



COMDTINST 5420.1

02 OCT 2020

COMMANDANT INSTRUCTION 5420.1

Subj: FLEXIBLE PAL (FLEXPAL) FOR SELECTED RESERVE (SELRES) POSITIONS

Ref: (a) Coast Guard Personnel Allowance List (PAL) Manual, COMDTINST M5312.14 (series)  
(b) Office of Boat Forces Reserve Management Plan  
(c) Shore Forces Reserve Management Plan  
(d) Title 14 United States Code, Section 309

1. PURPOSE. This guide provides the procedures to execute a Flexible Personnel Allowance List (FlexPAL) for Selected Reserve (SELRES) positions.
2. ACTION. Commandant (CG-R), Commandant (CG-1), Commandant (CG-5P), Commandant (CG-5R), Commandant (CG-7), Commandant (CG-8), Reserve Personnel Management Branch (PSC-RPM), CG Recruiting Command (CGRC), and Director of Operations Resource Management (DCO-8) will comply with the processes defined in this Instruction and any changes to this Instruction must be adjudicated between these stakeholders. Internet release is authorized.
3. DIRECTIVES AFFECTED. None.
4. BACKGROUND. In July 2019, the Commandant of the United States Coast Guard (CCG) directed the Reserve Component (RC) be restored to its authorized strength of 7,000 SELRES members by the end of FY22. FlexPAL is one of the many initiatives developed to support this direction. FlexPAL is a tool to create geographic stability for SELRES members by aligning SELRES training positions to individual members assessed to regions with demonstrated recruiting and training capacity. This will make it easier for members to join, affiliate from other Components, and remain in the Reserve Component. The Reserve PAL Training Capacity Tool which is updated annually and as needed by Programs is published and updated at: <https://cg.portal.uscg.mil/units/CG-R/FlexPAL/Forms/AllItems.aspx>
5. DISCLAIMER. This guidance is not a substitute for applicable legal requirements, nor is itself a rule. It provides 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.

DISTRIBUTION – SDL No. 170

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NON-STANDARD DISTRIBUTION:

6. ENVIRONMENTAL ASPECT AND IMPACT CONSIDERATIONS.

- a. The development of this Instruction and the general policies contained within it have been thoroughly reviewed by the originating office in conjunction with the Commandant (CG-47). This Instruction is categorically excluded under current Department of Homeland Security (DHS) categorical exclusion DHS (CATEX) A3 from further environmental analysis in accordance with the U.S. Coast Guard Environmental Planning Policy, COMDTINST 5090.1 and the Environmental Planning (EP) Implementing Procedures (IP).
- b. This Instruction 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 Instruction must be individually evaluated for compliance with the National Environmental Policy Act (NEPA) and Environmental Effects Abroad of Major Federal Actions, Executive Order 12114, Department of Homeland Security (DHS) NEPA policy, Coast Guard Environmental Planning policy, and compliance with all other applicable environmental mandates.

7. DISTRIBUTION. No paper distribution will be made of this Instruction. An electronic version will be located on the following Commandant (CG-612) web sites. Internet: <http://www.dcms.uscg.mil/directives/>, and CGPortal: <https://cgportal.uscg.mil/library/directives/SitePages/Home.aspx>.

8. RECORDS MANAGEMENT CONSIDERATIONS. This Instruction has been evaluated for potential records management impacts. The development of this Instruction 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. POLICY. All SELRES positions are expressly intended as training positions to prepare members for contingency operations. Commandant (CG-R), in consultation with Program offices and key stakeholders, will centrally manage training positions with the intent to match reservists and positions at units with training capacity for the specific competencies of the billet. A two phased approach will be used to implement and execute the FlexPAL for SELRES positions: Baseline Phase, followed by a Steady-State Phase.

a. FlexPAL Phases:

- (1) Baseline Phase: The goal of the Baseline Phase is to reduce the number of multi-encumbered SELRES positions on PAL and to transition vacancies to a SELRES Hold Locker. This reduction will occur by reassigning long term vacant training positions, defined as two years by Reference (a), to multi-encumbrances. The following rules will be used during the Baseline Phase.

- (a) E-4 to E-6 SELRES members in multi-encumbered training positions may be assigned a unique position number within the unit's training capacity using vacant E-4 to E-6 position numbers with the same rating.
  - (b) As appropriate, multi-encumbered positions will be analyzed in an effort to reduce the fill rate to one member during the initial baseline. This will provide a unique training position for each member currently multi-encumbered in a single position. Once members depart through normal attrition the positions will revert to the Hold Locker and training capacity will then stay within the training capacity tool requirements.
- (2) Steady-State Phase: PSC-RPM will manage the SELRES Hold Locker's throughput, collecting vacancies from units, and distributing them to units where matches can be made between new accessions/rotating personnel and training capacity. The Steady-State will begin after minimizing the number of multi-encumbered SELRES training positions during the Baseline Phase.
- (a) FlexPAL will be applicable to all SELRES positions. Positions listed in Paragraph 10.b of this Instruction will normally be considered non-flexible.
  - (b) Each SELRES position is categorized as Flexible or Non-flexible. To designate each position's category, "F" (Flexible), or "NF" (Non-flexible) will precede each SELRES position title (e.g. F-DUTY, NF-COMMANDING OFFICER).
  - (c) Changes to the position title, paygrade, and rate of SELRES training positions will be processed through the PRR process.
  - (d) Flexible training positions will not be issued to a unit if the position will cause that unit to exceed training capacity.
  - (e) Flexible training positions will be issued to units in accordance with PSC-RPM assignment practices and policies.
  - (f) Non-FlexPAL units are listed in Enclosure (1). Flexible training positions may be assigned to non-FlexPAL units if training capacity exists and with program manager concurrence. Once vacated, these training positions will be moved back to the SELRES Hold Locker.
  - (g) Flexible training position movements on PAL will be executed by Commandant (CG-83) based on input from PSC-RPM.
  - (h) FlexPAL managers will work with the minimum and maximum workforce training capacity requirements as advised by References (b) and (c), and other applicable plans, and promulgated via the Reserve PAL Training Capacity Tool.
  - (i) Positions are available upon vacancy to be moved to the SELRES FlexPAL Hold Locker.

b. Limitations:

- (1) Position changes outside of this Instruction will be adjudicated through Commandant (CG-R). Changes to position title, pay grade, or rating must go through the PAL Reprogramming Review (PRR) process to address costs and/or workforce pyramid changes.
- (2) Vacant non-flexible SELRES positions will not be moved to the SELRES FlexPAL Hold Locker from the following units or positions:
  - (a) Port Security Units (PSUs);
  - (b) Navy Expeditionary Combat Command units;
  - (c) National Strike Force units;
  - (d) Combatant Commands (COCOMs);
  - (e) Coast Guard Cyber Command;
  - (f) Defense Innovation Unit;
  - (g) Officers equal or senior to the rank of Commander;
  - (h) Emergency Preparedness Liaison Officers (EPLOs);
  - (i) Unit Reserve Training Petty Officers;
  - (j) Unit Senior Enlisted Reserve Advisors;
  - (k) Gold Badge Command Senior Enlisted Leaders;
  - (l) Silver Badge Command Senior Enlisted Leaders;
  - (m) Senior Reserve Officers;
  - (n) Other critical leadership positions as identified by programs; and
  - (o) Per Reference (b), one complete boat crew must be maintained at each Station with training capacity.

10. RESPONSIBILITIES.

a. Commandant (CG-R).

- (1) Distribute SELRES training positions per authorities defined in Reference (d) in coordination with Commandant (CG-833) and applicable Program offices.
- (2) Ensure the Reserve Component is organized for mobilization as a national asset. SELRES training positions will reflect mobilization and training requirements.
- (3) Host a Reserve Component Resource Council meeting at least annually to conduct a Training Capacity Review.
- (4) Coordinate with Coast Guard program managers to identify unit level training capacity.
- (5) Develop data requirements, analyze data, and generate monthly reports with trend analysis to determine the effectiveness of the FlexPAL.

- (6) Work with programs to provide an initial list and updates of non-flexible positions to Commandant (CG-833) for identification in Direct Access.
- b. Reserve Personnel Management Branch (CG PSC-RPM).
  - (1) Issue guidance governing the administration and management of the capacity manager, data analysts, and assignment officers.
  - (2) Ensure FlexPAL managers coordinate with assignment officers during all stages of the assignment process.
- c. Personnel Allowance and Reimbursable Division (CG-833).
  - (1) Reprogram vacant Reserve positions in accordance with Reference (a) as identified by Commandant (CG-R) and CG PSC-RPM as meeting criteria for relocation/realignment in support of FlexPAL requirements.
- d. Coast Guard Recruiting Command (CGRC).
  - (1) Coordinate with PSC-RPM to determine best assignment options as recruits assess into the RC.
- e. Program Managers (Commandant (CG-1), Commandant (CG-5P), Commandant (CG-5R), Commandant (CG-7), as applicable).
  - (1) Provide input and validate changes to the unit training capacity worksheet.
  - (2) Participate in the annual Reserve Component Resource Council Training Capacity Review.
- f. Areas/DOL/Districts/Operational Commanders.
  - (1) Ensure training and mobilization readiness of the SELRES members assigned to their units.
  - (2) Submit Command concerns during the annual review period for any exception to FlexPAL and for any training capacity issues.
  - (3) Participate in the annual Reserve Component Resource Council Training Capacity Review.

11. FORMS/REPORTS. None

12. REQUEST FOR CHANGES. Recommendations for changes or improvements to the Flexible PAL for SELRES Positions, are welcome and should be submitted via the chain of command to the Commandant (CG-R), US COAST GUARD STOP 7721, 2703 MARTIN LUTHER KING JR. AVE SE, WASHINGTON, DC 20593-7721.

/TODD. C. WIEMERS/  
Rear Admiral, U. S. Coast Guard  
Assistant Commandant for Reserve

Encl: (1) Non-Flexible Unit List

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**Non-Flexible Unit List**

| <b>Non-flexible unit list</b>                  |
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| <b>PSU 301</b>                                 |
| <b>PSU 305</b>                                 |
| <b>PSU 307</b>                                 |
| <b>PSU 308</b>                                 |
| <b>PSU 309</b>                                 |
| <b>PSU 311</b>                                 |
| <b>PSU 312</b>                                 |
| <b>PSU 313</b>                                 |
| <b>NAVY EXPEDITIONARY COMBAT COMMAND UNITS</b> |
| <b>PACIFIC STRIKE TEAM</b>                     |
| <b>ATLANTIC STRIKE TEAM</b>                    |
| <b>GULF STRIKE TEAM</b>                        |
| <b>INCIDENT MGMT ASSIST TEAM (IMAT)</b>        |
| <b>NATIONAL STRIKE FORCE COORD CENTER</b>      |
| <b>CGRU USINDOPACOM</b>                        |
| <b>CGRU USSOUTHCOM</b>                         |
| <b>OL-CGRU JNTSTF S</b>                        |
| <b>CG RESERVE UNIT USTRANSCOM</b>              |
| <b>OL-USCENTCOM</b>                            |
| <b>CGRU USNORTHCOM</b>                         |
| <b>CGCYBER</b>                                 |
| <b>DEFENSE INNOVATION UNIT</b>                 |