

U.S. Department of
Homeland Security

United States
Coast Guard



*Coast Guard Staffing Logic
and
Manpower Requirements Manual*

*Volume I
Doctrine*

COMDTINST M5310.4

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13 March 2013

COMMANDANT INSTRUCTION M5310.4

Subj: COAST GUARD STAFFING LOGIC AND MANPOWER REQUIREMENTS
MANUAL, VOLUME I – DOCTRINE

1. PURPOSE. Volume I of the Coast Guard Staffing Logic and Manpower Requirements Manual provides the doctrinal framework for the manpower requirements determination (MRD) Enterprise for both Headquarters and the field. It outlines the core assumptions and fundamental principles that should be in place for the Enterprise to be truly systemic and to operate both effectively and efficiently.
2. ACTION. All Coast Guard unit commanders, commanding officers, officers-in-charge, deputy/assistant commandants, and chiefs of headquarters staff elements shall comply with the provisions of this manual. Internet release authorized.
3. DIRECTIVES AFFECTED. None.
4. DISCUSSION.
 - a. Throughout its history, the U. S. Coast Guard’s people, assets, and systems have protected the maritime domain of the United States. Often, Coast Guard men and women ensured the safety, security, and sovereignty of the United States in remote areas where the Coast Guard was the only means to enforce laws, uphold treaties, and secure the Nation’s defense. To continue this proud history of mission execution, the Coast Guard strives to deliver the right people, with the right competencies and experiences, to the right place, at the right time – and do so continuously at a reasonable cost to the American taxpayer.
 - b. The Coast Guard’s MRD Enterprise provides an objective control mechanism to meet this need through a systemic and systematic staffing logic: the manpower requirements process. The MRD Enterprise transforms mission requirements into manpower requirements, providing both the number and the necessary skill mix of positions required to accomplish those missions, thereby enabling the service to effectively meet its workload demands.

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- c. This Volume outlines the doctrinal framework for the MRD Enterprise. Volume II will prescribe the policy for the implementation, maintenance, and continuous improvement of the Coast Guard MRD Enterprise. Volume III and Volume IV will detail the Tactics, Techniques, and Procedures (TTP) associated with the MRD Enterprise.
5. DISCLAIMER. This guidance is not a substitute for applicable legal requirements, nor is it itself a rule. It is not intended to nor does it impose legally-binding requirements on any party. It represents the Coast Guard's current thinking on staffing logic and manpower requirements and may assist industry, mariners, the general public, and the Coast Guard, as well as other federal and state regulators, in applying statutory and regulatory requirements. To the extent it affects members of the public in their interaction with the Coast Guard they may suggest an alternative approach for complying with these requirements if the approach satisfies the requirements of the applicable statutes and regulations and may discuss that alternative approach with Coast Guard personnel.
6. HUMAN RESOURCES ASPECT AND IMPACT CONSIDERATIONS.
- a. The Assistant Commandant for Human Resources (CG-1) is responsible for MRD program management via a MRD Division in the Human Resources Directorate.
- b. The division is comprised of military and civilian personnel formerly assigned to the Future Force Project Division, Commandant (CG-1B1) and manpower requirements element of Human Systems Integration for Acquisition Division, Commandant (CG-1B3). At Full Operating Capability (FOC), it will be comprised of military and civilian positions working full time within the division and at select field activities to carry out its prescribed functional statements.
- c. Training for division personnel and MRD field analysts will be arranged and funded by the MRD Division.
7. RECORDS MANAGEMENT CONSIDERATIONS. This Manual has been evaluated for potential records management impacts. The development of this Manual has been thoroughly reviewed during the directives clearance process, and it has been determined there are no further records scheduling requirements, in accordance with Federal Records Act, 44 U.S.C. 3101 et seq., National Archives and Records Administration (NARA) requirements, and the Information and Life Cycle Management Manual, COMDTINST M5212.12 (series). This policy does not have any significant or substantial change to existing records management requirements.
8. ENVIRONMENTAL ASPECT AND IMPACT CONSIDERATIONS. Environmental considerations under the National Environmental Policy Act of 1969 (NEPA) were examined in the development of this Manual. This action is categorically excluded from further NEPA analysis and documentation requirements under current USCG Categorical Exclusion in accordance with National Environmental Policy Act Implementing Procedures and Policy for Considering Environmental Impacts, COMDTINST M16475.1 (series). An Environmental Checklist or Categorical Exclusion Determination is not required.

8. FORMS/REPORTS. None.

J. P. CURRIER /s/
Vice Admiral, U.S. Coast Guard
Vice Commandant

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Chapter 1. Coast Guard Staffing Logic

Introduction This chapter introduces the Coast Guard Staffing Logic for determining human capital requirements. It also demonstrates how the manpower requirements process and manpower requirements determination (MRD) Enterprise align with the Coast Guard Human Resources (HR) System and fits into the Coast Guard budget process.

Contents This chapter contains the following sections.

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B	MRD Enterprise	1-4

Section A. Manpower Requirements Process

Introduction This section introduces the manpower requirements process as the Coast Guard Staffing Logic. It provides definitions for staffing logic, manpower requirements, and MRD.

1.A.1. Definition of Staffing Logic A **staffing logic** is a system of reasoning used to determine the human capital required to carry out an organizational element's (OE) mission.

1.A.1.a. Need for a Singular Coast Guard Staffing Logic

Historically, Program Managers relied on their own data collection tools and analysis methods to determine human capital requirements. While those efforts met short-term programmatic needs the staffing logic, data collection, and rigor of analysis varied greatly from program to program.

This variation hindered the capability to compile work and workload data over time in order to objectively predict future human capital requirements. Furthermore, it inhibited the comparison of personnel resource requests across the Coast Guard. A singular Coast Guard Staffing Logic enables decision makers to more effectively manage human capital.

1.A.2. Definition of the Manpower Requirements Process The **manpower requirements process** is the Coast Guard Staffing Logic. This process is the means by which manpower requirements are:

- Determined;
- Compared against organizational goals and priorities;
- Vetted through the resource system and entered into the budget process;
- Documented as funded or unfunded requirements; and,
- Reviewed as potential manpower standards.

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Manpower Requirements Process, Continued

1.A.2.a.
Purpose of the
Manpower
Requirements
Process

The manpower requirements process is:

- Systemic - common to all programs;
- Systematic - analytical and repeatable;
- Based on the comprehensive analysis of work and workload, and labor consumption; and,
- Allows for comparison of human capital requirements across programs.

The staffing logic presented here can be used to determine or validate any Coast Guard human capital requirement.

**1.A.3.
Definition of
Manpower
Requirement**

A **manpower requirement** is the human capital needed to accomplish a prescribed amount of work to a prescribed standard. It is derived using the Coast Guard Staffing Logic.

**1.A.4.
Definition of
Manpower
Standard**

A **manpower standard** is the approved quantitative and qualitative human capital required to accomplish identified workloads; manpower standards are developed using the Coast Guard Staffing Logic.

**1.A.5.
Definition of
MRD**

A **manpower requirements determination (MRD)** is the output of a manpower requirements analysis (MRA), which identifies the number and types of people required to accomplish a prescribed amount of work to a prescribed standard.

Note: Some MRDs may lead to approved manpower standards for designated units or work activities, which will help facilitate future analyses.

Section B. MRD Enterprise

Introduction This section describes the MRD Enterprise in terms of the manpower requirements process and as the means for fulfilling the primary goal of the Coast Guard HR System. It provides the definition and purpose of the MRD Enterprise and introduces the MRD Automated Information System (AIS).

1.B.1. Definition of MRD Enterprise The Coast Guard's **MRD Enterprise** encompasses the people, interrelated processes, guidance, and tools designed to:

- Translate mission requirements into workforce requirements;
- Model and evaluate workforce options within the Coast Guard HR System;
- Align manpower requirements with program management requirements;
- Enable informed decisions to improve mission accomplishment; and,
- Enable informed decisions to mitigate risk.

1.B.2. Purpose of the MRD Enterprise The purpose of the MRD Enterprise is to:

- Provide a means for leadership to better understand the effects on the workforce of existing, new, or modified missions or business processes;
- Increase the Coast Guard's ability to account for human capital allocation within the Coast Guard Business Intelligence (CGBI) framework, giving senior managers the information they need to make well-informed decisions;
- Provide the service with an objective, standardized staffing logic for identifying, measuring, analyzing, and reporting work and labor consumption; and,
- Supply critical data on the number and types of positions required to carry out a mission, operate an asset, or implement a business process.

Continued on next page

MRD Enterprise, Continued

**1.B.3.
Information
within the
MRD
Enterprise**

The MRD AIS is the tool employed to warehouse, analyze, and compare MRD Enterprise data. Cataloging this information in a central repository benefits the Coast Guard in three domains.

Domain	Benefit
Within the CG HR System	The MRD Enterprise data reveals the number and types of positions required to accomplish Coast Guard work. This data informs the HR system, which is responsible for recruiting, training, developing, supporting, and managing the Coast Guard workforce.
Within the Coast Guard	The MRD Enterprise provides verified manpower requirements so decision makers can more readily understand the ramifications of imbalances between mission requirements and workforce capabilities. This will enable Coast Guard leaders and resource managers to make risk-based decisions that may adjust mission performance standards.
External to the Coast Guard	The data derived from the MRD Enterprise enables the presentation of sound, data-driven business cases to legislators and Department of Homeland Security (DHS) officials. This improves the Coast Guard’s ability to compete for limited resources.

**1.B.4.
Alignment
with HR
Strategic Goal**

The Human Resource Strategies to Support Coast Guard Maritime Strategy, identifies the primary goal of the Coast Guard HR system as:

“...[enabling] mission execution, [by delivering] the right people, with the right competencies and experiences, to the right place, at the right time – and do so continuously, and at a reasonable cost to the American taxpayer.”

The MRD Enterprise provides a means to meet this goal. It does so through use of the Coast Guard Staffing Logic to translate mission requirements into manpower requirements that include the number and type of positions required to accomplish those missions.

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Chapter 2. Doctrine of the MRD Enterprise

Introduction This chapter presents the goals, objectives, and fundamental principles of the MRD Enterprise.

References for This Chapter

- (a) *CG-01 Memo 5220, MRD Enterprise Development Team Charter*, 10 October 2006
- (b) *CG-1 Memo 5220, Update to the MRD Enterprise Development Team Charter*, 27 October 2008
- (c) *United States Coast Guard Strategic Blueprint*
- (d) *Publication 1, U.S. Coast Guard: America's Maritime Guardian*, 1 May 2009

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B	Objectives of the MRD Enterprise	2-4
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Section A. Goals of the MRD Enterprise

Introduction This section describes the goals of the MRD Enterprise. The Coast Guard’s Chief of Staff provided these goals to the MRD Enterprise Development Team, a cross-discipline team with representation from each Coast Guard Headquarters directorate. The goals, established to help the service account for human capital consumption, were captured in the team charter and its update, references (a) and (b).

2.A.1. The first goal of the MRD Enterprise is to:

MRD

Enterprise

Goal 1

“Increase our ability to account for resources within the Coast Guard Business Intelligence (CGBI) framework.”

Note: The Coast Guard adequately accounts for asset use with systems listed in the *Strategic Blueprint*, reference (c), e.g., Abstract of Operations (AOPS) and Asset Logistics Management Information System (ALMIS), but these systems do not account for human capital consumption.

2.A.1.a.

Fulfillment of

Goal 1

The MRD Enterprise accounts for human capital within the CGBI framework by:

- Mining HR data from the several databases that comprise the Enterprise Data Warehouse;
 - Providing a systematic approach to measuring and reporting labor consumption; and,
 - Forming the basis of a staffing logic that generates defensible manpower requirements and feasible manpower standards.
-

2.A.2.

MRD

Enterprise

Goal 2

The second goal of the MRD Enterprise is to:

“Improve the effectiveness, efficiency and responsiveness of the service’s HR systems and processes.”

A flexible HR system, capable of meeting requirements as they change, is essential to the Coast Guard’s continued success.

Continued on next page

Goals of the MRD Enterprise, Continued

2.A.2.a.
Fulfillment of
Goal 2

The MRD Enterprise improves the CG HR systems and processes through:

- Effective approaches to measuring and reporting labor consumption;
 - Efficient communication of workload information to the various HR system components that access, train, assign, evaluate, promote, and manage the people capable of fulfilling identified manpower requirements; and,
 - Scalable, yet standardized analysis methods that are responsive to changes in mission requirements.
-

Section B. Objectives of the MRD Enterprise

Introduction This section describes the objectives of the MRD Enterprise. Collectively, the following nine objectives support the previously discussed goals of the MRD Enterprise.

2.B.1. Objectives to Support Goal 1 This table lists the objectives that support MRD Enterprise Goal 1:

Goal	Objective
Increase our ability to account for resources within the CGBI framework	Develop defensible manpower requirements
	Inform resource management decisions
	Communicate risk
	Provide standardized human capital management information

2.B.1.a. Develop Defensible Manpower Requirements The MRD Enterprise:

- Uses an analytical, rigorous, repeatable, traceable, and defensible process based on industrial engineering and operations research principles;
- Accounts for all of an OE's workload demands, documented and undocumented; and,
- Builds on current and historic analyses, and employs multiple layers of analysis to mitigate the effects of an irregular or abnormal data point.

2.B.1.b. Inform Resource Management Decisions The MRD Enterprise:

- Enables equitable comparison of human capital requirements;
- Facilitates optimization of personnel resources; and,
- Aligns with existing resource management processes.

2.B.1.c. Communicate Risk When personnel allowances do not match manpower requirements, the MRD Enterprise:

- Identifies risks associated with manpower shortfalls; and,
- Informs and enables revision of mission requirements, performance standards, or risk mitigation plans.

Continued on next page

Objectives of the MRD Enterprise, Continued

2.B.1.d.
Provide
Standardized
Human Capital
Management
Information

The MRD Enterprise:

- Provides human capital management information comparable to the Departments of Homeland Security and Defense;
 - Fulfills readiness reporting and resource accountability requirements; and,
 - Incorporates government and industry best practices.
-

2.B.2.
Objectives
to Support
Goal 2

This table lists the objectives that support MRD Enterprise Goal 2:

Goal	Objective
Improve effectiveness, efficiency, and responsiveness of the service's HR systems and processes	Inform workforce planning and forecasting
	Inform workforce management
	Inform the training system
	Inform the assignment process
	Provide relevant, current human capital data for organizational use

2.B.2.a.
Inform
Workforce
Planning and
Forecasting

The MRD Enterprise:

- Identifies, collects, measures, analyzes, and reports the human capital needed to perform defined mission requirements at specified mission performance standards; and,
 - Enables workforce planners to identify the total number and types of positions required to perform all Coast Guard missions.
-

2.B.2.b.
Inform
Workforce
Management

The MRD Enterprise:

- Documents all direct and indirect work requirements;
 - Determines if total work requirements placed on an OE match the personnel resources available;
 - Provides a means for Program Managers to align capabilities with requirements;
 - Assists workforce specialty managers in accounting for specialty and grade pyramid health; and,
 - Provides a better understanding of the logical, work-related, grade structures of the workforce.
-

Continued on next page

Objectives of the MRD Enterprise, Continued

2.B.2.c.
Inform the
Training
System

The MRD Enterprise:

- Facilitates determination of the competency portfolio required for personnel in specific positions to maximize performance and mission accomplishment; and,
 - Helps the training system to deliver the appropriate number of trained and qualified people.
-

2.B.2.d.
Inform the
Assignment
Process

The MRD Enterprise informs the assignment process in two ways:

- At the service level, it allows assignment officers to assign personnel based on either documented manpower requirements or predictive service needs based on the Commandant's plans and priorities by providing position-specific competency requirements for analyzed OEs; and,
 - At the OE level, the position-specific competency information derived from an MRA provides commands with specific qualification or skill set needs, which can be used as input to the Coast Guard's assignment year process in the form of command concerns.
-

2.B.2.e.
Provide
Relevant,
Current Human
Capital Data
for
Organizational
Use

The MRD Enterprise AIS can be queried in a variety of ways. This data may be used to augment other Coast Guard HR efforts as shown in the table below.

HR effort	System
Human Performance Analyses	Strategic Needs Assessments
	Front-End Analyses
	Training Requirements Analyses
	Job Task Analyses
	Occupational Analyses
	Performance Systems Analyses
	Competency Management System
Human Capital Accounting Systems	Coast Guard Readiness Reporting System
	Resource Proposal System
	Competency Management System
	Mobilization Readiness Tracking Tool
Human Capital Management Programs	Commercial Activities Program
	Activities Based Costing
	Developing Standard Reimbursable Rates

Section C. Fundamental Principles of the MRD Enterprise

Introduction The MRD Enterprise provides a common frame of reference across the Service, and helps standardize human capital planning, programming, and management from strategic to tactical levels. It provides structured, precise language to identify and enumerate labor requirements, which facilitates a strategic conversation about resource allocation. The MRD Enterprise is founded on the same principles that characterize Coast Guard operations, reference (d).

2.C.1. MRD Principles The following MRD principles ensure that senior leadership and resource managers are provided with a defensible staffing logic, while ensuring they understand the impact of having the right number and mix of human capital, to support the OE's mission requirements.

- Standardized
 - Objective
 - Strategic
 - Responsive
 - Flexible
 - Economy of Force, and
 - Practical.
-

2.C.1.a. Standardized The MRD Enterprise is systemic and systematic in its approach to identifying work requirements and measuring labor consumption. The system identifies, collects, measures, analyzes, and reports relevant, appropriate data so leaders and resource managers can equitably compare all manpower requirements and optimize personnel resource allocation.

2.C.1.b. Objective The MRD Enterprise is objective, doctrinally based on facts and traceable data. The process used to determine manpower requirements is rooted in industrial engineering and operations research principles. MRD Analysts use data and organizational doctrine and policies, rather than political or budgetary constraints to evaluate manpower requirements and determine viable workforce mix options.

Continued on next page

Fundamental Principles of the MRD Enterprise, Continued

2.C.1.c.
Strategic

The MRD Enterprise anticipates the human capital aspect of the Coast Guard's future roles and missions and long-term strategic requirements. With foresight, the MRD Program identifies issues and involves appropriate stakeholders in addressing human capital needs and concerns in the planning process, long before they become problems. The MRD Enterprise helps leaders achieve a balance between short-term performance and long-term sustainability.

2.C.1.d.
Responsive

The MRD Enterprise is responsive to ever-changing threats, hazards, and opportunities facing the Coast Guard. MRD policies and processes evolve in concert with changing service needs to ensure mission requirements can be effectively translated into manpower requirements.

2.C.1.e.
Flexible

The MRD Enterprise is flexible while ensuring sufficient rigor. MRAs require flexibility in approach – one size does not fit all. This versatile process can be sufficiently scaled for large or small OEs, complex or simple mission sets, under either an immediate or routine study requirement.

2.C.1.f.
Economy of Force

The MRD Enterprise employs the concept of economy of force. An MRA recommends the most efficient and effective mix of manpower to accomplish Coast Guard missions. All labor categories are considered including civilian, military (Active and Reserve components), contractors, auxiliaries, and other volunteers.

2.C.1.g.
Practical

The MRD Enterprise is practical because it eliminates multiple staffing logics, allowing use of standardized human capital data in metrics and decision-making. Program and resource managers are able to trust that competing demands for resources were measured using the same scientific, unbiased methodology.

Chapter 3. MRD Enterprise Architecture

Introduction This chapter describes how the MRD Enterprise translates mission requirements into workforce requirements and presents the organizational architecture and relationships necessary for the enterprise to be truly systemic, effective, and efficient.

References for This Chapter (a) *CG-1 Memo 1000, MRD Business Model*, 18 April 2007

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Section A. Functional Model of the MRD Enterprise

Introduction This section explains how the MRD Enterprise functions within the Coast Guard and discusses the functional components that lead to desired outcomes.

3.A.1. MRD Enterprise Functional Model The functional model of the MRD Enterprise (Figure 3-1) is derived from the MRD Business Model, reference (a). It depicts the major components that fulfill the manpower requirements process:

- MRA process
- MRD
- Capabilities Reconciliation Process.

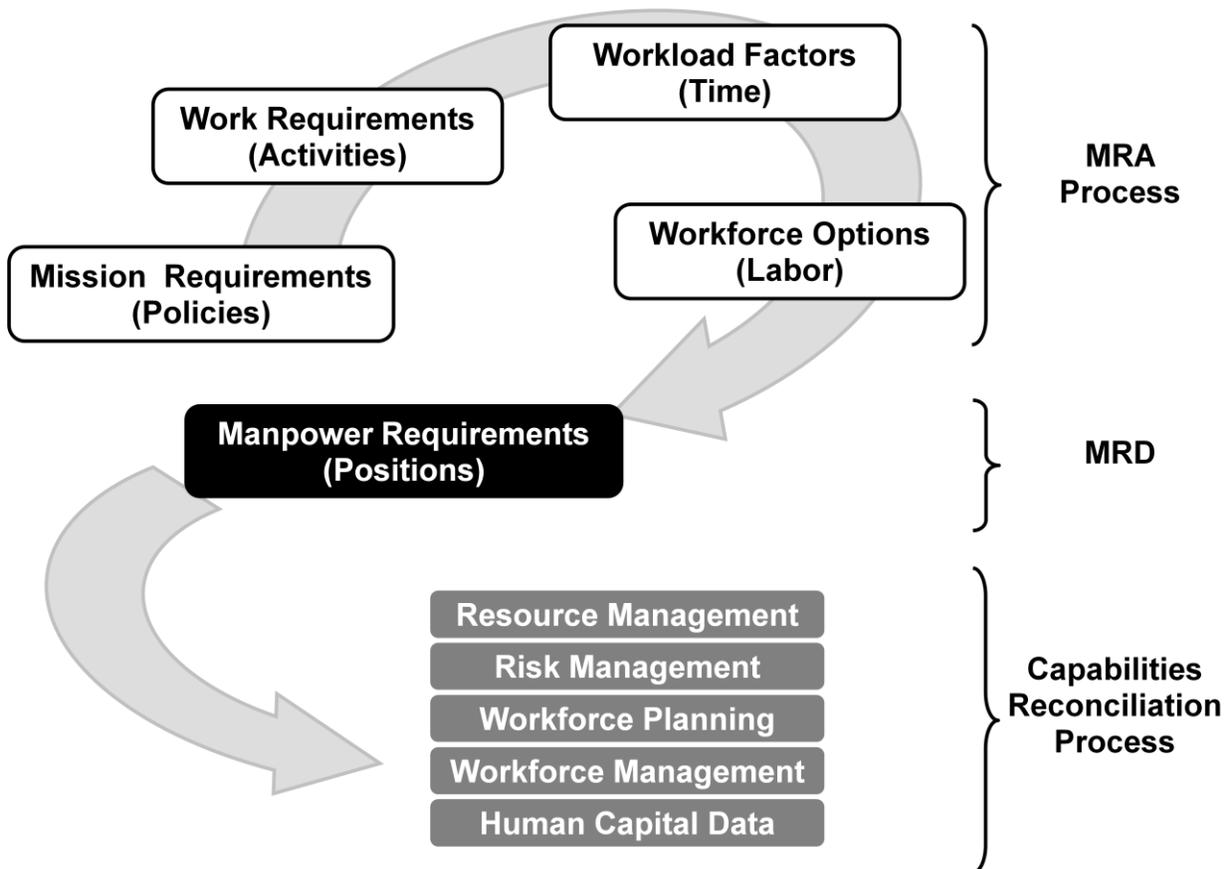


Figure 3-1. The MRD Enterprise Functional Model

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Functional Model of the MRD Enterprise, Continued

3.A.1.a.
MRA Process

The MRA process is the first half of the manpower requirements process. Its focus is on translating mission requirements into straightforward manpower requirements, unburdened by programmatic, political, or budgetary constraints.

The process entails analyzing the mission requirements (policies), work requirements (activities), workload factors (time), and various workforce or labor options to produce objective, analytically-based manpower requirements (positions). It can vary in analytical rigor depending on the needs of the MRA sponsor, the needs of the OE being analyzed, or the availability of MRD data.

Note: In this context, mission requirements are the operations (work drivers) necessary to achieve mission outcomes and not specific to the larger Coast Guard mission areas.

3.A.1.b.
MRD

An MRD is the output of the MRA process. It is a summary of the number and characteristics of workers needed. The MRD links manpower requirements directly to the mission requirements of the OE being analyzed, and are based on a stated level or standard of performance.

3.A.1.c.
Capabilities
Reconciliation
Process

Data from the MRD Enterprise is used to make informed decisions related to the Coast Guard HR System and Resource Management System. Programmatic and budgetary considerations are accounted for, taking into account risk management and day-to-day workforce management issues.

The MRD enables leadership to make informed decisions using data-driven information that results in improved resource management, risk management, workforce planning, workforce management, and data utilization.

Section B. Architecture of the MRD Enterprise

Introduction This section describes the architecture of the MRD Enterprise. It differentiates the enterprise organizations that establish mission requirements (policy and standards) from the organizations that analyze these requirements to determine manpower requirements.

Note: A comprehensive listing and detailed roles and responsibilities of MRD Enterprise participants are included in Volume II of this series.

3.B.1. MRD Enterprise: Establish Mission Requirements The Commandant’s Strategic Intent shapes Coast Guard policy that is translated into mission requirements by designated operational and support program managers. While all organizations support Coast Guard missions, those highlighted in Figure 3-2 are primarily responsible for documenting policies and standards for Coast Guard missions and assets.

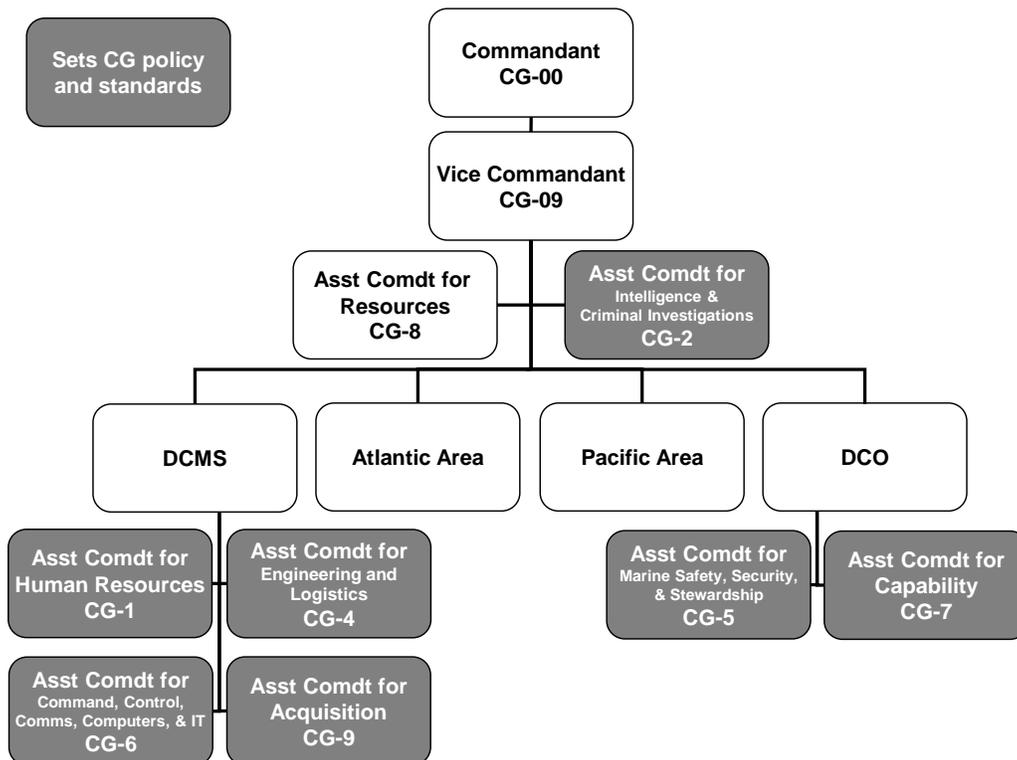


Figure 3-2. Organizations That Establish Mission Requirements

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Architecture of the MRD Enterprise, Continued

**3.B.2.
MRD
Enterprise:
Determine
Manpower
Requirements**

The Deputy Commandant for Mission Support (DCMS) through the Chief Human Capital Officer, Commandant (CG-1) ensures a viable MRD Enterprise is available to all program managers. MRD program management flows through the HR Strategy & Capability Development Office, Commandant (CG-1B) to the MRD Division, Commandant (CG-1B4), while program oversight flows from MRD Division to MRD Center (Figure 3-3).

The successful completion of an MRA requires extensive cooperation between the MRD Division, the MRA sponsor, and OE leadership. Sponsors use the MRD Enterprise data to prioritize and allocate resources within the Resource Management System managed by the Assistant Commandant for Resources (CG-8).

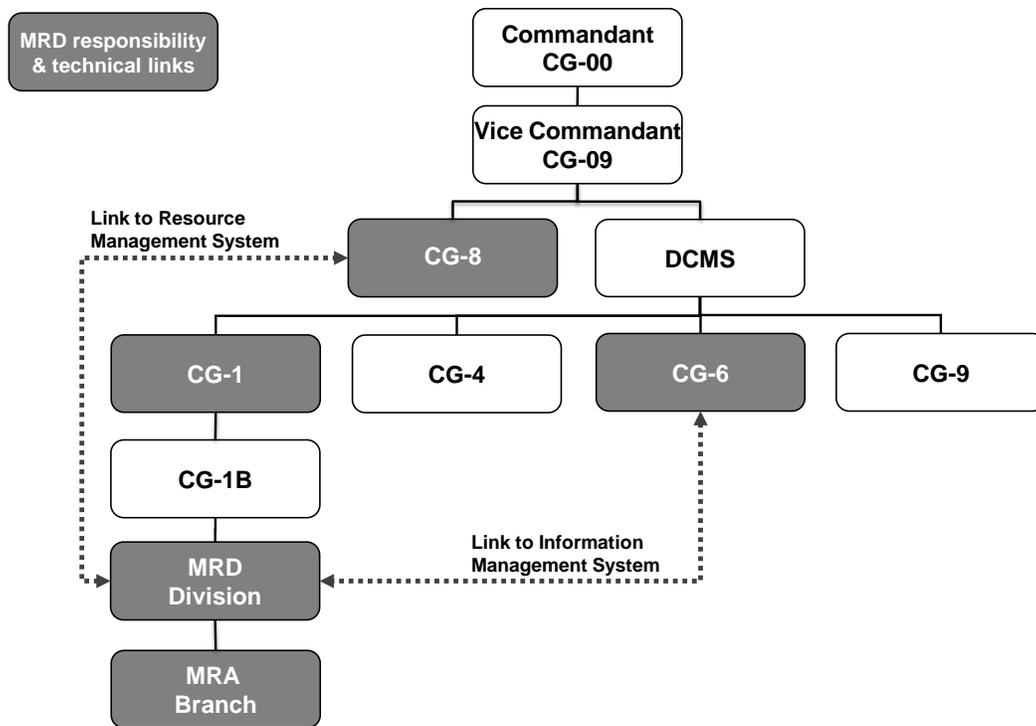


Figure 3-3. Organizations That Determine Manpower Requirements

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