

**U.S. Department of
Homeland Security**

**United States
Coast Guard**



Coast Guard Manpower Requirements Manual

COMDTINST M5310.6

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U.S. Department of
Homeland Security

United States
Coast Guard



Commandant
United States Coast Guard

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Subj: COAST GUARD MANPOWER REQUIREMENTS MANUAL

- Ref: (a) Major Systems Acquisition Manual (MSAM), COMDTINST M5000.10 (series)
 (b) Non-Major Acquisition Process (NMAP) Manual, COMDTINST M5000.11 (series)
 (c) Deputy Commandant for Mission Support (DCMS) Engineering Technical Authority (ETA) Policy, COMDTINST 5402.4 (series)
 (d) Final Work Availability Report: Determination of Work Availability Time for U.S. Coast Guard Staffing Logic, Harkcon, 2013.
 (e) Risk Management (RM), COMDTINST 3500.3 (series)

1. PURPOSE. The Coast Guard Manpower Requirements Manual prescribes the doctrine and policy to execute the Manpower Requirements Process to study an acquisition or a legacy organizational element.
2. ACTION. All Coast Guard unit commanders, commanding officers, officers-in-charge, deputy/assistant commandants, and chiefs of headquarters staff elements must comply with the provisions of this Manual. Internet release authorized.
3. DIRECTIVES AFFECTED. This Manual is a compilation of two Directives; Coast Guard Staffing Logic and Manpower Requirements Manual, Volume I – Doctrine, COMDTINST M5310.4 and Coast Guard Staffing Logic and Manpower Requirements Manual, Volume II – Policy, COMDTINST M5310.5 are hereby cancelled.
4. DISCLAIMER. This guidance is not a substitute for applicable legal requirements, nor is it itself a rule. It is intended to provide operational guidance for Coast Guard personnel and is not intended to nor does it impose legally binding requirements on any party outside the Coast Guard.
5. MAJOR CHANGES. This Manual removed tactics, techniques, and procedures (TTP), and associated TTP explanations.

DISTRIBUTION – SDL No. 168

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6. IMPACT ASSESSMENT.

- a. The new tasks and responsibilities within the Manpower Requirements Determination (MRD) Enterprise will be facilitated by the MRD Division (CG-1B4) and Human Systems Integration (CG-1B3) Manpower and Personnel Team. These divisions are comprised of military and civilian personnel assigned to Assistant Commandant for Human Resources (CG-1B3 and CG-1B4) and includes personnel assigned to the Manpower Requirements Determination Analysis Branch (CG-1B41) located at the Navy Manpower Analysis Center in Millington, TN. Participation from the field level is limited to a single analysis cycle in which a specific unit or unit type is being analyzed. Any additional workload to the field can be expected on a case-by-case basis only. No new resources are being provided to the field level for this task.
- b. Training for MRD analysts will be arranged and funded by the MRD Division. No training time will be required for field personnel.

7. ENVIRONMENTAL ASPECT AND IMPACT CONSIDERATIONS.

- a. The development of this Manual and the general policies contained within it have been thoroughly reviewed by the originating office in conjunction with the Office of Environmental Management, Commandant (CG-47). This Manual is categorically excluded under current Department of Homeland Security (DHS) categorical exclusion (CATEX) A3 from further environmental analysis in accordance with "Implementation of the National Environmental Policy Act (NEPA), DHS Instruction Manual 023-01-001-01 (series).
- b. This Manual will not have any of the following: significant cumulative impacts on the human environment; substantial controversy or substantial change to existing environmental conditions; or inconsistencies with any Federal, State, or local laws or administrative determinations relating to the environment. All future specific actions resulting from the general policy in this Manual must be individually evaluated for compliance with the National Environmental Policy Act (NEPA), Department of Homeland Security (DHS) and Coast Guard NEPA policy, and compliance with all other applicable environmental mandates.

8. DISTRIBUTION. No paper distribution will be made of this Manual. An electronic version will be located on the following Commandant (CG-612) web sites:

Internet: <http://www.dcms.uscg.mil/directives> and

CGPortal: <https://cgportal2.uscg.mil/library/directives/SitePages/Home.aspx>.

9. 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.

10. FORMS/REPORTS. None.

11. REQUEST FOR CHANGES. The point of contact for requests for changes is the Human Resources Strategy and Capability Chief, (CG-1B).

W. G. KELLY /s/
Rear Admiral, U. S. Coast Guard
Assistant Commandant for Human Resources

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CHAPTER 1. MANPOWER REQUIREMENTS DETERMINATION OVERVIEW.

- A. Authority. The Office of Human Resources Strategy and Capability Development Commandant (CG-1B) is the Coast Guard's central authority for all manpower requirements determinations and is responsible for policies, practices, procedures, processes, standards, tools, techniques, doctrine, principles, and models for manpower requirements analyses. All manpower requirements analyses shall be conducted or approved by Commandant (CG-1B).
- B. What is MRD? The Manpower Requirements Determination Division (CG-1B4) and the Manpower and Personnel Team in the Human Systems Integration Division (CG-1B3) make up the Manpower Requirements (MR) Enterprise. The Enterprise translates mission-based capabilities requirements into manpower requirements, providing both the number and the type of positions required to accomplish the Coast Guard's missions, thereby enabling the Service to meet its workload demands. The MR Enterprise exists to:
1. Provide an objective, standardized staffing logic for identifying, measuring, analyzing, and reporting work and labor consumption.
 2. Increase the Coast Guard's ability to account for human capital allocation.
 3. Provide a means to understand the effect on the workforce of existing, new, or modified missions or business processes.
 4. Inform asset life cycle cost. Manpower makes up over 60% of an asset's life cycle cost, which makes it a major factor of program cost and affordability.
 5. Establish manpower requirements for Coast Guard assets that best represent the quantity and quality of personnel needed to fulfill system requirements.
- C. When to Determine Manpower Requirements? Manpower requirements should be determined when mission, function, or task requirements change. Triggers to determining manpower requirements include, but are not limited to:
1. Throughout the acquisition life cycle, in accordance with Reference (a) and Reference (b).
 2. Changes in mission capability and support requirements;
 3. Changes in Law, Regulation, or Policy;
 4. As directed by higher authority;
 5. Proposed changes to organizational structures;
 6. Establishment or change to an asset's operations, configuration, or maintenance;

- 7. Implementation or change to business processes, equipment, environment, or technological advances; or,

D. Why is MRD Important? 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 data collection methods, analysis, and findings 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 manpower requirements. Furthermore, it inhibited the comparison of personnel resource requests across the Coast Guard. Use of a common Manpower Requirements process enables decision-makers to effectively manage human capital.

NOTE: Per the Coast Guard Human Capital Strategy of January 2016 and its Strategic Priority 1: Meet Mission Needs, the Manpower Requirements Process is the primary process to define the human capital required to accomplish the Coast Guard’s missions. It enables the presentation of sound, data-driven business cases to legislators and Department of Homeland Security officials. This improves the Coast Guard’s ability to compete for limited resources.

E. How Does MRD Happen? Manpower requirements are determined through the Manpower Requirements (MR) Process depicted in Figure 1-1. It is a detailed and iterative process that guides the Manpower Requirements Enterprise and program representatives through translating mission-based capabilities requirements into manpower requirements. Each step in the process is described in the following Chapters.

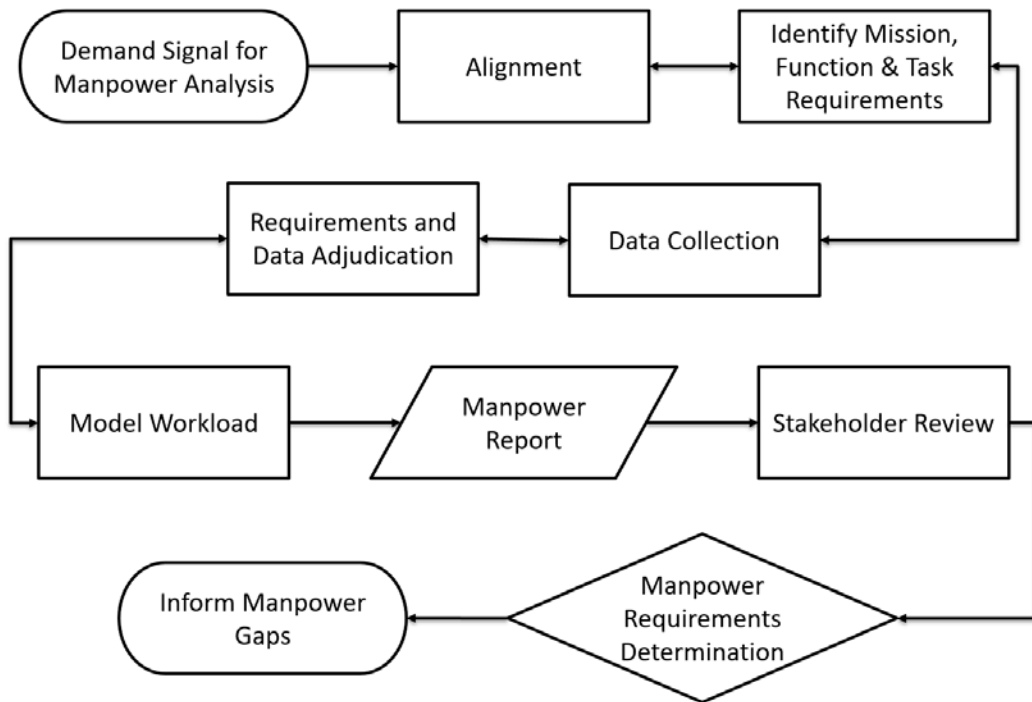


Figure 1-1: Manpower Requirements Process

- F. Engineering Technical Authority. The Commandant has designated Engineering Technical Authorities (ETAs) to serve as the Coast Guard's experts in providing the authority, responsibility, and accountability to establish, monitor, and approve technical standards, tools, and processes, and certify projects in conformance with statute, policy, requirements, architectures, and standards.
1. As per Reference (b) and (c), the Assistant Commandant for Human Resources (CG-1) exercises Engineering Technical Authority and is the Warranting Officer for Human Systems Integration (HSI), which encompasses the Warranted Technical Area (WTA) of Manpower. More broadly, HSI applies to all Coast Guard systems as it addresses the "human" component of the systems engineering process to ensure systems are designed, produced, supported, fielded, and modernized through a complete and careful integration of the human component. Consolidating management of all manpower-related analyses under Commandant (CG-1) ensures the standardized application of the Manpower Requirements Process.
 2. The Deputy Warranting Officer (DWO) for HSI is the Chief of the Human Systems Integration Division (CG-1B3). The HSI DWO nominates, and the Warranting Officer formally warrants, the Technical Warrant Holder (TWH) for Manpower. TWHs are empowered technical experts in their WTAs and lead systems engineering-related technical efforts throughout the Coast Guard. For amplifying information, see Reference (b).
- G. Manpower Requirements Enterprise Roles and Responsibilities. The roles and responsibilities for members within the Manpower Requirements Enterprise are documented in Table 1-1.
- H. Activity-Based Analysis. Although there is greater fidelity associated with requirements-based analysis, the Coast Guard's activity-based models also provide information to inform staffing decisions. Activity-based analyses are based on historic, current, or projected levels of activity whereas the MR Process is based on requirements that are derived from law, policy, or regulations including United States Code, Code of Federal Regulations, etc. Activity-based models measure specific activity and frequency to determine full-time equivalent workforce needed to meet particular workload demands; but they are limited to historic performance vice objective requirements. Prior to using an activity-based analysis to inform staffing decisions, etc., it shall be forwarded via e-mail to the Manpower Requirements Determination Division (CG-1B4) and the Manpower and Personnel Team in the Human Systems Integration Division (CG-1B3) for review and approval.

Participant	Roles and Responsibilities
Assistant Commandant for Human Resources (CG-1)	<ul style="list-style-type: none"> • Engineering Technical Authority Warranting Officer for the Human Systems Integration Technical Domain • Owns human capital requirements • Oversees all facets of workforce management • Authority for all manpower requirement actions and activities • Executive Champion of the MR Enterprise • Approval authority for MRD • Establishes and maintains validated MRD for the CG workforce.
Chief, Office of HR Strategy and Capability Development (CG-1B)	<ul style="list-style-type: none"> • MR Program Director • Oversee HR strategy and capability development • Authorizes tools, techniques, approaches, and models to generate CG manpower requirements. • Reviews all formal requests to establish or change manpower requirements.
Chief, Manpower Requirements Determination Division (CG-1B4)	<ul style="list-style-type: none"> • MRD Program Manager • Manages MR Analysts • Oversees all aspects of MRD program • Establish tools, techniques, approaches, and models to support MRD analyses. • Review all MRD findings • Identify manpower constraints on systems
Chief, Human Systems Integration Division (CG-1B3)	<ul style="list-style-type: none"> • Deputy Warranting Officer for the HSI Technical Domain. • Nominates/supervises Technical Warrant Holder (TWH) for the HSI Warranted Technical Areas (WTAs) including Manpower. • Representative for Integrated Project Teams for all acquisitions.
Technical Warrant Holder for Manpower	<ul style="list-style-type: none"> • Determines the most efficient and cost effect mix of manpower required to operate, maintain, and support a system. • Responsible for the development or identification, promulgation, and application of policies, practices, procedures, processes, etc. for manpower analyses. • Develops total-system lifecycle cost estimates for manpower requirements. • Identifies risk and potential mitigations for total-system manpower configurations. • Determines system manpower parameters/requirements. • Authority for manpower-related activities through the lifecycle of the Coast Guard assets and systems.

Table 1-1: Roles and Responsibilities

CHAPTER 2. DEMAND SIGNAL FOR MANPOWER ANALYSIS AND ALIGNMENT.

- A. When to Perform Manpower Analyses. Complete an analysis when a Manpower Requirements Analysis (MRA) trigger occurs (see Paragraph 1.C.).
1. Requests for Manpower Analysis for Acquisitions. Requests for analysis consistent with Paragraph 1.C.1. and Reference (a) should be made to the Manpower and Personnel Team in the Human Systems Integration Division (CG-1B3).
 2. Requests for Manpower Analysis for Legacy Units, etc. Requests for analysis consistent with Paragraphs 1.C.2. through 1.C.8. should be made via e-mail to the MRD Division Chief (CG-1B4).
- B. Types of Manpower Reports. Pending the request and any amplifying information, the MR Enterprise will determine the appropriate analytical product based on the request and the maturity of the requirements for the organizational element (OE). The MR Enterprise produces three types of reports:
1. Manpower Assessment. A Manpower Assessment is a special study or initiative to determine required manpower or man-hours. An assessment is the lowest fidelity manpower study; however, its findings can be helpful to identify gaps in requirements and to support early resourcing decisions. For example, Manpower Assessments may include workload report, engineering technical authority determination memos, etc.
 2. Manpower Estimate Report (MER). A MER is an analysis of lower fidelity than an MRA and is applied to a previously undefined mission requirement. This situation could be the result of a lack of established program requirements or the effect of an initial system or platform acquisition. Because the analysis is performed without firmly established requirements, the estimate often relies on parametric data and statistical inference drawn from similar systems or capabilities. Despite this limitation, a MER provides valuable analysis of the known operations, maintenance, and support to assist with early resource and design decisions. A MER serves as foundational extant data for a follow-on MRA, which would be conducted when mission requirements and workload are better defined.
 3. Manpower Requirements Analysis (MRA). A MRA provides an analytical study that starts with a review of all pertinent resources and doctrine, and may be followed by surveys, OE site visits, interviews, etc. through which the MRA analyst validates work, collects workload data, and reviews first-hand the processes and operating readiness conditions of the OE. This level of study provides the most in-depth data collection and analytical rigour and therefore consumes the most time and resources.
- C. Prioritizing the MRA Request. Prioritization for each analytical product will be based on the following:
1. MRA Trigger.
 2. Type of unit.

3. Type of manpower analyses currently on file.
4. Number of positions affected.
5. Strategic importance of study results.
6. Funding available.

NOTE: Pending the information collected, the MR Enterprise will determine the timeline for completing the analysis and if organic or contracted resources will be used to conduct the analysis.

D. Alignment Meeting. Manpower analyses are always preceded by an Alignment Meeting between the manpower analysts and the OE. The Alignment Meeting orients the program representatives to the MR process, and aligns study expectations. Key goals, objectives, requirements, and milestones are discussed and agreed upon.

1. At a minimum, the program representatives and the MR analyst team will attend the alignment meeting. Additional personnel may attend the meeting at the program representatives' discretion. Studies conducted in support of an acquisition program may require additional attendees to ensure project audit compliance and transparency.
2. The objectives of the alignment meeting are to:
 - a. Introduce the MR team.
 - b. Review and verify preliminary study information.
 - c. Affirm general decisions regarding the scope of the study.
 - d. Provide an analysis methodology overview.
 - e. Align roles and expectations for access to information and people.
 - f. Clarify and align goals for the overall study.
 - g. Identify funds and resources.
 - h. Determine a rough timeline for completion.
3. The Alignment Report. The Alignment Report is a formal record of the MR Alignment Meeting and documents the agreed upon scope and goal of the study, the analysis methodology, and the roles and responsibilities of the program representatives and MR team, as well as an estimated timeline for the study.

E. MR Process Documentation. The MR Process is iterative. It requires consistent engagement from the MR Enterprise and the program representatives. Following the alignment meeting and subsequent alignment report, additional documentation is drafted during the MR Process to reinforce alignment and facilitate adjudication. Documentation produced during the MR Process may include but is not limited to:

1. Alignment Report.
2. Work Report.
3. Data Collection Plan.
4. Workload Constraints and Assumptions Report.
5. Manpower Report (MRA, MER, or Assessment).

F. Analyst Obligations. Guiding Principles for conducting manpower analyses are:

1. An analytical, scientific, rigorous, repeatable, traceable, and defensible methodology will be used to determine MR.
2. The MR process will be free of political, budget, strategic, or mission prioritization constraints so the results reflect the most accurate work-to-requirements relationship.
3. MR analysts will serve as honest brokers in an objective, candid, and nonpartisan manner, always seeking to evaluate manpower requirements based upon relevant facts.
4. MR analysts will recommend the most efficient manpower mix to meet the OE's mission requirements.

NOTE: The resulting MR will reflect the minimum manpower, and knowledge, skill, and ability requirements necessary to perform the work.

G. Program Representatives' Obligations. Program Representatives shall:

1. Provide all relevant extant data to analysts.
2. Ensure the availability of members for interviews and surveys.
3. Meet timelines for reviews.
4. Be responsive when adjudicating interpretations of requirements, assumptions, and undocumented work discovered during data collection. These issues require approved programmatic determinations to guide the analysis. Assumptions and deviations from published requirements shall be documented and included in the final report.
5. Be committed to timely use of analysis results e.g. policy change, resource proposal submission, etc.

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CHAPTER 3. IDENTIFICATION OF REQUIREMENTS, DATA COLLECTION, AND ADJUDICATION.

A. Collecting and Analyzing Extant Data. MR Analysts collect and review extant data that may contain mission, function, and task requirements; and amplifying work and/or workload information. The purpose of analyzing extant data sources is to build a comprehensive list of work requirements by task and major accomplishment. Examples of extant data include:

1. Laws, Treaties, and International Agreements.
2. Department of Defense directives.
3. Department of Homeland Security directives.
4. Coast Guard directives.
5. Coast Guard documents.
6. Coast Guard publications.
7. Capability Analysis Report.
8. Mission Needs Statement.
9. Operational Requirements Document.
10. Required Operational Capability / Projected Operational Environment.
11. Concept of Operations.
12. Integrated Logistics Support Plans and Maintenance Plans.
13. Previous manpower studies.

NOTE: Additional extant data resources that may be collected and reviewed include historical sources (logs, messages, etc.), Coast Guard data systems, stand-alone unit databases, program representatives' work tracking and measurement systems.

B. Establishing Work Requirements. Work is categorized by the source from which it was discovered as either documented or undocumented, and then classified as either direct or indirect. Work may also be categorized by mission, function, task, etc. accomplishments. The list of work requirements is contained in the Work Report. The Work Report is a foundational document and integral to data collection and modeling.

- C. Collecting Workload Data. Each data collection effort will be guided by a Data Collection Plan. This plan describes the type of work and workload data and information required; the method intended to capture that information; the personnel requested to support the collection of data and information; the sites to be visited; and the schedule for those site visits. The decision as to which method or methods to use must give full considerations to the measurement accuracy required, the relative cost involved, and the availability of existing workload data. Examples of acceptable MR data collection methods include but are not limited to:
1. Time Study.
 2. Work Sampling.
 3. Operational Audit.
 4. Interview.
 5. Survey.
 6. Parametric Comparisons.
- D. Measuring Work and Raw Data. The MR team strives to obtain high levels of data integrity; however, there are many challenges (i.e. low response rate, missing data, high degree of variance, etc...) that require analyst judgment and statistical analysis to sort field responses. In order to maintain consistency for a wide variety of manpower requirements, the MRD Enterprise must assess and validate all approaches to process raw data for use in later analytical steps.
- E. Constraints and Assumptions. Workload Constraints and Assumptions are factors that must be taken into account when identifying work requirements or assigning workload to a particular labor force in the MR process. They represent organizational or institutional restrictions derived from law, regulation, or policy that either limits the type and amount of work a person can do or limit the type of worker(s) authorized to perform the work (e.g., approved work availability standards for the various Coast Guard workforces, specific pay grade requirements for certain positions, watch rotation schedule, security classification, etc.). These factors act as filters through which the manpower requirements are modeled. Some constraints are very general in nature and will be applied to every analysis and even every task identified during an analysis – like designating who can perform the work. Other constraints are much more specific in nature and will only be applied to certain analyses or certain tasks within an analysis – like an advanced education requirement to perform the work.
- F. Requirements and Data Adjudication. Although alignment and adjudication happens throughout the MR Process, the most critical and final adjudication period is prior to modeling. Directed changes or additional information provided after this final adjudication may precipitate significant re-work, delay, increased cost, etc.

CHAPTER 4. MODEL WORKLOAD AND MANPOWER REPORT.

A. Calculating Workload Demand. Following data collection and adjudication, workload is calculated. Workload is a function of each task's frequency, duration, and count with any relevant allowances added.

1. Allowances. The calculated workload documents the workload required to operate, maintain, administer, and support a fully capable OE. However, that workload may not represent the total demand placed upon an individual's time. Additional elements called allowances must be considered e.g. personal fatigue and delay, training allowance, corrective maintenance ratio, etc.
2. Modeling. Modeling is a process that accounts for work requirements, and calculates and distributes workload to positions within an organizational element. Workload is divided by an applicable availability standard per Reference (d). Modeling yields an initial number and type of positions required to meet mission requirements.

NOTE: Different modeling processes may be utilized provided they are based on sound industrial engineering and operations research principles. The decision to utilize one process over another is guided by a variety of factors including but not limited to organizational element to be analyzed or availability of workload data.

3. Variances. When a study covers more than one organizational element, variances may apply. Modeling results represent the starting point or baseline, because similar organizational elements may have variations in mission requirements and operating readiness conditions. The variances would result in differences between final manpower requirements. Variances to that baseline may then be applied to better fit their Areas of Responsibility or mission sets.
 4. Directed Positions. Some positions are required by law or policy, regardless of the actual workload. These positions are classified as Directed Positions. For example, an operational unit will have a Commanding Officer, Executive Officer, or Engineering Officer position. Directed positions are one of a kind in the work center and driven by a requirement to perform a specific mission, function, or task. Although directed, analysts may still collect workload data on those positions as part of the MR process.
- B. Description of Report. The Manpower Report documents the results of an MRA, a MER, or a Manpower Assessment. Pending the study type, the Manpower Report may document the number and type of positions required. Manpower Reports may include but are not limited to:
1. Executive summary.
 2. Scope of study.
 3. Methodology.

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4. Data sources.
5. Constraints and assumptions.
6. Knowledge, skills, and abilities.
7. Workload.
8. Utilization.
9. Watch, Quarter, and Station Bill.
10. Simultaneity Matrix.
11. Manpower Requirements.

CHAPTER 5. STAKEHOLDER REVIEW AND MANPOWER REQUIREMENTS DETERMINATION.

- A. Stakeholder Review. Stakeholder review is integral to the Manpower Requirements Determination. In addition to program and program representatives, the Manpower Report will be disseminated to the stakeholders listed in Table 5-1.

Stakeholder	Area of Expertise
Commandant (CG-126)	Workforce forecasting and analysis; statutory and policy considerations; general workforce health
Commandant (CG-1B1)	Coast Guard Competency Dictionary
Workforce Managers	Rating and specialty specific issues
PSC (opm/epm/rpm)	Personnel assignments
CG Recruiting Command	System capacity to acquire required human capital
FORCECOM (FC-B or T)	Training availability and capacity
HR Specialists	Military or civilian HR systems and requirements
Program Representative	Subject Matter Experts
Commandant (CG-8)	Resource Oversight
Commandant (CG-9) (with ETAs and Sponsor)	Delivers capabilities needed to execute Coast Guard Missions
Others	As determined for the specific analysis

Table 5-1: Manpower Requirement Enterprise Stakeholders

NOTE: If a nexus exists between a requirements-based analysis and an activity-based analysis, the Manpower Report may be forwarded to the stakeholder(s) listed in Table 5-2. The spirit and intent of this review is to promote collaboration and exchange of best practices and lessons learned between programs informing manpower requirements.

Stakeholder	Area of Expertise
Commandant (CG-731)	Activity Based Staffing Model for Stations
Commandant (CG-741)	Sector Staffing Model
FORCECOM (FC-Tptc)	Training Center Staffing Standards

Table 5-2: Manpower Stakeholders

- B. Manpower Requirements Determination (MRD). The MRD, captured in a memorandum, establishes the final manpower requirement. The MRD addresses all stakeholder concerns except the availability or absence of resources. The MRD codifies the unconstrained number and type of members to meet mission-based capability requirements and records any changes from the Manpower Report. The MRD shall be submitted via e-mail to Commandant (CG-1) for approval.

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CHAPTER 6. INFORM MANPOWER GAP.

- A. Gaps. Manpower gaps exist when there is a difference between the manpower requirement and the number of funded, assigned, or personnel currently onboard.

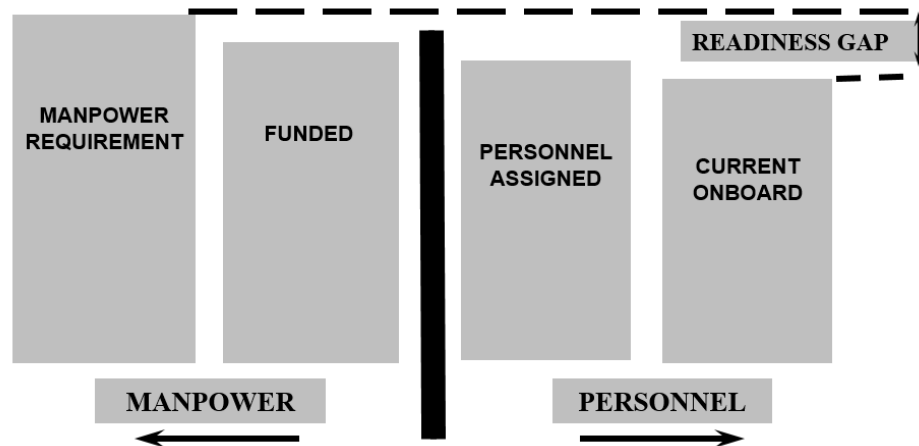


Figure 6-1: Gap Between Manpower Requirement and Current Onboard

- B. Address Gaps. Manpower requirements serve as a frame of reference for program representatives to:
1. Adjust the OE's mission requirements or mission performance standards.
 2. Adjust resources as permitted by the resource management system.
 3. Manage the risks and issues of the requirements gaps - update the program's risk profile.
- C. Adjusting Mission to Meet Requirements. When an OE's mission workload requirements exceed current available manpower, each mission and each new manpower requirement must be carefully evaluated and justified. Leaders may establish priorities, eliminate unnecessary tasks or procedures, actively seek to reduce mission requirements, and identify areas of decreasing workload from which to transfer manpower in order to satisfy existing, new, or changing requirements. When requirements increase and resources are not provided for expanding current missions or adding new missions, commanders and managers may identify lower priority functions which, if curtailed, eliminated, or made more efficient, would make resources available.

NOTE: Formally adjusting an OE's mission or performance standard changes workload requirements resulting in changes to the manpower requirements. If a program chooses to adjust mission or performance standards, the existing manpower requirement should be revisited and adjusted for the changes in workload requirements. This process will involve an iterative conversation between the analysts and program representatives.

D. Adjusting Resources to Meet Requirements. If the program manager elects to seek additional manpower to address a gap, or reallocate an excess of manpower, they shall use the MRD to inform resource transactions, which include but are not limited to the following:

1. Resource Proposal (RP) – request new resources through the annual budget submission process.
2. Reprogramming – request to reprogram existing resources to or from the OE, as appropriate.
3. Contract resources – request funding to use a contract labor source.
4. Volunteer solicitation – use volunteer labor sources such as Auxiliarists.
5. Temporary assignment – solicit temporary assignment of personnel to use excess human capital elsewhere or respond to a shortfall.

E. Adjust Risk Profile. Most OEs will encounter episodic personnel shortages, for instance during transfer season or as Operational Tempo increases. However if an OE has chronic personnel shortages due to a personnel allowance list which is not in accordance with the OE's MRD then these personnel shortages become a programmatic issue.

1. There are situations in which mission requirements cannot be adjusted and additional resources are not available to address manpower gaps at an OE. In these situations a frank and honest assessment of the risks associated with allowing continued manpower gaps must be conducted and documented.
2. Risk is the product of the consequences of an event and its probability of occurring. Taking calculated risks is essential for an organization to grow and capitalize on its capabilities. However, organizational leaders must evaluate if the risks created by manpower shortfalls outweigh the overall benefits of maintaining a requirements gap. Manpower requirements inform risk-based decision making that evaluates the possibility for one or more unwanted outcomes, enabling leaders to make informed management choices. The decision to accept the risk must be documented to ensure that future resource and employment decisions are made with full service awareness of previously accepted risk.

APPENDIX A: GLOSSARY

Billet: An approved budgeted position on the Personnel Allowance List.

Readiness Condition: Minimum number of positions for continuous manning of required conditions with specified durations for the safe accomplishment of missions.

Direct Work: Work performed to accomplish or support the OE's mission(s), function(s), and goal(s).

Documented: Work based on official doctrine, directives, or other authoritative, written sources of information.

Indirect Work: Work that does not directly support an OE's assigned mission(s), function(s), and goal(s), but is performed in order to manage organizational requirements, personnel, and capital assets.

Major Accomplishment: An output of behavior that has direct value to the goals of the job and the organization; a series of work events that lead toward a specific accomplishment; or a grouping of tasks with the same output.

Manpower Analysis: A structured, scientific analysis used to translate mission-based capability requirements into manpower requirements. An analysis is captured in either a Manpower Assessment, a Manpower Estimate Report, or a Manpower Requirements Analysis.

Manpower Assessment: A Manpower Assessment is a special study or initiative for which we use to determine required manpower or man-hours. An assessment is the lowest fidelity manpower study product; however, its findings can be helpful to identify gaps in requirements and to support early resourcing decisions. For example, Manpower Assessments may include workload report, engineering technical authority determination memos, etc.

Manpower Estimate Report: A Manpower Estimate Report is an analysis of lower fidelity than an MRA of a previously undefined mission requirement. This situation could be the result of a lack of established program requirements or the effect of an initial system or equipment acquisition. Because the analysis is performed without firmly established requirements, the estimate often relies on parametric data and statistical inference drawn from similar systems or capabilities. However, the MER provides important analysis of the identified operations, maintenance, and support workload and provides valid information for cost estimates and initial resource decision making. The MER is important extant data for a future MRA conducted when adequate mission requirements and workload data exists.

Manpower Requirement: The number and type of members required to accomplish Coast Guard missions.

Manpower Requirements Analysis (MRA): A MRA provides an analytical study that starts with a review of all pertinent resources and doctrine, and maybe followed by surveys, OE site visits, interviews, etc. through which the MRA analyst validates work, collects workload data,

and reviews first-hand the processes and operating readiness conditions of the OE. This level of study provides the most in-depth data collection and analytical rigor and therefore consumes the most time and resources.

Manpower Requirement Determination (MRD): Establishes the final manpower requirement and addresses all stakeholder concerns except the availability or absence of resources. The MRD codifies the unconstrained number and type of members to meet mission-based capability requirements and records any changes from the Manpower Report.

Organizational element (OE): A component or cross-section of the Coast Guard to be studied. OEs include, but are not limited to work centers, divisions, departments, units, workforce specialties, unit types (e.g. WHECs, Sectors, etc.), or mission areas (e.g. Law Enforcement operations, Commercial Vessel Inspections, etc.).

Position: A designated placeholder, from the study, which dictates a person's placement within the organization. A position represents all jobs, duties, skills, responsibilities, and supervisory relationships assigned to an employee.

Program Representative: Organizational element that develops and documents the business case, defines and validates functional requirements, and accepts capability needed to support Coast Guard mission or business performance.

Simultaneity: Minimum number of positions for temporary manning of required evolutions (i.e. short cycle events) for the safe accomplishment of simultaneous operations or missions. Normally, evolutions are executed from a specific readiness condition.

Undocumented Work: Work not officially defined in policy, but conducted based on unofficial or informal practices, policies, rules, or expectations. Undocumented work must be adjudicated during the MR process in order to determine what undocumented work is included during manpower determinant modeling.

Variance: A condition(s) that either adds to or subtracts from an OE's work or workload, or impacts the way the work is performed. Variance can be the result of environmental, mission, or technological differences.

Workload: The activity of a body or mind which can be measured against standards in time, quantity or quality including but not limited to operation of equipment, watches, military duties, military assemblies, maintenance, administration, support, utility tasks, evolutions, training, supervision, job-related conversations, etc.