



# Transportation Security Administration

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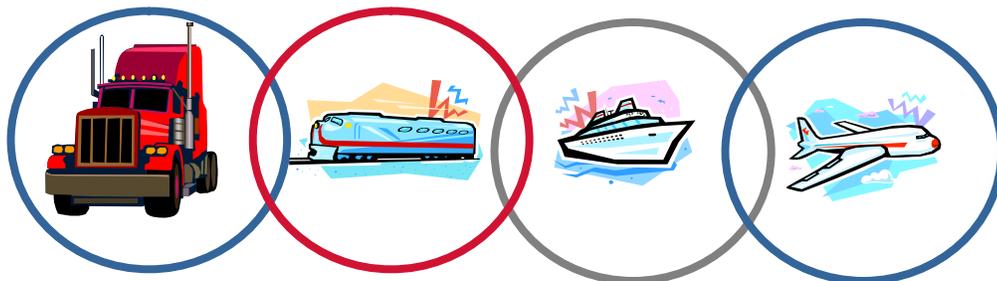
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## MISSION NEED STATEMENT GUIDE

OFFICE OF ACQUISITION

ACQUISITION AND PROGRAM MANAGEMENT SUPPORT DIVISION

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ATTACHMENT (1)

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## **1. PURPOSE**

The purpose of this Mission Need Statement (MNS) Guide is to assist the Transportation Security Administration (TSA) Sponsor, Program Manager (PM), and other acquisition personnel in preparing a MNS. A sample is provided as Attachment 1.

## **2. TSA POLICY**

All TSA programs whose acquisition cost or contract cost exceeds \$5 million, or whose life cycle cost exceeds \$20 million (e.g. Investment Level 1, 2, and 3 programs), require an approved MNS prior to program execution.

## **3. DEFINITIONS**

Attachment 2: Definitions provides a list of definitions and terms used in this guide.

## **4. SOURCE OF MISSION NEED STATEMENT GUIDANCE**

This guide has been compiled from draft Department of Homeland Security (DHS) MNS guidance and guidance from other federal agencies.

The TSA Acquisition Program Management and Support Division (APMSD) Point of Contact for this guide is Larry Nee, 571-227-1178.

## **5. PART I - OVERVIEW**

### **A. What is a MNS?**

Briefly, the MNS describes something that somebody needs. The something is a capability, not held or fully held today, to accomplish a function or task in support of the TSA and DHS mission. Somebody is the end user, such as a Federal Security Director, Transportation Security Officer, customer, traveler, or stakeholder served by our mission.

The need is typically derived from higher authority, such as the Congress, or through a quantified, well documented, objective mission analysis. MNS approval provides formal DHS executive level acknowledgment of a justified and supported need to allocate scarce resources to resolve a mission deficiency. Approval of the MNS typically represents the initiation of a formal acquisition program.

### **B. What a MNS is Not...**

A MNS is not a marketing pitch, program brief, or system brochure. Similarly, it should not reflect or endorse a specific problem solution or end product. Instead, the MNS identifies a need or deficiency requiring a solution, and it becomes a benchmark or standard, along with the Acquisition Program Baseline (APB), against which the acquisition program is measured.

In its most useful form, the MNS is structured not only to initiate an acquisition program; it affords program managers, executives, and reviewers an effective means to

later address the question: “what problem is the program trying to solve?” In this regard, a MNS describing the need for System X is far less useful than one identifying the need for Capability Y. The MNS is the point of reference for an analysis of alternatives, not a pre-selection for a particular alternative. A MNS does not justify the need for an organization.

### C. Who Prepares the MNS and When?

Ideally, a separate requirements activity should prepare the MNS, which would form the basis for establishing a program office. In TSA and organizations where separate requirements generation activities do not exist, however, the PM typically prepares the MNS. This requires the PM to consider mission needs or deficiencies as an honest broker, taking the user or customer perspective. Accordingly, the PM should consult freely with end users and other stakeholders when preparing the MNS to ensure that it reflects mission needs or deficiencies as viewed by the end user.

Generally, the MNS is developed during the Program Initiation Phase with approval at the Program Authorization Milestone. The MNS is subsequently validated at each Decision Milestone Point and updated whenever a change to the mission need is identified.

### D. Approval Authority

Following preparation, the MNS shall be submitted to the TSA Sponsor for endorsement and then to the designated DHS/TSA authority for final approval. The level of authority for Sponsor endorsement and final TSA/DHS approval is dependent upon the program’s anticipated or projected investment level as shown in the table below. For Level 1 programs, the MNS is forwarded via the TSA Deputy Administrator (DA) to the DHS Acquisition Executive (AE) for approval.

**Table 1- Approval Authority**

Investment Level	TSA Sponsor	Approval Authority
1	TSA Deputy Administrator	DHS Acquisition Executive
2	TSA Deputy Administrator	DHS Acquisition Executive
3	TSA Assistant Administrator	TSA Deputy Administrator

### E. Distribution

One copy of the approved MNS shall be provided to the Executive Secretary of the TSA Investment Review Board (IRB) and the Sponsor. The PM will retain the original approved MNS.

## **6. PART II - PREPARATION AND CONTENT OF A MISSION NEED STATEMENT**

### **A. General**

The MNS should describe specific functional capabilities required to perform TSA and DHS missions. Attachment 1 provides the required format for the initial MNS submission and all updates, and describes the content of each section.

**ATTACHMENT 1: SAMPLE MISSION NEED STATEMENT**

Cover Page  
Mission Need Statement (MNS)  
for the  
PROGRAM TITLE

Submitted by: \_\_\_\_\_  
*TSA Sponsor* \_\_\_\_\_  
Date

Approved: \_\_\_\_\_  
*Title of MNS approval authority* \_\_\_\_\_  
Date

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Section A. Revision Summary

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Section C. Description of the Mission(s) and Capabilities

1. Required Mission(s) and Need(s)
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5. Disapproval Impact

Section E. TSA Specific Interest Items

1. Total Acquisition Cost
2. Other Government Agencies
3. Acquisition Designation Criteria

Section F. Table of Changes

**Section A. Revision Summary**

Complete the table below to capture the revision history of the MNS.

Version #	Date

This template follows the below versioning paradigm:

- If the document has not yet been approved, it should use a numbering scheme beginning with “zero”, such as Version 0.1.
- Once the document is approved, version numbers should start with “one”, such as Version 1.0.
- Minor updates (e.g., wording changes) should increment in tenths, as in Version 1.0, Version 1.1.
- Major changes in direction or composition should increment in whole numbers, as in Version 1.0, Version 2.0.
- Both the Revision Summary and the Table of Changes should reflect the version number and date discussed.

**Section B. Executive Summary**

Summarize the salient points of the MNS. The Executive Summary should be a synopsis of the program requirements detailed in the body of the MNS. The Executive Summary is not a program summary.

**Section C. Description of the Mission(s) and Capabilities**

1. Required Mission(s) and Need(s)

Identify the required mission(s) in functional terms and capabilities. Do not specify in terms of equipment or other means which might satisfy the need; i.e., state the problem (need) not the solution (equipment). If a current mission has changed, discuss how or what portion of the mission(s) will be changed and how current capabilities are going to differ as a result of satisfying this mission need.

2. Authority

Cite the statutory and/or regulatory authority for the mission(s).

3. Capability Gap

Discuss the needed, un-met capability (i.e., gap), or capability that must be sustained to avoid a gap. Describe the current capability, the needed capability, and summarize the difference between then two. If you already have full capability in place, then explain why you need to retain it to avoid creating a gap.

4. Affordability/Resource Availability

Indicate the general priority of this mission and the planned capability relative to other missions and TSA or DHS programs. Include a summarized comparison to estimated legacy asset lifecycle costs if available. State whether or not the mission capability is included in your organizational element capital plan and discuss what impact the program will have in future budget years.

State how the program (1) will be staffed and (2) will provide other resources required for success.

**Section D. Program Justification**

1. Linkage to Strategic Plan

Link or trace the defined mission(s) to TSA and DHS Strategic Plans, as appropriate.

2. Compelling Federal Government Interests

State how the identified need or deficiency will support core/priority mission functions that need to be performed by the Federal Government and why the investment needs to be undertaken by TSA as opposed to another governmental source or private sector alternative.

Please note that TSA outsources many functions. Distinguish between TSA planning and implementation of a capability and actual delivery, which may be outsourced as appropriate, based on the acquisition alternatives.

3. Efficiency and Effectiveness

Discuss how meeting the identified need or deficiency will support work processes that have been simplified or otherwise redesigned to reduce lifecycle costs, improve effectiveness, and make maximum use of commercial, off-the-shelf technology.

4. Acquisition Goals and Objectives

Discuss the acquisition goals and objectives (e.g., developmental or non developmental; risk reduction or transfer, timely deployment; reduce life cycle costs; standardize inventories; improve reliability; maximize use of current DHS infrastructure, logistics system, etc.) in terms of gaps required to be filled.

5. Disapproval Impact

Briefly discuss the impact of not approving a program and include impacts on current and planned mission(s) and capabilities.

**Section E. TSA Specific Interest Items**

1. Total Acquisition Cost

Provide a rough-order-of-magnitude estimate (if available) of total acquisition costs for the program.

2. Other Government Agencies

Indicate if other governmental agencies are involved or impacted and briefly describe how they are involved or impacted.

3. Acquisition Designation Criteria

Assess the designation criteria from the DHS Management Directive 1400 and provide a recommended designation.

**Section F. Table of Changes**

Please indicate in the table below changes made to this MNS and the corresponding version number.

Version #	Date	Section	Paragraph	Description

## ATTACHMENT 2: DEFINITIONS

**Acquisition:** The conceptualization, initiation, design, development, test, contracting, production, deployment, support, modification, and disposal of systems, supplies, or services (including construction) to satisfy agency needs. Acquisition is the process of acquiring with appropriated funds, by contract for purchase or lease, supplies and services (including construction) that support the missions and goals of an executive agency, from the point at which the requirements of the executive agency are established in consultation with the Chief Procurement Officer of the executive agency, including functions related to fulfilling agency requirements by contract.

**Acquisition Cost:** All costs for acquiring, by contract, interagency agreement, or other funding instruments, systems, supplies, or services for a designated program or project through purchase or lease, whether the supplies are already in existence or must be created, developed, demonstrated, and evaluated, and without regard to the type of appropriated funds used. Acquisition cost includes all incurred or projected costs from the commencement of the Program Initiation phase through the completion of the Production and Deployment phase.

**Acquisition Program Baseline (APB):** A summary of the key performance parameters for the program agreed to by the PM and the Sponsor. It documents the critical program parameters, thresholds, events and milestones related to cost, schedule and performance for accomplishing the program objectives. APBs are an essential part of the management of acquisition programs in TSA. The APB is established to provide a critical reference point for measuring and reporting the status of project execution.

**Decision Milestone:** A predetermined point within the acquisition phases at which the investment will undergo a review prior to commencement of the next phase. See the Department of Homeland Security Management Directive 1400.1.

**Determination of Mission Need:** Determination of need should be based on an analysis of an agency's mission reconciled with overall capabilities, priorities and resources. When analysis of an agency's mission shows that a need for a new system exists, such a need should not be defined in equipment terms, but should be defined in terms of the mission, purpose, capability, agency components involved, schedule and cost objectives, and operating constraints. A mission need may result from a deficiency in existing agency capabilities or the decision to establish new capabilities in response to a technologically feasible opportunity. Mission needs are independent of any particular system or technological solution.

**Life-Cycle Cost (LCC):** The total cost to the Federal Government of acquiring, operating, supporting, and (if applicable) disposing of items being acquired.

**Program:** A directed, funded acquisition that provides a new, improved, or continuing system or service in response to an approved need. Acquisition programs are divided into levels established to facilitate decentralized decision making, execution, and compliance with statutory requirements.

**Sponsor:** The Sponsor represents the operational needs of the cognizant organizational element and ultimately the end-users of the required system. The Sponsor conducts mission analysis, identifies capability gaps, conducts requirements analysis, and participates in long range planning process and the prioritization of needs. Sponsor's final requirements are formally documented in a Mission Need Statement (MNS) or other appropriate requirements document. The Sponsor participates in all phases of the acquisition to ensure that the item or system being acquired meets operational requirements. The Sponsor for Investment Level 1 programs is the TSA DA; the Sponsor for Investment Level 2 programs is the TSA AA, based on the PM reporting chain); the Sponsor for Investment Level III programs is the cognizant TSA AA.