improve business acumen and decision-making. By cultivating a culture of transparency, the mission support enterprise produces credibility, trust, and accountability. Transparency requires processes, systems, and mechanisms for on-demand access to timely, accurate, complete, usable, and verifiable information. It enables integration by creating an open, collaborative environment in which employees are aware of the work performed outside their unit and are able to leverage the ideas, knowledge, and expertise of others. The mission support enterprise engages in a healthy dialogue with its stakeholders because of its commitment to transparency.

3.6. Integration

Integration is the process of working cooperatively across all elements of mission support and with diverse governmental and non-governmental entities to support mission requirements. It involves collaboration, coordination, and synchronization on common objectives across organizational boundaries. Integration reduces inefficiencies and interdepartmental tension while optimizing productivity and increasing cost savings. Shaped by a clear understanding of roles and responsibilities, integration is carried out using standard, repeatable, and controlled processes with defined levels of service and performance measures; effective, transparent communication; and proactive engagement.



A Coast Guard mechanic tightens a bolt on the helicopter's rotor assembly at the Aviation Logistics Center (ALC). The ALC manages the Coast Guard's aviation product lines, performing depot-level (D-level) maintenance for every aircraft in the Coast Guard fleet.

4 *Mission Support Business Model*

The Mission Support Business Model (MSBM) provides a mission-focused, unified, and disciplined approach to mission support delivery. It produces superior service by consolidating accountability, creating a proactive support posture, supporting data-driven decisions, and reducing the burden placed on field units for support. Implementing the MSBM creates a culture of continuous learning and improvement that leverages information to control costs, prioritize resources, maintain standards, and improve affordability. Ultimately, the MSBM contributes to mission effectiveness by optimizing readiness, operational availability, performance, and safety.

Four cornerstones form the foundation of the MSBM: configuration management, product line management, total asset visibility, and bi-level support (see figure 1). The cornerstones are critical components that interdependently create a powerful operational concept for the optimal achievement of mission support. They provide a business structure that is scalable and adaptable to the specific requirements of each mission support community (outlined in chapter 1).

4.1. Product Line Management

Product line management is an organizational design concept that provides a single support team responsible and accountable for the performance of a specific capability's execution and sustainment. Product line management controls the configuration of a capability, manages the activities that sustain that configuration, and prioritizes the allocation of resources based on requirements. It breaks down barriers by combining staffs with different functional expertise (e.g., engineering, human performance, depot maintenance, supply chain, resource management, and procurement) and similar levels of delegated authority (as designated by a community's chain of authority) into a single point of accountability. Adopted from maintenance industry best practices, the Coast Guard broadens the application of product line management to every type of supported capability—systems, assets, services, platforms, and human capital (e.g., human competencies, processes, and levels of readiness).

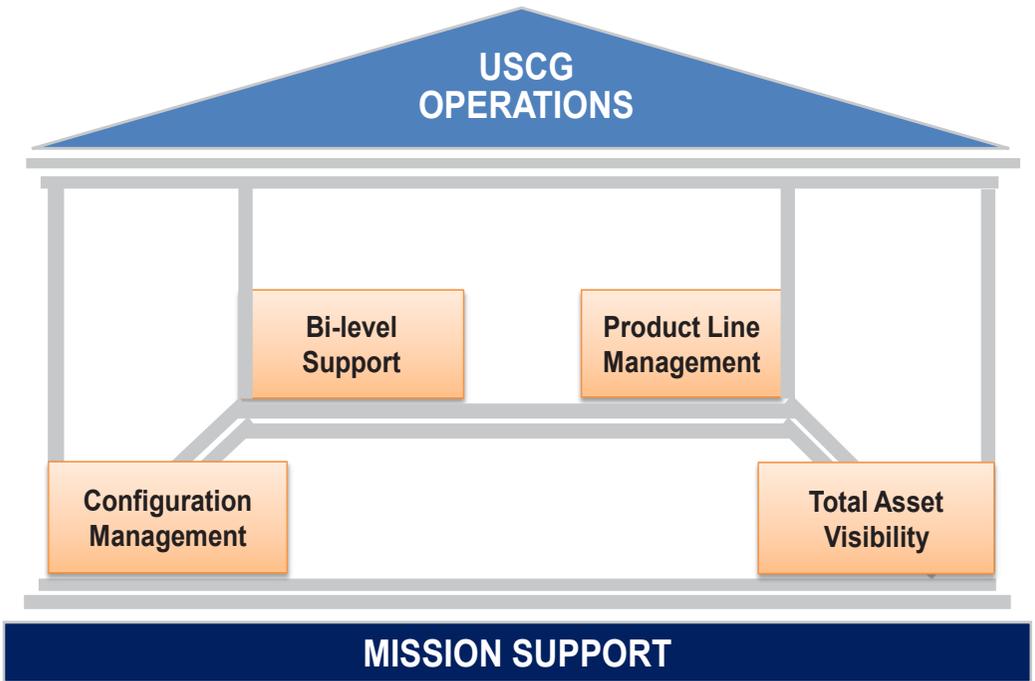


Figure 1. The Four Cornerstones of the MSBM

Through product line management, the mission support enterprise empowers action and creates ownership of performance outcomes. The cross-functional product line team is a communications hub and knowledge center that engages operational units, suppliers, program managers, and other government agencies on all support matters for a specific capability. This includes partnering with operational commanders to determine optimal resource allocation for mission effectiveness. Product line management reduces complexity and indecision by consolidating authority, responsibility, and accountability in a single decision-maker. Product line management is the desired end-state for all mission support business lines.

4.2. Configuration Management

Configuration management (CM) is the discipline through which we document, communicate, and control the who, what, when, where, why, and how of the Coast Guard's capabilities (assets, systems, services, and people). Its purpose is to establish and maintain consistency of performance, functional and physical design attributes, requirements, and operational information throughout a capability's life cycle. The Coast Guard has expanded CM from its original roots in systems engineering to apply to a wide variety of capabilities, including

systems, assets, services, platforms, and people (e.g., human competencies, processes, and levels of readiness).

CM establishes a configuration baseline for a capability that satisfies requirements based on a standard level of service. Throughout a capability's life cycle, as requirements change, we document and capture subsequent changes to the configuration in a consistent and repeatable manner. CM enables a proactive support posture. When we know the configuration of an asset, we know what support is needed, and can deliver planned maintenance to sustain it. Most simply, the adage, "Say what you do, then do what you say," describes how we apply CM.

Proper oversight, standardization, documentation, and monitoring are characteristic of CM. It is governed by a cross-functional body, such as a Configuration Control Board, that brings together stakeholders with existing program authorities to consider the interdependent impacts of a change. These governance bodies provide community and cultural leadership while ensuring that the support community effectively manages critical changes and acts upon lessons learned.

4.3. Bi-level Support

The bi-level support concept organizes mission support work in a simplified, streamlined manner. All mission support work is divided into two levels: organizational (O-level) and depot (D-level). To determine which tasks belong at which level, we conduct business case analyses that consider unit capability and capacity and best value mechanisms, such as economies of scale and buying power. As shown in figure 2, O-level tasks are within the expected capability and capacity of the front line unit. D-level tasks are beyond that range, requiring more extensive or specialized facilities, tools, equipment, or expertise. Front line units may be able to perform some D-level tasks, if provided with special training, tools, instruments, equipment, parts, or added capacity. D-level support enables a higher level of specialty knowledge for complex tasks and facilitates the most efficient task execution. The Coast Guard optimizes D-level support by consolidating, centralizing, specializing, and sometimes outsourcing support activities. Chapter 7 provides more information about the best practices we use when partnering with industry for D-level support.

Mission support also uses the terms O-level and D-level to describe types of units. All mission support units are D-level units. Assignment of maintenance or service tasks to O-level or D-level units depends on capability, training, equipment, capacity, and authorization needed to complete the tasks. A general rule is that O-level units cannot perform D-level tasks, but D-level units may perform both O-level and D-level tasks. Bi-level support relieves front line

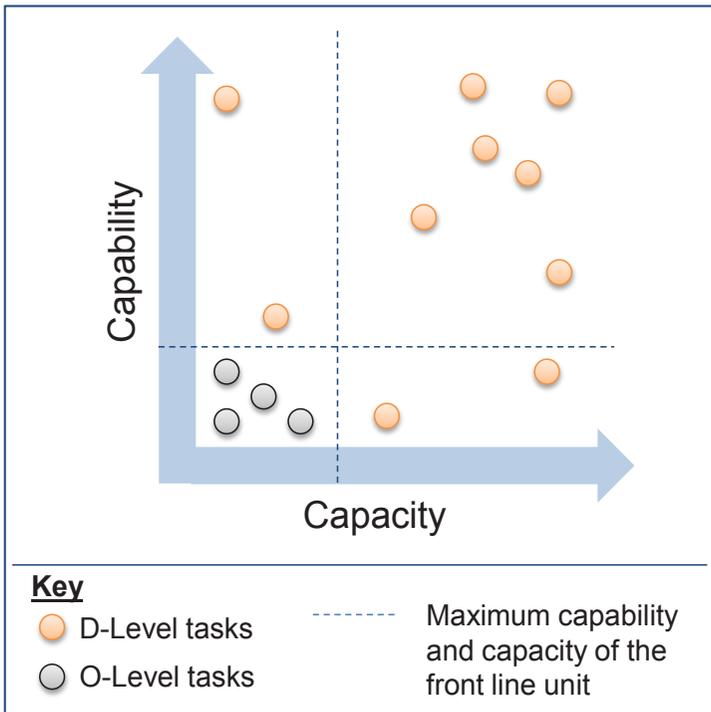


Figure 2. Determination of O-level and D-level Tasks

units of work that is not core to mission execution while freeing Headquarters to focus on policy development; strategy setting; planning, programming, and budgeting; and external engagement.

4.4. Total Asset Visibility

Total asset visibility (TAV) gives the mission support enterprise and operational commanders the situational awareness they need to make data-driven decisions. TAV is the ability to access and act on timely, accurate, and complete information about the location, movement, status, and identity of units, personnel, equipment, and supplies. The term “asset” is broadly defined to include every Coast Guard capability—from aircraft and cutters to C4IT systems, shore facilities, platforms, services, and personnel. TAV senses, monitors, analyzes, and reports on capability status and readiness levels, performance outcomes, and progress toward objectives.

The ultimate purpose of TAV is transparency through open channels that enable reporting and learning processes. It requires knowing the enterprise, how it’s connected, and the ability to sense change within the environment. It is only possible if the Coast Guard understands its design choices and, in this way, is closely connected to the Coast Guard’s enterprise architecture (EA).

EA integrates strategic drivers, business requirements, and technology solutions to provide a consistent view across all programs and service areas to support planning and decision-making.

To achieve TAV, the Coast Guard collects and analyzes information to create dynamic situational awareness of the Coast Guard's performance in the environments in which it operates. Information sources that feed TAV include performance measures as well as analysis products (e.g., lessons learned, business case analysis) and the results of compliance checks (e.g., audits, inspections, and assessments). TAV provides the capability needed to insightfully support, inform, and enable business intelligence and knowledge management.



Coast Guard civil engineers review blueprints in Miami. Blueprints are an example of a configuration baseline document. Configuration management ensures that the Coast Guard approves and documents subsequent changes to a configuration baseline in a consistent and repeatable manner.



The Deputy Commandant for Mission Support (DCMS) and the DCMS Command Master Chief (CMC) received a tour of the warehouse at the Coast Guard Yard in June 2015. The DCMS organization extends from Headquarters to field support providers located at Bases, Training Centers, Logistics/Service Centers, and other field commands.

5 Organizational Constructs

The mission support enterprise extends from a Headquarters Deputy Commandant to hands-on field support providers located at Logistics and Service Centers (LC/SCs), Training Centers, and Bases. Figure 3 shows how the different communities of mission support (human resources, engineering and logistics, C4IT, acquisition, operational logistics, and human performance) intersect with the organizational levels of mission support: Headquarters and field. The following sections of this chapter provide more information about each of the organizational elements shown in figure 3.

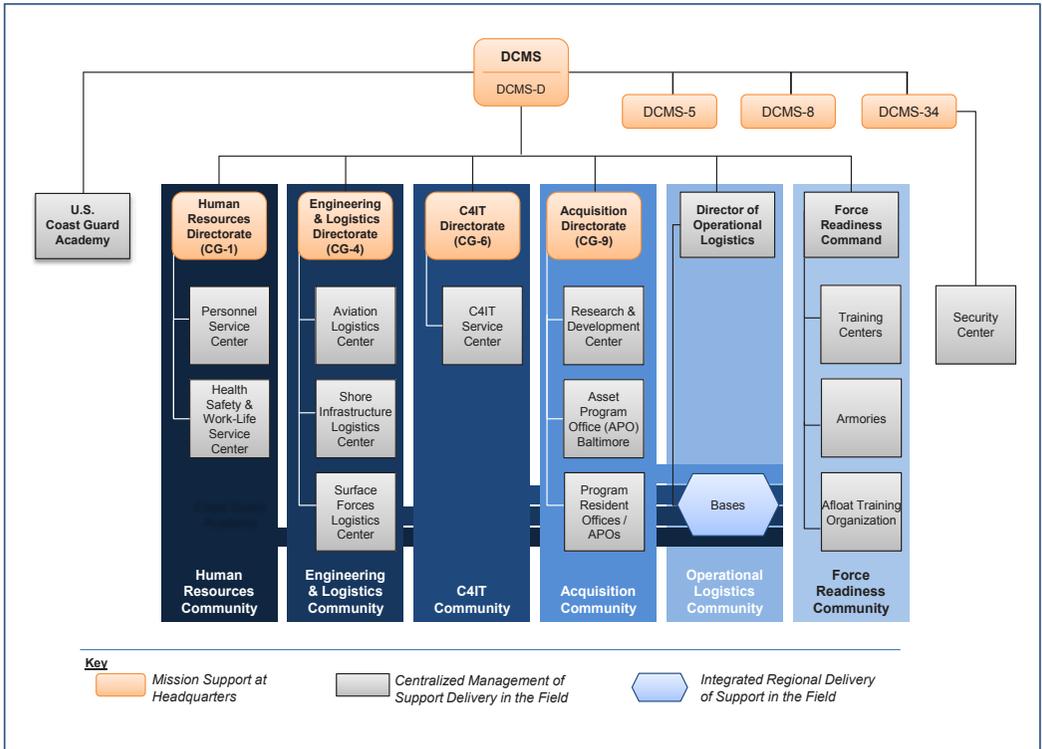


Figure 3. Mission Support Organizational Constructs★

★Although the Head of the Contracting Activity (HCA) resides in CG-9, the HCA's position and authorities are codified in Federal Acquisition Regulation (FAR) with authority delegated directly to HCA by DHS. This authority is then delegated throughout the enterprise via each of the six Chiefs of Contracting Offices at Headquarters (CG-912) and each of the Logistics and Service Centers.

5.1. Mission Support at Headquarters

Mission support elements at Headquarters are primarily focused on policy development; strategy setting; planning, programming, and budgeting; and external engagement in support of these functions. Each of these functions contributes to the efficiency and effectiveness of mission support delivery in the field.

Policy development ensures that the mission support enterprise is meeting its legal, regulatory, and fiduciary responsibilities. It involves developing policy and doctrine to set and control standards, guide internal administration and procedures, instruct personnel, and translate lessons learned into organizational change.

Strategy setting equips the organization to overcome future challenges and take advantage of new opportunities. It involves making strategic decisions about the future of mission support and developing and promulgating performance goals and standards that, when coupled with operational requirements, inform the prioritization of mission support resources. An important aspect of mission support strategy setting is working with the Coast Guard's operational



The Douglas A. Munro Coast Guard Headquarters building is located on the campus of St. Elizabeth's in Washington, DC.

community to plan for future capabilities (see chapter 8 for more information). Planning, programming, and budgeting provide the mission support enterprise with the resources required to support the Coast Guard and advance the strategic goals of the organization. These functions involve acquiring resources through the Federal budget process and developing plans and budgets for the allocation of those resources.

Finally, the mission support enterprise at Headquarters engages externally with partners and stakeholders to support policy development; strategy setting; and planning, programming, and budgeting efforts. This often involves conducting national-level external liaisons, articulating the business of mission support, and reporting on performance and compliance.

In addition to these primary focus areas, there are other functions, such as major acquisitions, that mission support has chosen to perform at Headquarters based on relationships and proximity to partners, stakeholders, and other resources.

5.1.1. Deputy Commandant for Mission Support

The Deputy Commandant for Mission Support (DCMS) is a Vice Admiral who leads the mission support enterprise, providing mission support counsel to senior management forums and monitoring mission support performance. Supported by the Deputy for Mission Support (DCMS-D), DCMS directs the activities of the mission support Assistant Commandants and staff offices, the Director of Operational Logistics (DOL), and the Force Readiness Command (FORCECOM).

Mission Support Staff Offices

Three staff offices—the Office of Security Policy and Management (DCMS-34), the Mission Support Integration Office (DCMS-5), and the Mission Support Resource Directorate (DCMS-8)—provide cross-directorate support to the mission support enterprise. DCMS-34 provides security policy and program oversight to protect the Coast Guard’s critical mission assets, (e.g., people, physical assets, classified and sensitive information) and assures a suitable, vetted workforce. DCMS-5 supports strategy, planning, and execution of multi-directorate initiatives across mission support and with other Coast Guard entities, working to further integrate the mission support enterprise into the MSBM. DCMS-8 is responsible for budget formulation, execution, and workforce management, and assists mission support leadership in securing the resources (people and funding) required to perform their duties.

5.1.2. Headquarters Directorates

The mission support enterprise includes four Headquarters directorates: Human Resources (CG-1); Engineering and Logistics (CG-4); Command, Control, Communications, Computers and Information Technology (C4IT) (CG-6); and Acquisition (CG-9).

Individually led by an Assistant Commandant, each directorate defines policy, strategy, and requirements; allocates resources for its respective functional responsibilities; and exercises command over field units in their respective domains. This centralization of policy development; strategy setting; planning, programming, and budgeting; and external engagement enhances Coast Guard operations by providing consistent services across the enterprise and optimizing resource allocation and accountability. In addition, as designated by the Commandant, Commandants (CG-1), (CG-4), and (CG-6) are Warranting Officers with the authority to execute Engineering Technical Authority (ETA) in their technical domains. ETA is the authority, responsibility, and accountability to establish technical standards, tools, processes, and best practices; monitor compliance with or use of them; and certify conformance with statute, policy, requirements, architectures, and standards. Commandant (CG-1) is the ETA Warranting Officer for Human Systems Integration (HSI); Commandant (CG-4) is the ETA Warranting Officer for aeronautical, naval, civil, logistics support, and environmental and energy management; and Commandant (CG-6) is the ETA Warranting Officer for C4IT.

Commandant (CG-9) is responsible for the management and oversight of major and non-major acquisition programs. Residing within Commandant (CG-9) is the HCA, whose position and authorities are codified in the FAR with authority delegated directly to the HCA by the DHS. The HCA (CG-91) further delegates this authority throughout the enterprise via Chiefs of Contracting Offices at Headquarters and LC/SCs. The HCA is responsible for the contracting line of business throughout the Coast Guard enterprise to include military standard requisitioning and issues procedures, and purchase card transactions.

Headquarters Offices

Working across organizational boundaries, Headquarters offices support the Assistant Commandants with policy development; strategy setting; planning, programming, and budgeting; and external engagement. The offices within each directorate advise the Assistant Commandants on issues within their area of expertise or “mission support program.” The term “mission support program” refers to a system of projects, services, and/or resources managed within a mission support directorate or command. Mission support programs often have cross-functional, capability-based governance boards that inform their decisions, such as the Aviation Resource Council (ARC) for aviation systems. Directorate offices may manage the cost, schedule, and performance

of a single program or multiple programs. Additionally, many offices oversee ETA determinations under the direction of an ETA Warranting Officer.

5.2. *Mission Support Delivery*

The field level of mission support consists of all mission support organizational elements outside of Headquarters, including DCMS major commands (e.g., commands that report directly to DCMS), LC/SCs, acquisition field elements, and Bases. These entities provide enterprise (D-level) services and maintenance support to front line units through two interdependent support delivery approaches: centralized management and integrated regional service delivery. Both approaches apply controlled processes, and are guided by policy, strategy, planning, resource allocations, and doctrine generated by mission support entities at Headquarters.

5.2.1. **Centralized Management of Support Delivery**

Entities that provide centralized management of support delivery perform integrated support at locations equipped for a specific operational need (e.g., operational logistics, human performance), support need (e.g., work-life, acquisition), personnel group (e.g., civilian personnel, cadets), or asset type (e.g., aviation, C4IT). Providing services to units throughout the Coast Guard, these entities perform tasks that require a high level of specialization.



The Coast Guard Cutter *DILIGENCE* rests in dry dock at the Coast Guard Yard. The Coast Guard Yard builds, repairs, and renovates ships for the Coast Guard.

DCMS Major Commands

In the field, three major commands report directly to DCMS: the Director of Operational Logistics (DOL), the Force Readiness Command (FORCECOM), and the Coast Guard Academy (USCGA).

Director of Operational Logistics

The DOL organization delivers regional mission support services to operational units through a network of Coast Guard Bases in key locations throughout the country. The DOL is a direct representative for DCMS, integrating mission support at a regional level in support of Coast Guard operations during steady state operations (as resourced and prioritized by the product line manager), during contingency response, and during planned events of national significance. In the event of a significant contingency or event, the DOL may temporarily change its chain of command to directly report to the cognizant Area Commander and coordinate and prioritize mission support from all directorates to ensure unity of effort and responsiveness. The DOL maintains a national-level logistics common operating picture in addition to logistics aspects and components of operational plans. The DOL is responsible for contingency planning, providing logistics integration services throughout the Coast Guard, and organizing tactical logistics needs for all deployed operational assets.



In November 2012, the Director of Operational Logistics (DOL) transited New York Harbor to meet with Coast Guard members at units that sustained damage from Hurricane Sandy. The DOL is responsible for providing mission support logistics during contingency operations.

Force Readiness Command

FORCECOM prepares the workforce by overseeing the Coast Guard's training and performance enterprise, including Training Centers (TRACENs), Assessment Units, a Leadership Development Center (LDC), and Performance Technology Center (PTC). Using a continuous Human Performance Cycle (HPC), which provides clear training; quality assessments; and TTPs, FORCECOM imparts the skills and knowledge that Coast Guard personnel need to achieve mission excellence and ensure operational readiness.

The Coast Guard's Training Centers (TRACENs) train and develop the Coast Guard workforce to support and execute all Coast Guard missions. They offer new accessions, apprentice ("A") schools, technical ("C") schools, non-resident courses (e.g., correspondence courses), and exportable training for field locations. TRACENs directly support field performance through small boat and command center Assessment and Standardization Team (STANTEAM) visits, training team visits, and by developing and maintaining operational TTP and engaging with external partners in support of national security, homeland security, and foreign policy objectives.

Coast Guard Academy

The Coast Guard Academy (USCGA) is a U.S. Federal military service academy that offers a four-year Bachelor of Science degree program, culminating in a commission as a Coast Guard officer with a minimum five-year active-duty service commitment. Commanded by a Superintendent, the USCGA is a Headquarters unit and is governed by a Board of Trustees.

Logistics and Service Centers

LC/SCs centrally manage logistics and support services, each reporting to a Headquarters directorate as shown in figure 2. The six LC/SCs are the Personnel Service Center (PSC); Health, Safety and Work-Life Service Center (HSWL SC); Aviation Logistics Center (ALC); Shore Infrastructure Logistics Center (SILC); Surface Forces Logistics Center (SFLC); and C4IT Service Center (C4IT SC).

An LC/SC is constructed of product and service lines as well as supporting, shared services divisions. Product and service lines provide integrated, one-stop, 24-hour customer service, technical support, and assistance for all maintenance, logistics, and supply matters that go beyond the expertise of the unit. A shared services division provides functionally specialized internal support to the product line managers and is tightly coupled to functional communities, such as procurement, finance, engineering, or logistics. Applying the MSBM, the LC/SCs consolidate support for assigned assets (including maintenance/tasks, engineering, supply, logistics, procurement, and information services) and coordinate the delivery of enterprise-wide services to Coast Guard members.

Product line managers act on the Government's behalf in matters relating to sustaining an asset, system, or capability. They work collaboratively with the appropriate ETA representatives to ensure that their product or service line follows established technical policies, standards, guidelines, architecture, and best practices. They carry out their duties through policies set and resources provided by the Headquarters directorate level.

The LC/SCs carefully manage support services for their product and service lines, including regional execution of support services through the Bases. This creates uniform and accountable support for products and services throughout the Coast Guard.

Similar to the LC/SCs is the U.S. Coast Guard Security Center (SECCEN). Acting as the Coast Guard Central Adjudication Facility (CAF), SECCEN is responsible for assessing employee suitability and making security clearance determinations for Coast Guard active duty, reserves, civilians, auxiliarists, child care workers, contractors, and Coast Guard-sponsored DHS state, local, and industry programs. In this way, SECCEN provides depot services similar to those of the LC/SCs.

There are two other Coast Guard organizations that provide D-level services similar to those of the LC/SCs: the Finance Center (FINCEN) and the Legal Service Command (LSC). FINCEN provides the Coast Guard's financial services and is guided by policies and strategy set by the Assistant Commandant for Resources (CG-8) at Headquarters. The LSC provides legal advice to commands and support to Coast Guard personnel. Policies and strategy set by the Judge Advocate General & Chief Counsel (CG-094) at Headquarters guide the LSC. Both FINCEN and the LSC interact with the LC/SCs through chartered groups.

Acquisition Field Elements

In the field, the Research & Development Center (R&D Center), Asset Program Offices (APOs), and Program Residence Offices (PROs) provide acquisition services. The R&D Center is the Coast Guard's sole facility for performing applied Research, Development, Test, and Evaluation (RDT&E) experimentation and demonstrations. The PROs are organizations with a finite duration, comprised of a group of professionals dedicated to accomplishing one specific task: overseeing the execution of an acquisition contract.

5.2.2. Integrated Regional Support Delivery

The following entities provide integrated regional service delivery and perform multi-discipline support activities (e.g., facilities engineering, procurement and contracting, and personnel support) for a regional area of responsibility. They ensure consistent support delivery across the Coast Guard through adherence to standardized service levels and processes.

Bases

A Base is a key intersection between the LC/SCs and the support activities of operational units. Within a regional area of responsibility, Base departments are a service delivery point for the LC/SCs. To ensure consistent support throughout the Coast Guard, product and service lines at the LC/SCs provide technical direction to Base departments. For example, the Facilities Engineering Department receives its technical direction from the SILC. The Base CO provides command authority and broad, multi-discipline oversight of all mission support personnel within a region. Base COs report to the DOL, who oversees tactical-level mission support delivery. The Base CO is the single point of contact for Operational Commanders who require coordinated mission support services.



A damage controlman assigned to the naval engineering department at Coast Guard Base Honolulu conducts maintenance on a navigation buoy. Base departments provide regional support service to operational units.



FIRE SCHOOL INSTRUCTOR

A fire school instructor at Coast Guard Training Center Cape May gives direction to recruits on how to properly remove their personal protection equipment following a fire fighting drill. Coast Guard Training Centers contribute to operational performance and readiness by developing highly competent individuals who are proficient in the service's operational arts.

6 *Performance Measurement and Continuous Improvement*

Mission support exists to support operations, and excellence in operations requires excellence in mission support. The mission support enterprise must commit to performance measurement and continuous improvement to achieve excellence. Performance measurement supports data-driven decisions by transforming data into relevant information and knowledge. As the adage goes, “What can’t be measured, can’t be managed.” By consistently measuring, monitoring, and assessing performance, mission support can continuously improve its products, services, and processes.

The Coast Guard is expected to perform its missions successfully while being effective resource stewards. This makes performance measurement essential. Measures reflect how support activities contribute to mission success, distinguish between multiple levels of performance, and determine the gap between actual and targeted performance. They provide critical information about cost, schedule, performance, and risk to guide decisions on affordability, readiness, operational availability, safety, and efficiency.

6.1. Measurement Requirements

The Coast Guard reports externally on performance to enable DHS statutory compliance with the Government Performance and Results Modernization Act (GPRA) of 2010 (31 U.S.C. § 1115); audit sustainability pursuant to Federal Financial Reform Act of 1990 (Pub. L. No. 101-576, 104 Stat. 2838); and compliance with many other laws and regulations. GPRA and OMB Circular A-123 require that agencies describe in their annual performance plan the means used to verify and validate performance information. These measurements are reported via the Internal Controls over Financial Reporting (ICOFR) process and Internal Controls over Operations (ICOOP) process.

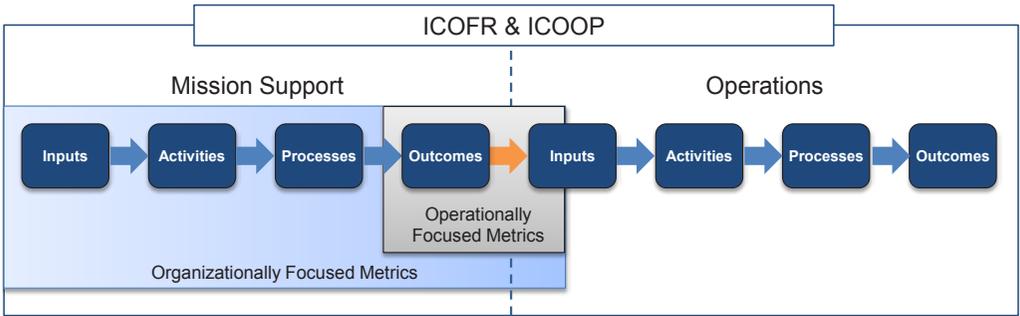


Figure 4. Mission Support Performance Metrics

As shown in figure 4, ICOFR and ICOOP processes ensure that the Coast Guard has controlled environments, risk assessments, control activities, communication, and monitoring for both mission support and operations. One of the ways that the mission support enterprise contributes to ICOOP and ICOFR reporting is through audit, inspection, and assessment (AIA) activities. AIA includes analysis products, such as mandated compliance checks and readiness assessments. Assessments focus on reliability and standardization; inspections focus on mandatory functions; and audits focus on conformity to requirements. AIA provides a key step in knowledge management by ensuring this performance information is assigned to an authoritative governance body for action on lessons learned. In other words, AIA helps create a highly reliable organization that ensures our crews are safe and that the organization remains financially accountable. The mission support enterprise contributes to both ICOFR and ICOOP by reporting, through the Chief Financial Officer (Commandant (CG-8)), the required annual statements of assurance that the performance is within set controls.

In addition, the Deputy Commandant for Operations submits Coast Guard mission performance reports to DHS. These reports consist of mission performance outcome measures (e.g., number of lives saved during search-and-rescue cases) that align with the DHS missions. While mission support activities, processes, and outcomes contribute to performance outcome measures, mission support measures are mostly internal measures. In other words, mission support activities are the foundation of Semper Paratus.

6.2. Measurement Characteristics

As shown in figure 4, mission support performance measurement is categorized in two main focus areas: operationally focused metrics and organizationally focused metrics. The operational focus consists of mission support outcomes and result measures that have a direct link to mission performance, such

as readiness and availability measures. As inputs to mission performance, these measures are important to all areas and levels of the Coast Guard. The organizational focus consists of metrics that measure the effectiveness and efficiency of the organization's internal practices, such as financial management, business case analyses, identification of support cost drivers, workforce management, and business model integration progress measures.

Mission support communities play an influential role in mission support metric development, but common themes and both types of focused metrics can be found in the different communities. Readiness, availability, health/strength, quality of service, financial/affordability (cost-to-operate per hour or day, including maintenance), and learning and growth are often actively assessed and monitored across the communities. For instance, availability is measured in part by "position fill rate" in human resources and "asset availability for operations" in engineering and logistics.

Even though operationally focused metrics may be perceived as the most important of the mission support measures to operations, the organizationally focused metrics are inextricably connected to them. While individual measures may be context independent, often a single measure cannot explain the full picture. A compilation of several metrics is needed to fully understand a system's or community's performance. For example, a readiness of 60 percent could be considered many things without supporting information. If the readiness target was 90 percent and the unit was funded, staffed, trained, and supplied according to the target, 60 percent readiness could be considered poor performance. However, if the target was 58 percent and the resources applied were within budget, 60 percent could be considered a "job well-done." No single metric tells the full story of a capability. Filling the reservoir of knowledge requires several measurement streams.

Some organizationally focused and operationally focused metrics are a balancing act as shown in figure 5. A natural tension exists amongst service life, resources, capability, and support level. Mission support communities work with those supported to determine an asset, system, or person's target service life and resource consumption, expected capability, level of support, and overall acceptable risk. The compilation of these targets produces the agreed-upon service level—the agreed-upon amount of pull that when pulled together makes a strong knot. For mission support to be successful, it must achieve the agreed-upon service level while completing necessary maintenance, using the budgeted resources, and service life. As shown in figure 5, too much or too little pull, or demand, on these areas individually can cause the knot to fall apart, moving the Coast Guard away from an acceptable level of risk.

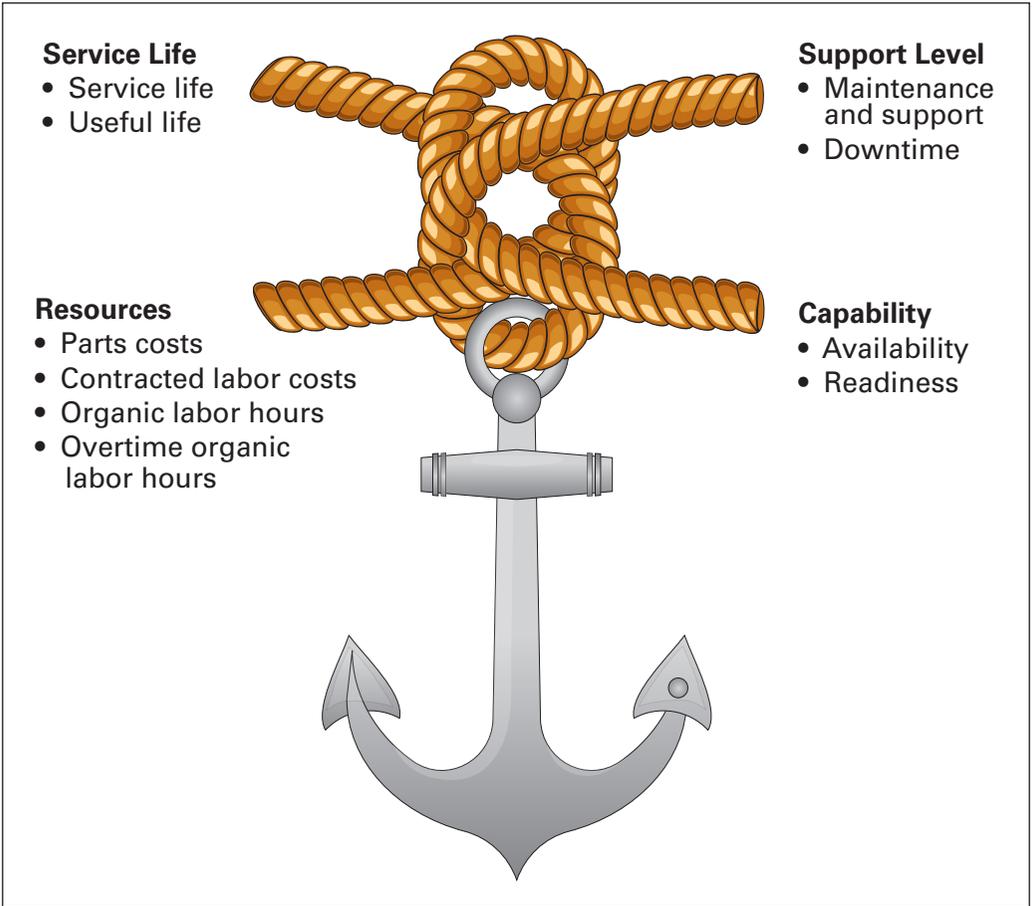


Figure 5. Agreed-upon Service Level

All four areas of the agreed-upon level of service are connected. Too much demand from one area comes at a detriment to the others; the size of the loss depends on the imbalance of the demand. For instance, if a Coast Guard member is over-utilized, that person may choose to leave, decreasing their service life (time in service). In this example, the Coast Guard has attained too much readiness at the expense of resources, service life, and support level. For a person to continue to be productive and produce quality work, the Coast Guard must provide the right balance of workload (capability), professional development (support level), and compensation (costs).

The same can be said for an asset. If an asset is not provided downtime for maintenance and support, too much service life will be consumed. This can increase the potential for the asset to suffer failures and impact its availability over the long term. Conversely, if the Coast Guard does more maintenance

than necessary, capability can still suffer because the asset is not available for other missions and resources might be better used in another area.

In order for the Coast Guard to perform its mission at an acceptable level of risk, all of the areas must be working together in balance to reach the agreed-upon level of service. Supporting the mission requires that operations have the right people, training, systems, assets, and guidance to execute missions at the right time. Defining “right” requires defining the agreed-upon level of service with those supported. Mission support works collaboratively with the Deputy Commandant for Operations (DCO) organization and the Areas to develop performance measurements and targets for the agreed-upon level of service. The mission support enterprise should be assessing cost, schedule, risk, and performance of an asset, system, or person’s target service life and resource consumption, expected capability, and support level in order to achieve balance, continuously improve, and attain the agreed-upon level of service.

Performance Measurement and the MSBM: Enabling continuous improvement

- ***Total Asset Visibility:***
Makes data and information available to measure performance.
- ***Configuration Management:***
Incorporates performance measures with established baselines and desired configurations (actual and targets).
- ***Product Line Management:***
Utilizes performance measures to continuously improve service delivery through data-driven decisions.
- ***Bi-level Support:***
Leverages performance measurement to effectively fine-tune organizational work assignments.



A health services specialist checks the vital signs of a crewmember aboard the Coast Guard Cutter *VENTUROUS*. Members of the mission support community seamlessly blend into operational units to provide O-level support to Coast Guard missions.

7 *Unity of Effort*

Unity of effort is at the core of how we deliver efficient and effective mission support. Achieved through partnerships, unity of effort acts as a force multiplier. Regular practice of unity of effort develops a shared understanding of efforts and goals, and creates situational awareness that efficiently transitions from normal operations to cooperative contingency operations. The mission support enterprise engages in a wide variety of partnerships. Coordination and collaboration with the Coast Guard operational community, private industry, and other government agencies are critical to its success. These partnerships allow the mission support enterprise to accomplish far more than it could acting alone.

7.1. Partnering with Operations

The Coast Guard's operational and mission support communities are interdependent members of the same team. As mission support personnel perform their daily duties, they must constantly remain aware of how their actions affect Coast Guard operating units. The intrinsic value of an organic mission support enterprise is its understanding of operational missions and requirements. Mission support must enable operational units to focus on proficiency by minimizing the burden placed on them, including data calls, inspections, and reports. Ultimately, mission support must seamlessly blend into operational units to create one Coast Guard with the same goal: efficient and effective achievement of Coast Guard missions.

Collaboration between Coast Guard operating and support programs enhances understanding and fulfillment of requirements. As shown in figure 6, readiness links mission support activities to Coast Guard operations. Readiness is the state of match between validated requirements and capabilities. It reflects the ability of Coast Guard people, systems, and assets to perform the missions or functions for which they are organized or designed. The amount of readiness available impacts the endurance of operations. The more readiness available, the longer operations can endure at an acceptable level of risk. Ultimately, support activities fuel operational endurance. This means that, for an operational

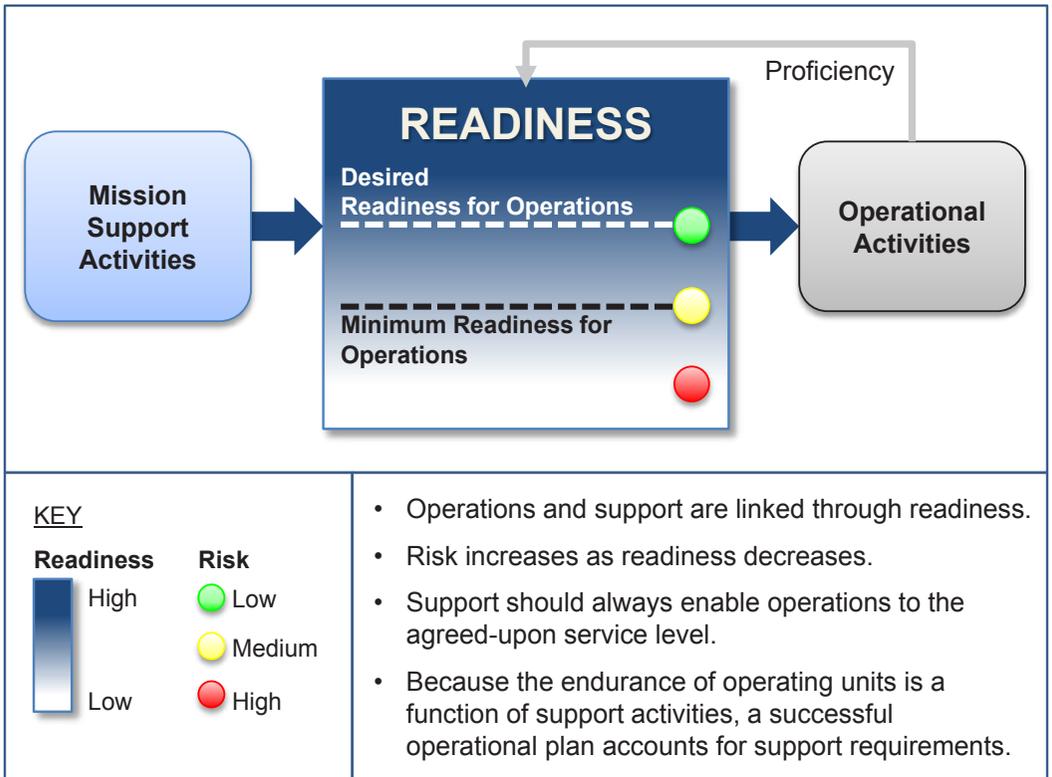


Figure 6. The Readiness Link

plan to be successful, it must account for support requirements. At the same time, a successful support plan should enable extended operational reach and maximize ability by anticipating operational demand.

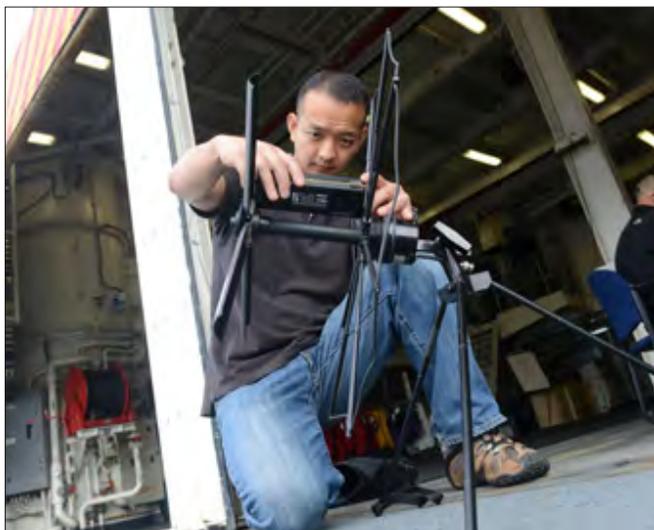
Readiness is a component of the agreed-upon service level. As discussed in chapter 6, mission support communities work with those supported to determine the agreed-upon service level for a person, system, or asset. To provide the desired readiness for operations, mission support must enable operations to the agreed-upon service level. While operational activities deplete readiness, they also contribute to readiness through increased proficiency. When readiness falls below the desired level, either through operational demand or decreased support, the Coast Guard may still operate but does so with a higher level of risk as its people, assets, and systems become fatigued.

Partnership in mission support delivery occurs through two basic lines of authority that link organizational units with the mission support enterprise: the Coast Guard Base or product line management at an LC/SC. For business lines with enterprise-wide product line management, operators request support through that single point of accountability. For business lines with regionally distributed support, operators request support through the servicing Coast Guard Base. If in doubt, the Base can ensure an issue is handed off to the appropriate point for resolution.

In Headquarters, mission support directorates (Commandants (CG-1), (CG-4), (CG-6), and (CG-9)), staff offices (DCMS-34, DCMS-5, and DCMS-8), DOL, and FORCECOM partner with the DCO organization to plan, resource, and govern the capabilities, services, and resources needed to execute Coast Guard missions. These partnerships are embodied in authoritative governance groups, such as Configuration Control Boards (CCBs) and Resource Councils (RCs). Within DCO, the Assistant Commandant for Capability (CG-7) is a critical mission support partner. Commandant (CG-7) identifies and provides capability, competency, and capacity requirements, and develops standards for staffing, training, equipping, sustaining, maintaining, and employing forces to meet mission requirements.

To keep the operational force ready, FORCECOM closely coordinates with DCO on performance, training, education, and development plans and policy through the Organizational Human Performance Advisory Council (OHPAC). In addition, both DOL and FORCECOM work regularly with the Areas to identify requirements and resources needed to meet the mission.

A contract systems engineer tests a UHF satellite communications antenna in preparation for a journey to the Arctic Circle with a team of scientists from the Coast Guard Research and Development Center (RDC). The RDC plays a key role in charting the service's future efforts by evaluating new and emerging technologies for applicability to Coast Guard operations.



Partnering with Operations During Regional Contingencies

The Base Commanding Officer serves as the primary mission support touch point for an operational commander. In a regional contingency, the DOL may direct a Base Commanding Officer to shift priorities, providing full support to the affected District Commander and proactively providing logistics and support services as the contingency requires. Base staff can be used to fill or augment the appropriate logistics element of an incident command. During large-scale or sustained incidents, Tactical Control (TACON) of the DOL, together with all Bases, may be shifted from DCMS to the affected Area Commander. Before executing this TACON shift, both Areas, DCMS, DOL, and the Logistics and Service Centers should identify which resources will remain available to perform existing high-priority requests for logistics services. This was exercised for the first time in 2012 when the DOL shifted to LANTAREA to support the Hurricane Sandy response.

7.2. Partnering with Industry

Mission support partners with private industry to augment various organic capabilities and capacity. When partnering with industry, the mission support enterprise employs a data-driven approach that is enabled by two best practices: strategic sourcing and performance-based contracting. Strategic sourcing is the collaborative and structured process of critically analyzing an organization's spending and using this information to make business decisions about acquiring commodities and services more effectively and efficiently. Strategic sourcing often considers if collective action on an acquisition could increase buying power or lower total costs of ownership. Performance-based contracting is an outcome-based contracting strategy in which the Government defines performance and success outcomes at the beginning of the procurement cycle, and contractors develop solutions to achieve those outcomes. Performance-based contracting ties total payment to performance quality levels. When appropriately implemented, both strategic sourcing and performance-based contracting can produce cost savings and innovative solutions for the Coast Guard.

To leverage industry partnerships, the mission support enterprise must first understand what activities must be done by the Coast Guard. If an activity does

not need to be performed by the Coast Guard, the mission support enterprise may then conduct a business case analysis to determine if it can be provided more cost effectively or efficiently by contract personnel or commercial vendors. The mission support enterprise carefully considers cost, schedule, performance, and risk factors when deciding whether to move to an external service provider. This process can challenge the mission support enterprise to improve how it delivers support. It brings focus to the organization by limiting its activities to those that provide the best value.

The Coast Guard's ability to establish partnerships with industry is a core competency of the mission support enterprise. The acquisition community actively engages with private sector companies to ensure that the Coast Guard is a desirable partner. Industry engagement fosters competition, improves communication, and, ultimately, ensures that the Coast Guard makes the best use of taxpayer dollars when procuring capabilities and services. Procurement centers at the ALC, C4IT SC, SFLC, SILC, and Coast Guard Headquarters provide entry points for collaboration between mission support and private industry.

Expertise in Core Competencies

Core competencies are the skills, activities, and functions that the mission support enterprise must perform organically (in-house) or maintain a minimum capability in to be successful. Relinquishing expertise in core competencies can put the whole organization at risk by rendering the Coast Guard dependent on an outside entity for critical services or decisions. Functions involving monetary transactions and decisions with inherent value judgments (such as financial management, contracting and procurement, and human resource management) must be performed organically because they are considered inherently governmental. In addition, the mission support enterprise must maintain a minimum core capability in its technical domains to support the independence of discretionary determinations, to perform vital or emergency tasks, and to provide technical oversight of contractor performance. A complete list of mission support technical domains is available in COMDTINST 5402.4, Deputy Commandant for Mission Support (DCMS) Engineering Technical Authority (ETA) Policy.

7.3. Partnering with Other Government Agencies

Most Coast Guard operations are performed as a cooperative effort with other government agencies. Achieving successful outcomes in this shared operational environment requires seamless coordination with the Coast Guard's partners at all levels of government—federal, state, local, tribal, and other countries.

This is particularly true when caring for personnel, assets, and infrastructure during an incident. Effective mission support during an incident requires pre-planning, coordination, and cooperation before the event occurs. Since many incidents are unplanned, mission support engages continuously in inter-governmental initiatives and collaborative forums to remain prepared. Ongoing engagement clarifies roles and responsibilities and keeps lines of communication open across agency boundaries. In addition, the mission support enterprise works with its interagency partners when selecting and developing new capabilities to ensure interoperability.

The challenges facing the mission support enterprise are complex, but they are not unique to the Coast Guard. Experience has shown that using a “whole of government” approach, based on common responsibilities and shared challenges, strengthens mission support delivery and drives efficiencies. Sharing resources, infrastructure, assets, services, and expertise across interagency boundaries stretches the citizen taxpayer's dollar. By leveraging the knowledge and experience of its partner agencies, the mission support enterprise generates diversity of thought that ignites creativity to produce innovative solutions.



During Regional Partnership Day, representatives from the Embassies of Senegal and Madagascar listen as a Safeboat representative relates his operational experiences aboard the Response Boat Medium that they are riding. The U.S. Coast Guard's Foreign Military Sales (FMS) program is responsible for the acquisition and delivery of Coast Guard assets to foreign customers approved in concert with the U.S. Department of Defense.

Partnership Outcomes	Representative Examples
<p>Enhances understanding and fulfillment of requirements</p>	<ul style="list-style-type: none"> • The engineering and logistics community’s Energy Management program works with the Defense Logistics Agency to provide planned logistics support in refueling operations. • The engineering and logistics community collaborates with senior logistics elements from the U.S. Navy and U.S. Marine Corps to optimize logistics across the three services when engaged in domestic and out-of-continental United States deployments, contingencies, and other joint operations.
<p>Increases mission support capability and capacity</p>	<ul style="list-style-type: none"> • The HR community works with the other Armed Services, other government organizations, and the private sector to improve and augment the Coast Guard’s HR services. • The HR community interfaces with the Navy Manpower Analysis Center to capitalize on available manpower analysis tools and provide manpower requirements analysis support for acquisition and sustainment efforts.
<p>Reduces and controls costs</p>	<ul style="list-style-type: none"> • The acquisition community makes legacy assets available to other countries through the Foreign Military Sales program reducing disposal costs for assets that have reached the end of their life cycle. • The human performance community collaborates with DoD, DHS, and other Federal and foreign agencies on Advanced Distributed Learning initiatives and infrastructures to garner efficiencies and savings.
<p>Enables interoperability and coordination</p>	<ul style="list-style-type: none"> • The C4IT community coordinates internationally with coalition partners through the National Security Agency, State Department, other military services, and law enforcement agencies to meet encrypted communications interoperability requirements for all Coast Guard missions. • The operational logistics community participates in the Joint Concept for Logistics Enterprise, a common framework for providing logistics support to joint forces in an operational environment. • The human performance community offers basic and advanced courses to personnel from the other armed services, state and Federal agencies, and allied nations throughout the world.
<p>Ignites creativity and promotes the adoption of innovative solutions</p>	<ul style="list-style-type: none"> • The acquisition community’s RDT&E program leverages partnerships with academia, other government agencies, non-profits, and private industry to anticipate and research solutions to meet operational challenges. • The C4IT community participates in DHS Office of Emergency Communications activities and programs such as the Shared Resources High Frequency Radio Program and the National Emergency Communications Network.

Table 1: Partnership Outcomes and Examples

Crew members aboard the Coast Guard Cutter *HAMILTON* render honors during its commissioning ceremony. The Coast Guard's Acquisition community is responsible for major and non-major acquisition programs that purchase and modernize the service's ships, boats, aircraft, and command, control, communication, computers, intelligence, surveillance and reconnaissance (C4ISR) systems.



8 *Conclusion*

Whether saving lives, protecting the marine environment, or defending our country, Coast Guard mission success has always been a reflection of the Coast Guard's ability to equip, train, maintain, and support its forces and personnel. Both day-to-day and contingency operations demand that effective mission support be in place and functioning under the most challenging and demanding conditions and across vast geographic areas. This requires an integrated system of mission support communities with diverse functions, capabilities, knowledge, and abilities. Each community in mission support—human resources, engineering and logistics, C4IT, acquisition, operational logistics, and human performance and readiness—plays a significant role in ensuring that Coast Guard operators have the equipment, assets, systems, facilities, personnel, training, and guidance needed to accomplish the mission. Guided by the principles of mission support, the communities leverage the Mission Support Business Model when performing mission support activities. This ensures seamless support of Coast Guard people, assets, and infrastructure.

The mission support enterprise extends from Headquarters to the field. Each level of the organization adds value by focusing on a distinct aspect of mission support delivery. At the Headquarters level, work focuses on policy development; strategy setting; planning, programming, and budgeting; and external engagement. In the field, work focuses on hands-on support for the operator. While mission support performance measures may vary by community, at its core, mission support delivers available assets and ready people to accomplish Coast Guard missions. In summary, the mission support enterprise is the center of gravity for mission execution.



A food service specialist assigned to Coast Guard Base Seattle, frosts a piece of chocolate cake in preparation for lunch in the Base's galley. Food service specialists use their creativity to flavor meals and decorate desserts every day for thousands of Coast Guard men and women on land and at sea.

A *Appendix* *Acronyms*

24x7:	24 hours a day / 7 days a week	CG-8:	Assistant Commandant for Resources
ADL:	Advanced Distributed Learning	CG-9:	Assistant Commandant for Acquisition
AIA:	Audit, Inspection, and Assessment	CG-91:	Head of Contract Activity
ALC:	Aviation Logistics Center	CG-92:	Sub-Director of Acquisition Services
APO:	Asset Program Office	CG-93:	Program Executive Officer
C2:	Command and Control	CGA:	Coast Guard Academy
C4ISR:	Command, Control, Communication, Computers, Intelligence, Surveillance, and Reconnaissance	CGIS:	Coast Guard Investigative Service
C4IT:	Command, Control, Communications, Computers, and Information Technology	CEU:	Civil Engineering Unit
C4IT SC:	C4IT Service Center	CM:	Configuration Management
CAF:	Central Adjudication Facility	CO:	Commanding Officer
CG:	Coast Guard	COMDTINST:	Commandant Instruction
CG-094:	Judge Advocate General & Chief Counsel	COP:	Common Operating Picture
CG-1:	Assistant Commandant for Human Resources	DCMS:	Deputy Commandant for Mission Support
CG-4:	Assistant Commandant for Engineering and Logistics	DCMS-34:	Office of Security Policy and Management
CG-6:	Assistant Commandant for C4IT	DCMS-5:	Mission Support Integration Office
CG-7:	Assistant Commandant for Capability	DCMS-8:	Mission Support Resource Directorate
		D-level:	Depot level
		DCO:	Deputy Commandant for Operations
		DHS:	Department of Homeland Security

DoD:	Department of Defense	MLC:	Maintenance and Logistics Commands
DOL:	Director of Operational Logistics	MSBM:	Mission Support Business Model
EA:	Enterprise Architecture	NESU:	Naval Engineering Support Unit
ESU:	Electronics System Support Unit	O-Level:	Organizational Level
ETA:	Engineering Technical Authority	OEC:	Office of Emergency Communications
FAR:	Federal Acquisition Regulation	OHPAC:	Organizational Human Performance Advisory Council
FINCEN:	Finance Center	PRO:	Program Residence Office
FMS:	Foreign Military Sales	PSC:	Personnel Service Center
FORCECOM:	Force Readiness Command	PTC:	Performance Technology Center
GPRA:	Government Performance and Results Act	R&D:	Research and Development
HCA:	Head of Contracting Activity	RC:	Resource Council
HPC:	Human Performance Cycle	RDT&E:	Research, Development, Test, and Evaluation
HR:	Human Resources	SC:	Service Center
HSWL SC:	Health Safety and Work-Life Service Center	SECCEN:	Security Center
ICOFR:	Internal Controls Over Financial Reporting	SFLC:	Surface Forces Logistics Center
ICOOP:	Internal Controls Over Operations	SILC:	Shore Infrastructure Logistics Center
ISC:	Integrated Support Command	STANTEAM:	Standardization Team
IT:	Information Technology	TACON:	Tactical Control
JP:	Joint Publication	TAV:	Total Asset Visibility
LC:	Logistics Center	TTP:	Tactic, Techniques, and Procedures
LDC:	Leadership Development Center	TRACEN:	Training Center
LSC:	Legal Service Command	USC:	United States Code
LSE:	Logistics Support Element		

B Appendix Glossary

Bi-level Support

Bi-level support divides mission support work into two levels: Organizational (O-level) and Depot (D-level). O-level tasks are within the expected capability and capacity of the front line unit. D-level tasks are beyond that range, requiring more extensive or specialized facilities, tools, equipment, or expertise.

Capability

The ability to execute a specified course of action. A capability may be accomplished through any combination of material and non-material solutions.

Configuration Management (CM)

A technical discipline used to manage organizational capability, specifically, the “who, what, when, where, why, and how.” CM is used to define and maintain an alliance between performance; functional and physical attributes; supporting information (requirements, design and operational); and their conformance, with traceability between the identified need, investments made, and outcomes produced.

Engineering Technical Authority

The authority, responsibility, and accountability to establish or assert engineering technical standards, tools, processes, and best practices; monitor compliance with or use of them; and certify conformance with statute, policy, requirements, architectures, and standards. The execution of ETA is a process that establishes and assures adherence to engineering technical standards and policy providing a range of technically acceptable alternatives with corresponding risk and value assessments.

Enterprise Architecture (EA)

A strategic, information asset base that defines the mission, the information and technologies necessary to perform the mission, and the transitional processes for implementing new technologies in response to the changing needs of the mission.

Mission Support Program

A system of projects, services, and/or resources managed within a mission support directorate or command.

Performance Measurement

A means of evaluating efficiency, effectiveness, and results.

Performance measurement should include program accomplishments in terms of outputs and outcomes. Indicators, statistics, or metrics used to gauge program performance.

Performance Measures

Quantitative or qualitative measurements that determine whether a target or goal has been met.

Product Line Management

Product line management is an organizational design concept that provides a single support team responsible and accountable for the performance of a specific capability's execution and sustainment.

Readiness

The state of match between validated requirements and capabilities.

Requirement

A documented user need of what a specific system should be or do. It identifies a necessary attribute capability, characteristic, or quality a system must possess to provide value or utility to the user.

Total Asset Visibility

TAV is the ability to access and act on timely, accurate, and complete information about the location, movement, status and identity of units, personnel, equipment, and supplies. The term "asset" is broadly defined to include every Coast Guard capability—from aircraft and cutters to C4IT systems, shore facilities, platforms, services, and personnel.



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