



Coast Guard Personnel Allowance List (PAL) Manual



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Subj: COAST GUARD PERSONNEL ALLOWANCE LIST (PAL) MANUAL

1. PURPOSE. This Manual addresses the management of personnel allowances (i.e., “positions”) which serves as a demand signal for personnel resources (i.e., “people”).
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 is authorized.
3. DIRECTIVES AFFECTED. The Personnel Resources and Reprogramming Manual, COMDTINST M5312.13B is 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 part outside the Coast Guard.
5. MAJOR CHANGES. The Coast Guard Personnel Allowance List (PAL) Manual, COMDTINST M5312.14 replaces the Personnel Resources and Reprogramming Manual, COMDTINST M5312.13B. In addition to a name and SSIC change, significant changes include:
 - a. Reduced doctrine and procedures from the previous version.
 - b. Added a Personnel Allowance List chapter.
 - c. Added a Reimbursable Positions chapter.
 - d. Removed AC&I chapter.

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NON-STANDARD DISTRIBUTION:

- e. Removed Personnel Resources Timeline and Definitions chapter.
- f. Included revised guidance on requesting use of the General Detail per Technical Guidance Memorandum.
- g. Added policy regarding long term vacancies.

6. 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.

7. 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>

8. 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.

9. FORMS/REPORTS. The forms referenced in this Manual are available on the General Services Administration (GSA) site at: <https://www.gsa.gov/forms-library/position-description>.

10. REQUEST FOR CHANGES. Units and individuals may recommend changes via the chain of command using the Coast Guard memorandum to: HQS-SMB-PAL-Team@uscg.mil.

T. G. ALLAN /s/
Rear Admiral, U.S. Coast Guard
Assistant Commandant For Resources
Chief Financial Officer

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CHAPTER 1 OVERVIEW

A. Overview.

1. Background. Personnel allowance management is fundamental to the success of the Coast Guard and receives close scrutiny within the Coast Guard, the Department of Homeland Security (DHS), the Office of Management and Budget (OMB), Congress, and the public.
2. Scope. This Manual addresses the management of personnel allowances (i.e., “positions”) which serves as a demand signal for personnel resources (i.e., “people”). The requirements for adding or reducing positions through the budget formulation and reimbursable processes are managed by Commandant (CG-82) and Commandant (CG-83), respectively. Commandant (CG-833) manages the processes to make changes to existing positions.
3. Assumptions. The following statements form a framework for understanding how the Coast Guard manages personnel allowances.
 - a. Coast Guard resources, to include positions and personnel, are limited by the budget provided by Congress.
 - b. Positions are financial resources, and changes to positions may have a financial impact. All personnel allowance adjustments and/or decisions are therefore budgetary in nature. Funding a position reprogramming is described in Chapter 3.D. of this Manual.
 - c. Personnel allowance allocation decisions are independent of the personnel involved.
 - d. Personnel allowances are centrally managed in the Coast Guard. Field entities do not individually control positions.
 - e. The Personnel Allowance List (PAL) is the official organization structure of the Coast Guard and contains all of the approved active duty military, civilian, and reserve military positions. The PAL is maintained in Direct Access (DA) by the PAL Team in Commandant (CG-833).
 - f. For the purpose of this Manual, the following definitions apply:
 - (1) Personnel. An umbrella term that covers all Coast Guard military members and civilian employees. While usually included in other contexts, Auxiliarists and Non-Appropriated Fund (NAF) civilian employees are beyond the scope of this Manual and are therefore not covered by the term “personnel.” For policy related to Auxiliarists see the Auxiliary Manual, COMDTINST M16790.1 (series). For policy related to NAF employees see the Coast Guard Non-Appropriated Fund Personnel Manual, COMDTINST M12271.1 (series).

- (2) Military Member. Policy contained in this Manual that applies to “military members” or simply “members” applies to all active duty and reserve commissioned officers, warrant officers, and enlisted Coast Guard personnel unless specifically indicated otherwise (e.g., “reservist members”).
 - (3) Civilian Employee. Federal civil servants employed by the Coast Guard other than those on the NAF scale. Policy contained in this Manual that applies to “civilian employees” or simply “employees” applies to all Coast Guard civilian personnel (other than NAF employees) unless specifically indicated otherwise (e.g., “permanent employees”).
 - (4) Position. An umbrella term for an allowance to hire a civilian employee or assign a military member. Policy contained in this Manual that applies to “positions” generally covers all personnel allowances unless specifically indicated otherwise (e.g., “civilian position”).
 - (5) Billet. A personnel allowance for assignment of a military member. Policy in this Manual that applies to “billets” generally applies to all military personnel allowances unless specifically indicated otherwise (e.g., “reservist billet”).
4. Guiding Principles.
- a. Changes in personnel allowances are categorized by one of the following sources:
 - (1) New budget authority provided by Congress due to a change in Coast Guard appropriations, normally termed an “on-budget” action. A Resource Proposal (RP) is the instrument by which personnel allowances are added or deleted through the planning, programming, and budget execution (PPBE) process.
 - (2) Internal changes to existing positions, normally termed a “reprogramming action.” Reprogramming is a resource neutral process. If the Coast Guard did not obtain new budget authority, there should be an identifiable and available offset for every reprogramming to make it resource neutral.
 - (3) Positions funded through formal agreements with other agencies, normally termed a “reimbursable agreement.” Reimbursable agreements should be prepared, approved, and accepted by both parties prior to providing goods or services per applicable standards. A signed inter-agency agreement should be in place before a position is created. See Chapter 7 of this Manual.
 - b. The Coast Guard accounts for Full-Time Permanent (FTP) and Full-Time Equivalent (FTE) ceilings to manage its workforce. An FTP ceiling represents the total number of positions that an agency may have on budget. An FTE ceiling represents the total number of work-years that an agency may incur. Stakeholders manage their

- workforces to authorized positions (i.e., by FTP) unless directed otherwise by Commandant (CG-83). FTE ceilings are centrally managed by Commandant (CG-83).
- c. For the purposes of this Manual, Resource Management Office (RMO) refers to the staff element of the RMO responsible for personnel allowance management. For information about RMO staff elements responsible for financial management, see the Financial Resource Management Manual (FRMM), COMDTINST M7100.3 (series). All Coast Guard units are served by one of five RMOs as follows:
- (1) LANT-82 acts as RMO for the Atlantic (LANT) Area Commander and all subordinate staffs and units.
 - (2) PAC-82 acts as RMO for the Pacific (PAC) Area Commander and all subordinate staffs and units.
 - (3) Commandant (DCMS-81) acts as RMO for the Deputy Commandant for Mission Support (DCMS) and all subordinate directorates, staffs, and units.
 - (4) Commandant (DCO-84) acts as RMO for the Deputy Commandant for Operations (DCO) and all subordinate directorates, staffs, and units.
 - (5) Commandant (CG-81) acts as RMO for all “above the line” Headquarters directorates, staffs, and subordinate units that report directly to the Commandant or Vice Commandant.
- d. Too many vacancies equate to unspent funding that hampers mission execution and the Service’s stewardship reputation with the Administration and Congress. Extended position vacancies that leave personnel allowances unspent are subject to reallocation to higher priority needs.
- e. The Coast Guard frequently adjusts the PAL in response to changing internal and external priorities. Resource managers should go through these steps prior to submitting any request for additional personnel allowances:
- (1) Identify the need and source of authority for new or modified requirements;
 - (2) Identify all existing available resources;
 - (3) Prioritize needs and find offsetting resources for the new requirement from existing resources; and
 - (4) Identify resource gaps, risks, and impacts of not meeting those gaps, and work with the chain of command to determine alternate resourcing strategies (e.g., out year Resource Proposal).

- f. The Commandant lays out priorities for the Coast Guard that guides resource allocation. Justification for reallocating personnel allowances should reference these priorities. Other Commanders may also provide high level strategic guidance for their subordinate commands.

B. Responsibility.

1. Position Ownership. Per 14 U.S.C. 632 and 14 U.S.C. 93, the Commandant is responsible for all of the Coast Guard's resources, including personnel allowances. In accordance with the Delegation of Authority, HQINST M5402.3 (series), the Commandant delegates the governing of personnel allowances to the Vice Commandant.
2. Consensus. Personnel allowances have numerous stakeholders with a vested interest in resource allocation. A change to personnel allowances must have consensus among applicable stakeholders in order for the change to be made. Disagreements and concerns must be addressed to all parties' satisfaction. If disagreements or concerns persist, then resolution should be pursued up the chain of command in accordance with promulgated business rules with the Coast Guard Vice Commandant reserved as final arbiter.
3. Key Stakeholders. There are varied stakeholders who must work together to ensure that personnel allowance decisions best serve the Coast Guard and public. A program office or field command has a stake in a position if they are involved in budget formulation, mission execution, program execution, and/or support. For example, stakeholders can include workforce managers, assignment officers, and local units. Any stakeholder has the authority to initiate a request to reprogram a position.
 - a. RMOs plan and execute personnel allowances within their Area of Responsibility (AOR). A position's RMO is determined, in general, by the third level down in its organization structure starting at the Commandant. The RMO works with Program Managers to identify the best solutions to meet the needs of operational commanders, programmatic requirements, staffing standards, and workforce issues. RMOs must monitor the progress of recruitment actions and civilian vacancies.
 - b. Program Managers work closely with the affected RMO to reallocate resources within a program and sponsor budgetary actions affecting resources, unless otherwise directed by the Vice Commandant. Headquarters Program Managers consult on staffing standards studies based on the needs of their program.
 - c. Commanding Officers have authority to temporarily assign military members, and to a certain degree, civilian employees, to duties other than those listed on the PAL to include sending personnel on details or temporary duty (TDY) orders to meet urgent and emergent needs. However, if such an assignment becomes more than temporary,

commanders must initiate a request for a reprogramming or new personnel allowance via the chain of command.

- d. Assistant Commandant for Human Resources, Commandant (CG-1).
 - (1) The Office of Strategic Workforce Planning and Human Resource Analytics, Commandant (CG-126) provides primary review of reprogramming impacts on workforce, projections of training, and accession needs, and makes changes to the General Detail. The General Detail is defined in Chapter 4.J. of this Manual.
 - (2) The Civilian Human Resources, Diversity, and Leadership Directorate, Commandant (CG-12) ensures all reprogramming actions comply with legal and labor requirements for civilian personnel allowances.
 - (3) The Director of Reserve and Military Personnel, Commandant (CG-13) provides policy and procedures for management of the military workforce.
 - (4) The Office of Human Resources Strategy & Capability, Commandant (CG-1B) manages the Manpower Requirements Determination (MRD) process and Officer Specialties.
- e. The FORCECOM Training Division, FORCECOM (FC-T) provides policy and procedures for management of the training system and, along with Commandant (CG-126), recommends changes to the training allowance distribution within the General Detail.
- f. The Rating Force Master Chiefs (RFMCs) manage the end-strength and stability of their rating.
- g. The Military and Civilian Pay Managers in Commandant (CG-832) manage the Military Pay and Allowances, and the Civilian Pay and Benefits accounts within the Operations & Support (O&S) appropriation. These accounts include salaries for the vast majority of the Coast Guard workforce.
- h. Civilian Resource Coordinators (CRCs) support personnel allowance and financial management responsibilities for civilians in their respective unit or area of responsibility. In concert with Commandant (CG-12) and RMOs, CRCs must actively monitor the progress of recruitment actions and civilian vacancies. CRCs must liaise with Commandant (CG-83) and Commandant (CG-12) to ensure personnel allowances are funded and filled. For positions that are vacant and funded, CRCs must assist local commands with submitting hiring requests. For financial responsibilities of the CRC, see the Financial Resource Management Manual (FRMM), COMDTINST M7100.3 (series).

- i. Commander, Personnel Service Center (CG PSC) ensures that military billet reprogrammings conform to assignment policy contained in Military Assignments and Authorized Absences, COMDTINST M1000.8 (series). Commander (CG PSC) assigns qualified members into billets specified in the PAL.
 - j. The Reserve Force Readiness Staff (RFRS) provides oversight of the Reserve forces at the Area, District, and Sector levels. Stakeholders must work with their local RFRS prior to submitting any reprogramming actions for SELRES billets.
- C. Reprogramming The Personnel Allowance. Reprogramming the PAL consists of a series of policies, elements, and procedures that drive the allocation of personnel. The elements are the *departments* that reflect the organization of the Coast Guard and the *positions* that reflect the personnel allowances allocated to these departments. This process is discussed in greater detail in Chapter 3.C. of this Manual.

CHAPTER 2 PERSONNEL ALLOWANCE LIST

A. Overview.

1. Purpose. The PAL is the definitive source for organizational structure and position information for the Coast Guard. The PAL “contains the workforce;” employees are placed into the organization by being assigned or hire to *positions* within *departments* at physical *locations*, all of which is capture in the PAL.
2. Uses. PAL data is used for both internal management and to provide information to external stakeholders, including but not limited to the following:
 - a. To create and maintain a complete workforce and organizational structure;
 - b. To issue orders and manage workforce priorities and gaps;
 - c. To aid personnel related budget formulation;
 - d. To report to DHS, OMB, the Government Accountability Office (GAO), and Congress in response to statistical and budgetary inquiries;
 - e. To respond to Freedom of Information Act (FOIA) requests, comply with OMB Circular No. A-76 and the Federal Activities Inventory Reform (FAIR) Act; and
 - f. To report to U.S. Transportation Command (USTRANSCOM), Defense Sexual Assault Information Database (DSAID), and other Department of Defense (DoD) entities as needed.
3. Managing Personnel Allowances. The PAL provides information to aid stakeholders who are involved with managing personnel allowances.
 - a. PAL data can be summarized to provide useful resourcing metrics, such as vacancy rates, funding sources, rank/grade structures, and geographic distribution of personnel allowances.
 - b. PAL records “Proposed” changes for planning purposes. Proposed positions represent future changes to positions that are awaiting initial funding or personnel actions before finalization (i.e., in “Approved” status).
 - c. The System of Record of PAL information for active duty and reserve positions is Direct Access (DA).
 - d. The System of Record of PAL information for civilian positions resides at the National Finance Center (NFC). Although DA is not the System of Record for

civilian positions, every effort is made to ensure its accuracy so that users can view the entirety of Coast Guard personnel allowances in a single system.

B. Structure. PAL data is contained in DA and consists of three tiers of data elements.

1. **Location**. The DA Location table is the first tier of the PAL structure. A DA Location constitutes the official record of a Coast Guard unit's physical location. A DA Location may hold zero, one, or multiple (unlimited) DA Departments. DA Location information includes a unique location code, description, physical address, congressional district, effective date, and more. DA is the System of Record for PAL Location information. NOTE: A unit's physical address is not necessarily the same as its postal or commercial freight address. For more information, see the Coast Guard Operating Facilities Manual, COMDTINST M5440.4 (series).
2. **Department**. The DA Department table is the second tier of the PAL structure. All Coast Guard units consist of at least one DA Department, but many consist of multiple DA Departments. All DA Departments must be associated with a single DA Location. A DA Department may hold zero, one, or multiple (unlimited) DA Positions. DA Department information includes a unique department ID, a location code, description, type, parent department, and more. DA is the System of Record for PAL Department information. NOTE: The DA Departments differ from the term "Department" in the Coast Guard Organizational Manual, COMDTINST M5400.7 (series). For example, Sector Response Departments usually consist of multiple DA Departments, whereas cutters usually have only one DA Department for the entire unit despite having multiple "Departments" (e.g., Deck Department).
3. **Position**. The DA Position table is the third tier of the PAL structure and contains information for each Coast Guard position. All DA Positions must be associated with a single DA Department. A DA Position may hold zero, one, or multiple (unlimited) military members or civilian employees (there can never be both military and civilian personnel in one DA Position). Position information includes a unique position number, department ID, position description, status (Approved or Proposed), rate, grade, occupation specialty, and more.

C. Additional PAL Data.

1. **Operating Facility Address Code (OPFAC)**. OPFAC is a designation for a department or a group of departments that together serve as a distinct Coast Guard unit for the purpose of administrative, financial, operational, and property management. The terms Unit and OPFAC are often used interchangeably. Where more than one department makes up an OPFAC, there is one department record at the command level which serves as the informational record for the OPFAC. The System of Record for OPFAC information is

DA. Commandant (CG-833) manages the OPFAC process. For OPFAC policy, see the Coast Guard Operating Facilities Manual, COMDTINST M5440.4 (series).

2. Personnel Information. Commandant (CG-833) manages the Locations, Departments, and Positions of the Coast Guard. This forms the structure into which personnel are placed through the hiring of employees and the assignment of members. While not the service's personnel manager, Commandant (CG-833) works with stakeholders to ensure the accuracy of personnel records concerning their placement on the PAL. Tables associating personnel to positions are maintained in DA and reported by Commandant (CG-833) from this data. The combination of the PAL's organizational and position data combined with personnel position placement is referred to as the Encumbered PAL.
3. Line of Accounting (LOA). Coast Guard pay is a direct expense to the service as it appears in position records on the PAL. Each position has an associated LOA based on factors such as appropriation, source (civilian, active duty, or reserve), the associated OPFAC, and others. Commandant (CG-833) updates the LOA associated with a position at the direction of the Military and Civilian Pay Managers in Commandant (CG-832). Military position LOAs are managed in DA. Civilian position LOAs are managed by Commandant (CG-12) and maintained at the National Finance Center (NFC) with information from DA.

D. PAL Attribute Changes. Locations, departments, and positions have attributes that may need to be updated as necessary when performing a reprogramming action in accordance with Chapter 3 of this Manual. Commandant (CG-833) executes all authorized changes to DA Locations and DA Departments, and the majority of DA Position fields with the following exceptions:

1. Officer Specialty Code. An officer specialty code is assigned to each officer billet. Officer specialty code changes are made by Commandant (CG-1B1) in accordance with the U.S. Coast Guard Competency Management System Manual, COMDTINST M5300.2 (series).
2. Clearance Type & Job Sensitivity. All Coast Guard positions must be designated with a Position Sensitivity Designation in accordance with the Personnel Security and Suitability Program, COMDTINST M5520.12 (series). If a position's sensitivity data changes as the result of a reprogramming action, the requesting stakeholder must submit a memo to Commandant (DCMS-34) to update the data on the PAL.

E. Electronic PAL (ePAL). The ePAL is a reporting tool available in the Coast Guard Business Intelligence (CGBI) Toolbox that presents PAL information in a web browser format. Users can search PAL data based on DA Department and DA Position criteria. ePAL data is stored in the CGBI data warehouse managed by the Operations Support Center (OSC). The ePAL is a "read only" tool; changes to the PAL must be made through DA and will not immediately appear in the ePAL until synchronized each evening. All Coast Guard CGBI users can access

the ePAL in “standard” view, which displays the current state of the PAL. Certain CGBI users in resourcing and allowance decision-making roles have “registered” access in order to view “proposed” changes. Changes in proposed status have been approved, but pend personnel and/or funding actions, such as the departure of current incumbents or initial funding of new positions. Registered access must be requested through Commandant (CG-833).

CHAPTER 3 REPROGRAMMING PERSONNEL ALLOWANCES

A. Overview.

1. Obtaining Personnel Allowances. Personnel allowances are obtained from Congress through the PPBE process, reprogramming existing positions, or by obtaining reimbursement from outside sources.
2. Reprogramming Methods. There are several alternatives in place to request changes to the PAL depending on the nature and scope of the reprogramming. Approved reprogramming actions result in changes to the PAL including but not limited to: changes to paygrades, moves to different units, internal moves to a different department, position title changes, and department name changes. Section C of this Chapter details PAL Reprogramming processes. Approved reprogramming requests are enacted through DA.
3. Financial Account Changes. Reprogramming personnel allowances sometimes involves the movement of funds to ensure compliance with appropriation law and congressional intent. Information on how funds are transferred is contained in the Financial Resource Management Manual (FRMM), COMDTINST M7100.3 (series).
4. Human Resource System. After a position is reprogrammed, the Coast Guard must fill the position with the appropriate personnel resource. Commander (CG PSC) fills military billets and Commandant (CG-12) fills civilian positions.

B. Considerations.

1. Position Life-Cycle. At each stage and with each change, internal controls ensure that each change is accurate, authorized, timely, and complies with approved policies and procedures.
 - a. All positions begin as a request for resources from the Coast Guard to Congress or are the result of a reimbursable agreement. If personnel resources are appropriated and funds are allotted in the budget, then new personnel allowances are established.
 - b. Commandant (CG-833) receives the request to create a position through one of several ways and establishes the position on the PAL.
 - c. During its lifetime, a position can be reprogrammed many times. However, the position number that uniquely identifies the position never changes. This enables resource managers to link a position back to its creation.
 - d. Positions can be inactivated and removed from the PAL. In most cases, positions are inactivated when directed by Congressional appropriations or in conjunction with unit disestablishment or decommissioning.

2. Funding.
 - a. Every position creation or reprogramming requires adequate funding allocation. The Standard Personnel Cost (SPC) is used to determine the cost of reprogrammings in accordance with Section D of this Chapter.
 - b. Reprogramming positions from one appropriation to another is not permitted. Such changes must occur through the normal budget process. The same holds true for reprogrammings between Program/Project/Activity (PPAs) within an appropriation. For example, a vacant Reserve Training (RT) funded position cannot be reprogrammed to a Health, Safety, and Work-Life (HSWL) funded position. One exception to this rules exists: converting a position funded from the Military Pay and Allowances PPA to the Civilian Pay and Benefits PPA (or vice versa). This cross-PPA reprogramming is permitted as long as Commandant (CG-832) and Commandant (CG-821) make the requisite “technical adjustment” in the budget submission each FY.
3. Timing. Position reprogramming actions are executed with consideration of the Fiscal Year (FY) cycle, and Assignment Year (AY) cycle for military billets.
 - a. A RP is the primary mechanism for adding or deleting positions on the PAL. Once an appropriation is signed into law, positions associated with approved RPs will be funded or unfunded on a quarterly basis throughout the FY. Personnel allowance RPs are generally designated with two quarters of funding; however, with RMO concurrence they can be requested at one, two, three, or four quarters of the FY. Positions are added or deleted on the PAL based on their respective funding schedule. On occasion, military members will report to positions pending funding as coordinated by Commandant (CG-83), Commandant (CG-821), and Commander (CG PSC). If an appropriation is not passed, positions will be added to and deleted from the PAL as coordinated by Commandant (CG-83), Commandant (CG-821), Commander (CG PSC) for military positions, and Commander (CG-123) for civilian positions.
 - b. Changes to military billets that are scheduled to become vacant during the following AY (i.e., being “shopped”) must be submitted through the PRR in a timely manner to meet assignment deadlines in accordance with Paragraph C.7 of this Chapter. This policy does not apply to civilian positions as they can be hired into at any time during the year.
4. Staffing Considerations. Staffing standards approved by the Vice Commandant set a framework for resource requests in accordance with the Coast Guard Manpower Requirements Manual, COMDTINST M5310.6 (series). Commandant (CG-833) provides specific, updated reprogramming considerations at their CG Portal site. In general,

stakeholders should account for the following staffing issues when considering a reprogramming request:

- a. Is this in the best interest of the Coast Guard?
- b. Is this a temporary or permanent need?
- c. What is the correct workforce match: Civilian, Enlisted, Chief Warrant Officer, Officer, Reserve, NAF, or Auxiliary?
- d. Is this a personnel resource or a personnel allowance issue? Personnel reprogramming actions based solely on the current or potential future incumbent are prohibited.
- e. Is this consistent with similar units? If not, why?
- f. What is the background on this or similar positions? What is the unit history, or relevant congressional intent or interest?
- g. Does the reprogramming conflict with any pending reprogramming initiatives (e.g., an Organization Modification Request (OMR))?
- h. Funding considerations.
 - (1) Is the reprogramming cost-neutral?
 - (2) Do offsetting positions have the same appropriation and PPA? This is not a requirement for a reprogramming between positions funded by the Military Pay and Allowances PPA and the Civilian Pay and Benefits PPA.
 - (3) If a reprogramming includes positions across multiple RMOs, how are any remaining funds distributed?
 - (4) Does the reprogramming conflict with any pending budget initiatives (e.g., Resource Proposals)?

C. Reprogramming Processes.

1. Responsibility. Commandant (CG-833) is responsible for day-to-day operation and maintenance of the Personnel Allowance List and reprogramming processes.
2. Resource Proposals (RPs). RPs compete for inclusion in the Federal Budget. Commandant (CG-821) manages budgetary requests in accordance with the current budget formulation process. An Appropriations Act, once enacted by Congress and signed by the President, is the instrument that ultimately approves RPs.

- a. As part of the budget formulation process, new positions are specified by grade, specialty, and unit.
 - b. Commandant (CG-833) establishes or inactivates positions on the PAL in accordance with the enacted budget.
 - c. Once an RP has been enacted and placed on the PAL, any changes must follow the reprogramming guidance described in this Chapter. Positions must not be reprogrammed within three years of being established to ensure the congressional intent of the position is upheld unless a waiver is granted by Commandant (CG-83).
3. Operating Facility Change Order (OFCO). OFCOs are required for the establishment of, or certain changes to CG units which affect an Operating Facility Address Code (OPFAC) (e.g., cutter commissionings, shore facility disestablishments, cutter homeport shifts, and unit name changes). OPFAC and OFCO policy are governed by the Coast Guard Operating Facilities Manual, COMDTINST M5440.4 (series). Commandant (CG-833) manages the OFCO processes and executes associated changes to the PAL.
 4. Organization Modification Request (OMR). Changes to the Coast Guard's organizational structure are approved through the OMR process. OMRs are governed by the Coast Guard Organizational Manual, COMDTINST M5400.7 (series). Commandant (CG-81) is the process owner for OMRs and executes associated changes to the PAL.
 5. Decision Memos. Decision Memos may impact personnel allowances. Decision Memos that affect personnel allowances must be positively endorsed by Commandant (CG-83), Commandant (CG-8), the Vice Commandant (VCG), or the Commandant (CCG).
 - a. The Decision Memo should specify the personnel allowance changes.
 - b. An approved Decision Memo may also require an OFCO in accordance with the Coast Guard Operating Facilities Manual, COMDTINST M5440.4 (series).
 6. PAL Reprogramming Review (PRR).
 - a. The PRR is a systematic process for collecting, analyzing, adjudicating, and executing PAL reprogramming requests. There are two primary functions of the PRR:
 - (1) To enable stakeholders the opportunity to make strategic changes to their personnel allowances based on existing requirements or mission demands; and
 - (2) To allow stakeholders the opportunity to review and positively or negatively endorse requested changes.
 - b. Commandant (CG-833) manages the PRR and analyzes reprogramming requests from a cost neutrality and Coast Guard-wide perspective.

- c. The PRR is designed to streamline non-emergent reprogramming requests that do not require an OMR or OFCO. Reprogramming requests for positions involved in a pending OMR or OFCO action are rejected unless approved by Commandant (CG-81).
 - d. In the fourth quarter of each FY, Commandant (CG-83) releases an ALCGFINANCE message that provides specific PRR guidance for the following FY. If there is a significant and immediate change to reprogramming guidance during the FY, it will be updated as appropriate. The Commandant (CG-833) CG Portal site provides the guidance, business rules, and procedures to aid stakeholders in navigating the PRR.
7. PRR Deviation. Some reprogramming requests are emergent and cannot wait for the next PRR cycle to be completed. In these cases, a PRR Deviation must be submitted to Commandant (CG-833) for consideration.
- a. A PRR Deviation must be submitted via memo to Commandant (CG-833) through the RMO and stakeholders; deviations do not preclude the requirement of review and consensus by all applicable stakeholders. At a minimum, an O-6 or GS-15 in the responsible RMO must positively endorse the request.
 - b. The Commandant (CG-833) CG Portal site contains business rules, procedures, and templates for submitting PRR Deviations.
8. Reimbursable Agreements. If a reimbursable agreement results in the addition, change, or deletion of personnel allowances, Commandant (CG-833) executes the reprogrammings in accordance with Chapter 7 of this Manual.

D. Funding a Reprogramming.

1. Overview. Reprogramming actions fall into two general categories, “No Cost” and “Cost.” Position changes that do not involve a cost are normally simple in scope; for example, a change to a position’s title or a shift from one department to another within the same unit. Position changes that involve a cost usually involve a paygrade increase of an existing position or creation of a new position, which then requires the downgrade, or inactivation of another position within approved guidelines based on the Standard Personnel Cost (SPC) tables maintained by Commandant (CG-833). The downgraded or inactivated position is the “offset,” and the associated savings are used to fund the cost of the upgrade to ensure cost neutrality.
2. Guidelines.
 - a. A reprogramming action must be cost neutral within its own Program/Project/Activity (PPA), except as outlined in Paragraph D.2.c of this Chapter. The Financial Resource Management Manual (FRMM), COMDTINST M7100.3 (series) provides detailed

information for all appropriations, PPAs, and funds in the Coast Guard. The following is a list of appropriations, subordinate PPAs, and funds that can fund authorized reprogramming actions:

(1) Operations & Support (O&S) Appropriation:

- (a) Military Pay & Allowances;
- (b) Civilian Pay & Benefits;
- (c) Reserve Training (RT);
- (d) Health, Safety, and Work-Life (HSWL);
- (e) Overseas Contingency Operations (OCO)/Global War on Terror (GWOT);
and
- (f) Environmental Compliance and Restoration (EC&R).

(2) Other Appropriations:

- (a) Research & Development (R&D).

(3) Funds:

- (a) Yard Fund; and
- (b) Boating Safety Fund.

- b. When converting military billets to civilian positions (or vice versa), an on-budget technical adjustment is required to rebalance the Military Pay & Allowances and Civilian Pay & Benefits accounts. Technical adjustments take two FYs to affect the budget, requiring the position's new pay account to carry the cost burden in the interim. In some cases, the reprogramming may need to be delayed until the technical adjustment goes into effect. This does not apply when a military to civilian conversion (or vice versa) does not result in a change in PPA (e.g., converting an EC&R funded military position to an EC&R funded civilian position). A further discussion of military to civilian conversions is contained in Paragraphs D.4 and D.5 of this Chapter.
- c. Appropriations law prevents changing the funding source of a position from one appropriation to another (e.g., O&S to R&D). With the exception of changes to position funding between the Military Pay & Allowances PPA and the Civilian Pay & Benefits PPA, changing funding sources between PPAs within an appropriation are also prohibited unless granted a waiver by the appropriation's resource manager and Commandant (CG-831).

- d. The downgrade or inactivation of positions with accession paygrades E-1, E-2, E-3, O-1, or O-2 cannot be used as an offset to fund reprogramming actions.
 - e. Savings incurred throughout a FY must only be used to fund other reprogramming actions during the same FY.
 - f. Reprogramming actions for encumbered military billets involving relocation or changes to the paygrade or specialty are not normally executed in “Approved” status until the incumbent vacates the billet. If execution in “Approved” status is requested, the program manager, Commander (CG PSC), and Commandant (CG-83) will determine if an off-schedule Permanent Change of Station (PCS) should be performed.
 - g. Reprogramming actions for encumbered civilian billets involving relocation or changes to the paygrade or specialty are not executed in “Approved” status until the incumbent vacates the billet.
3. Computing Reprogramming Costs. Reprogramming costs are computed using the current FY’s Standard Personnel Cost (SPC) table provided by Commandant (CG-833). SPC tables are a budget tool for reprogramming. The reprogramming adjustment cost is indicated on the SPC worksheet.
- a. SPC calculations only apply to positions that are full-time and permanent. There are separate SPC calculations for active duty and reserve billets, and reimbursable positions. For civilian positions, there are SPC calculations for each pay plan to include General Schedule (GS) and Federal Wage System (FWS) (e.g., WG or WL). The Civilian Pay Manager in Commandant (CG-832) manages cost data for part-time civilian positions.
 - b. SPC values are used to determine the recurring transfer of funds into appropriate personnel accounts starting in the following full FY.
 - c. Other considerations when computing reprogramming costs are listed below.
 - (1) Position reprogrammings cannot be funded with non-personnel funds.
 - (2) PCS costs are not paid for by affected units if the reprogramming is a result of a Coast Guard budget initiative (e.g., a RP that results in deleting positions).
 - (3) For reprogramming civilian positions, stakeholders must consider the incumbent’s status and consult with Commandant (CG-12) to coordinate an impact assessment and to ensure compliance with all applicable regulations regarding the impact on civilian employees. Non-recurring costs are charged to the unit for civilian reprogramming actions. In cases of reorganizations or relocations of entire units,

stakeholders must coordinate with the Civilian Pay Manager in Commandant (CG-832) to compute the resulting costs of these actions.

- (4) The affected RMO must fund the costs of civilian position upgrades resulting from:
 - (a) Office of Personnel Management classification appeal determinations directed under Title 5, U.S. Code, Government Organization and Employees;
 - (b) Coast Guard classification appeal determinations directed under delegated departmental authority for classification appeals; and
 - (c) As determined by the Vice Commandant (e.g., due to a new classification standard effective Coast Guard-wide).
4. Military to Civilian Conversions. Military to civilian position conversions will be executed in alignment with the tour completion of the military incumbent. In cases where overriding factors require a conversion before the tour completion of the incumbent, the benefiting unit must fund the PCS costs.
5. Civilian to Military Conversions. Civilian to military position conversions depend on the incumbency status. The civilian position will not be converted until the incumbent vacates the position.
6. Inter-Appropriation Reprogramming Limitations. With the exception of reprogrammings between the Military Pay & Allowances and the Civilian Pay & Benefits PPAs, reprogramming actions between PPAs within an appropriation must only be accomplished on-budget.
7. Reimbursable Positions. Reimbursable positions are funded by reimbursable agreements. See Chapter 7 of this Manual.
8. Research and Development Center (RDC) Positions. The RDC has positions funded from several sources to work on projects for the Coast Guard and other agencies. Since RDC's project profile is dynamic, positions and their funding source must be reevaluated on a triennial basis. Commandant (CG-926) must evaluate the source of funding based on the allocation of labor hours from RDC's Time Tracker tool for the three previous fiscal years and anticipated future project outlook. Reprogramming actions must be initiated as appropriate.

E. Detached Duty External (DDE) Position Considerations.

1. General. Embedding personnel funded from Coast Guard appropriations within other agencies enhance Coast Guard strategic relationships. Such positions are coded in the PAL with "DDE" preceding the position title. Despite their usual place of work being another

agency, personnel in DDE positions remain under the administrative control (ADCON) of a parent CG unit, usually a Headquarters program office.

2. Periodic Review. At the point of reassignment for military DDE positions and every four years for civilian DDE positions, the position's Program Manager Office Chief must provide certification through the position's controlling RMO that the position is in accordance with guiding appropriation law (e.g., Purpose Statute, Economy Act, etc.) and current DHS and CG policy. This certification must be forwarded for review to Commandant (CG-833). Commandant (CG-83) is the final adjudicator in determining DDE compliance with appropriation law. Positions lacking appropriation law and policy certification will not be filled by Commander (CG PSC) or Commandant (CG-12).

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CHAPTER 4 ACTIVE DUTY MILITARY WORKFORCE

- A. Overview. This Chapter provides an overview of personnel allowances and reprogrammings for active duty military billets.
- B. Workforce Considerations.
1. **Workforce Structure**. Personnel allowance reprogrammings may impact enlisted ratings and/or officer specialties, particularly when a billet change affects the rating or paygrade. Commandant (CG-126), respective force managers, program offices, and stakeholders must approve reprogramming requests that result in a change to the workforce structure.
 2. **Long-Term Vacant Billets**. To ensure good stewardship of Coast Guard resources, Commandant (CG PSC), RMOs, and subordinate commands must closely monitor existing vacant positions. Active duty billets remaining vacant after 24 months must be referred by Commandant (CG-83) to the respective RMO for reprogramming consideration within their AOR. If the RMO takes no action, active duty billets remaining vacant after 36 months will be referred to the Vice Commandant by Commandant (CG-83) to support organizational priorities.
 3. **Staffing Standards**. To ensure requests follow current guidance with regard to workforce selection and staffing, personnel allowance reprogrammings must consider the Coast Guard Manpower Requirements Manual, COMDTINST M5310.6 (series).
 4. **Multi Encumbrances**. There is no significant or direct budgetary impact of assigning more than one military member to a given position as long as the position is funded by the Military Pay & Allowances PPA. However, double encumbering billets funded from PPAs other than Military Pay & Allowances, does have a negative budgetary impact. Commander (CG PSC) must contact Commandant (CG-831) prior to assigning more than one member to such a position to determine whether sufficient funds exist to support the action. It is not necessary for Commander (CG PSC) to inform Commandant (CG-831) for temporary double encumbrances associated with the normal transfer season or members being processed for separation in accordance with Military Separations, COMDTINST M1000.4 (series).
- C. Controlled Grade Reprogrammings. Within the active duty workforce, officer paygrades O-4 through O-10 are “controlled grades” as the number of officers in each of these grades is limited by law per 14 U.S.C. 42. Enlisted paygrades E-8 and E-9 are controlled grades per 10 U.S.C. 517. To ensure the Coast Guard does not exceed these personnel limits, Commandant (CG-126) and Commandant (CG-821) establish a cap on the number of these billets. A reprogramming action that increases the number of billets for a controlled grade above these caps is prohibited. These constraints apply in the aggregate to all billets, regardless of their funding source.

- D. Officer-Enlisted Reprogrammings. Personnel allowance reprogrammings must consider the impact on changing the officer-enlisted ratio. Commandant (CG-126) must approve reprogramming requests that change the officer-enlisted ratio.
- E. Permanent Commissioned Teaching Staff (PCTS) and Director, Coast Guard Band.
1. Statutory Authority. Statutory authority for PCTS and Director, Coast Guard Band billets are governed by 14 U.S.C. 187 and 14 U.S.C. 336, respectively. The grade of PCTS billets and the Director, Coast Guard Band billet must be considered as that of officers of indeterminate grade. Consequently, no reprogramming offset is necessary when the incumbent of the billet promotes. Furthermore, no reprogramming offset occurs when the incumbent retires or is separated from service and is replaced by an officer of lower grade.
 2. Billet Limits. The cap for PCTS and Director, Coast Guard Band positions is managed by the Deputy Commandant for Mission Support (DCMS). A reprogramming action that increases or decreases the number of PCTS billets or reprograms the CG Band Director billet must be submitted in accordance with Chapter 3 of this Manual.
 3. Annual Verification. Superintendent, Coast Guard Academy must provide the current grade and distribution of all PCTS billets and Director, Coast Guard Band in the fourth quarter of each FY to Commandant (CG-833).
- F. Public Health Service (PHS) Billets. Active duty PHS billets are authorized by 42 U.S.C. 253. PHS billets are graded and reprogrammed using the published PHS guidelines for professional staffing. Commandant (CG-833) executes any required reprogrammings.
- G. Physician's Assistant (PA) Billets. In the fourth quarter of each FY, Commandant (CG-11) provides a verification of PA billets to Commandant (CG-833) to execute any required reprogrammings.
- H. Chaplains and Navy Religious Program Specialist Billets. Chaplain and Navy Religious Program Specialist billets are authorized by 10 U.S.C. 5142. These billets are graded and reprogrammed using the published Navy guidelines for Chaplain staffing. Chaplain billets are assigned to the command cadre portion of the unit PAL. Commandant (CG-833) executes required reprogrammings.
- I. General Detail.
1. Overview. The General Detail accounts for military members who are not filling an Assigned billet (i.e., one that directly supports Coast Guard operations or provides mission support). The purpose of the General Detail is to keep PAL Assigned billets staffed at 100% with qualified members. The General Detail is comprised of two components to support workforce attrition, flow, and training:

- a. Training Allowance Billets (TABs); and
 - b. Support Allowance Billets (SABs).
2. General Detail Management.
- a. The Coast Guard limits the General Detail to 15% of the Assigned active duty billets. Changes to the General Detail allocation are made by Commandant (CG-8) in coordination with Commandant (CG-1).
 - b. RPs that increase or decrease personnel allowances result in a proportional increment or decrement to the General Detail. For example, a new asset which requires 60 assigned billets would increase the General Detail by 9 (60 x 15%) additional billets. If the calculation is not a whole number, the result is truncated. Commandant (CG-126) and FORCECOM (FC-T) manage increments and decrements to the General Detail on an annual basis.
 - c. General Detail billets are funded by O&S. All military members, regardless of their assigned billet's appropriation, can be assigned to a General Detail billet.
 - d. General Detail billets should not be reprogrammed through the processes described in Chapter 3 of this Manual. Furthermore, military billets that are added or deleted through reprogramming (other than RPs) do not have an associated General Detail increment or decrement.
3. Training Allowance Billets (TABs). TABs are part of the General Detail which accounts for work-years of military members undergoing FORCECOM-directed training and education in the following categories. Members assigned to TABs usually incur a service obligation.
- a. Accession Training.
 - (1) Accession Training is minimum essential training for all military members. It consists of service-entry training (e.g., Recruit Training, Academy, Officer Candidate School) as well as enlisted job-entry performance (e.g., Class "A" Schools) in accordance with the Performance, Training, and Education Manual, COMDTINST M1500.10 (series).
 - (2) Military members attending Accession Training programs are placed into TABs. The number of accession TABs increases or decreases relative to the size of the anticipated workforce. Commandant (CG-126) and FORCECOM (FC-T) validate Accession Training billets annually. Commandant (CG-833) executes the required reprogrammings to update the PAL.
 - b. Specialty Training.

- (1) Specialty Training is required for an individual to function in a specific assigned billet. Specialty Training is typically received between the notification for PCS orders and the reporting date at the new unit. Mandatory pre-arrival training, also called pipeline training, must be received prior to reporting. Specialty Training includes:
 - (a) Class “C” Schools greater than 20 weeks in duration;
 - (b) All mandatory pre-arrival/pipeline training;
 - (c) Aviation Student Engineering; and
 - (d) Marine Industry Training.
 - (2) Military members attending Specialty Training programs are placed into TABs. Commandant (CG-126) and FORCECOM (FC-T) validate Accession Training billets annually. Commandant (CG-833) executes the required reprogrammings to update the PAL.
- c. Advanced Education.
- (1) Advanced Education is formal training or education which provides military members with the skills and knowledge required to become subject matter experts in various occupational specialties. Advanced Education, sometimes referred to as Duty-Under Instruction (DUINS), includes:
 - (a) Undergraduate programs;
 - (b) Graduate programs;
 - (c) Command and Staff colleges;
 - (d) Senior Service schools; and
 - (e) Fellowship programs.
 - (2) Military members attending advanced education programs are placed into TABs. Advanced Education TABs are allocated in accordance with the Performance, Training, and Education Manual, COMDTINST M1500.10 (series). Commandant (CG-126) and FORCECOM (FC-T) validate Advanced Education billets annually. Commandant (CG-833) executes position reprogrammings for each member in coordination with FORCECOM (FC-T) and Commander (CG PSC).
4. Support Allowance Billets (SABs). SABs are part of the General Detail, which accounts for work-years of military members who are not available to fill assigned billets or TABs.

- a. SABs account for members who must be removed from assigned billets for the following reasons:
 - (1) Long term illness or injury, including PCS for hospitalization;
 - (2) Disciplinary reasons including relief for cause, confinement, PCS or Temporary Duty (TDY) to a new unit for disciplinary reasons, unauthorized absence, desertion, or other disciplinary categories;
 - (3) Other administrative categories where an existing vacant billet does not exist for the member to fill, including humanitarian assignments; and
 - (4) Any other authorized personnel actions in which the member is not filling an assigned billet, including home awaiting orders and Missing in Action (MIA).
- b. SABs also account for situations when members may not be removed from an assigned billet, but account for the time or funding attributed to the Support Allowance:
 - (1) All transfer time including en route to the first duty station, en route for separation, en route for PCS or TDY reassignment, or en route for any other authorized personnel action. Members are not ordered nor assigned to SABs in this case, but SABs account for the time members are not executing CG missions.
 - (2) All multi-encumbered billets.
- c. Commandant (CG-126) must validate the paygrade and rating structure of the Support Allowance in the second quarter of each FY. Commandant (CG-833) issues SABs via reprogramming, regularly by direction of Commander (CG PSC). Commandant (CG-833) reprograms SABs to the appropriate unit's PAL with an expiration date.
- d. Temporary Emergent Requirement Billets (TERBs). TERBs, or "Non-Standard SABs," are reprogrammed from the General Detail for purposes other than those outlined in Paragraphs I.4.a and I.4.b of this Chapter. TERBs must be used solely to support temporary, high priority requirements when no other military billets are available to fulfill the requirement. TERBs should be viewed as a last resort as position vacancies will be created elsewhere in the CG to assign members to them.
 - (1) RMOs must originate a memorandum requesting issuance of TERBs. The request must be submitted only after all other reprogramming and funding options have been exhausted, including consideration of long-term vacancies and reprogramming Assigned positions temporarily.

- (2) Commandant (CG-8) is the approval authority for TERB issuance. Requests must be endorsed by Commandant (CG-83) and Commandant (CG-821) for consideration by the approval authority. A template outlining specific guidance and requirements for TERB requests is available on the Commandant (CG-833) CG Portal site.
- (3) Requests fall into three categories depending on the duration of the high priority requirement.
 - (a) Short-term requirement (two years or less). If the request is approved, a TERB will be issued for a period no more than two years starting when an individual is expected to occupy the billet, not when the request is approved. The tour length must not exceed the expiration date. During this time, RMOs must establish contingency resourcing plans in the event that the billet is required for a longer period than expected (e.g., an anticipated RP that funds a projected billet is not approved).
 - (b) Long-term requirement (more than two years). If the request is approved, a TERB will be issued with an expiration date of two years starting when an individual is expected to occupy the billet, not when the request is approved. If the tour length exceeds two years, the incumbent must be transferred to an Assigned billet upon the TERB's expiration. RMOs are responsible for ensuring an RP is initiated reflecting the billet requirements for inclusion into the out-year budget. During this time, RMOs must establish contingency resourcing plans in the event the RP is not approved.
 - (c) Unknown/indefinite term requirement. If the duration of the requirement cannot be determined, RMOs must treat the requirement as long-term.
- (4) TERBs are not issued for more than two years, extended beyond the assigned expiration date, nor replaced with different TERBs under any circumstance and will return to the General Detail upon expiration. When a TERB expires, any incumbents will lose their assigned title and remain in the PAL department the TERB had been assigned.

CHAPTER 5 CIVILIAN WORKFORCE

- A. Overview. This Chapter provides an overview of personnel allowances and reprogrammings for civilian positions.
- B. Workforce Considerations.
1. Long-Term Vacant Positions. RMOs, Civilian Resource Coordinators (CRCs), and subordinate commands must closely monitor existing vacant positions and initiate personnel recruitment action to fill funded positions. Civilian positions remaining vacant after 18 months without an ongoing active recruitment must be referred by Commandant (CG-83) to the respective RMO for reprogramming consideration within their AOR. If the RMO takes no action, civilian positions remaining vacant after 36 months without an ongoing active recruitment will be referred to the Vice Commandant by Commandant (CG-83) to support organizational priorities.
 2. Staffing Standards. To ensure requests follow current guidance with regard to workforce selection and staffing, personnel allowance reprogrammings must consider the Coast Guard Manpower Requirements Manual, COMDTINST M5310.6 (series).
 3. Multi Encumbrances. There is a direct negative budgetary impact when assigning more than one full-time civilian employee to a position on the PAL. With the exception of the following circumstances, no more than one employee should be assigned to each PAL position:
 - a. Two part-time employees may be assigned to a single position when the total FTE of both employees is 1.0 or less and the bi-weekly hours total is 80 hours or less.
 - b. Two employees may occupy a single position when one is temporarily assigned while the other is on a short-term absence (e.g., training, detail, medical) or on a leave without pay status for less than 30 days. The position vacated by the temporary assignment must remain vacant while the employee is temporarily assigned.
 - c. Two employees may occupy the same position for a period of no more than two pay periods when the multi encumbrance is due to the assignment of a new employee while the former employee is processed out of the position.
 - d. Authority to multi encumber a position for up to one year may be granted for reasons other than those listed in Paragraphs 3.a through 3.c of this Section. To receive multi encumbrance authority, programs must request a waiver from Commandant (CG-832) for positions funded by the Civilian Pay & Benefits account, or Commandant (CG-831) for any other position, through the respective CRC and RMO. Multi encumbrance requests may be approved only if the RMO is in full compliance with

this Chapter. The following additional factors will be considered when reviewing the request:

- (1) Funding availability within the affected account;
- (2) FTE capacity within the civilian workforce;
- (3) The request is not intended to offset a vacant military billet;
- (4) The request is not an extension to a previously approved multi-encumbrance;
- (5) The requested position must not be a reimbursable position;
- (6) Request is for term or temporary appointment authority;
- (7) For multi encumbrance requests lasting more than six months, a listing of other vacant civilian positions with a total SPC matching at least the SPC of the requested multi-encumbrance must be included as offsets. These position will be made temporarily unavailable for hiring authorization until the position is no longer multi encumbered.

4. **Permanent & Temporary Positions.** Permanent civilian positions may be filled by either permanent or temporary employees. Temporary civilian positions must be filled by temporary employees. To fill a temporary position with a permanent employee, units must request a waiver through their RMO to COMDT (CG-832) detailing the funding source supporting the position for at least the following four years. If funding is no longer available, the affected RMO must reprogram other positions to generate enough funding to support affected employees. The proportion of temporary positions filled with permanent employees must not exceed 50% of the unit's total positions.
5. **Paygrade Match.** Positions must be encumbered by employees with a paygrade that is equal to or less than that of the position.

C. **Position Classification.** Position classification is the process through which Federal civilian positions are assigned to a pay system, series, title, and grade or band, based on consistent application of position classification standards. Commandant (CG-12) manages the classification process for civilian positions.

1. **Unclassified Positions.** New or modified civilian positions must be classified prior to beginning the hiring process. Positions that are not classified on the PAL must have a title to include the tag: "DO NOT FILL." The classified position's title and job series must conform to Office of Personnel Management standards.
2. **Reprogrammed Positions.** If a requested reprogramming action for a civilian position does not trigger the classification process, Commandant (CG-833) must execute the

reprogramming in accordance with Chapter 3 of this Manual. If the position must go through the classification process, a signed Optional Form 8 (OF-8) and Position Description (PD) must be submitted to Commandant (CG-833) prior to executing the reprogramming. The OF-8 must be signed at the appropriate level of signatory as determined by Commandant (CG-12). Changes involving the following attributes typically require re-classification:

- a. Paygrade and/or Series
 - b. Position title;
 - c. Description of duties;
 - d. Supervisory responsibilities; and
 - e. Physical address and/or PAL department.
3. Classification Exemptions. All seasonal positions at Coast Guard Academy (CGA) are documented on the PAL. Seasonal positions are not considered FTP positions. Changes to these positions must be made via a reprogramming request in accordance with Chapter 3 of this Manual.

D. Management Rules for Special Positions.

1. CGA Seasonal Positions. All seasonal positions at CGA are documented on the PAL but are not considered FTP positions. Changes to these positions must be made via a reprogramming request in accordance with Chapter 3 of this Manual.
2. CGA Intersessional Positions. Some civilian teaching faculty at CGA are retained to work during the summer intersession period. These positions are managed directly by Commandant (CG-832) through Commandant (DCMS-81) and are not documented on the PAL.
3. Special Employment Programs. Commandant (CG-832) administers the Coast Guard wide FTP/FTE allocations for special employment programs, including the Summer Hire Program, Student Temporary Employment Program (STEP), Student Career Experience Employment Program (SCEP), and other special programs. Commandant (CG-832) must approve all changes to Special Employment Program positions.
4. Coast Guard Yard Positions. The Yard is authorized to submit classification and recruiting actions to Commandant (CG-12) to fill vacant permanent PAL positions with seasonal temporary appointments without reference to the occupational series or grade on the PAL. Commandant (CG-45) must reconcile positions on the PAL on an annual basis by memo through Commandant (DCMS-81) to Commandant (CG-833) to update and align the PAL's data.

- a. For Federal Wage Service (FWS) positions (e.g., WG or WL), the PAL must be updated annually by Commandant (CG-833); and
 - b. For General Schedule (GS) positions, the PAL must be updated by Commandant (CG-833) in accordance with Chapter 3 of this Manual.
5. Senior Executive Service (SES) Positions. SES positions are authorized by 5 U.S.C. Chapter 31, Subchapter II. SES positions must not be reprogrammed without Office of Personnel Management authorization via DHS.
6. CG Yard & ALC Positions. All surge positions in support of the Yard and ALC are identified on the PAL. Surge positions must only be filled by temporary employees. The Yard and ALC are authorized to submit classification and recruiting actions to Commandant (CG-12) to fill vacant surge positions with seasonal temporary appointments without reference to the occupational series or grade on the PAL.
 - a. Third-Party Directed Employment. As required by law or regulation (e.g., Merit Systems Protection Board, Federal Courts, etc.), the Coast Guard must implement all third-party decisions requiring employment or reemployment of any person whether on a permanent or temporary basis. If the requestor does not have a vacant position of the same or higher grade level and with the same funding category from their immediate command, an alternative vacant position must be reprogrammed within the RMO. The number of positions on the RMO's PAL must not permanently increase as a result of the Third-Party Directed Employment process.

CHAPTER 6 RESERVE WORKFORCE

- A. Overview. This Chapter provides an overview of personnel allowances and reprogrammings for reserve billets.
- B. Workforce Considerations.
1. **Workforce Structure**. Personnel allowance reprogrammings may impact enlisted ratings and/or officer specialties, particularly when a billet change affects the rating or paygrade. Commandant (CG-126), Commandant (CG-131), respective force managers, program offices, and stakeholders must approve reprogramming requests that result in a change to the workforce structure.
 2. **Long-Term Vacant Selected Reserve (SELRES) Billets**. To ensure good stewardship of Coast Guard resources, SELRES billets remaining vacant for 24 months or more must be referred to the respective RMO and Commandant (CG-131), by (CG-83) for potential reprogramming consideration within their AOR. If the RMO and Commandant (CG-131) take no action, SELRES billets remaining vacant after 36 months will be referred to the Vice Commandant by Commandant (CG-83) to support organizational priorities.
 3. **Staffing Standards**. To ensure requests follow current guidance with regard to workforce selection and staffing, personnel allowance reprogrammings must consider the Coast Guard Manpower Requirements Manual, COMDTINST M5310.6 (series).
 4. **Reasonable Commuting Distance (RCD)**. SELRES members are limited to billet assignments based on RCD from their place of residence. Stakeholders must consider RCD when submitting billet reprogramming requests in accordance with Chapter 3 of this Manual. For more information on RCD, see the Reserve Policy Manual, COMDTINST M1001.28 (series).
 5. **Geographic Flexibility of Eligible Billets**. As determined by Commandant (CG-131), certain SELRES billets may be eligible for geographic location reprogramming in support of workforce requirements and initiatives. These reprogrammings must be submitted in accordance with Chapter 3 of this Manual.
 6. **Multi Encumbrances**. There may be a direct budgetary impact of assigning more than one SELRES member to a position on the PAL. Stakeholders are encouraged to reprogram a vacant billet instead of multi-encumbering another billet when possible. Commander (CG PSC-RPM) must coordinate with Commandant (CG-131) prior to assigning more than one member to such a position to determine whether sufficient funds exist to support the action. It is not necessary for Commander (CG PSC-RPM) to inform Commandant (CG-131) for temporary double encumbrances associated with the normal transfer season or

members being processed for separation in accordance with Military Separations, COMDTINST M1000.4 (series).

- C. Controlled Grade Reprogrammings. Within the reserve workforce, officer paygrades O-4 through O-10 are “controlled grades” as the number of officers in each of these grades is limited by law per 14 U.S.C. 724. Enlisted paygrades E-8 and E-9 are controlled grades per 10 U.S.C. 517. To ensure the Coast Guard does not exceed these personnel limits, Commandant (CG-126) and Commandant (CG-821) establish a cap on the number of these billets. A reprogramming action that increases the number of billets for a controlled grade above these caps requires COMDT (CG-131) approval. These constraints apply in the aggregate to all billets, regardless of their funding source.
- D. Officer-Enlisted Reprogrammings. Personnel allowance reprogrammings must consider the impact on changing the officer-enlisted ratio. Commandant (CG-126) must approve reprogramming requests that change the officer-enlisted ratio.
- E. Reserve Program Administrators (RPAs).
 - 1. Statutory Authority. Officers of the Reserve Component on active duty are authorized and governed by 10 U.S.C. 10211, 10 U.S.C. 12311, 10 U.S.C. 12310, and 10 U.S.C. 12301(d). These billets are graded and reprogrammed by Commandant (CG-833) after concurrent clearance, review, and approval from Commandant (CG-131).
 - 2. RPA Allowance Limit. The number of RPA billets is limited by the Assistant Commandant for Human Resources (CG-1) per the Officer Accessions, Evaluations, and Promotions, COMDTINST M1000.3 (series). A reprogramming action that increases or decreases the number of RPA billets must be submitted in accordance with Chapter 3 of this Manual and approved by the Director, Reserve and Military Personnel, Commandant (CG-13).
- F. Reserve Billet Management. The authorized strength of the Reserve workforce is set in the current National Defense Authorization Act (NDAA). The end strength of the Reserve workforce is managed by Commandant (CG-131). For descriptions, responsibilities, authorities, and assignments of the Reserve workforce, see the Reserve Policy Manual, COMDTINST M1001.28 (series). The Reserve workforce is comprised of four main categories.
 - 1. Ready Reserve. The Ready Reserve consists of members in the Selected Reserve (SELRES) and Individual Ready Reserve (IRR).
 - a. All SELRES members must fill a permanent PAL billet funded by the O&S Reserve Training PPA. If a change to a SELRES billet is required, Commandant (CG-833) must execute the reprogrammings in accordance with Chapter 3 of this Manual.

- b. All IRR members fill a single billet on the PAL managed by Commander (CG PSC-RPM).
2. Retired Reserve. Retired Reserve members are not reflected on the PAL.
3. Standby Reserve. The Standby Reserve consists of members in the Active Status List (ASL) and Inactive Status List (ISL).
 - a. All ASL members fill a single billet on the PAL managed by Commander (CG PSC-RPM-3).
 - b. All ISL members fill a single billet on the PAL managed by Commander (CG PSC-RPM-3).
4. Reservists on Active Duty.
 - a. Reserve members brought onto active duty to complete their Active Duty for Training – Annual Training (ADT-AT) orders must fill a SELRES billet on the PAL per Paragraph 1.a of this Section.
 - b. Reserve members brought onto active duty through an Extended Active Duty (EAD) contract must fill an active duty billet on the PAL.
 - c. Reserve members brought onto active duty through Active Duty for Operational Support (ADOS) orders are managed differently on the PAL depending on the length of orders per the Active Duty for Operation Support (ADOS) Instruction, COMDTINST 1330.1 (series). All short-term ADOS (180 days or less) must be performed in a TDY status and reservists must remain in their permanent reserve billet on the PAL. All long-term ADOS (181 days or more) must require an assignment to a temporary position at the unit where duty is performed and the reservist is removed from their permanent reserve billet on the PAL.
 - (1) Reserve members brought onto active duty through long-term Active Duty for Operational Support – Overseas Contingency Operations (ADOS-OCO) orders must fill a temporary OCO-funded billet on the PAL. Commandant (CG-833) must execute billet activations and reprogrammings by direction of Commander (PSC-PSD).
 - (2) Reserve members brought onto active duty through long-term Active Duty for Operational Support – Active Component (ADOS-AC) orders must fill a temporary O&S-funded billet on the PAL. Commandant (CG-833) must execute billet activations and reprogrammings by direction of Commandant (CG-832).
 - (3) Reserve members brought onto active duty through long-term Active Duty for Operational Support – Reserve Component (ADOS-RC) orders must fill a

temporary billet on the PAL funded by the O&S Reserve Training PPA. Commandant (CG-833) must execute billet activations and reprogrammings by direction of Commandant (CG-832).

CHAPTER 7 REIMBURSABLE POSITIONS

- A. Overview. This Chapter provides an overview of personnel allowances and reprogrammings funded through a reimbursable agreement or other externally funded sources. Reimbursable positions can be encumbered by active duty, civilian, or reserve personnel. Commandant (CG-833), Reimbursable Team, is the process manager for all seller-side reimbursable activities. For information related to buyer-side reimbursable agreements, see the Financial Resource Management Manual (FRMM), COMDTINST M7100.3 (series).
- B. Definitions.
1. Reimbursable Agreements. The general authority for reimbursable agreements between federal agencies is the Economy Act, 31 U.S.C. 1535; additional, more specific authorities also exist. The Coast Guard is also authorized to engage in reimbursable agreements for services to foreign allied governments per the Foreign Assistance Act, 22 U.S.C. 2357.
 2. Reimbursable Positions.
 - a. Positions Funded by External Agencies. Reimbursable positions are Coast Guard positions established and funded by a reimbursable agreement. The reimbursable agreement dictates the funding level, function and lifespan of the positions. Upon expiration of the reimbursable agreement, the positions must be inactivated.
 - b. Positions Funded by User Fees. Reimbursable positions funded by fees collected for services provided to the public or other beneficiaries such as services for Merchant Mariner Credentialing, Commercial Vessel Inspections, Commercial Vessel Documentation, Certificates of Financial Responsibility, and for Recreational Vessel Documentation.
 - c. Positions Funded by Administrative Fees. Reimbursable positions funded by fees charged to federal agencies and non-federal entities for the management, billing, and collection of reimbursable agreements.
- C. Reimbursable Position Lifecycle.
1. Establishing and Executing Reimbursable Positions. The Financial Resource Management Manual (FRMM), COMDTINST M7100.3 (series), Memoranda of Understanding / Agreement, COMDTINST 5216.18 (series), and Guidelines for Establishing and Validating Reimbursable Billets at User Fee Collection Centers, COMDTINST 7400.1 govern establishment and execution of reimbursable positions. Reimbursable positions are established only after all reimbursable agreement documentation is complete and signed, and the Coast Guard has received funding.

2. Reprogramming Reimbursable Positions. Reprogrammings are limited by the boundaries established in the reimbursable agreement. Commandant (CG-833) executes reprogrammings of reimbursable positions in accordance with Chapter 3 of this Manual.
3. Position Expiration. All reimbursable positions are assigned an expiration date on the PAL which aligns with the end of the reimbursable agreement or executable funding provided to the Coast Guard, whichever would occur first. Most often, expiration dates are the end of the current FY because reimbursable agreements are predominantly supported with single-year funding.
4. Temporary Status. All reimbursable positions are temporary by nature and are coded as such in the PAL. Consequently, all reimbursable positions must be filled with a military assignment or temporary civilian hiring. Filling temporary positions with permanent employees is further discussed in Paragraph B.4 of Chapter 5 of this Manual.
5. Mandated Review. Commandant (CG-833) must validate reimbursable positions with Program Managers at least annually. For all expiring reimbursable positions, Commandant (CG-833) must coordinate the review with all relevant stakeholders. Positions without current funding must be removed from the PAL.

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