



COMDTINST 5280.1  
9 JAN 1995

COMMANDANT INSTRUCTION 5280.1

Subj: MISSION ANALYSIS POLICY

Ref: (a) OMB Circular A-109  
(b) Government Performance and Results Act of 1993  
(c) GAO Report GAO/RCED-91-188 of July 1991  
(d) HQINST 16050.1 (series) Mission Analysis Reports

1. PURPOSE. This instruction outlines the policy for the conduct of Mission Analysis within the Coast Guard.
2. ACTION. All Program Director and Program Managers shall comply with the provisions of this instruction.
3. DIRECTIVES AFFECTED. None.
4. BACKGROUND. OMB Circular A-109 requires that federal agencies "express needs and program objectives in mission (functional) terms and not equipment terms to encourage innovation and competition in creating, exploring, and developing alternative system design concepts." Additionally, agencies must "place emphasis on the initial activities of the system acquisition process to allow competitive exploration of alternative system design concepts in response to mission needs." The Coast Guard must Comply with this federal policy which makes Mission Analysis the foundation for requirements definition in major systems acquisition.
5. DISCUSSION.
  - a. OMB Circular A-109 assumes each agency has some form of long range planning and analysis activity or process and

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does not define the Mission Analysis process specifically. To fully understand Mission Analysis a definition is needed. Mission Analysis is the continuous, iterative analysis of assigned mission responsibilities to identify deficiencies in current and projected capabilities. The goal is to meet essential needs and identify opportunities for the enhancement of capability through more effective systems and less costly methods. Mission Analysis is also a monitoring and assessment activity analyzing Coast Guard missions, operations, organization, and resource allocation. Mission Analysis is a two-step process which validates public needs and demands and examines alternative methods of service delivery. The first step is an integral part of Coast Guard Program Management and the Planning Process. The second step supports the acquisition process.

- b. In addition to supporting acquisitions, in TQM terms Mission Analysis helps ensure that an agency is "doing the right things right." A part of the "right things right" outcome of the Mission Analysis process should be recommended changes to tactics and doctrine and proposed changes in governing laws or regulations. Mission Analysis is also in consonance with reference (b) in that it requires performance measurement and articulation of program goals.
- c. The Mission Analysis process should include a projection of future demand for mission performance five, ten, and twenty years into the future. This Demand Projection should reflect the Commandant's Strategic Agenda and reference pertinent studies initiated by the Strategic Planning Staff or other organizational elements. It should include both current and future missions as well as the impact of any technology reasonably expected to be available. The Demand Projection should be generated using the guidance in enclosure (1). It should also be validated by customers and references outside the Coast Guard to the maximum extent possible. Particular attention must be paid to the documentation and validation of assumptions used in the Demand Projection or other areas of the Mission Analysis.
- d. The Mission Analysis should also clearly delineate the functional mission requirements and objectives/ performance standards which should be consistent with current program descriptions and directions. All components of mission performance must be considered, including surface platforms, surveillance and information systems, and aviation support as well as supporting maintenance and training concepts.
- e. The analysis should also include a baseline of current mission performance and asset capabilities. Finally, the

analysis should include a technology assessment and identification of any gaps or deficiencies in mission performance expected during the twenty-year window of the analysis, The Mission Analysis process itself provides input to the operating program's development of its Business Plan and doctrine.

- f. If a deficiency is identified which requires a hardware solution, the end product of Mission Analysis becomes a Mission Analysis Report (MAR) prepared in accordance with HQINST 16010. This document provides significant input to budgeting as well as acquisition planning. See enclosure (2) for a chart illustrating the linkages of Mission Analysis with both the budgeting and acquisition process.
- g. The complexity of a specific Mission Analysis and the resulting MAR is dependent on how the mission is defined. Some deficiencies may be identified as part of the major multi-mission or single-mission efforts discussed below. When the mission requirement is more limited in scope, the deficiency can be identified and justified with proportionately less documentation.
- h. It must be remembered that Mission Analysis is intended to define a problem or future technological Opportunity. It sets the scope of the problem and justifies a Mission Need. Prior Coast Guard efforts in this area have largely focused on activity measures instead of performance measures. In addition, as illustrated in reference (c), prior efforts may have also focused too early on hardware solutions without first fully understanding the functional mission requirements. This approach can miss the opportunity to achieve full mission effectiveness and artificially limit system capabilities, especially later in a system's life cycle. Done correctly, Mission Analysis is a process which requires significant initiative and original thinking. It is not susceptible to a "cookbook" approach.

## 6. RESPONSIBILITIES.

- a. Multi-mission Mission Analyses which integrate requirements across all operating programs shall be conducted in the Deepwater mission area and the Coastal Zone Response mission area. Deepwater Mission Analysis shall be led by a division-level element within the Office of Law Enforcement and Defense Operations. Coastal Zone Response Mission Analysis shall be lead by a division-level element within the Office of Navigation Safety and Waterway Services. Both leadership teams, shall be supported by broadly constituted Guidance Teams and Working Groups to ensure'adequate representation of multiple programs requirements. Samples of Guidance

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Team and Working Group rosters are provided as enclosures (3) and (4), respectively. The Chief of Staff shall provide each team leader with a charter as a Requirements Project Manager, defining specific responsibilities and legitimizing the crossing of program lines. An example of a charter is provided as enclosure (5).

- b. Single-mission Mission Analyses shall be performed by all other Operating Programs not included in the multi- mission efforts described above. Such efforts are currently foreseen by the following programs: Short Range Aids to Navigation, Radionavigation Aids, Ice Operations, and Waterways Management. Ordinarily existing organizations and staffs are considered adequate to conduct single-mission analyses, however it is recognized that occasionally additional billets may be required to coordinate multiple single-mission analyses within an office. These analyses shall be chartered by the respective Office Chief. Single-mission analyses shall coordinate their activities and findings with the Deepwater and Coastal Zone Response analyses to derive full benefit of resource application to various missions.
  - c. Support Program and Facility requirements shall be derived from the results of the Operating Programs analyses. Support Program and Facility Managers shall have representation on appropriate Working Groups throughout a mission analysis effort.
  - d. Results of Mission Analysis efforts shall be reported in accordance with reference (d). The timing of these reports may be linked with regular analysis cycles or to specific discoveries in mission requirements or technological opportunities.
7. POINTS OF CONTACT. Chief, Plans, Policy and Evaluation Division is designated as the process owner for Mission Analysis.

KENT H. WILLIAMS  
Chief of Staff

- Encl:
- (1) Guidelines for Demand Projections
  - (2) Budget and Acquisition Process Relationships
  - (3) Sample Guidance Team Roster
  - (4) Sample Working Group Roster
  - (5) Sample Charter

**MISSION AREA TITLE**

I. SCOPE

A. OPAREA (District)

1. Target Information (Number/Type)
2. Mission Activity
  - a. Frequency (Mission standards/Justification)
  - b. Performance/Information requirements
  - c. Duration
3. External Support
4. Trend Analysis (What factors influence mission activity and/or target population?)

B. TRAINING (that which affects asset demand)

II. FORECAST

A. TREND PROJECTION

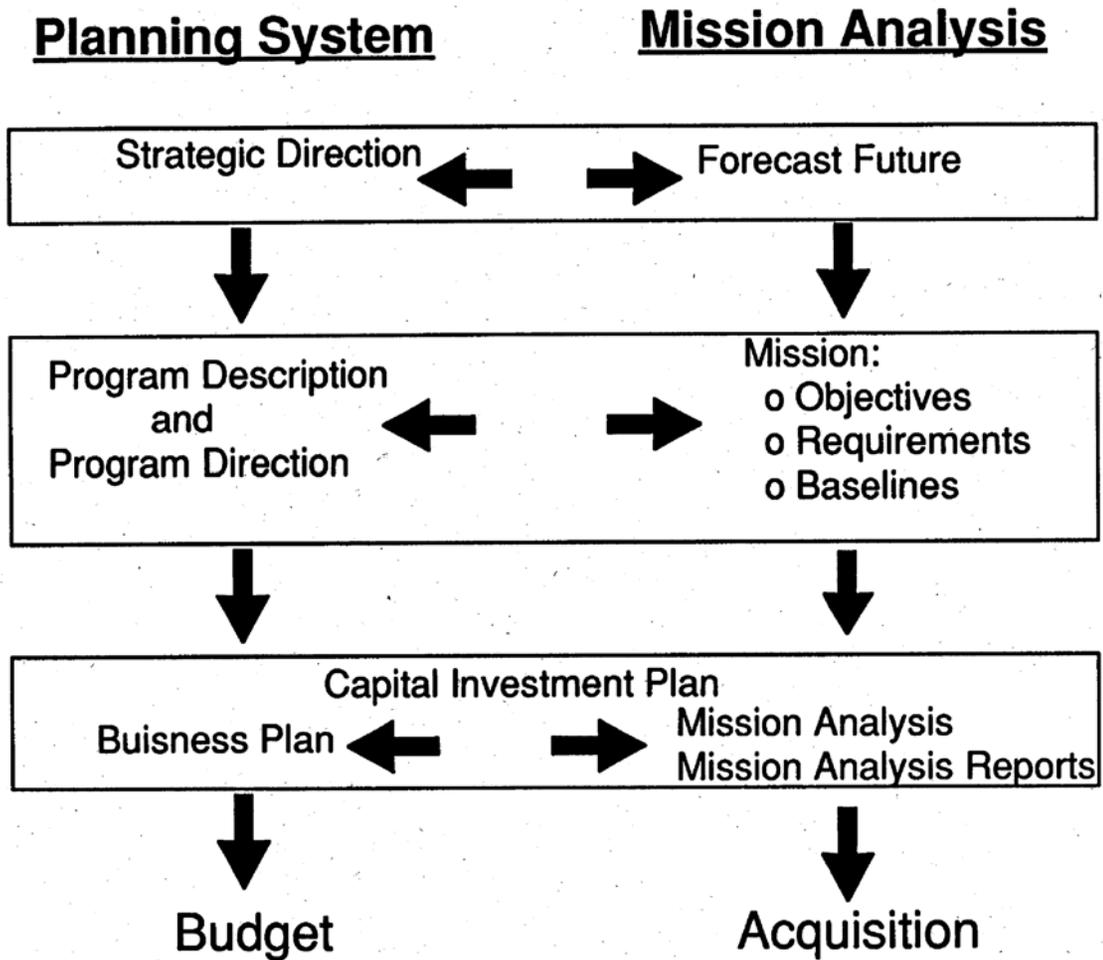
1. External Support
2. Tasking Agency Plans/Projections
3. Other External Forecasts
4. Coast Guard Forecasts

B. ASSUMPTIONS AND JUSTIFICATIONS

C. ASSUMPTIONS AFFECT ON SCOPE

1. OPAREA (District)
  - a. Target Information (Number/Type)
  - b. Mission Activity
    1. Frequency (Mission standards)
    2. Performance/Information requirements
    3. Duration
  - c. External Support
2. Training

D. PROJECTED DEMAND



MISSION ANALYSIS GUIDANCE TEAM

Chair: G-OCU-MA - CAPT Blaney

G-AT	Mr. Leotta
G-CX	CDR O'Hara
G-ENE	CAPT Hagstrom
G-KSE	CDR Hansen
G-LLX	LCDR Bennardini
G-MEP	CAPT Donohoe
G-MPS	CAPT Sabol
G-NAB	CAPT Stimatz
G-P	CDR Ward
G-REP	CDR Tilghman
G-TC	CAPT Chiswell

Encl. (4) to COMDTINST 5280.1

MISSION ANALYSIS WORKING GROUP

Chair: G-OCU-MA LCDR MacLeod

Operating Program Managers:

O Sub-group: G-ODO - CDR O'Byrne  
G-OLE - CDR Nimmich

M Sub-group: G-MEP - LT Burton  
G-MPS - LCDR O'Malley

N Representative: G-NIO - Mr. Jendro

Support Program Managers:

E Sub-group: G-ECV - LCDR Frost  
G-ELM - LCDR Arkins  
G-ENE - CDR Gamble  
G-ER - CDR Clay  
R&D Cen - LCDR Cavanaugh

P Sub-group: G-Pd-5 - Mr. Graves  
G-PTP - LT Fox

T Sub-group: G-TES - LT Mead  
G-TTM - LT Keyes

R Representative: G-REP - LCDR Black

K Sub-group: G-KOM - HSCM Browning  
G-KSE - LTJG McInnis

Facility Managers: G-OAV - CDR Lillie  
G-OCU - LTJG MoKinley  
G-OIN - CDR Horrocks

Advisors:

G-AT - Mr. Groseclose  
G-CMCPO - MCPOCG Trent  
G-H - CDR Seeley  
G-ICC - LCDR LaLiberte  
G-LEL - LCDR Darmody

SUBJ: REQUIREMENTS PROJECT MANAGER CHARTER: DEEPWATER MISSION ANALYSIS

Copy:	G A	G AT	GAWP/AMB		G AWL	G AVT	GAMO	GASM
	G-CX	G-CI	G-CPP	G-CPA				
	G-E	G-Es	G-ER	G-ENE	G-EAE	G-ELM	G-ECV	
	G-H	G-HME						
	G-K	G-KOM	G-KSE					
	G-L	G-LMI	G-LEL	G-LLX				
	G-M	G-MP	G-MEP	G-MPS				
	G-N	G-NP	G-NVT	G-NIO				
	G-P	G-PTP	G-Pd-5	G-Pd	G-Pd-2			
	G-O	G-OP	G-ODO	G-OCU	G-OLE	G-OAV	G-OIN	
	G-R	G-REP	G-RSP	G-RST				
	G-T	G-TP	G-TC	G-TES	G-TTM	G-TGC		
	G-CMCPO							
	G-ICC							
	G-ISC							
	COMLANTAREA							
	COMPACAREA							
	MLC Commanders							
	District Commanders (1, 5, 7, 8, 11, 13, 14, 17)							
	EECEN							
	R&D Center							

U.S. Department  
of Transportation

United States  
Coast Guard



# Memorandum

Subject: REQUIREMENTS PROJECT MANAGER CHARTER  
DEEPWATER MISSION ANALYSIS

Date: 5280

From: Chief of Staff

Reply to: G-OCU  
Attn. of: CAPT Blaney  
7-1768

To: Captain Harold E. Blaney

Via: Chief, Office of Law Enforcement and Defense Operations

- Ref: (a) HQINST 16050.1 (series), Mission Analysis Reports  
(b) COMDTINST M16010.1 (series), Planning and Programming Manual  
(c) COMDTINST M5400.7 (Series), Organization Manual  
(d) G-CCS memo 7100 of 9 Nov 93  
(e) G-O memo 7044 of 2 Dec 93

1. Purpose. You are designated as Requirements Project Manager, Deepwater Mission Analysis. You shall carry out your duties in compliance with references (a) through (e). This charter supersedes all previous designations. Your routing symbol will be G-OCU-MA.

2. Project Objectives. This project will provide a functional analysis of all capabilities required to perform deepwater missions at least out to the year 2015. These capabilities shall address surface platforms, surveillance systems, information systems, aviation support, and the use of intelligence from all sources as well as associated tactics and doctrine. In defining required capabilities, both current and future missions shall be identified. Projected demand for all missions shall be estimated. Appropriate measures of effectiveness and standards shall be established to assess both current and future mission performance. In addition, the previous mission analyses which defined 82-foot patrol boat and seagoing buoy tender multi-mission capability replacement requirements shall be reviewed in light of any deepwater analysis results. You shall also develop mission analysis process and policy recommendations as indicated in 3.b.(8) below.

3. Charter.

a. Scope of Project. The mission analysis shall define functional requirements for deepwater operational missions out to the year 2015

Encl. (5) to COMDTINST 5280.1

Subj: REQUIREMENTS PROJECT MANAGER CHARTER; DEEPWATER- MISSION ANALYSIS

b. Your responsibilities. References (a) through (c) contain various statements of responsibility, authority, and accountability. The statements below and in sub-paragraphs c. and d. summarize and supplement, but do not replace, those references. You shall:

- (1) define functional requirements for all deepwater missions;
- (2) develop demand-based projections of future workload in all applicable mission areas;
- (3) develop appropriate Measures of Effectiveness and Performance Standards;
- (4) ensure that the interests and requirements of all operating and support program managers are integrated into the project;
- (5) provide monthly progress reports to the Chief, Office of Law Enforcement and Defense Operations;
- (6) maintain complete, up-to-date documentation of all actions and decisions;
- (7) act as the principal source of information for internal and external inquiries and briefings on the project; and
- (8) work through the assigned Guidance Team shown in enclosure (1) to develop and document formal procedures for functional mission analysis. This tasking will include recommending policy that would govern subsequent mission analysis for all programs. Status updates on this task shall be provided at each meeting of the Operations Coordinating Council.

c. Your authority. You shall:

- (1) take all proper actions necessary to ascertain deepwater functional requirements;
- (2) obtain commitment from operating and support program managers to perform specific project tasks with their resources;
- (3) provide sponsor approval for supporting R&D proposals and project plans;

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(4) concur on the R&D project manager's budget forecasts, obligation plans, and financial documents;

(5) act as the sponsoring office's approval authority for specifications for project-related contracts and necessary contract modifications; and

(6) sign correspondence relating to the project as: Requirements Project Manager Deepwater Mission Analysis.

d. Your accountability. With respect to Deepwater Mission Analysis, you are accountable to the Chief, Office of Law Enforcement and Defense Operations via Chief, Cutter Division. With respect to process and policy development, you are accountable to the Chairman of the Operations Coordinating Council via the Chief, Office of Law Enforcement and Defense Operations and Chief, Cutter Division.

e. Responsibility, authority, and accountability of Operating and Support Program Managers and Facility Managers. Operating and Support Program Managers and Facility Managers shall take appropriate action to achieve project objectives within the context of their roles as program/facility managers. Program and Facility Managers shall be represented by the Working Group members shown in enclosure (4). Program Managers are accountable to their respective Program Directors for quality and timeliness of completion of project tasks. Program Directors shall be represented by Guidance Team members. Research support shall be provided by the Coast Guard Research and Development Center in accordance with references (d) and (e).

4. Action. You shall comply with this Charter. By copy of this Charter, all Offices are directed to take all proper actions necessary to achieve the objectives of the project. Target date for completion of this iteration of Mission Analysis is second quarter CY95.