LETTER OF PROMULGATION

1. Purpose. The 1974 Cutter Plan is the latest annual update of cutter requirements and acquisition plans and is approved for use as an official planning document.

2. Discussion. Primarily long range in its perspective, the Plan describes requirements for cutters and converts these requirements into a recommended cutter acquisition schedule covering the period 1977-1986. Program Descriptions (CG-380-1) is intended for use with both the Cutter and the Aviation Plan (CG-380-2). It should be noted that much of the information in the Cutter Plan ages rapidly as new concepts, new requirements, priorities, and budget adjustments develop.

3. Action. Review comments are vital to the compilation of next year's update and as such are requested by 1 June 1975. District commanders should submit their comments to Commandant (G-0) and forward copies to their respective area commanders. Area commanders should review all district commander comments and forward their own comment to Commandant (G-0) by 15 June 1975. All other recipients of the Plan should submit their review comments directly to Commandant (G-0) by 1 June 1975. The Office of Operations, Plans and Programs Staff is available to assist in the review and use of the Plan.

Distribution: (SDL No. 100)
A: None
B: c(5); b(2); efgjp(1)
C: None
D: fsz(1)
E: None
F: None

R. H. SCARBOROUGH
Chief, Office of Operations
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I. INTRODUCTION

Changing program requirements, cutter physical obsolescence, and technological advances which significantly decrease the effectiveness of existing resources all give rise to the need for the periodic review of the sufficiency of current cutter fleet.

The analysis summarized here reflects the aggregation of the cutter requirements of all programs and the development of a mix of cutters suitable and capable of meeting as a whole the full range of the Coast Guard's cutter needs. The analysis also reflects recent budgetary decisions and changes in program requirements.

This Plan presents the premises and methodology of the cutter requirements analysis, and a brief discussion of presently forecast program requirements. The final portion of the Plan is a cutter acquisition schedule that proposes the acquisition and renovation of cutters at times and in quantities sufficient to meet projected program requirements in the interval from FY-77 through FY-86.

Supplemental to the Plan is a limited distribution volume entitled Cutter Requirements Analysis which details the analytical processes of the Plan.

The objectives of the Cutter Plan are:

- To determine the proper interacting mix of cutters required to meet all forecast program and support requirements over a ten year planning period;

- To propose a course of action which will, by the timely institution of cutter redistribution, renovation and acquisitions, (1) overcome existing cutter shortages at the most rapid feasible rate, and (2) avoid future shortages;

- To provide a framework for assessing the impact of decisions effecting the present and future composition of our cutter fleet.

II. PREMISES

Premises used in the development of cutter requirements are listed below:

(1) Program cutter-day requirements are sufficient to satisfy established program standards.

(2) In stating individual program requirements, program managers have considered alternative resources (i.e., aircraft, boats, and cutters) and selected the most appropriate resource for the mission.
(3) Replacement/augmentation cutters will have the same
general capabilities as those in the current inventory.

(4) All Coast Guard cutters are available and utilized as
multiprogram resources.

*(5) With few exceptions (WAGB, WPB, WLR) all Coast Guard
cutters will operate under single crew concept.

*(6) Except for the few augmented crew vessels noted above,
no cutter may be away from homeport more than 180 days/year.

* These policies are under review.

III. METHODOLOGY

The cutter workload of each program is developed by program
managers and projected through 1986. Beginning with statutory
requirements and the derivative program objectives and sub-objectives,
which are set forth in the various program plans, the requirements
to perform different tasks requiring cutters are derived: surveillance,
rescue, boarding, logistics, inspection and similar types of activities.
Given these requirements, the Cutter Plan methodology considers further
trade-offs to determine which of those cutters capable of satisfying
the operational requirement are optimal in terms of cost. Require-
ments are developed for the various general classes of vessels for

As a next step, the various constraints limiting the time
available for each cutter to satisfy program cutter requirements
are identified. Considered as constraints are maintenance days
and required in-port time for crew rest. Also, training require-
ments which are associated with the hull and are largely independent
of its program workloads are identified.

The number of cutters required to meet program requirements
was determined through use of a series of models. These models
allow the analysis and integration of such information as:

a. Geographic area;
b. Simultaneous mission performance;
c. Cutter type trade-offs;
d. Multimission capability;
e. Seasonal workload variations;
f. Cutter standby requirements;
g. Severity of environmental conditions.

Once the modeling process is entered into, the identification of the requirements of any particular program with particular cutters is lost. As cutters are multiprogram resources, they are not provided as facilities dedicated to specific programs. Rather, cutter requirements are developed so as to provide a total mix of resources suitable and capable of meeting, as a whole, the full range of the Coast Guard's cutter needs.

Significant efficiencies achieved through this modeling process include:

a. Full utilization of all existing cutters before addition of new cutters;
b. Optimal coordination of effort between adjacent geographic areas;
c. Satisfaction of most standby requirements by cutters actually employed on operational missions.

IV. PROGRAM REQUIREMENTS FORECASTS

In this section, each program's requirements for cutter time is discussed in summary and tabulated in cutter days by cutter class.

Cadet Training

This program provides at-sea training for cadets and officer candidates. The cutter EAGLE and WHEC resources are required during the summer. At present cadets of the 1st and 3rd classes are trained on cutters and 2nd class cadets are trained aboard the EAGLE. Future requirements, while projected to grow with an anticipated increase in the size of the Academy Cadet Corps, do anticipate a change in which some cadet training will be conducted on ships engaged in routine missions of the service.

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*Represents full time employment of cutter EAGLE. In addition to underway days this vessel is used as a training platform during its import time.
Enforcement of Laws and Treaties

The objective of this program is to protect and preserve the natural resources and national interests within the territorial waters, contiguous fisheries zone, and special interest areas on the high seas. The program is projected to grow with increased interest in the extraction of resources from the oceans and environmental preservation. 1986 requirements envision enforcement of treaties which relate to exploitation of resources, conduct of operations, navigation structure safety and aqua culture. Patrols to prevent the illegal entry of narcotics and aliens are also expected to increase. The anticipated requirement to enforce a 200 mile economic management zone has been incorporated.

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Ferries

These special vessels are engaged in transportation of personnel, vehicles and supplies from the mainload to Governors Island. No increase in ferry service requirements is anticipated.

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Icebreaking Operations

The purpose of this program is to facilitate U.S. maritime transportation, scientific research and other activities in the national interest by providing icebreaking services on icebound domestic waters of the United States and in polar regions of U.S. interest; and to assist other agencies in the prevention of flooding caused by ice accumulation.
Domestic Operations

These operations provide icebreaking services to increase the availability of the nation's waterways to maritime transportation by extending the navigation season in icebound regions of the U.S. Icebreakers of Types I, II and III designed to break 3.5, 2 and 1 foot of blue ice respectively in continuous running are required. Requirements for new construction have been expressed solely in terms of a continued effort at the present level. There are, however, two U.S. Army Corps of Engineers studies in progress which may bring about an increase in this program. They deal with extended navigation seasons in the Great Lakes and on the Mississippi River. Growth of commercial activity in Alaska may create a further demand for icebreakers within the 1977-1986 period. Upon completion of an Icebreaker Requirements Analysis currently underway, these requirements will be reexamined.

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Polar Operations

These operations are worldwide with routine deployments to the Antarctic, the Eastern and Western Arctic. (The polar icebreakers currently are used also in domestic operations on a time available basis where their characteristics are acceptable for the job at hand.) National requirements for icebreakers presently exceed the amount of support available. The advancing age of the Windclass icebreakers has reduced their operational capability to the point where by 1975 each ship will be able to provide only 150 operational days per year instead of the 180 days which has been standard. A constructive program has commenced to replace these ships with a lesser number of more capable ships which, with augmented crews, will be capable of operating 240 days per year.* Two ships have been funded and a third is planned for 1981. The Department of Defense, National Science Foundation and Coast Guard requirements are as follows:

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* This augmentation is an exception to the premise which considers single crewing only.
Marine Environmental Protection

The objective of this program is to prevent damage to the marine environment from intentional and unintentional acts and to enhance environmental quality. Cutter requirements are based on the following activities.

a. Harbor patrols;

b. Ocean and coastal enforcement and surveillance;

c. Monitoring of coastal and ocean dumping.

Cutter needs for these activities can be scheduled and are reflected in the following table. Response to pollution incidents will be by cutters of opportunity.

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Military Preparedness

The objective of this program is to maintain the Coast Guard as an effective, ready, armed force prepared for and immediately responsive to assigned tasks in time of peace, war or national emergency. The Coast Guard does not build and operate ships solely for the purpose of contributing to national defense; however, all cutter designs recognize the importance of defense considerations. If a moderate design modification can significantly enhance the military potential of a given cutter class, then the design is modified accordingly. Included in this program are the cutter days required for general operational readiness training which is essentially independent of readiness to perform wartime military duties.
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**Marine Science Activities**

The objective of this program is to conduct oceanographic and meteorological activities in furtherance of other Coast Guard programs and in the national interest. In addition to projects which permeate other programs, specific activities include the International Ice Patrol, Ocean Weather Station HOTEL, and the establishment, relief and servicing of data buoys, in accordance with the CG-NOAA agreement. Much of the oceanographic activity will be conducted in conjunction with cutter operations required for other programs.

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**Port Safety and Security**

The objective of this program is to safeguard the nation's ports and waterways, port facilities, persons in the proximity thereof and vessels therein against accidental or intentional destruction, and by so doing to increase the utilization of ports and waters by marine transportation or other connecting modes. Cutters of minimum range and endurance will satisfy this program since Coast Guard authority within this program does not extend beyond the three mile limit and is usually restricted to the port area. Most cutter support of this program has been accomplished by 15 harbor tugs. The capability required for this mission is that of a WPB and this is reflected
in the acquisition schedule. Further requirements for cutter time stem from increased harbor activity and requirements to patrol traffic separation lanes. As plans for construction and distribution of the new small boat for Port Safety and Security develop, much of this requirement should fall to them.

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Recreational Boating Safety

The objective of the Recreational Boating Safety Program is to minimize the incidents leading to fatalities, injuries and property damage associated with the operation of recreational boats. The requirements for cutter time for this program are almost exclusively for regatta safety patrols.

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Research and Development

The objective of the R&D support program is to provide assistance to the operational program managers. The availability of all types of cutters is essential to the conduct of an expanded R&D effort to protect the marine environment, safeguard the national marine transportation system, and enhance public safety at sea. While most of the R&D workload can be accomplished simultaneously with other missions, a portion of the R&D cutter requirement can be accommodated only by dedicated cutter time, as follows:

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Reserve Training

The objective of this program is to recruit, train and retain an adequate force of officers and men to meet the early post mobilization day and general mobilization requirements. Reserve training was once accomplished with independent resources. Reduced requirements and reorientation of the program has now made it possible for training to be accomplished by augmenting the regular crews of certain cutters and conducting training simultaneously with the regular operations of those cutters in support of other programs.

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Search and Rescue

The objective of this program is to render aid to persons and property in distress on, under, or over the high seas and waters subject to the jurisdiction of the United States. SAR resource capability requirements vary from direct location/quick recovery to extended searches. The philosophy of basing SAR response on "worst case," i.e., ability to handle the heaviest workload situation previously encountered or envisioned, could result in gross inefficiencies in cutter and personnel use. A philosophy of basing SAR response on maximum allowable risk permits planning for resources within a framework of acceptable tolerances. The currently accepted value is a risk not to exceed 3% failure to respond to serious cases. Cutter requirements for SAR predominantly involve the WHEC, WMEC, and WPB classes.

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Aids to Navigation

The objective of this program is to facilitate safe and expeditious passage of marine traffic in coastal areas, inland waterways, and harbors through a system of audiovisual and electronic navigational
aids. Cutter requirements are based primarily on two factors: the environment in which the mission must be performed, and the lifting and load carrying capacity required. The policies governing corrective response to discrepancies are most critical for certain aids which, if operating improperly, must be repaired within 24 hours. This factor is translated into a requirement for response units to be located at a distance from which each assigned aid can be reached within this period of time. There are two trade-off possibilities for AtoN cutters: Aircraft and boats. Future requirements for cutters reflect a reduction from present fleet levels made possible by planned introduction of over 40 light weight high speed boats by 1979. Aircraft are used for access to difficult sites, rapid discrepancy response, and for aerial survey. None, however, are dedicated to the program. Future requirements reflect both program growth and anticipated improved performance of hardware.

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**PROGRAM WORKLOAD FORECASTS**

The following table displays the program workload forecasts as developed by the program manager for the Cutter Plan. The workloads are shown in mission performance days and mission standby days by cutter class and program.
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V. CUTTER REQUIREMENTS

Table B utilizes components of the data of Table A to display the program workload requirement by district and the distribution of cutters necessary to accomplish such workload from 1977–1986.

Explanation of abbreviations used in Table B:

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**PROGRAM WORKLOAD (CUTTER DAYS/STANDBY DAYS) and CUTTERS REQUIRED (HECs) BY DISTRICT**

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TABLE B
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TABLE B

PROGRAM WORKLOAD (CUTTER DAYS/STANDBY DAYS) and CUTTERS REQUIRED (WLB/DB) BY DISTRICT

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**TABLE B**

Program Workload (Cutter Days/Standby Days) and Cutters Required (WLIC) by District
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Table B
Program Workload (Cutler Days/Standby Days) and Cutters Required (WLM) by District

26
Table C below outlines the status of cutters required versus cutters available for each cutter class, by year. Three columns headed Need, Have and Short are used to indicate status for each year. The "Need" column reflects the number of each class of cutter required to meet projected multiprogram cutter requirements. The "Have" column includes only those cutters in the present inventory which will not have exceeded their useful service life in the given year. The "Short" column is the difference between "Need" and "Have." The "Short" column in 1986 represents the number of cutters that must be built during the next ten years if the Coast Guard is to have the capability to execute program requirements as identified in the Cutter Plan.

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VI. CUTTER ACQUISITION SCHEDULE

Table D proposes a year by year acquisition schedule. This schedule satisfies our most pressing needs first and all requirements eventually. The schedule outlines a construction schedule costing a total of $1,140,400,000 during the period 1977-1986. The yearly average is $114.0 million. All costs are stated in FY 1975 dollars.
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**Cutter Acquisition Schedule**
1977-1986
In Millions of 1975 Dollars

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* $4.8 advance funding

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**TOTAL Acquisition** = $1,140,400,000