

DOCTRINE

FOR THE

U.S. COAST GUARD

RESERVE



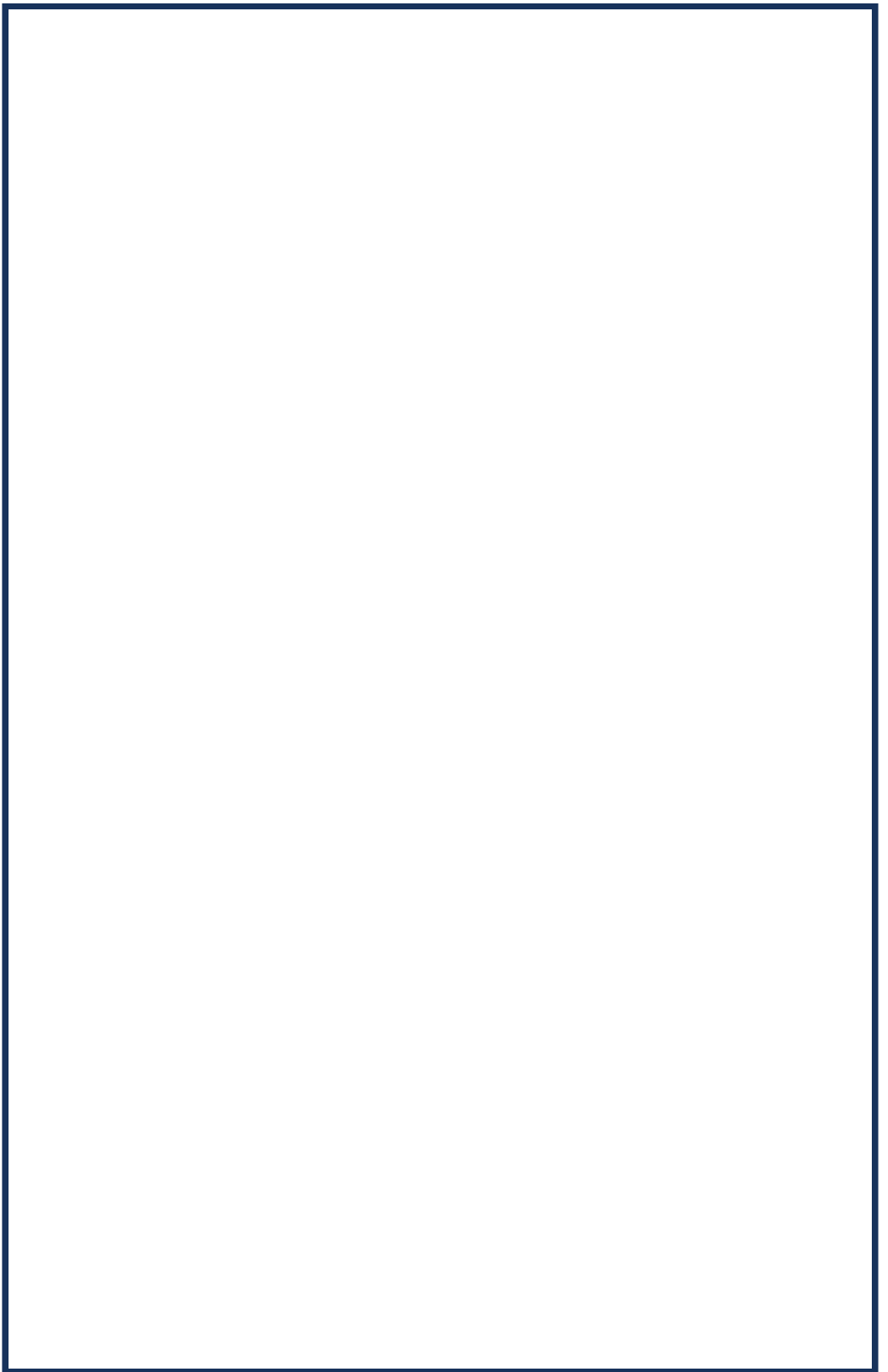
U.S. COAST GUARD
PUBLICATION R
SEPTEMBER 2021

The Vision of the U.S. Coast Guard Reserve:

The Coast Guard's only dedicated surge force, the Reserve, is a contingency-based workforce, trained locally and deployed globally to meet Coast Guard mission requirements.

The Mission of the U.S. Coast Guard Reserve:

To provide operationally capable and ready personnel to support Coast Guard surge and mobilization requirements in the Homeland and abroad.



STATES COAST

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THE COMMANDANT OF THE UNITED STATES COAST GUARD
WASHINGTON, D.C. 20593-0001

The Coast Guard Reserve was established in 1941 to increase the military capability of the Service during World War II. Rooted in the port security mission, the Reserve Component evolved over the decades that followed, augmenting daily operations and responding to foreign and domestic man-made and natural threats in the maritime environment. Tested and shaped by time and experience, today's Coast Guard Reserve is an agile force in garrison, an operational asset for the Service, the Department, and the Nation.

As a contingency-based workforce, the Reserve trains locally and deploys globally to provide appropriately-trained personnel to meet mission requirements. These extraordinary members accomplish this by augmenting the Service's day-to-day missions while standing ready to mobilize in times of crisis. It is the duty of every commander, commanding officer, officer-in-charge, and program manager to ensure the Reserve is ready with the relevant competencies necessary to respond to contingencies when and where required. History shows that a well-prepared, ready Reserve in contingency and non-contingency environments is an essential force multiplier for Coast Guard operations.

Publication R is doctrine for the Reserve; it is paramount to the continued success of our truly unique, integrated structure for the total Coast Guard workforce to read and understand the foundational and directional information presented in this document. Ultimately, it is our Active Component commanders who are accountable for maintaining a resilient, ready, and right-sized Coast Guard Reserve.

Commanders shall require widest distribution and application of this capstone publication.

With "Professionalism, Preparedness, and Patriotism,"
Semper Paratus.

A handwritten signature in blue ink, reading "Karl L. Schultz". The signature is stylized and fluid, with a long horizontal stroke extending to the right.

KARL L. SCHULTZ
Admiral, U.S. Coast Guard



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Introduction

“There is hereby created and established a United States Coast Guard Reserve (there in after referred to as the “Reserve”), the purpose of which is to provide a trained force of officers and men which, added to regular personnel of the Coast Guard, will be adequate to enable that service to perform such extraordinary duties as may be necessitated by emergency conditions.”

**– Coast Guard Auxiliary and Reserve Act
Title II, Section 201**

Passed February 19, 1941, by the 77th Congress of the United States

Even before the United States entered World War II, the Nation recognized the need for an increase in military capability in the event of armed conflict. The *Coast Guard Auxiliary and Reserve Act of 1941* formally established the Reserve Component (RC) as the Service’s surge and contingency force, rooted in the maritime security mission. Over the decades that followed, the Reserve acquired additional peacetime roles and demonstrated flexibility and adaptability to meet the demands of civil and military operations, including the legacy domestic port security mission as well as domestic disaster response.

The Coast Guard Reserve is the Service’s force in garrison, the integrated part-time workforce, prepared to surge in response to man-made or natural threats or disasters domestically and abroad. With “Professionalism, Preparedness, and Patriotism,” reservists train through augmentation in plans-based competencies to meet surge requirements, whether in operational enablers, mission support, or mission activities. The Reserve is governed by laws under both U.S. Code Title 14 and Title 10 and is uniquely positioned for recall under these authorities as an operational capability of the Coast Guard, the Department of Homeland Security (DHS), and the Department of Defense (DoD).

A foundational document and the first of its kind, Publication R (Pub R) defines and explains the essence of the Reserve Component and discusses building and maintaining the Reserve Force. Pub R provides a clear Service vision for the Reserve as an operational capability. It establishes a framework to guide future leaders, policy-makers, and service members who seek to understand key concepts. It

captures the unique history, experience, structure, operations, and purpose of the RC as part of an integrated Coast Guard workforce. Pub R informs future strategy and policy. It outlines Reserve foundational tenets, purpose, governance, force management, mission priorities, history, authorities, readiness, mobilization, and lifestyle. It also explains what the Reserve is and how it is organized. It is consistent with Coast Guard Publication 1 (Pub 1) and other published Coast Guard and joint service doctrine.

While the Reserve operates within all Coast Guard mission programs, Pub R outlines the genetic make-up of the RC, which is applied to prioritize and resource the Reserve contribution to Coast Guard contingency plans for surge and contingency operations. It reveals how the missions and character of the RC have evolved over time in response to the needs of the Nation. This doctrine discusses how unique principles were born of this rich legacy as it highlights key terms, such as “augmentation” and “integration,” which are essential to effective Reserve training, readiness, and operations. It explains the various duty statuses, types of orders and support infrastructure, which give complexity and dimension to Reserve management and governance.

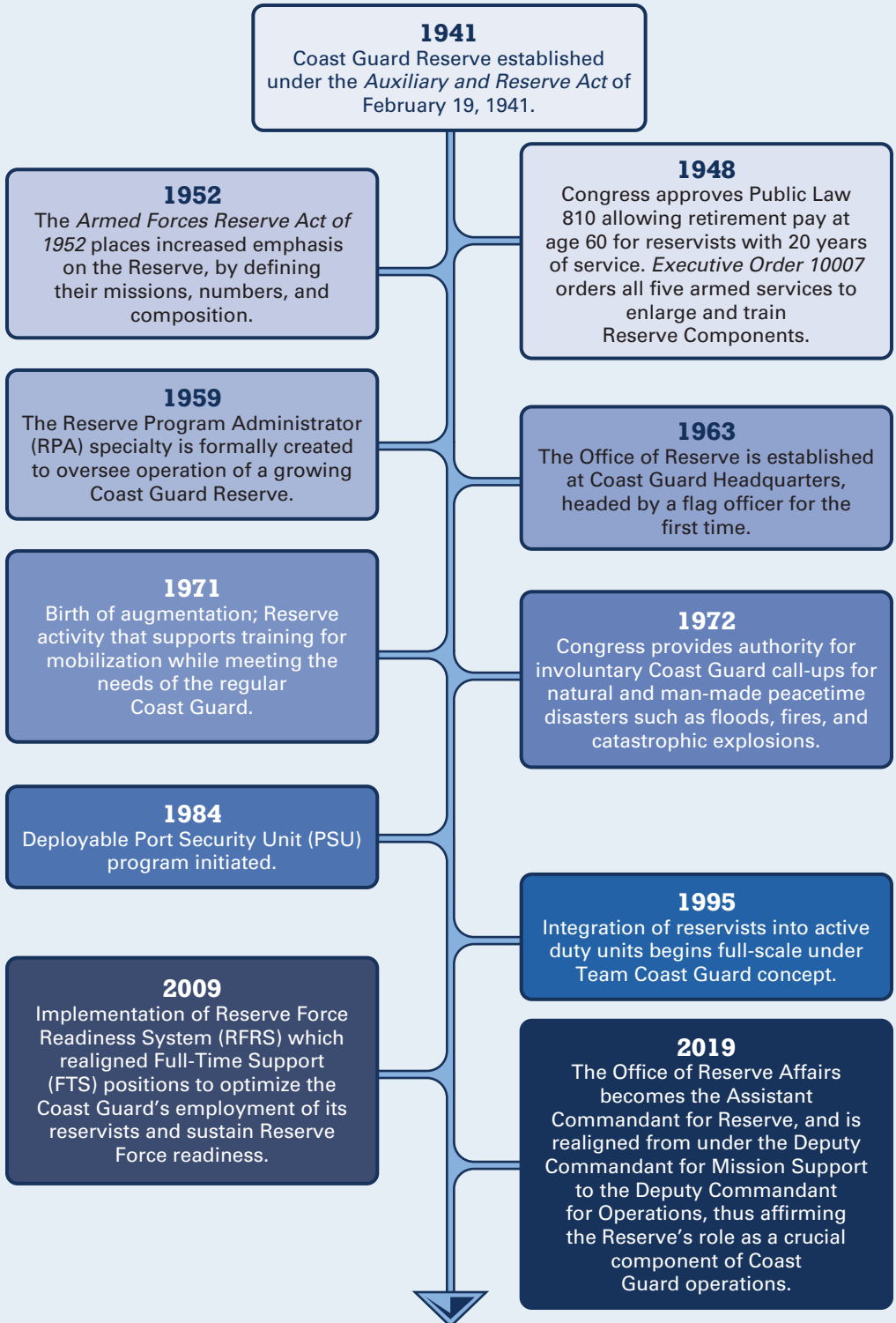
Lastly, Pub R discusses the culture of the RC as a part-time workforce, detailing how reservists balance civilian and military life, and enhance diversity through the application of external skill sets and cultures to Coast Guard operations.

Pub R sets a vision for the future and provides guidance that is authoritative, broad, and foundational for more specific policy and future strategy. This doctrine is the capstone document that introduces essential concepts and overarching guidance for the Reserve and its utilization in support of Coast Guard missions. Rooted in principles, doctrine endures over time and adapts to meet emerging challenges while leveraging cultural and technological advances. Pub R explains where the Reserve came from, what it is, and where it is going.



Coast Guard Reserve Timeline

Stages of development and event milestones:





1

Doctrine for the Reserve

Coast Guard reservists are patriots who sacrifice the primary duties of a purely civilian life for the rigors of a part-time military career. This legacy of service is evident in the symbols and tenets of the Reserve.

The Seal and Motto of the Coast Guard Reserve

The Reserve established the seal in 1990. Created by the Institute of Heraldry, it was unveiled by the Secretary of Transportation, the Commandant, and Chief, Office of Readiness and Reserve at a kick-off event to the year-long celebration of the Coast Guard's Bicentennial, and the Reserve's 49th birthday. The crossed anchors supporting the shield are adapted from the Coast Guard's emblem, and the colors—dark blue, scarlet, and white—are traditional within the Coast Guard. Gold is emblematic of achievement and excellence. The sword symbolizes defense and the Coast Guard's military heritage. The round shape of the motto's scroll alludes to a life preserver and represents the Reserve's peacetime mission to help others.



The words of the motto, "Professionalism, Preparedness, and Patriotism," emphasize the characteristics that capture the spirit of the Reserve Force and the embodiment of the Reserve's total mission to protect our national security. Members of the Reserve are patriotic citizens who have answered the call to their country. They are prepared to mobilize at a moment's notice, maintaining professionalism in the execution of their military and civilian careers. Reservists demonstrate excellence both on and off duty and embody the spirit of the Coast Guard as both a military and humanitarian organization.

The Flag of the Coast Guard Reserve

The flag of the Reserve is blue and trimmed on three sides with yellow fringe. The emblem of the Reserve seal is centered. Inscribed in blue letters on a white scroll with red trim are the words "United States Coast Guard Reserve," centered beneath the emblem. On the scroll, the word "Reserve" is centered and behind "United States Coast Guard," representing the Reserve's pivotal position and

constant support of the Service. While subordinate to the Coast Guard colors, it may be used for ceremonies at all appropriate occasions with no streamers displayed.

The initial Reserve flag was part of the original approved Reserve seal design in 1990. The first flag (the Reserve seal affixed to a dark blue flag) was unfurled at the Coast Guard Reserve's 50th Golden Jubilee in St. Augustine, Florida, February 19, 1991.

Organization and Capability of the Reserve Component

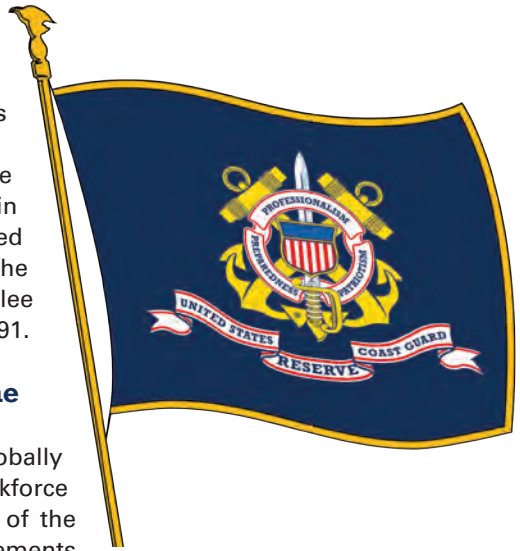
The Reserve is a locally trained, globally deployable, contingency-based workforce designed to meet Title 14 and Title 10 of the U.S. Code surge and mobilization requirements in the Homeland and abroad. In accordance with Title 10 of the U.S. Code §10102, the Reserve Component (RC) provides qualified personnel in a time of war or national emergency¹. The RC is a force-multiplier, integrated throughout the Coast Guard and is the consolidation of capabilities across many programs. It is also a specialized part-time workforce of trained, ready personnel assets that provide specific skills in response to operational commanders' needs.

Title 14 and Title 10 of the U.S. Code (described in Chapter 4) authorize voluntary or involuntary Reserve activation to support ongoing missions or surge requirements when the capability or capacity needed exceeds what is available in the Active Component (AC). Once reservists are activated, they may be deployed globally based on service requirements.

Operators, such as those within the Department of Defense (DoD), the Department of Homeland Security (DHS), Atlantic and Pacific Area Commands, the Director of Operational Logistics (DOL), and incident commanders, identify contingency mission requirements and send requests for forces (RFF) to support their needs when organic resources are insufficient to fill the demand signal of a given contingency. These RFFs are filled according to the capability requirement of applicable Operational Plans (OPLAN) with the appropriate resources (i.e., Active, civilian, or RC personnel) to meet the given need.

Reservists in the Selected Reserve (SELRES) are operationally and administratively integrated into their AC commands, requiring them to develop and maintain proficiency in assigned competencies through a combination of formal and informal training and through unit augmentation. They are allotted 48 four-hour drill periods and 12 days of active duty per year to train and maintain readiness. Individual reservist readiness is paramount to meeting local and national mobilization and deployment requirements.

The Reserve workforce is a national asset. As stewards of the RC, Coast Guard unit commanders maintain a social contract with their individual reservists and the greater Coast Guard. Since units may be the supporting or supported command at any time, they must ensure the readiness of their assigned reservists. During surge and contingency operations units will activate and deploy personnel where the mission dictates.



The Coast Guard Reserve Motto

In February 1990, for the 49th anniversary of the Reserve and the Coast Guard bicentennial, Rear Adm. John N. Faigle, Chief, Office of Readiness and Reserve (1989-91) unveiled the new Reserve seal. Within the new seal were three words that were to epitomize and inspire every reservist. This was in the wake of 1989, a catastrophic year for natural and man-made disasters, including: Hurricane Hugo, the San Francisco earthquake, and oil spills at Valdez, Alaska; Narraganset Bay, Rhode Island; the Delaware River and in the Gulf of Mexico. He explained each element of the new motto in an article for the *Reservist* magazine:¹

Professionalism:

Since our Reserve was founded in 1941, we have continued an unbroken legacy of service to our country predicated on professionalism and devotion to duty. The Coast Guard Reserve has distinguished itself on many occasions in times of war and peace and we have always carried out our mission with pride and dedication.

In an ever-changing world, it is a constant challenge to increase the efficiency and effectiveness of the service to meet the needs of the nation. Yet, we continue to do just that. The pursuit of excellence in all we do is the very essence of our professionalism. We display our competency in the manner we accomplish our missions, in our military preparedness and in the way we wear our uniforms.

Preparedness:

The Coast Guard Reserve has always epitomized the term, Semper Paratus - Always Ready! In addition to its statutory roles in law enforcement and search and rescue, we have readily handled demanding and diverse situations ranging from the combatting of spring flooding on the inland rivers, to ensuring the safe passage of immigrants during the Cuban refugee crisis, from providing security for space shuttle launches to securing the safety of private and merchant mariners on the Great Lakes.

Patriotism:

Embodied in each reservist is that noble and patriotic citizen/soldier quality of dedicated service to his or her country. The Coast Guard Reserve has fought valiantly in all wartime operations since the beginning of World War II; their service and heroics in World War II were noted from Iwo Jima to Guam, from Normandy to North Africa. Coast Guard reservists made their presence felt in the Korean War, with over 675 volunteering to serve on active duty in the very first year of the conflict.

During the Vietnam conflict, nearly 8000, Coast Guard personnel (both Active and Reserve) served in Southeast Asia. Some involved in 'Operation Market Time' thwarted the Viet Cong's supply effort while others performed a variety of missions including search and rescue, port security and explosives-loading details.

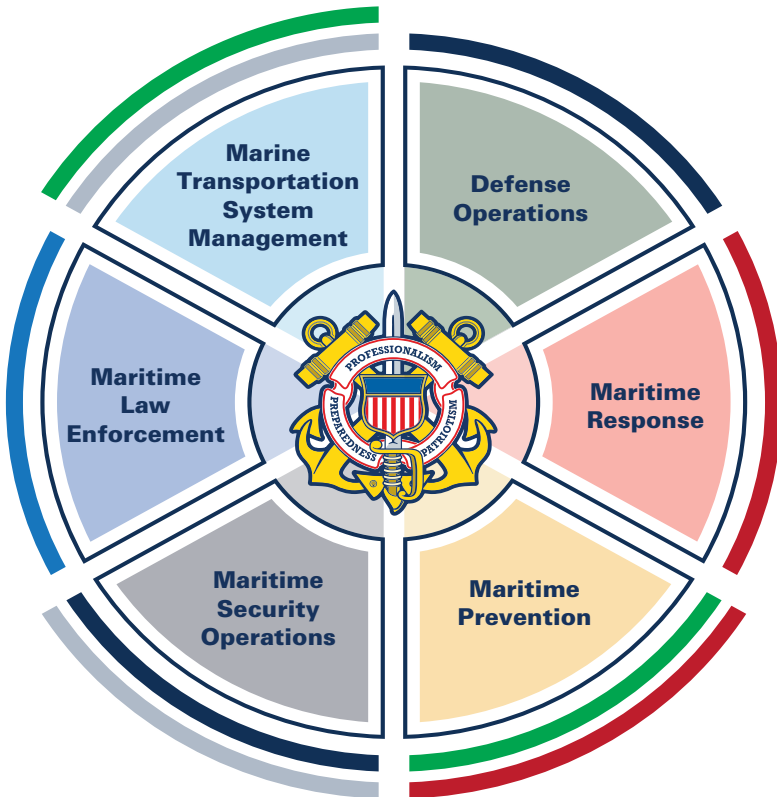
Our new seal is firmly established upon our legacy of professionalism, preparedness, and patriotism, both in the past and in the present. We are following in the footsteps of dedicated professionals, and I challenge each of you to rededicate your efforts to not only uphold our great tradition but to further improve our Coast Guard Reserve.

Coast Guard's Role within the Department of Homeland Security

The DHS mission is: *"With honor and integrity, we will safeguard the American people, our homeland, and our values."* This executive branch department, of which the Coast Guard is a member, shares honor as a core value. As the only RC within the Department and the Coast Guard, the Coast Guard Reserve offers unique capabilities and skills sets. It strengthens the Department's commitment to a "culture of relentless resilience" as first responders to natural and man-made disasters that will continue to advance American safety, prosperity and economic security well into the future². The RC's versatility makes it a valuable asset to meet whole of government requirements in support of other departments, such as DoD.

Functions of the Reserve Component

The Coast Guard manages six major operational mission programs that encompass the 11 missions codified in the Homeland Security Act of 2002 which



Coast Guard Supported Department of Homeland Security Mission Programs:





are classified as either “homeland security” or “non-homeland security” missions³. The six operational mission programs are further integrated into the five DHS operational security missions⁴.

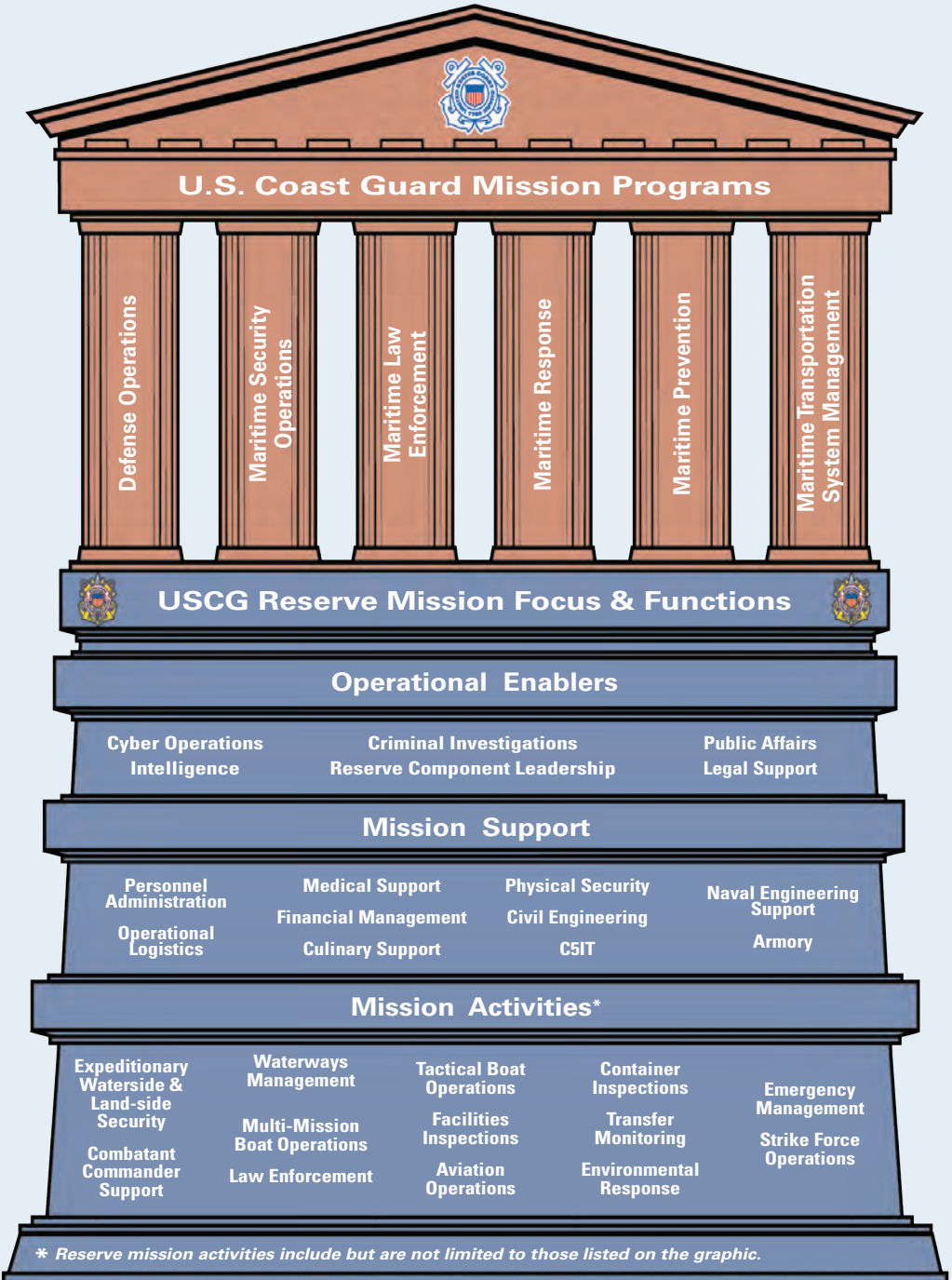
The contingency planning process defines the mission activities required from the RC. The skills necessary to perform these mission activities are captured in the competencies assigned to individual members of the Reserve. In addition to the operational mission programs, reservists maintain capacity to meet mission support needs and act as operational mission enablers.

The Reserve supports all six mission programs, but it is not necessarily involved in all aspects of operations. A more narrowly focused set of requirements is needed, given organizational resource constraints. For example, the Reserve was once involved in cutter operations; however, other higher priority requirements have been placed upon the RC, resulting in a reallocation of training and personnel resources. Training opportunities and assignments should always focus on plans-based contingency response requirements to ensure training opportunities and assignments are focused on addressing the Service’s highest priority needs.

In addition to traditional Coast Guard missions, the Nation may call upon the Reserve to support surge operations across federal organizational lines, as it did in 2019 during the Southwest Border Response and during the 2020-2021 coronavirus (COVID-19) vaccination efforts. Our RC answers the call for DoD joint operations, DHS surge requests, and traditional contingency demands that have characterized Coast Guard domestic and international response since the turn of the millennium. The primary goal of the RC is to be prepared for contingencies, therefore, training and mobilization should focus on this fundamental purpose.

Reserve Component Support of Coast Guard Mission Programs

The Coast Guard operational mission programs are integrated into the five DHS operational security missions. The graphic below illustrates how RC mission focus and functions support those Coast Guard mission programs.



As an integrated part of the Coast Guard, the RC trains alongside the AC, gaining invaluable operational experience by performing on-the-job training in contingency required competencies. Augmentation is the best way to gain proficiency while simultaneously providing an immediate return on investment to the local unit. (Chapter 3 discusses augmentation in more detail.) The RC is not designed or staffed to fill gaps where full-time AC personnel are more appropriate or where tasks do not contribute towards readiness or required competencies.

Historic Flexibility and Size of the Reserve

The size of the RC and the competencies to which it trains depend on contingency response priorities and calculated organizational risk acceptance. The core competencies and demands of the mobilization mission drive RC size as well as training and experience requirements. As a risk-based force, the right size and utilization of the RC depends on measured analysis of the Nation’s needs and level of acceptable risk in any given budgetary climate.

The size of the Reserve has changed dramatically over time, showing highest numbers during times of war and severely contracting during the peace dividends that follow. This occurred most notably following World War II (WWII) and the Cold War. After WWII, almost all reservists were released from the Service. When reservists were first organized into the Selected Reserve (SELRES) in 1950, there were fewer than 300 members. As the RC organized into Reserve units into the 1960s, numbers grew significantly to 16,500. Following the Cold War, numbers dropped from around 12,000 in the early 1990s to approximately 8,000 in the late 1990s. Waves of large activations following the attacks on September 11, 2001, and during the Global War on Terror strained Reserve capability and required a



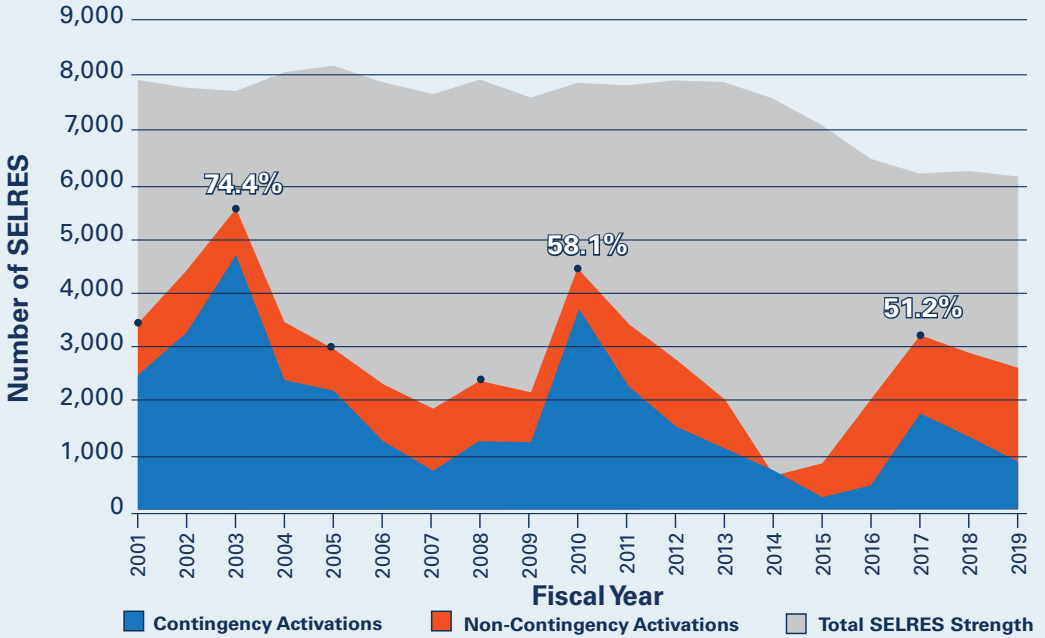
recovery period during which leaders analyzed risk and identified best practices for managing Reserve strength. Ongoing U.S. involvement in international conflict and the frequent demands of surge response in the Western Hemisphere during the first part of the 21st century require a right-sized RC that is resourced and trained to remain ready and resilient. (See Chapter 2 for a detailed history of the Reserve.)

The Reserve is contingency-based. Coast Guard leadership continuously assesses Reserve readiness and strength in order to meet the needs of the Nation, anticipating future contingency demands. The waxing and waning of operational surges and the constraints of budgetary limitations, rather than measured risk management, dictated Reserve strength of the past. To avoid readiness shortfalls, the uncertainty inherent in contingency response requires relative risk-based analysis. A healthy RC ensures the Coast Guard's ability to respond operationally on multiple fronts at the same time. The Nation may simultaneously require a major national response (such as the response to the COVID-19 pandemic or to the September 11, 2001 terrorist attacks), a regional surge (such as the Southwest Border Response or the Hurricanes Harvey, Irma, and Maria responses of 2017), and a high priority local response (such as the 2014 vessel collision and oil spill at the Texas City Dike). The Reserve prepares to support these concurrent demands while also maintaining the capability to meet DoD expeditionary requirements.⁵ Leadership's long-term perspective, paired with relative risk-based analysis, will mitigate the impact of these cyclical stresses on RC capability. Conversely, excessive expenditure of capability will result in an RC that is under-prepared for necessary levels of response, requiring extensive recovery time and a higher degree of national and organizational risk acceptance during the recovery period.



Coast Guard Selected Reserve Strength & Use Diagram¹

SELRES strength and activation statistics from 2001 to 2019 illustrate the importance of growing and maintaining a right-sized Reserve Force. Activations from overseas contingency operations (OCO) and other operational active duty support further tax an already limited Ready Reserve. When domestic disasters or international conflict require high levels of ongoing response more reservists must activate, leaving fewer to mobilize for subsequent threats. The Requirements Generation System is a risk-based model that quantifies plans-based requirements. Planners match data against contingency plans to calculate the right-sized force for optimum mission execution. This allows concurrent execution of a limited set of contingencies while maintaining the health and readiness of the Reserve Force in the long term.



SELRES Use Highlights

Percent Activated; Year; Major Contributing Event(s)



44.6% **2001**
Operations Noble Eagle and Enduring Freedom



29.4% **2008**
Hurricanes Gustav and Ike; Red River Floods; OCO



74.4% **2003**
Operation Iraqi Freedom; OCO



58.1% **2010**
Haiti Earthquake; Deepwater Horizon; OCO



36.3% **2005**
Hurricanes Katrina and Rita; OCO



51.2% **2017**
Hurricanes Harvey, Irma and Maria; OCO

NOTE: SELRES strength includes those available and not available for mobilization. SELRES members available for mobilization exclude those who are newly assessed into the RC, currently on orders, those with deployable limiting medical conditions, or in dwell time. In an average year, this is approximately 10% of the total strength. In years following high numbers of extended activations, the percentage of reservists available for mobilization may be significantly less than the difference between SELRES strength and yearly activation numbers.

Agility in Multi-Dimensional Responses

Unexpected incidents of all kinds, both natural and man-made, challenge and shape our RC. With each major response, we learn and grow to be more prepared and more resilient for future mission demands. Hurricane Katrina capitalized on the Coast Guard's ability to coordinate across organizational boundaries with local, state, and federal responders. The Category 5 hurricane that devastated the Louisiana, Mississippi, and Alabama Gulf Coast in August 2005 prompted the activation of over 1,000 reservists. It marked the first time Port Security Units (307 and 309) deployed as a unit for humanitarian missions. The extended response to Hurricane Katrina prompted the need to amend and expand Title 14 of the U.S. Code activation limits to 60 days in one year and 120 days in a two-year period.

The 2010 earthquake in Haiti again revealed extremes of human suffering and need. In response to the crisis, more than 180 reservists deployed abroad, including PSUs 307 and 309, to conduct port security and provide humanitarian assistance. In August of that same year, in the midst of hurricane season, 2,493 reservists activated in response to another disaster, the Deepwater Horizon oil spill that ravaged the Gulf Coast. In the three years that followed, an additional 1,561 reservists activated to continue the cleanup, even while the Reserve continued to support the defense mission abroad and respond domestically to the subsequent threats of Hurricane Irene, Hurricane Sandy, and Red River Seasonal Flooding. This epoch of immense response drew attention to the Reserve as a finite resource. With an eye towards the future, leaders identified the need for a right-sized RC, one that was prepared for extended major responses in tandem and without warning.¹

¹ – Pacheco, I. (2010). An Overwhelming Response. *Reservist*, 57(4); Eggers, A. (2010). Unified Response. *Reservist*, 57(2); Romero, S. (2015). Katrina the 10th Anniversary. *Reservist*, 62(4); U.S. Coast Guard Reserve Directorate (CG-131). (2014). Coast Guard Reserve Snapshot.

Future-focused Size of a Risk-based Component

Growing national demands for contingency response capability requires leaders to determine the appropriate size of the RC. As with any asset or operational capability, leaders must acknowledge an acceptable level of risk based on empirical data that supports the preferred Reserve strength. Historical issues following major contingency responses such as 9/11, Hurricanes Katrina and Rita, and the earthquake in Haiti highlighted the Coast Guard's need to consider risk at both supporting units and supported commands. The Coast Guard will continue to plan for the future to determine the right-sized Reserve Force based on the Nation's level of risk acceptance.

RC and AC leaders share responsibility for managing risk in today's Coast Guard. Actions necessary for policy leaders and capability managers to ensure a right-sized, risk-based contingency force for today's Reserve include the following:

- **Develop overall contingency requirements based on deliberate planning processes and assumptions;**
- **Determine the acceptable level of mission degradation and acceptable risk to standing missions or forces;**

- **Apply the contribution of standing forces against contingency requirements to determine the size of a required contingency force;**
- **Determine the most effective and efficient means of meeting each contingency requirement, the product of which determines the constitution of the needed RC, and;**
- **Define personnel management and readiness standards required to maintain a RC to meet remaining requirements.**

Relative risk-based analysis is paramount to determine the best location, training, and application of available personnel resources to a potential or known threat. Risk-based analysis of the RC at all levels of the organization ensures the right-sized, fully resourced RC consistently activates for the right reasons at the right time. As demands on the Coast Guard continue to evolve in the future, a culture of relative risk-based assessment will provide a flexible and responsive Reserve Force capability for surge and contingency operations in accordance with the needs of the Nation.





The Principle of Integration

The RC and AC have experienced varying degrees of integration throughout the 20th and 21st century. WWII serves as the earliest example of the total integration of reservists into the workforce. As WWII wound down, the Coast Guard Reserve mission remained ship augmentation and domestic port security, but the Coast Guard had no training plan or organization for its reservists after the war. Over the next three decades, Reserve units formed locally and focused on the Port Security mission wherein the RC developed a separate unit structure from the AC, functioning as a strategic force for Defense Readiness and National Security missions.

Modern Reserve integration is the result of a decades-long evolution which began in the early 1970s. At the end of the Vietnam War, Defense missions alone no longer justified the existence of the Reserve. The establishment of "Augmentation Training" and the "civil support" mission meant that the Reserve became a force multiplier for the AC in the execution of daily missions and contingency operations, adding "value upon value." The AC and RC further integrated in the 1990s when post-Cold War "peace dividend" budget cuts impacted the Reserve. This austere financial outlook catalyzed a movement to increase the efficiency of the RC's operational environment and functions. As a result, in 1996, reservists were integrated into the AC command structure and human resource support system.⁶

Key players in Reserve integration, Reserve Component Managers (RCM), previously known as Reserve Program Administrators (RPA), helped develop the Reserve as a domestic surge and contingency force. These full-time Reserve officers guide and support commands at all levels of the organization. The challenges of managing, training and administering the RC continue to evolve.

The Reserve Force Readiness System (RFRS) is a dedicated and specialized Service-wide readiness infrastructure that, in 2009, unified all the elements of RC management into one system.⁷ It matches resources with requirements and

attains and maintains readiness to facilitate rapid activation and deployment of Reserve personnel when surge operations require additional support. RFRS, which originally consisted of only RCMs and AC full-time support (FTS), is now a more robust structure that also includes Senior Reserve Officers (SROs) and Senior Enlisted Reserve Advisors (SERA). They are embedded in the AC command to oversee daily organization, program administration, recruitment, instruction, training, and provide leadership of the RC.⁸

Reserve assignments reflect the integration of “Team Coast Guard.” Reservists may be assigned to any unit that potentially could support or require support for a surge or contingency. A unit is considered fully integrated when the command factors reservists into their decisions, plans, communication, and training schedule. Reservists, as members of a part-time workforce, require a training plan aligned with the number of drills allotted annually. True integration requires members of the AC and RC to work together operationally and administratively. The ability of the unit commander or commanding officer to employ, train, and care for their reservists in a way that synergizes them with AC to accomplish the mission is the mark of a successfully integrated unit.

Units that excel in integrating AC and RC forces into their operations are eligible to be considered for the Rear Admiral Bennett (“Bud”) Sparks Award sponsored by the Reserve Organization of America (ROA). Presented to the unit deemed the most supportive of an operationally ready Reserve Force, as demonstrated by its effective use and support of the Reserve during the previous fiscal year, this award honors both the actions of the unit and the spirit of integration championed by Rear Adm. Sparks.



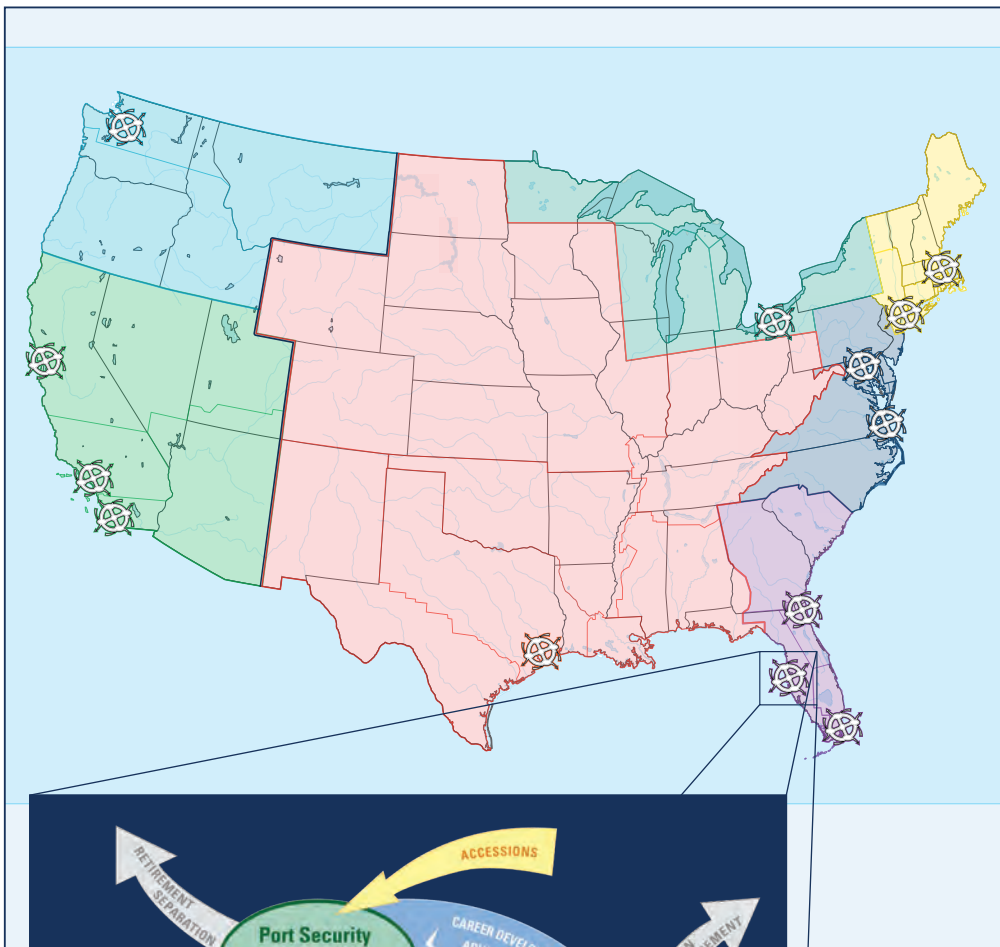
Geographic Centers of Mass: Reserve “Ecosystems”

The Reserve organizes and trains reservists around an “ecosystem” concept in which training is focused in geographic areas with a strong Coast Guard presence and high civilian population density. An ecosystem is a geographic area that has the capacity and capability to recruit, train, and professionally develop reservists. Centralization around geographic centers of mass ensures sufficient recruiting capacity with large enough civilian and prior-service populations. On average, RC recruits are slightly older and more professionally established than AC recruits. The RC benefits from recruiting civilians who have already developed skills that translate easily to Coast Guard specialties, including trades and professions as well as leadership skills and other intangibles.

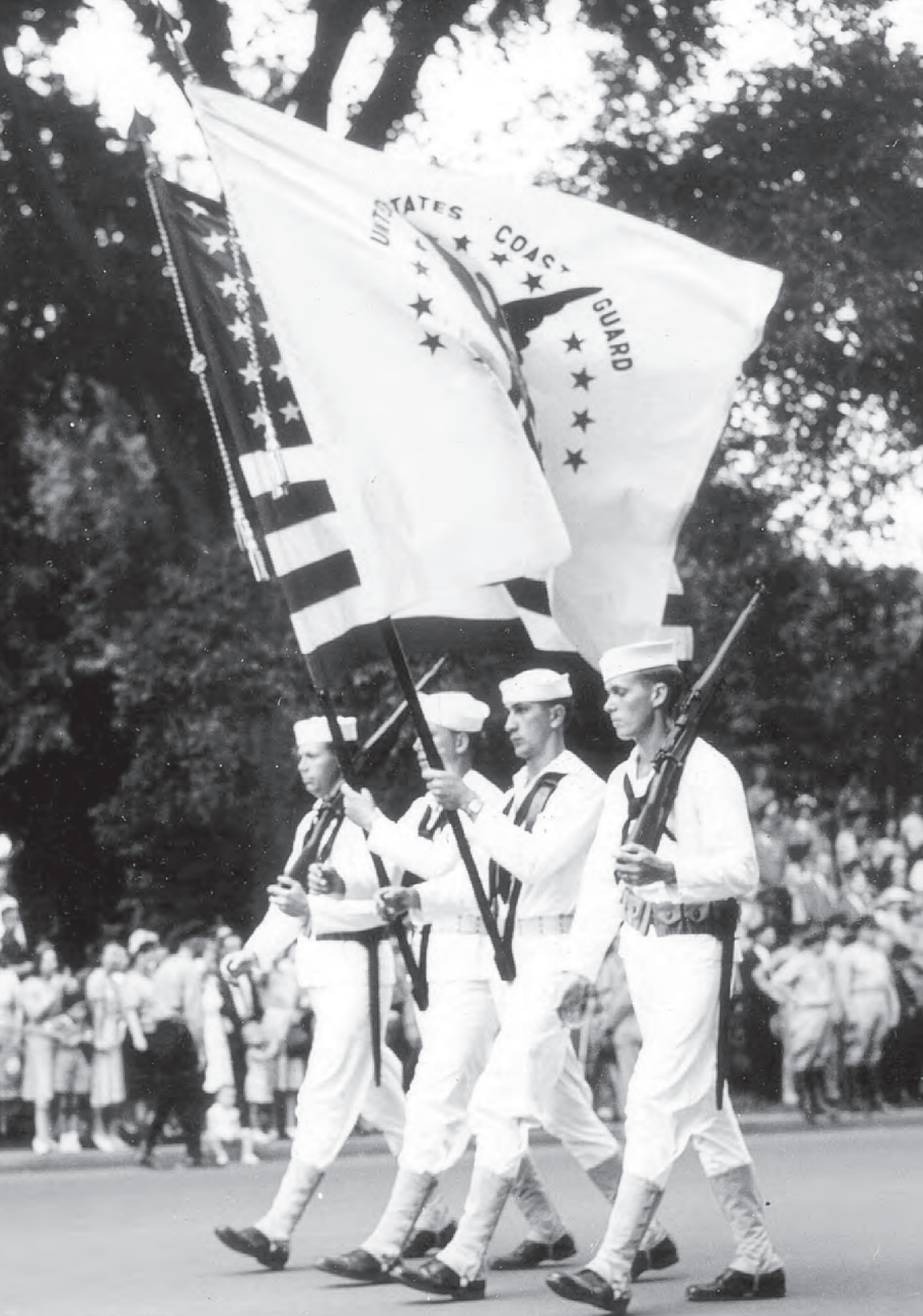
Training capacity refers to the volume and concentration of a variety of Coast Guard units that facilitate mission execution across multiple mission programs. This includes capabilities, such as having the right training talent, qualifications, and equipment at Coast Guard units to create an ecosystem of professional development that supports itself and fosters the long-term health of the Reserve workforce. The ecosystem’s combined focus on capacity and capability promotes a reservist’s residential proximity to Permanent Duty Station (PDS) and the ability to remain within the same geographic area for multiple assignments. A flexible billet structure was designed with this goal in mind.

The Flexible Personnel Allowance List (FlexPAL) also gives local units the opportunity to influence their composition, through recruiting from the local professional population or members being released from active duty (RELAD) to remain in the community to which the member is already assigned. The demographics of certain areas throughout the Country have optimal combinations of recruiting populations, training facilities, and operational capability. Rather than have a billet associated with one location, training positions are transferable, permitting flexibility to meet Service needs and attain maximum capability where training capacity exists. When members can train within a Reasonable Commuting Distance (RCD) from their home of record, especially in the early stages of a reservist’s career, they can concentrate most of their training in the same geographic area. They can remain within a geographic hub where they will gain local area expertise as well as specialized professional development and the opportunity for upward mobility within the Service.

For example, a boatswain’s mate may begin their career at a boat station and qualify as a boat crewman and coxswain. For their follow-on tour, they may transfer to the local Port Security Unit where they can qualify as a tactical coxswain. As a reservist promotes and gains qualifications and competencies within a geographic hub, they contribute to steady state missions through augmentation and local area expertise, reinvesting in the hub’s junior Reserve workforce through on-the-job training and mentorship. During contingencies or surge operations they may mobilize and deploy from that hub to meet other local, regional, national, or global demands.



Geographic centers of mass provide recruiting, training, and operational capacity for the RC. A reservist may spend a significant portion of their career in the same area while advancing, attaining required competencies, and residing locally. Current and potential geographic centers of mass are depicted on the map above.



2

History of the Reserve

The Early Years

Today's Coast Guard Reserve is integrated into every mission program and maintains readiness to mobilize in support of contingency or surge operations across three broad categories: maritime homeland security, domestic disaster operations, and national defense. The last of these, national defense, is the longest running and led to the creation of the Reserve. The Reserve was established on February 19, 1941, when Congress passed the *Coast Guard Auxiliary and Reserve Act of 1941* prior to United States engagement in World War II (WWII). A "civilian reserve" was founded in 1939, but the Act gave them the more-appropriate title of "Coast Guard Auxiliary," and laid the groundwork for a military reserve force: the Reserve. The main mission of the brand-new Reserve Component (RC) was to fight in WWII. Two months after the bombing of Pearl Harbor in December of 1941, enlistment regulations changed, and everyone joining the Coast Guard was signed on as a regular reservist for "the duration of the war, plus six months" to preserve the size of the Service once the conflict was over. Of the 214,000 Coast Guardsmen who served in WWII, more than 92 percent were reservists¹.

On November 23, 1942, the Coast Guard Women's Reserve, known as the SPARS, was signed into law. Over 10,000 women volunteered to serve in the SPARS, under similar contracts as the RC, for the duration of the war plus six months. SPARS served in a variety of shore duty assignments in every Coast Guard District with the exception of Puerto Rico. In addition to general duty supervisory and administrative roles, SPARS also served in specialized fields including parachute riggers, chaplain's assistants, air control-tower operators, boatswain mates, coxswains, radiomen, ship's cooks, and vehicle drivers.

In the U.S., the heightened tempo of war activities resulted in increased port activities and corresponding Coast Guard responsibilities. The number of Captains of the Port (COTP) increased by 30% with the need for shore-side protection and small boat patrols. At the same time, full-time port security Coast Guardsmen were deployed to sea duty. To fill the gap left by deployed service members, the Coast Guard created the Temporary Reserve, 125,000 additional personnel who volunteered to serve either full- or part-time, mostly without pay. These members provided port security for shipyards and war plants. At the war's end, most reservists were released to inactive duty or discharged, all while the Coast Guard assumed additional maritime missions³.

During his time as Commandant, Adm. Russell Waesche remarked, "Port security and the safety of shipping is a responsibility which rests wholly on the Coast Guard as an organization, and as a result of that responsibility, you people are very much on the spot." He noted the complication of weighing security measures with timeliness of the shipping industry, especially for materials needed

in war zones. Chief Operations Officer of the Coast Guard, Rear Adm. Charles Park, pointed out the significance of this mission, saying, "I think it may be truly said that of all these many activities in which the Coast Guard is directly engaged, the most important is the port security function." Recognizing the long-term importance of port security to national defense, the Coast Guard laid out training plans to ensure readiness to mobilize for future national emergencies while simultaneously formalizing a plan to reduce the size of the Reserve.

During this time, it became difficult for the Reserve to maintain the visibility and funding required to sustain itself. Capt. Walter Handy is a hero to the RC who saved the organization during this period of budgetary constraints. After facing rejection during WWII by the other Services due to his eyesight, then Ens. Handy served under the COTP in Norfolk where he executed the port security program until the conclusion of WWII. At the end of the war, Handy returned to his job with the Department of the Treasury. Recognizing RC training program deficiencies and lack of coordination with the Active Component (AC), he set to work leveraging his workplace connections and proximity to Headquarters in Washington, D.C., to champion the needs of the Reserve. Handy worked tirelessly to better integrate the Reserve within the Reserve Officer Association to garner support for the RC. With the influence he generated, he convinced Congress to appropriate funds to bolster the Reserve port security program⁴.

1950s Port Security Mission and the Magnuson Act

The 1950s were a critical era in the development of Reserve units across the country. The *Magnuson Act of 1950* granted broad authority over ports, harbors, and waterfront facilities. As a result, Reserve units were established to help meet the new mission⁵. Due to increased tensions during the Korean War, Congress authorized funding of the first Reserve units, called Organized Reserve Training Unit, Port Security (ORTUPS). Once a week, for four hours, Reserve officers and enlisted men gathered to train for the port security mission. Thirty-five of these units managed training for more than 8,000 reservists in the 1950s. During the Korean War period, a small number of reservists, including SPARS, officers, and enlisted personnel volunteered to support the war effort⁶.

Vietnam Era & Peacetime Purpose

The Reserve provided extensive support to U.S. forces in Vietnam, and Reserve strength peaked at the height of the Vietnam War in the late 1960s at almost 18,000 personnel.

Upon the conclusion of the Vietnam War, reservists returned to the U.S. to find a recurring problem: units were not adequately preparing members for future deployments. Reserve members were separate from the AC and maintained their own command structure. Training was often insufficient, inconsistent and disorganized. Despite the value that many reservists brought from their prior deployments or civilian experience, their potential contribution was not fully utilized.

As time passed, both internal members and external auditors noticed that the Reserve served as an isolated entity from the AC. Its mission was squarely focused on augmenting the Navy during wartime. In 1972, the House Appropriations Committee gave the Coast Guard a mandate: find a peacetime mission for the Reserve, or risk losing their funding to the Navy. This set into motion the integration

Admiral Russell R. Waesche

The Father of the Coast Guard Reserve

Russell Randolph Waesche was born on January 6, 1886, a native of Thurmont, Maryland. A 1906 graduate of the U.S. Revenue Cutter Service School of Instruction, he served in the North Atlantic, the Great Lakes, and the Pacific Northwest, commanding the U.S. Revenue Cutters *Arcata* and *Pamlico* prior to his assignment at Headquarters in 1915, where he remained for the duration of World War I. He commanded Coast Guard cutters *Bothwell* and *Snohomish* and Navy destroyers assigned to the Coast Guard, *Beale* and *Tucker*. He served as the Destroyer Force gunnery officer during the prohibition period before returning to Headquarters in 1928. At Headquarters, he oversaw reorganization of Coast Guard units, established the Coast Guard Institute and developed the plan to integrate the Coast Guard into the Navy in the event of war. Waesche was promoted from the rank of commander to admiral and appointed as Commandant in 1936. As the longest-serving commandant of the Coast Guard, he remained in this role until 1945.

As commandant, Waesche led the continued expansion and improved efficiency of Coast Guard mission execution throughout his tenure. His leadership laid the foundation for the modern Service we know today, including the integration of the U.S.

Lighthouse Service in 1939, the establishment of the U.S. waterway icebreaking mission, expansion of aviation operations, and the administration of the U.S. Maritime Service. During his tenure, Congress formally authorized the Coast Guard to enforce all U.S. laws at sea and within territorial waters. To support the growing demands on the small federal organization, Waesche's most significant contributions to Coast Guard size, adaptability, and efficiency include the creation of the Auxiliary in 1939, which improved boating safety oversight at relatively low cost, and the establishment of Reserve in 1941.

The Reserve comprised 92% of the 214,000 Coast Guard personnel during WWII, operating a fleet of more than 750 Coast Guard cutters, 290 Navy vessels, 255 Army vessels, and 3,500 miscellaneous small craft. This robust force participated in every major amphibious landing of the war. Waesche led the Coast Guard throughout the war and ensured the Organization's return to the Department of the Treasury at its conclusion despite external pressures to remain under the Department of the Navy. He retired in January of 1946 and passed away later that year. He was decorated by the Secretary of the Navy, James Forrestal, with the Distinguished Service Medal and was nominated by President Harry S. Truman as one of ten top U.S. wartime generals and admirals to permanently retain wartime rank. He is buried at Arlington National Cemetery.²¹



Adm. Russell R. Waesche

¹ - United States Coast Guard Historian's Office. (n.d.). Admiral Russell R. Waesche. Retrieved February 18, 2021, from <https://www.history.uscg.mil/Browse-by-Topic/Notable-People/All/Article/1762609/admiral-russell-r-waesche/>

SPARs

The Women Who Led the Charge to Serve the Nation

On November 23, 1942, Congress passed legislation creating the U.S. Coast Guard Women's Reserve, also known as the SPARs, which paved the way for Coast Guard women of today. During WWII, men were needed at sea. The SPARs were assigned to U.S. shore billets, which allowed more men to serve elsewhere and assist the war effort.

Between 1942 and 1946, over 10,000 women answered the call to serve their Nation. Dorothy Stratton, a Navy Women's Reserve (WAVES) officer on leave from her position as the Dean of Women at Purdue University, assumed first command of the SPARs. Historians believe that Capt. Stratton originated the nickname SPARs from the nautical term, which is a mast or a yard on a ship, as well as a contraction of the Coast Guard's motto – Semper Paratus, Always Ready. Capt. Stratton oversaw policies for the training, utilization, and morale of the SPARs and was the first woman to hold a senior rank in the service.

The SPARs offered uniformed service opportunity for women of varied backgrounds and heritage. The first minority women to serve in uniform included Mary Rivero, who was Cuban-American, and Florence Finch Smith, who was a Filipino-American imprisoned and tortured by the Japanese in the Philippines prior to joining the Coast Guard. In October 1944, the Coast Guard authorized the enlistment of African-American women. In February 1945, Olivia Hooker, a survivor of the 1921 Tulsa riot and lifelong psychologist, activist, and educator, became the first African-American woman to join the Coast Guard and one of five African-American SPARs. As a yeoman, she was stationed in Boston for the duration of the war.

The Coast Guard was the only service to train women officer candidates at its own Academy during WWII. The officer candidates underwent a six week indoctrination program on leadership and organization. SPAR officers held positions as communications officers, pay and supply officers, barracks officers and recruiting officers. Most enlisted SPARs worked in traditional clerical roles, but some worked in other specialized fields, including air control tower operations, parachute rigging, boat and vehicles operations, radio operations, cooking, chaplain assistance, and more. Notably, in Chatham, Mass., the Long Range Aid to Navigation (LORAN) station was crewed entirely by SPARs.

The Women's Reserve was established for the duration of WWII and for six months thereafter. The more than 10,000 Coast Guard SPARs demobilized on June 30, 1946, having served with patriotism, pride and dedication. In 1950, the Coast Guard urged those who had served during WWII to reenlist in the Women's Volunteer Reserve, ready to activate in time of war or national emergency. Many continued to serve in the decades that followed, including Capt. Eleanor L'Ecuyer, a WWII SPAR and lawyer. As the longest-serving SPAR, her pioneering efforts secured favorable policy developments on co-location, pregnancy, and time-in-service limits for women.

In 1973, Congress passed legislation that integrated women into the Coast Guard, both RC and AC, officially ending the Women's Reserve. SPARs were given the choice to integrate into the AC or continue with their Reserve commitments.¹



1 – Thomson, R. J. (1992, September-October). SPAR Golden Anniversary. *Reservist*; Thomson, R. J. (n.d.). SPARs: The Coast Guard & the Women's Reserve in World War II. U.S. Coast Guard Historian's Office. Retrieved February 16, 2021, from <https://www.history.uscg.mil/Browse-by-Topic/Notable-People/Women/SPARS/>; Thiesen, W. H. (2018, April 12). The Long Blue Line: SPARS – female trailblazers of the Coast Guard. *Coast Guard Compass*. Retrieved February 16, 2021, from <https://coastguard.dodlive.mil/2018/04/the-long-blue-line-spars-female-trailblazers-of-the-coast-guard/>; Thomson, R. J. (1992, September-October). SPAR Golden Anniversary. *Reservist*; Hauser, S. (2005). Race and Remembrance a survivor of the Nation's worst race riot remembers a devastating lesson. *Rochester Review*, 68(2).



of the RC and AC, where reservists would train and serve alongside their AC counterparts, fulfilling the same missions. This initiative lacked a central focus, and local units and Reserve commands were left with the responsibility for collaboration. The Cold War stagnated these integration efforts, relying on the dedication of 12,500 members of the Selected Reserve to meet port security and cutter augmentation needs⁷.

In 1971, the restrictions on the use of the RC changed. Title 14 of the U.S. Code authorized involuntary active duty for reservists for emergency augmentation of regular forces for natural or man-made disasters. This involuntary recall was first used in 1973, to assist with flood operations in the Midwest, when reservists were called up to help evacuate people from their homes. The first large scale recall, however, did not occur until the Mariel Boat Lift, when Fidel Castro opened the Cuban border to let 125,000 people depart Mariel Harbor for the U.S. More than 900 reservists would be called up in a six-week period in the summer of 1980. During this time, reservists provided backup crews at small boat stations, while AC boat crews were sent to the Florida Keys to assist in the migrant crisis. Additionally, Reserve boat crews also reported to Group Key West, Florida, to aid in search and rescue efforts, as well as stopping southbound boats. This first major domestic response paved the way for the Reserve to integrate with the AC and provide support in every major domestic response in the years to come.

Emergence of Port Security Units

As the Reserve entered the 1980s, the Port Security Unit (PSU) program began to take form. The Coast Guard, Army and Navy discussed the importance and need for port security forces in outside contiguous United States (OCONUS)

Captain Walter K. Handy

The Man Who Led the Effort to Save the Reserve

Over the course of his Coast Guard career, Walter Handy helped save the Reserve, not just once, but twice. After the bombings at Pearl Harbor, he was drafted but rejected from serving due to extreme nearsightedness by both the Army and Navy. In 1942, he wrote two letters to the Fifth Coast Guard District describing his valuable experience in finance. As a result of his financial acumen and expertise with the Department of Treasury, Handy received a medical waiver and after commissioning, served on details in the Tidewater area of Virginia until the end of WWII. While on active duty, he established and commanded a 300-man barracks for his port security operations at the Army's Hampton Roads Port of Embarkation. He also led port security patrols, security checks, and vessel escorts in and out of port and oversaw the cleanup of the infamous SS *Montana* disaster in June 1943.

At the end of WWII, almost all enlisted Coast Guardsmen were released from active duty, and most officers were transferred to the Individual Ready Reserve (IRR). Handy, who had returned to his job at the Treasury, was concerned that without a formal training program or coordination beyond informal officer meetings the Selected Reserve (SELRES) would lose critical expertise acquired during the war. Congress had denied the Coast Guard's previous request for appropriations to start a Reserve training program, but fortunately, Handy's office at the Treasury was near "the old Coast Guard building," in Washington, D.C. This uniquely positioned him to lead the fight for the future of the Reserve. In 1948, he approached Assistant Commandant Adm. Merlin O'Neill with an idea for a voluntary training program. This resulted in the formation of non-paid, voluntary training units (VTU). These were "composite units" made up of multiple job specialties. While this was a success, Handy knew reservists needed more formal training and enlisted billets to support readiness. In 1949, he and two other reservists fleshed out the idea for a robust training program which would incorporate the VTUs into Coast Guard port security efforts.

Handy heightened the visibility of the Reserve through diligent networking and the formation of the first Coast Guard chapter of the Reserve Officers Association (ROA). He leveraged the chapter's charter event as an opportunity to cultivate relationships within Congress and the Treasury, educating the Nation's leadership on the Coast Guard and its port security program. Handy himself drafted multiple articles for publication in 1949 highlighting the requirement for a strong Reserve Force able to respond to emergency recall, trained to fight fires, supervise military outloads and protect against sabotage. In early 1950, as part of his congressional outreach, Handy and his fellow officers sent copies of his articles to key congressmen, as well as to other Coast Guard ROA chapters. Reserve officers, including Handy, around the country educated their congressmen on Reserve efforts by writing opinion letters and editorials and gaining support from local industry.

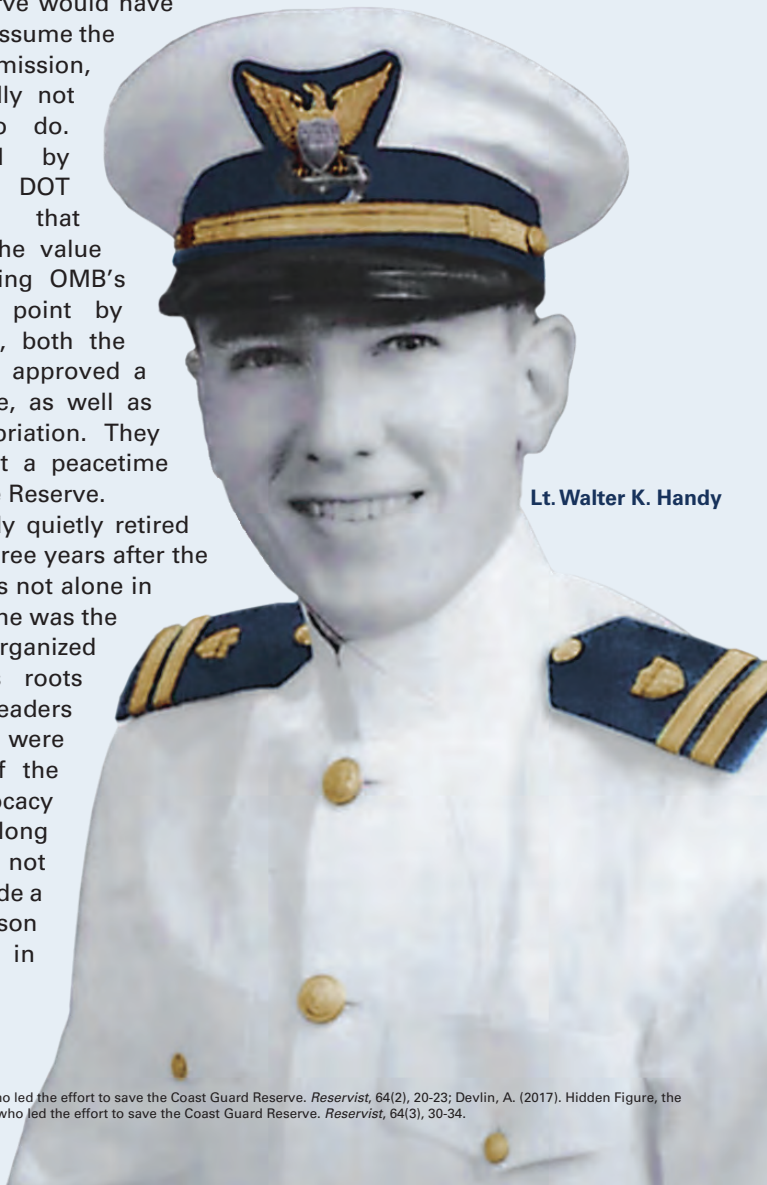
Handy's time and effort paid off when, in 1950, Congress approved a \$1 million initial appropriation for the Reserve training program. In the 1950s, Handy strengthened the Reserve by serving on the first Reserve policy board. The Coast Guard ROA's annual dinner in honor of National Defense Week cemented congressional and departmental connections for the Reserve, as well as the bond between Active and Reserve officers.

In 1957, Handy assumed command of the Organized Reserve Training Unit (Port Security) ORTUPS 05-148 in Washington, D.C., where he had previously served as the executive officer in 1951 as a unit plankowner.

Handy was again called into action to support the Reserve in the 1970s when, in a perfect storm, the Coast Guard's transition to the Department of Transportation (DOT) and Nixon-era budget cuts resulted in a threat to eliminate the entire Reserve. The Office of Management and Budget (OMB) and DOT identified the Reserve as an "unnecessary expense," even though the Coast Guard had just completed a two year-long "Reserve Training Concepts and Force Analysis" study which noted that the smallest the Reserve could be, while still accomplishing its wartime functions, was 16,590 members. In December of 1969, the \$25 million proposed for SELRES was not slated for inclusion in the DOT budget proposal. Showing his grit again, Handy continued his persistent outreach to fellow reservists, lobbying through the ROA to ensure members of Congress understood the value of the Reserve and the results of the recent internal study. The

elimination of the Reserve would have meant the Navy had to assume the domestic port security mission, a task it was admittedly not funded or trained to do. Handy, unconstrained by official orders from DOT and OMB, ensured that Congress understood the value of the Reserve, rebutting OMB's argument with facts, point by point. By August 1971, both the House and Senate had approved a 15,000 member Reserve, as well as a \$25.9 million appropriation. They also recommended that a peacetime mission be found for the Reserve.

Captain Walter Handy quietly retired from the Coast Guard three years after the elimination fight. He was not alone in saving the Reserve, but he was the unofficial leader who organized the media and grass roots campaigns to ensure leaders and decision makers were aware of the value of the Reserve. Handy's advocacy over the course of his long Reserve career, while not formally recognized, made a difference for every person who has ever served in the Reserve.¹



Lt. Walter K. Handy

1 – Devlin, A. (2017). Hidden Figure, the man who led the effort to save the Coast Guard Reserve. *Reservist*, 64(2), 20-23; Devlin, A. (2017). Hidden Figure, the continuing story of Walter Handy, the man who led the effort to save the Coast Guard Reserve. *Reservist*, 64(3), 30-34.

seaports. In 1982, the Ninth District was assigned the responsibility to train Reserve members for mobilization. A pilot program established three notional PSUs in Cleveland, Milwaukee, and Buffalo with the purpose of conducting port security and harbor security in conjunction with Department of Defense (DoD) operations in foreign environments.⁸ Small groups of reservists from these three units deployed to the Middle East in support of Operation Bright Star (1982) and Operation Lifeline (1983).

PSUs were uniquely qualified to provide afloat and ashore security teams to support their DoD counterparts. Throughout the mid-80s, reservists assigned to these notional PSUs took advantage of all training available, learning from Army Military Police, Air Force Security Forces, and Marine Corps Perimeter Security

The Coast Guard in Vietnam

Over 8,000 Coast Guard personnel with 56 combatant vessels served in Vietnam to guard the 1,200 mile coastline along the South China Sea. The Coast Guard succeeded in its mission to eliminate enemy supply routes. Collectively, the Coast Guard destroyed enemy supply ships, supported ground units, rescued American and other friendly forces, and performed many other



military and humanitarian roles. Specifically, they established LORAN stations, flew air rescue missions, provided diplomatic, judicial, and investigative services to the Merchant Marine fleet, marked channels, maintained coastal lighthouses, performed medical missions, and built schools. Among other roles, reservists provided robust maritime security. Port Securitymen were assigned to Explosive Loading Detachments (ELD), eight person teams consisting of one officer and seven enlisted who had broad authority to enforce all cargo safety regulations in port. They oversaw the safe loading and unloading of all ammunition.

Shipboard threats varied. Many Vietnamese families lived aboard cargo vessels. Cooking fires and tobacco smoking was common practice, so the threat of fire was rampant. Enemy attack was also a constant threat. In February 1968, an off-loading merchant ship took nine recoilless-rifle hits at La Cai which immediately started a fire. The ELD team, battling against time, rushed onto the burning ship, charged the hoses, and doused the fire before the ship exploded.

By the time the Coast Guard left Vietnam, they had cruised over 5.5 million miles, participated in nearly 6,000 naval gunfire missions, and boarded nearly 250,000 junkets and sampans. The 26 patrol boats and several high endurance cutters were turned over to the South Vietnamese and became the core of their navy.¹

1 – U.S. Coast Guard. (1996, November). The Coast Guard in Vietnam. *Reservist*.

Specialists, in addition to attending the Coast Guard Law Enforcement School. These early operations demonstrated the need for standalone PSUs with dedicated personnel, small craft, and supplies.⁹

After completing these trainings, the PSUs embarked on numerous field training exercises. Exercise Ocean Venture 84 allowed the units to conduct patrol boat tactics and land-side security patrols in conjunction with Navy SEALs in Key West, Florida. Starting in 1986, PSU members attended the Marine Corps Combat Skills Course in Quantico, Virginia, where 180 reservists completed a two-week training course. This culminated in an overseas exercise in 1990 when port security boats were transported aboard the *USS Austin* to Honduras and performed 24/7 security missions for the duration of the exercise. Between the years of their initial creation and their first operational deployment, the PSUs suffered from minimal programmatic support and invalidated training. As notional units with no boat allowance, they relied on boats from other units to conduct training and exercises.

In August of 1990, the three PSUs, totaling 550 members, were activated and deployed to Saudi Arabia and Bahrain in support of Operations Desert Shield and Desert Storm. They were deployed to secure three ports in theater, including two in Saudi Arabia and one in Bahrain. The challenging and unprecedented conditions were met with ingenuity and perseverance, as the deployed reservists leveraged relationships with the other armed forces to acquire materials to build a protected boat house and fortify their existing eating area and sleeping quarters. During this deployment, Iraqi surface-to-surface missiles exploded over the Port of Al Dammam, and debris fell near the PSU encampment. This event highlighted the risks faced by the PSUs, and in the coming weeks, they were equipped with new uniforms; chemical, biological, radiological, and nuclear defense equipment; and boat maintenance parts.

Though designed for expeditionary missions, PSUs have unique capabilities that can be applied to other missions. Domestically, the PSUs were put to the test after the terrorist attacks of 9/11, when PSU 305 provided security and logistics support at ground zero in New York Harbor, and PSUs 307, 311 and 313 deployed to Boston Harbor, Long Beach and Seattle, respectively. In the aftermath of Hurricane Katrina, PSUs were used to conduct search and rescue and provide shore side security and humanitarian assistance/disaster relief (HADR).¹⁰

PSUs have deployed overseas to places like Haiti, Korea, Africa, and Kuwait to meet the expeditionary needs of the Department of Defense. Since the early 2000s, the Coast Guard has annually activated and deployed at least one PSU around the world and has consistently maintained a presence in Guantanamo Bay, Cuba, providing anti-terrorism force protection patrols and support for special detainee operations.

The Full Integration of Active and Reserve Forces

Integration efforts progressed more significantly in 1989 with the Strategic Plan and Reserve Capability Study (SPARCS), which was tasked to “identify and evaluate future national security missions” for the Reserve. The SPARCS pointed out complementary functions for the RC, conducting the day-to-day statutory missions of the Coast Guard in addition to national defense and port security missions directed by statute, citing that “everything the Coast Guard

does contribute to national security.” By proposing that the RC could support both missions, the SPARCS set into motion a three stage system for bringing about the modern framework: 1) aligning Reserve and Active units into separate, yet parallel, structures; 2) combining and streamlining administrative systems; and 3) placing all Coast Guard members into a singular organizational structure. In 1996, the Coast Guard officially integrated the RC which streamlined the human resources infrastructure and integrated operational chains of command.¹¹

The advent of Title 14 of the U.S. Code domestic disaster response authority in 1973 emphasized the need for closer coordination between the RC and AC, ushering in a new era for the Reserve. The first major natural disaster to occur during this period was on March 24, 1989, when the *Exxon Valdez* grounded, spilling 10.8 million gallons of crude oil and impacting 1,300 miles of coastline in Prince William Sound, Alaska. This event served as an excellent case study for what the RC could contribute to a man-made disaster response. Sixty-five percent of the Coast Guard’s responders were reservists. This fact armed Commandant Adm. Paul Yost to testify before the Senate that “the *Exxon Valdez* spill and the three recent spills ... served as startling reminders of the need to be ready and to have adequate resources to respond to such events.”¹²

The Reserve Role and Strength in the New Millennium

On September 11, 2001, the United States endured the largest terrorist attack in its history, when extremists hijacked four commercial airliners and crashed them into the World Trade Center, the Pentagon, and a field in Pennsylvania. Initially responding under Title 14 of the U.S. Code authority, more than 2,700 reservists mobilized, in addition to almost a thousand others who were already serving on active duty orders at the time.

The presidential Executive Order signed on September 14, 2001, authorized the use of Title 10 of the U.S. Code §12302 (Partial Mobilization) for activations in support of the Global War on Terror (GWOT), later known as Overseas Contingency Operations (OCO). The activated reservists were transitioned to involuntary orders under this authority. The Coast Guard transitioned from the Department of Transportation to the new Department of Homeland Security (DHS) with the Homeland Security Act of 2002. This change coincided with the increase in surge and contingency demands on the RC. In spring of 2003, over 70% of all reservists were activated, with nearly 30% activated in support of military out loads domestically and abroad along with multiple PSUs deployed to protect high value DoD assets in the Middle East.^{13 & 15}

Decades of Major Disaster Response

In August 2005, Hurricane Katrina struck the Gulf Coast, followed immediately by Hurricane Rita in September and Hurricane Wilma in October. These disasters required RC support concurrent with ongoing military out loads. During this period, the Reserve persevered through extreme resource constraints that severely strained capability, with unprecedented activation rates in 2007¹⁴ and in late 2009.¹⁶ The ongoing support to the OCO mission and the domestic disaster response mission highlighted the relevance of the Reserve to a degree not experienced since its inception in WWII. The earthquake in Haiti further demanded RC resources when in January 2010, President Obama authorized the use of Title 10 §12304 (Presidential

Recall) for Humanitarian Assistance/ Disaster Relief (HADR) as part of Operation Unified Response. Over 180 reservists were activated and served in conjunction with DoD forces domestically and overseas for several months.

When the Deepwater Horizon oil rig exploded in April 2010, causing the largest maritime oil spill in history, the Coast Guard recalled another 2,500 reservists to assist, representing the largest Title 14 mobilization in U.S. history. More than 400 of these recalled reservists voluntarily accepted active duty orders to support operations after the Title 14 element of the response was concluded. In October of 2012, Superstorm Sandy, a Category 3 hurricane, caused \$65 billion worth of damage due to massive storm surge and resulted in additional Title 14 activations. In the wake of the previous decade's barrage of surge requirements, the RC was challenged to continue filling requests for forces (RFF) without also threatening RC retention. Despite the demand, the Reserve strength authorization fell from 10,000 in 2012 to 9,000 in 2013 and 7,000 in 2015, a 30% reduction in authorized strength over a three-year period.

In 2017, the Atlantic suffered a record setting hurricane season, with 17 named storms, the most notable of which were Hurricanes Harvey (Category 4), Irma (Category 5), and Maria (Category 5). Within a two-month period that year, the Reserve responded to widespread geographic devastation and ongoing response to severe consecutive natural disasters. Over 1,300 Reserve members responded across the impacted areas, filling a variety of emergency support roles, sometimes shifting immediately from one response to the next.





Nontraditional Missions Support

In 2019, DHS called upon the Reserve to support the rapid uptick in migration efforts into the country outside of the normal asylum and immigration processes along the southwest border. AC service members responded initially, with reservists quickly assuming this role, deploying over 500 members to augment medical, transportation, processing, administrative, and law enforcement roles.¹⁷

During the 2020-2021 coronavirus (COVID-19) pandemic, the Coast Guard adapted to the dangers of a new global threat which required more than 800 RC activations to help the Coast Guard balance mission execution with the safety and work life balance of its members.¹⁸

Governance and the Operational Reserve

Integration of RC and AC operations in the 1990s was successful in creating a more efficient field-level and operationally oriented organization. However, RC governance was not fully integrated at the Headquarters level, specifically when considering the Director of Reserve and the Reserve support staffs. As a result, numerous relationships, processes, and policies did not fully align with the integrated field construct for the RC, presenting opportunities for more effective and efficient management.

The Reserve Governance Integrated Project Team (RGIPT) was chartered by the Vice Commandant in April 2018 to evaluate the current state organization, policies,

and governance of the RC, and to provide recommendations necessary to best position the RC to meet the Service's mission priorities. The RGIPT reinforced the concept of the RC as an operational capability to be managed as such. As a result, Assistant Commandant for Reserve was established under Deputy Commandant for Operations (DCO) to be the principle center of RC management and oversight.

Shifting oversight to DCO recognizes the RC as a key operational capability vital to achieving mission excellence. As we look to the future, we will have stronger systems in place to ensure our reservists are assigned the relevant competencies necessary to maintain the highest levels of readiness to be responsive to dynamic surge and mobilization requirements in the Homeland and abroad.

Future Strength and Role of the Reserve

In 2020, the Reserve was near the smallest in size it had been in the 60 years prior. The demand signal for RC personnel to support ongoing and emerging contingencies continues to grow with the expansion of the Coast Guard domestic and overseas role in both civil and military mission programs. The next 10 years of Reserve history depends on national and organizational risk acceptance and strategic management to maintain a ready and resilient part-time workforce. History shows us that the Reserve is relevant and operationally ready, regardless of national or international circumstances. As an operational capability, and the Coast Guard's only contingency-focused force, our reservists are integrated, trained, and supported with their AC counterparts.

Reservists are adaptive and versatile to execute traditional and emerging mission requirements, rapidly responding when the Nation calls.





3

Leadership and Administration

Leadership Structure

Director of the Reserve

The role of Director of the Coast Guard Reserve resides with the Assistant Commandant for Reserve (CG-R) at Headquarters. Title 14 of the U.S. Code § 309 establishes the Director of the Coast Guard Reserve as the principal advisor to the Commandant on Reserve matters and any additional functions as directed by the Commandant. Appointed by the President for a period of up to four years, this Coast Guard admiral is responsible for the preparation, justification, and execution of budgets for the Reserve. They also serve as the “director and functional manager of appropriations made for the Coast Guard Reserve” in the areas of “personnel, operation and maintenance.”¹

Assistant Commandant for Reserve

The Assistant Commandant for Reserve (CG-R) is the directorate subordinate to the Deputy Commandant for Operations (DCO) which centralizes governance and leads the modern Reserve as a Coast Guard operational capability. An exclusive advocate for the Reserve workforce, CG-R aligns Reserve Component (RC) and Active Component (AC) requirements with program offices and mission priorities, adjudicates issues impacting the RC, and aligns Reserve training positions (RTP) with training capacity. CG-R establishes the strategic vision for the RC, plans and executes the Reserve budget (CG-R8), and establishes and promulgates Reserve-specific policy (CG-R5) in collaboration with Headquarters operational and mission support programs, Human Resources (CG-1), and Reserve Personnel Management (RPM) offices. The Assistant Commandant has responsibility for development and oversight of the Reserve Force Readiness System (RFRS), comprising SELRES and full-time support (FTS) personnel. RFRS is dedicated to specialized service-wide readiness infrastructure to match resources with requirements.²

Reserve Flag Officers

The Reserve is authorized two SELRES admirals positioned to advise senior leadership of Reserve strategies, policies, processes, and procedures to ensure the AC is well-versed in Reserve equities. They may remain in a drilling status or on active duty for special assignments, projects, temporary leadership positions, surge requirements, or contingency operations. Reserve flag officers are expert strategists that contribute to mobilization and response decisions and lend their knowledge and extensive organizational network to support planning and mission execution.

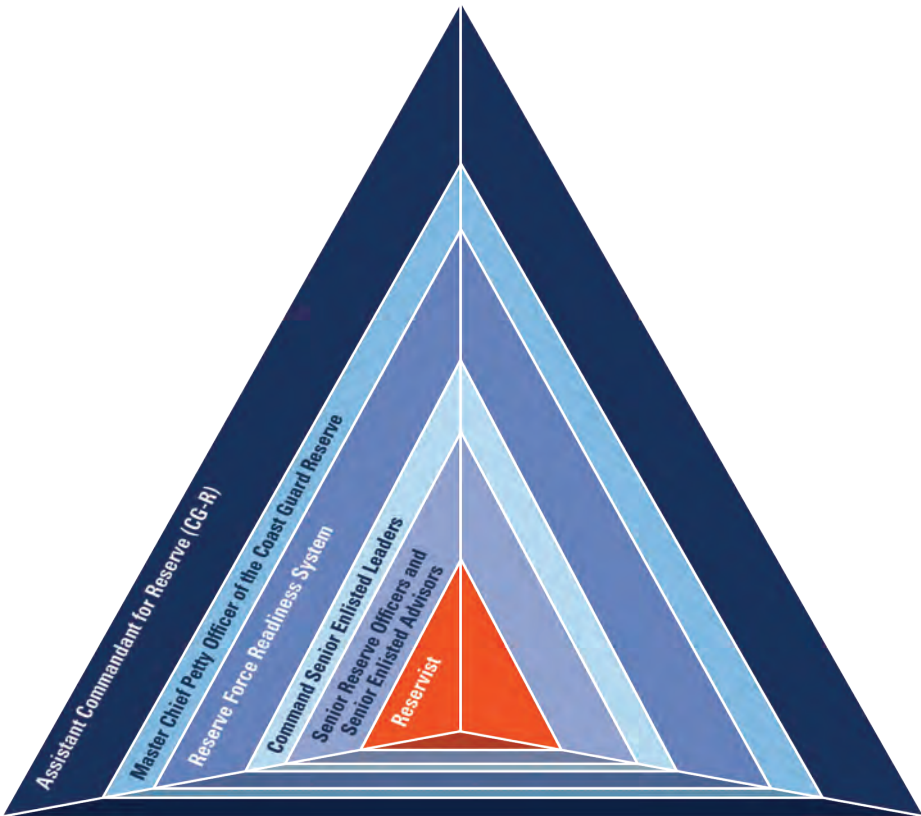
Master Chief Petty Officer of the Coast Guard Reserve

The Master Chief Petty Officer of the Coast Guard Reserve (MCPO-CGR) resides in the office of the Commandant of the Coast Guard and is the leading Reserve Command Senior Enlisted Leader (CSEL). They are a personal advisor to the Commandant and Headquarters directorates on all matters affecting Reserve enlisted personnel and their families. MCPO-CGR also serves as the Coast Guard's representative to the Assistant Secretary for Defense for Manpower and Reserve Affairs (ASD-M&RA) Senior Enlisted Advisor Council.

Full-Time Support (FTS) Personnel

Some units are assigned FTS personnel (active duty and civilian) to assist the command in executing their responsibilities for ensuring Reserve mobilization readiness. Supported units include sectors, PSUs, Districts, Areas, Headquarters, and DOL.

Elements of the Reserve Support Structure



Reservists are the core of the component. The RC support structure advocates for operational and individual readiness, from the Director of Reserve and MCPO-CGR at Headquarters to the FTS personnel and subject matter experts of the RFRS.

Reserve Component Managers

Reserve Component Managers (RCM) have supported reservists and their commands since 1959 as directed by the Armed Forces Act of 1952. Previously known as Reserve Program Administrators (RPA), they are full-time support (FTS) officers and part of the Reserve Force Readiness System (RFRS). RPAs carry a Reserve commission throughout their active duty careers and support the training and administration of the RC. With a legacy lasting over six decades, RCMs have played a critical role in the survival and evolution of the Reserve.

In the 1970s, when Nixon-era budget cuts threatened to eliminate the Reserve, RCMs re-invented it as a mobilization force that trains through augmentation of the AC. The 1990s brought an organizational and cultural shift towards a modern operational model and away from the World War II (WWII) approach to mobilization. In this mindset, RCMs orchestrated regional integration experiments. These efforts resulted in the full integration of the Reserve in 1994. RCMs helped the Coast Guard fully consolidate RC and AC chains of command, training, and administrative support.

The RCM workforce has grown over the decades, specializing in human resources, finance, operations research, and planning and requirements. They lead people and manage policies, personnel processes, and financial resources to optimize the Reserve and inform risk management decisions. Historically assigned at Headquarters, Areas, Districts, and Port Security Units, RCM assignments expanded throughout the field due to initial RFRS implementation, forging a robust network of specialists throughout every level of the organization. Commands, Senior Enlisted Leaders, Senior Reserve Officers, and Reserve supervisors turn to RCMs for expertise, insight, and information to make informed decisions on RC readiness and utilization.⁷

1 – Clapp, D. E. (2009). Role of RPA in Integration of CGR. *Reservist*, 56(3-09), 28-29; Price, M. R. (2009). Who are Reserve Program Administrators? *Reservist*, 56(3-09), 26; Price, M. R. (2009). Why do we have an RPA Corps? *Reservist*, 56(3-09), 26; Price, M. R. (2009). How has the RPA Corps evolved? *Reservist*, 56(3-09), 26-28.

Local Subject Matter Experts

During a surge or contingency operation, any Coast Guard unit has the potential to become a supporting or a supported command. To maintain this operational capability, commands may use available subject matter experts and resources to maximize productivity during scheduled drills and active duty training. Local SMEs and resources include the following:

Command Senior Enlisted Leaders (Gold Badges and Silver Badges)

Command Senior Enlisted Leaders (CSEL) serve in both the RC and AC. They are Senior Chiefs and Master Chiefs who report to their principals on all issues affecting the enlisted workforce. While not part of the Reserve chain of command, they are permitted unrestricted access to individual members. They are important advocates that inform policy and network nationally across organizational boundaries to connect stakeholders to available resources for the good of the Service. As part of the Chief's Mess, CSELs work hand-in-hand with SERAs and SROs to elevate and address RC interests to the highest levels of the organization.³



Senior Reserve Officers (SRO) & Senior Enlisted Reserve Advisors (SERA)

Reserve leaders at the unit level are an integral link connecting commands with the part-time workforce. As part of RFRS, the SRO is not in the Reserve chain of command. Rather, they are in charge of ensuring a unit’s reservists meet training and readiness expectations. SROs represent the command and advise them on Reserve-specific issues. In this leadership position, they are able to hold reservists accountable for readiness on behalf of the commanding officer, but they are not a “shadow command” nor a substitute for command oversight or accountability.

SERAs are Chiefs, Senior Chiefs, and Master Chiefs who often coordinate the SROs, although SERAs may also be the singular Reserve command representative at units to which only enlisted personnel are assigned. Like an SRO, a SERA is not a substitute for the AC senior leadership. These command liaisons work together to link the AC to the drilling workforce to support readiness, training, maintenance, education, and overall well-being of reservists within their sphere of influence.⁴

A Reservist’s Chain of Command

Selected Reserve (SELRES) members as well as some Individual Ready Reserve (IRR) members are integrated into the AC chains of command. Those in supervisory positions may be responsible for managing several other reservists, such as within a division at a Sector, or they may supervise AC members if they are in command of a PSU or a Joint Forces Command unit. The unit’s command and leadership cadre is responsible for RC readiness and is for leading, directing, training, evaluating, and outfitting their reservists in accordance with requirements for the competencies of assigned billets.

Operational Readiness

Augmentation

Augmentation, which is defined as “to grow or strengthen,” has been historically recognized as the most effective way for reservists to gain proficiency from the practice and repetitive performance of skills expected to be utilized during a mobilization, preferably under “real world” conditions. Augmentation also benefits the local unit by providing functional skills to be used towards mission completion. An example of augmentation value is seen in the Boat Forces community where reservists qualified and certified in boat operations gain invaluable experience by standing the watch and performing daily operations. Unit commanders are authorized to utilize assigned personnel as augmentation resources at any time as they deem necessary; however, they must always balance the impact to operational readiness when employing reservists in functions unrelated to their position-assigned mobilization competencies.

The “One Coast Guard” Concept

Following the Vietnam conflict, the Coast Guard established “Augmentation Training” to simultaneously expand Coast Guard capability while training the RC. This dual purpose solidified the “support mission” of the RC as the WWII Defense mission waned, thereby justifying to Congress the continued need for a Reserve. The “value upon value” that augmentation provided continued throughout the 1970s and 1980s Cold War Era. During this time, AC and RC unit commands, which were often collocated, used augmentation to maintain the Ready Reserve and support daily mission execution.⁵ In the late 1980s, when again faced with austere financial projections as the Cold War drew to a close, Coast Guard leadership strategically assessed what the future Reserve should look like. The Strategic Planning and Reserve Capability Study (SPARCS), published in 1989 under the leadership of Rear Adm. Bennett “Bud” Sparks, defined augmentation as “any activity performed by



reservists in an inactive or active status that supports Coast Guard active forces in performance of their regular missions.”⁶ This study determined that augmentation could include even those Coast Guard mission requirements that had no value for mobilization training, essentially expanding the function of the RC beyond the statutory purpose outlined in Title 10 U.S. Code §10102.

The Pendulum Swings: What Augmentation Should Be

Since the legal purpose of the Reserve is to meet surge and contingency requirements, augmentation during drill periods or active duty should support readiness for future mobilizations. Large scale mobilizations since 2001 have taught us how to better manage risk and budget by limiting the application of Reserve resources to those mission activities that contribute towards surge and contingency operations.

It is the responsibility of unit commands to ensure their Reserve personnel are prepared to meet mobilization requirements by facilitating appropriate augmentation and formal training opportunities while providing the required AC administrative support. Individual reservists need to obtain and maintain the skills and personal readiness required to mobilize. When reservists train, stand duty, shadow a colleague, or participate in a training program they acquire competencies and proficiency that supports local unit mission execution as well as preparing them for mobilization. Reservists should be able to tie their Coast Guard augmentation

Reserve Force Readiness System

The Coast Guard first established the Reserve Force Readiness System (RFRS) in 2009 as part of its modernization effort to optimize the organization, administration, recruiting, and training of the Reserve. Mandated under the leadership of Commandant, Adm. Thad Allen, RFRS is a RC mission support system which facilitates and promotes individual reservists’ mobilization readiness, competency proficiency and administration preparation as they execute assigned contingency roles through augmentation and training. It was designed to prevent the extreme readiness shortfalls that challenged the Reserve prior and subsequent to the 9/11 attacks.

RFRS includes civilian and AC full-time support, such as the Assistant Commandant for Reserve, Master Chief Petty Officer of the Coast Guard Reserve, Personnel Service Center Reserve Personnel Management, and Area, District, Director of Operational Logistics, Port Security Unit, and Sector staff. Selected Reserve leaders are a critical part of the RFRS construct, including Senior Reserve Officers, Senior Enlisted Reserve Advisors, Training Petty Officers, and Command Senior Enlisted Leaders. In connecting various staff elements throughout the organization, RFRS leverages the accomplishments of existing senior reservists assigned to leadership roles, interfaces functions between the RC and AC, and closes the gap in readiness of the Reserve. RFRS continues to evolve to meet Service requirements.¹

1 – U.S. Coast Guard. (2009). RFRS Reserve Force Readiness System a Blueprint for the 21st Century Reserve. *Reservist*, 56(4); U.S. Coast Guard. (2014). *Commandant Instruction 5320.4(series) Reserve Force Readiness System (RFRS) Staff Element Responsibilities*.



experience to mission activities useful in a surge or contingency. The purpose of any duty, including augmentation, should be tied to obtaining and maintaining skillsets required for activation. By using augmentation correctly, Reserve Forces will achieve mobilization readiness while providing increased capacity and capability to the local command.

Individual Readiness

The nature of our Service is deeply embedded in the Coast Guard motto, “Semper Paratus.” The Coast Guard has built its reputation on being “always ready” to meet any maritime challenge by successfully and repeatedly adapting to the situation at hand.

Under Title 14 of the U.S. Code §101, the Coast Guard “shall be a military service and a branch of the armed forces of the United States at all times.” As one of the armed forces, we maintain readiness to carry out military and civil operations in support of the policies and objectives of the U.S. government. The RC is a significant portion of the Coast Guard’s surge capacity, providing a workforce that can be activated and deployed domestically under Title 14 of the U.S. Code within 48 hours of notification. The Reserve is poised to support the Department of Defense (DoD) and the National Defense Strategy in accordance with Title 10 of the U.S. Code. The readiness of the RC impacts overall Coast Guard readiness to respond globally or domestically.

Reservists who are trained, capable and equipped to activate bolster overall unit readiness. The Coast Guard depends on its reservists to be ready to mobilize with critical competencies in boat operations, emergency management, expeditionary warfare, marine safety, port security, law enforcement and mission support, among other mission activities required for contingency response. Individual readiness is the building block of unit and operational readiness. It consists of professional proficiency (qualifications and competencies) as well as physical (medical and fitness), financial, mental, spiritual, family, and community readiness.



4

Reserve Utilization

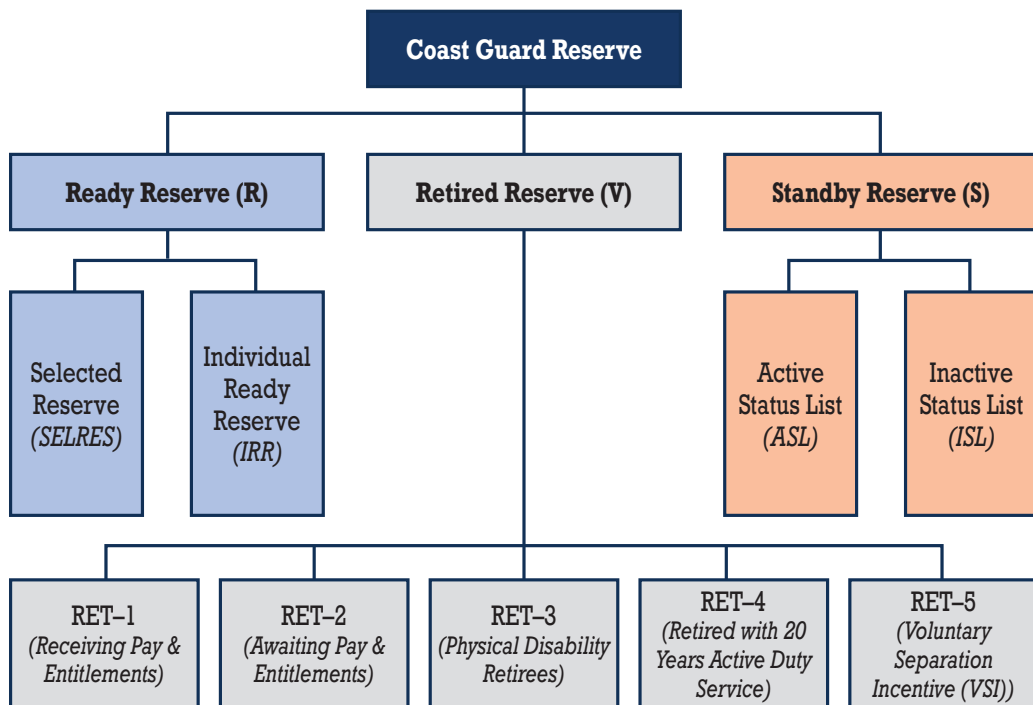
Key Concepts and Terms

Coast Guard Reserve. A fundamental component of the Coast Guard with the primary purpose of “provid[ing] trained units and qualified persons available for active duty in the armed forces, in time of war or national emergency, and at such other times as the national security may require, to fill the needs of the armed forces whenever more units and persons are needed than are in the regular components.”¹ Unlike the other branches of the Service, the Coast Guard does not have Active Component (AC) forces in garrison training for the next mission that can be called upon when needed. The Reserve IS the Coast Guard’s force in garrison. Reservists have answered the call in our Nation’s most challenging times since 1941. They also answer the call when there are necessary skilled manpower shortages during normal operations or when additional resources are needed for special projects.

Officers and enlisted personnel who comprise the Reserve are otherwise civilians and have careers outside of the military. The Reserve uses much of the same language and vocabulary that is used in the Coast Guard AC and in every other branch of the U.S. military but there are also some terms unique to our Service. The Reserve Component (RC), known within the Service as “The Reserve” is one of seven Reserve Components within the U.S. military, along with the Army, Navy, Marine Corps, and Air Force Reserves, and the Army and Air National Guards.

United States Coast Guard. The Commandant of the Coast Guard is responsible for organizing, training, and equipping Service forces under Titles 10 and 14 of the U.S. Code, including those of the RC through the Director of Reserve. The Commandant may provide forces to Department of Defense (DoD) Combatant Commanders to perform activities for which those forces are uniquely suited.

Title 14 of the U.S. Code assigns the Coast Guard to the Department of Homeland Security (DHS) for Homeland Security (HS). In addition, the Commandant is responsible for the coordination and conduct of maritime law enforcement and security operations under civil authorities for HS in the U.S. maritime domain. DoD forces may act in direct support of Coast Guard commanders. The Coast Guard has authority to make inquiries, examinations, inspections, searches, seizures, and arrests upon the high seas and waters over which the U.S. has jurisdiction. It is the only military Service whose operations are not restricted by the *Posse Comitatus Act* or its extension by DoD directive.



Reserve Statuses

Unlike the AC, reservists are divided into three statuses based on needs of the Service and the member's circumstances. These statuses are further broken down by Reserve Component Categories (RCC). The statuses include Ready, Standby, and Retired Reserve.²

Most reservists are in an active status in the **Ready Reserve**. The Ready Reserve includes members subject to immediate recall to active duty and consists of two subcategories; drilling reservists of the Selected Reserve (SELRES) and members of the Individual Ready Reserve (IRR) members.³ IRR members may drill for retirement points only and may be assigned to units on Individual Augmentation Duty (IAD). IAD occurs when IRR members are assigned to a unit in a non-paid status to perform special projects as a way to gain valuable experience and maintain proficiency while continuing to contribute to the achievement of Service goals.⁴

The **Standby Reserve** consists of members who represent an additional mobilization capability and who are liable for involuntary recall to active duty, only as provided in Title 10 of the U.S. Code.⁵ The Standby Reserve is sub-divided into two categories; the Active Standby List (ASL) and the Inactive Standby List (ISL). Similar to the Ready Reserve, the status for members of the Standby Reserve is determined by needs of the Service and the member's circumstances. Membership in the Standby Reserve is limited to individuals having mobilization potential.

The **Retired Reserve** consists of reservists who meet qualifying service requirements for retirement within one of five categories; RET-1 (Retirement with Pay), RET-2 (Retirement Awaiting Pay), RET-3 (Physical Disability), RET-4 (Retired with 20 Years Active Duty Service), and RET-5 (Voluntary Separation Incentive). Members in the RET-1 category have completed a minimum of 20 qualifying years of satisfactory service and have reached the age of 60 or an earlier age if having served on qualifying active duty after January 28, 2008.⁶ RET-2 members have completed a minimum of 20 qualifying years of satisfactory service, but are either not yet eligible to receive retired pay, or are eligible to receive retired pay but have not applied for such pay. RET-3 are the members that have been retired due to a service connected disability and have completed the requisite years of service creditable for retired pay or are 30 percent or more disabled and otherwise qualified. RET-4 members are retired and receiving pay after completing 20 or more years of active duty service. RET-5 are members whose retirement pay is based on retirement for reasons other than age, Service requirements, or physical disabilities.⁷

Types of Duty

Reservists have annual training requirements which include the performance of both inactive and active duty. For many years, the mantra for Reserve service has been “one weekend a month, two weeks a year,” with the typical monthly duty performed as inactive duty and the two weeks performed as active duty.⁸





Types of Inactive Duty

There are five different types of Reserve inactive duty, referred to as “drills,” which are used for very distinct purposes and cannot be used interchangeably.

Inactive Duty for Training (IDT). The most commonly used drill is IDT. Reservists are allotted 48 per year for pay and can complete additional periods for retirement points only. Each IDT is worth one retirement point and is equal to one day of active duty for retirement pay calculations. Reservists typically use IDT periods during one drill weekend per month. These are scheduled for formal training or competency training and are required to meet a minimum of four hours for pay and two hours for retirement points only. Reservists will normally complete two periods per day on a drill weekend for a total of four IDTs in a weekend.⁹

Additional Training Periods (ATP). ATPs are the same as IDT drill periods in points and pay, and are for similar purposes. However, ATPs are limited by annual Coast Guard funding limits, and are training periods in addition to annual IDT. ATPs are issued targeting specific units or assigned competencies recognized to require additional training time. For example, members at Port Security Units (PSU) may be allotted ATPs to accomplish deployment readiness training, or members at boat stations to achieve boat crew currency requirements.¹⁰

Readiness Management Period (RMP). RMPs are the same as IDT drill periods in points and pay. However, they are used for different purposes. RMPs are periods of additional inactive duty authorized in excess of scheduled IDT drills for Ready Reserve (SELRES or IRR) members to accomplish training preparation or unit administration and maintenance functions. RMPs may be performed with or without pay. RMPs are typically used to allow Reserve members to get required medical examinations, dental screenings, and other readiness requirements.¹¹

Funeral Honors Duty (FHD). FHD periods are similar to IDT drill periods in points and pay but for the explicit purpose of rendering of military funeral honors.¹² Military Funeral Honors ceremoniously pay respect and are the final demonstration of the Country’s gratitude to those who have faithfully defended our Nation in times of war and peace.¹³

Additional Flying and Flight Training Period (AFTP). AFTPs are the same as IDT drill periods in points and pay. However, their purpose is specific to aviation training. AFTPs are periods of additional inactive duty authorized to provide SELRES primary aircrew members sufficient time, in addition to scheduled IDT and active duty, to conduct aircrew training and operational crew qualification training to attain and maintain aircrew flying proficiency and sustain readiness.¹⁴

Types of Active Duty

Active duty is formally defined in Title 10 of the U.S. Code §101 as “full-time duty in the active military service of the United States. Such terms include full-time training duty, annual training duty, and attendance, while in the active military service, at a school designated as a Service school by law or by the Secretary [...]

Nontraditional Responses

The Reserve is always ready to respond to the call. However, 2019-2021 presented challenges that expanded the scope of traditional response. The Reserve rapidly adapted its humanitarian response capability to meet Department of Homeland Security (DHS) requirements for the Southwest Border Response as well as to Coast Guard and Federal Emergency Management Agency (FEMA) mission support during the global coronavirus (COVID-19) pandemic.

On March 27, 2019, then Secretary of DHS Kirstjen Nielson called for Reserve support to Customs and Border Protection (CBP) and Immigration and Customs Enforcement (ICE) in responding to the immigration emergency during the Southwest Border Response. The Coast Guard initially deployed AC members who were then relieved by members of the RC who primarily provided humanitarian assistance with medical screening, administrative processing and transportation of migrants until the conclusion of the mission in November 2019.

Just a few months after supporting DHS operations for the Southwest Border Response, COVID-19 emerged as a global threat. Beginning in March 2020, reservists played an essential role in Coast Guard operations, including the safe and orderly disembarkation and repatriation of passengers from cruise ships. In addition, reservists provided critical support to internal and interagency incident management and response requirements including assistance to the Department of Health and Human Services and FEMA COVID-19 vaccination efforts.

During times of crisis such as these, the Reserve’s commitment to the national welfare transcends traditional mission scope to apply organic skillsets to unconventional operations with confidence and agility.¹

1 – USCG Support to DHS at Southwest Border After Action Report (2019) & COVID-19 Activation Weekly Reports



concerned.” Active duty includes training, support of the AC, and when reservists are recalled in response to, or in preparation for, a contingency or in support of the AC.

Under Title 10 of the U.S. Code, there are different types of orders for which reservists can be recalled to active duty. Each one is authorized in statute for a specific purpose. The order types have different lengths and restrictions attached. For each day of active duty under these authorities, service members earn one point towards non-regular retirement. The active duty types listed below are not all inclusive; they are the most commonly used in the Reserve for purposes other than training.

These statutes continuously evolve in response to major events in our Nation’s history. Some examples include the conflict in Vietnam, the terrorist attacks of September 11, 2001, Operation Enduring Freedom (OEF), Operation Iraqi Freedom (OIF), Hurricane Katrina, and Deepwater Horizon oil spill, to name a few.

Active duty can be performed under Title 10 or Title 14 of the U.S. Code. Serving “on Title 10” is more than involuntary active duty under Title 10 of the U.S. Code §12302. Title 10 of the U.S. Code includes a wealth of other authorities described below for training, support, and mobilization.

Active Duty for Training

There are three types of active duty for training with similar purposes that cannot be used interchangeably.

Initial Active Duty Training (IADT). In response to under-trained and ill-prepared military members being deployed to the conflict in Vietnam, in a 1969 amendment to the *Military Selective Service Act of 1967* increased the duration of the IADT

requirement established in 1956. Members must complete a minimum of 12 weeks of training before deploying outside the United States and its territories and possessions.¹⁵ This requirement applies to all branches of the military to ensure service members are appropriately trained prior to such a deployment. IADT must be completed either as part of prior service or by completion of an initial Coast Guard accession training program such as Boot Camp and “A” School. The Direct Entry Petty Officer Training Course (DEPOT) and Reserve Officer Candidate Indoctrination (ROCI) count towards the 12-week (84-day) minimum, but additional training may be required.

Active Duty for Training - Annual Training (ADT-AT). This is the minimum period of active duty reservists must perform each fiscal year to satisfy the training and participation requirements associated with their assignments.

ADT-AT shall not be less than 12 days for all SELRES, and additional days may be authorized for units or members with special circumstances.¹⁶ ADT-AT in the form of on-the-job training (OJT) may support AC operational missions or may be used to attend formal training, but should always be used with a focus on training.

Active Duty for Training-Other Training Duty (ADT-OTD). This is authorized training in addition to IADT or ADT-AT, to include OJT, for members or units. ADT-OTD is used by reservists for purposes other than for their ADT-AT; for example, a formal “C”-school. OTD should only be used for training and not for support or contingency operations.



Active Duty Other than for Training: Support and Mobilization

Reserve Force Support Options

Title 10 of the U.S. Code §12301(d)

ADOS (Short & Long Term ADOS-AC and ADOS-RC)

Active Duty for Operational Support (ADOS)¹⁷ can be used in several ways to address manpower shortages. ADOS should be temporary in nature to address a shortage or meet a specific requirement. Orders supporting the AC are ADOS-AC and those in support of the RC are ADOS-RC. ADOS orders, regardless of the component supported, are either long-term (181 days or more) or short-term (180

The Domestic Port Security Mission



WWII Beach Patrol

The Coast Guard Beach Patrol comprised an important part of the port security system during World War II (WWII), with the mission to protect shipping and prevent enemy infiltration from the sea. Fears ran high nationally amidst reports of Japanese submarine sightings and concerns of undetected German U-boat landings. Coast Guard beach patrols operated as part of a concerted effort with the waterside Navy fleet and landside Army forces. The Coast Guard was charged with detecting enemy vessels, reporting and preventing landing attempts, and preventing landside communication with the enemy. Patrols policed restricted beach areas and conducted search and rescue. In June 1942, U-202 surfaced off the coast of Long Island, and Nazi operatives came ashore. The Beach Patrol informed the FBI and thwarted industry and infrastructure attacks in Tennessee, Kentucky, Illinois, New York, and Philadelphia.

days or less). ADOS-AC may be used for non-contingency needs or in support of designated contingency operations. ADOS-AC contingency orders may be issued after involuntary orders have expired and members wish to continue supporting the contingency. ADOS-RC orders can only be used for non-contingency needs.

Title 10 of the U.S. Code §12310 Reserve Component Managers (RCM)

Since 1959 Reserve Full-Time Support (FTS) officers have performed active duty for the purpose of organizing, administering, recruiting, instructing and training the RC. In 2020, the legacy Reserve Program Administrator (RPA) moniker was formally changed to RCM to better align with the spirit of their role as hands-on leaders

Sea Marshals:

Following the attacks of September 11, 2001, the Coast Guard implemented the Sea Marshal program in response to credible threats to U.S. infrastructure in District 11. Staffed entirely with reservists, sea marshals boarded high risk and deep draft commercial vessels at sea or for the transit into port, checking cargo manifests and crew lists. The program was instituted nationally to prevent the use of a large commercial vessel as a weapon of mass destruction against life, infrastructure, and property in the U.S. However, it was discontinued in 2005 and the functions and responsibilities are now primarily conducted by Active Component members who are assigned as boarding officers and boarding team members.

The DOG:

The Coast Guard established the Deployable Operations Group (DOG) in 2007 to oversee all deployable specialized forces (DSF). Designed to enhance Reserve readiness through robust administrative support, DOG units shared training resources and a single command structure unifying the efforts of Port Security Units, the National Strike Force, Maritime Safety and Security Teams, Maritime Security Response Teams, Tactical Law Enforcement Teams, Regional Dive Lockers, and reservists assigned to Naval Coastal Warfare's squadrons and groups.



There were over 1,500 Reserve billets within the DOG, representing approximately half the Coast Guard's total DSF force. The DOG heightened awareness of Reserve capabilities and facilitated response to domestic events, including the Deepwater Horizon oil spill. The DOG was decommissioned in 2013 as a result of organizational restructuring with oversight of Reserve domestic and expeditionary port security DSF capabilities shifting to Pacific Area.¹

1 – U.S. Coast Guard. (1997, July). The WWII Beach Patrol. *Reservist*, 7(?), 4-11; Eng., S. (2002, January/March). *On Guard*, Coast Guard Reservists are taking on the new role of sea marshals in the war against terrorism. *Reservist* ? (?), 14-15; Jennings-May, T. (2008.) *Guard Dog*, The Reserve's integral role in the Deployable Operations Group and the defense of America. *Reservist*, 55(2-08)

focused on managing the RC as a national, deployable and operational force. They are included in the FTS numbers provided for the RC and do not count against Coast Guard AC end-strength. Permanent and provisional RCMs assigned to FTS billets are funded with appropriations used to support the Reserve. RCMs are specifically authorized by statute per Title 10 of the U.S. Code §12310.¹⁸

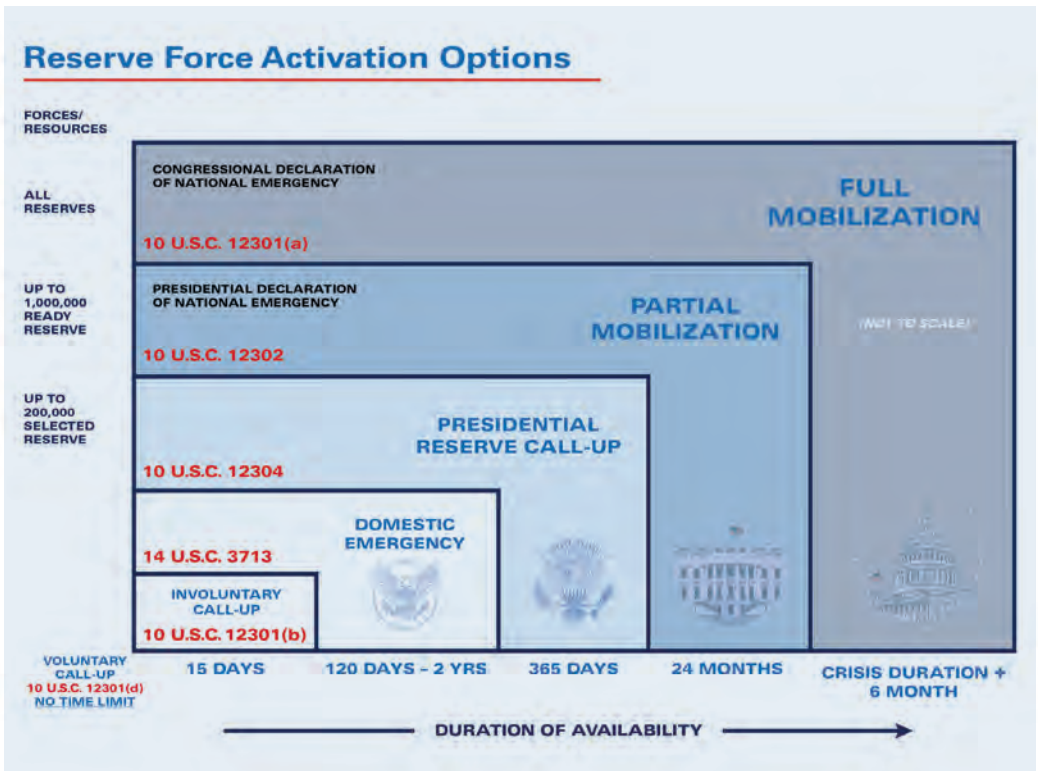
**Title 10 of the U.S. Code §12311
Extended Active Duty (EAD)**

Long-term needs should be met by the AC; however, EAD can address short term personnel shortages. EAD is used to provide Reserve support for a contracted period to fill shortages in specific pay grades, ratings or specialties, in accordance with Title 10 of the U.S. Code §§ 12301(d) & 12311. Reservists serving on EAD count towards the Coast Guard AC end-strength.

Reserve Force Mobilization Options

**Title 10 of the U.S. Code §12301(a)
Full Mobilization**

All members of the Reserve, regardless of component category, are subject to involuntary activation under this duty type, in accordance with of Title 10 of the U.S. Code §12301(a). The purpose of full mobilization is for response in time of war or other national emergency declared by Congress. Activation is authorized for the duration of the war or emergency and for six months thereafter. A full mobilization has not occurred since WWII.



Title 14 of the U.S. Code Activation Authorization



Title 14 of the U.S. Code §3713 authorizes the Secretary of Homeland Security the authority to involuntarily recall Coast Guard reservists to active duty for emergency augmentation of regular forces for natural or man-made disasters. The original authorization (Title 14 of the U.S. Code §712) was signed into law in 1972, with the limitations that Reserve members could be on orders for no more than 14 days in a four-month period and up to 30 days in the span of one year. The Coast Guard leveraged this new recall ability almost immediately to respond to flooding in the Midwest in 1973. The authority was essential to the successful response to other contingencies including the Mariel Boat Lift in 1980 and the *Exxon Valdez* oil spill in 1989.

In 1991, Congress passed an amendment that effectively doubled the activation duration limitations to up to 30 days in a four-month period and 60 days in a two year span. The Reserve continued to respond to disasters in the years that followed, including major hurricanes, the attacks on September 11, 2001, and the Deepwater Horizon oil spill. In 2006, Congress once again approved the expansion of the authority to activate reservists for up to 60 days in a four-month period or 120 days in two years. This update also included two significant provisions. The first allowed Title 14 to be used for acts of terrorism, reflecting its successful implementation following the attacks on September 11. Secondly, activations could now be made “to aid in prevention of an imminent” event, recognizing the need to speed up activations following Hurricane Katrina. More recently, in 2014, the limitation of 60 days within a four-month period was removed due to incredible demand for Reserve personnel in response to the Deepwater Horizon oil spill. Changes to Title 14 activation authority over the last half century illustrate the growing demand for federal disaster response and highlight the importance of the Reserve to meet the needs of the Nation.¹



Title 10 of the U.S. Code §12302 Partial Mobilization

In time of national emergency or when otherwise authorized by law, the Secretary concerned may under his or her jurisdiction, without the consent of the persons concerned, order any unit, or Ready Reserve member to active duty for not more than 24 consecutive months.

Following the September 11, 2001, attacks on the World Trade Center and the Pentagon, the United States launched three major military operations: Operation Noble Eagle (ONE), Operation Enduring Freedom (OEF), and Operation Iraqi Freedom (OIF). Reservists mobilized under Title 10 of the U.S. Code §12302 for all three of these operations and continue to activate for various Overseas Contingency Operations. Title 10 of the U.S. Code §12302 authority was also used in response to the coronavirus pandemic (COVID-19) when, on March 13, 2020, the President issued Presidential Proclamation 9994 which declared a national emergency due to the threat COVID-19 posed to the Nation's healthcare system.

Title 10 of the U.S. Code §12304 Presidential Reserve Call-up

The President may order up to 200,000 members of the Ready Reserve (of whom not more than 30,000 may be members of the IRR) for not more than 365 days whenever they determine it is necessary to augment active forces for a named operational mission, or other certain requirements without a declaration of national emergency. Most recently, Reserve Forces supported Operation Unified Response following the 2010 Haitian earthquake.

Title 14 of the U.S. Code §3713

Active Duty for Emergency Augmentation of Regular Forces

The Secretary concerned for the Coast Guard holds a unique activation authority to meet the emergency augmentation needs of the regular Coast Guard to aid in the response or prevention of an imminent, serious natural or man-made disaster, accident, catastrophe, act of terrorism, or transportation security incident. Under Title 14 of the U.S. Code §3713 authority, members of the Coast Guard Ready Reserve can be involuntarily activated for up to 120 days in any two-year period.

Used more frequently than any other activation authority, the Coast Guard applied Title 14 of the U.S. Code to involuntarily activate reservists following Hurricane Katrina (2005) and the Deepwater Horizon oil spill (2010).





5

Reserve Lifestyle

Reservists are citizen-Coast Guardsmen and are part-time members with the same requirements as their full-time, Active Component (AC) counterparts. From 2001 to 2021, the Nation relied upon the Coast Guard Reserve to a greater extent than from 1941 to 2001. In addition to emergency response needs, reservists are often called upon by Coast Guard Units to fill day-to-day operational demands. Reservists bring a wealth of experience from their civilian careers to the military and vice versa. The Reserve represents the capacity to increase AC end strength by approximately 17% at a cost of less than roughly 2% of total Coast Guard budget.¹ This surge capacity has been critical to Coast Guard operational success for over 80 years, especially in the years following the terrorist attacks of September 11, 2001. Reservists maintain readiness across all aspects of their lives to support Coast Guard missions. In addition to personal and professional readiness, they must ensure their families, communities, and employers are prepared for mobilization, given the potential to be recalled to active duty with as little as 48 hours' notice. To remain a *semper paratus*, agile operational capability, reservists must be dedicated to the mission and highly motivated. A career in the Reserve is challenging and rewarding. Reservists comprise highly skilled teams and amass extraordinary amounts of specialized technical and leadership experience over the course of their service that can complement and amplify skills sets from their civilian careers and lifestyles. For those with prior service, the Reserve provides an opportunity to remain affiliated with the Coast Guard and continue service to the Nation.

Balancing Civilian and Coast Guard Life

For reservists, balancing civilian and Coast Guard life is a three-legged stool, consisting of civilian career, Coast Guard career, and family life. Keeping each facet in balance is key to individual success and maintaining a healthy and ready Reserve workforce.

Reservists work and train side-by-side with full-time Coast Guardsmen. Like their AC counterparts, they may serve for the duration of their obligation or continue to serve until retirement. Over the course of their careers, reservists train for activation at their assigned permanent duty stations (PDS) using their allotted annual 48 drill periods and 12 days of active duty, a total of 36 days per year. Within this limited amount of time, reservists earn competencies and qualifications in accordance with their billets and career tracks, effectively preparing them for activation in the event

of a surge or contingency operation. The Service strives to assign reservists close to home, within the reasonable commuting distance (RCD), to help them maintain their civilian careers and educational pursuits while serving in the Coast Guard part-time. The concentration of resources and training in geographic centers of mass and the Flexible Personnel Allowance List (FlexPAL) make it possible for many reservists to remain within the same geographic region for several years, especially early in their careers when there are more billets available for each paygrade. As members advance or promote, they may be required to travel further from their place of residence for Coast Guard duty to gain additional leadership experience or other advanced opportunities. When assigned to units outside of RCD, reservists bear their own travel costs when performing inactive duty drill periods but may be afforded lodging-in-kind, or berthing, for IDT periods. In a typical month, many reservists, especially those in leadership positions, face challenges balancing civilian and military commitments.

A reservist's family and civilian employers have a significant role in a member's service as well. Families lose time with their loved ones because of drills, deployments, and training periods. Civilian employers and coworkers may experience strained resources during a reservist's absence. Commands should understand the tension between an employer's desire to support the Nation and their requirements to maintain the success of their individual enterprise, which can occasionally be challenged by Reserve duty. When the Coast Guard commits to activating a reservist, commands should understand that removing them from the community imparts potential financial and opportunity costs that may be less flexible than the Service's demand signals. Reservists have employment rights in accordance with the *Uniformed Services Employment and Reemployment Rights Act of 1994* (USERRA). The relationship between the reservists and civilian employers



Yellow Ribbon Reintegration Program



The *National Defense Authorization Act of 2008* established the Yellow Ribbon Reintegration Program (YRRP) to assist reservists and their families as they transition between their military and civilian roles, including managing the stress of deployment. By providing information, resources, and programs across the deployment cycle (pre, mid, and post-deployment), YRRP addresses the unique challenges facing the Reserve community, including geographic dispersion and fewer deployment resources compared to AC peers.

YRRP is a multi-Service program and shares a common goal: to help maintain the readiness of the Force and to build stronger, more resilient families. YRRP resides within the Defense Personnel and Family Support Center (DPFSC) in the Office of the Assistant Secretary of Defense for Manpower and Reserve Affairs (OASD (M&RA)). Each Service branch administers YRRP in accordance with their unique Service culture and mission needs. The Coast Guard YRRP, housed within the Assistant Commandant for Reserve (CG-R), partners with local, state, federal, and private resource providers to serve reservists deployed for 90 days or more for contingency or surge operations. Since its establishment in 2009, Coast Guard YRRP has assisted thousands of individuals experiencing deployment with Port Security Units (PSU), Redeployment Assistance and Inspection Detachment (RAID) Teams, Maritime Expeditionary Security Squadrons (MSRON), and domestic units across the U.S.¹



**U.S. Coast Guard
Yellow Ribbon Program**

"For those who serve, and those who support"

is incumbent on the reservist and contingent on clear, timely communication and well-informed supervisors and chains of command. Reservists with concerns regarding reemployment rights are supported via the Employer Support of the Guard and Reserve (ESGR) and their servicing Coast Guard Legal office. Supporting a Reserve career takes a lot of dedication and patience for all of those involved.

There are many facets to effectively supporting reservists, especially those balancing dual careers. Headquarters program managers consider competency and training requirements and shape training to fit within the parameters of time allotted to reservists to perform duty and gain competencies. For example, boarding officer course prerequisites can be completed during IDT for pay and points, thereby reducing in-class training period to their two weeks of active duty. On-the-job training during prerequisite completion ensures the standard of a reservist's qualification is equal to that of their AC counterparts. The need for both practical experience and formal training requires maximizing the productivity of all duty periods.

The length of time a reservist has to report to duty in the event of a contingency or surge balances the need for immediate response with the need for family and employer notifications. During responses to domestic disasters utilizing Title 14 authority, reservists are afforded a minimum of 48 hours notification.² This allows time for reservists and their support team to provide orders ahead of travel. For contingencies that utilize Title 10 authority, 30 days notification is required before members report for duty, though they may voluntarily choose to report sooner. This ensures reservists, their families, and their employers have sufficient time to make adjustments.





Following periods of involuntary activation, reservists are entitled to periods of dwell, depending on the original authorization.³ This provides stability and the opportunity to reestablish civilian careers and family connections prior to subsequent periods of activation. Dwell time was instituted due to the duration of ongoing overseas contingency operations (OCO) in the early 2000s, which resulted in multiple consecutive activation periods for many reservists, impacting retention and force readiness.⁴

Another important legal protection afforded reservists is that they cannot be activated for skills not part of their Coast Guard-assigned competencies, or rating.⁵ For example, if a boatswain's mate is a lawyer in their civilian career, the Coast Guard cannot involuntarily recall them to use their skills as a lawyer, although the member may volunteer for activation to use those skills in Coast Guard service.

SELRES Career Progression

The initial military service obligation (MSO) in the Reserve is an eight-year Ready Reserve commitment. All Reserve personnel are expected to learn their trades and grow into leaders that will manage and guide others. This can be difficult given the time constraints of Reserve duty each year. The average AC member works around 250 days per year while the average reservist works 36 nonconsecutive days per year, approximately 15% of an AC member's annual duty time. Reserve officers and enlisted personnel work at three broad unit types. The first is the typical Coast Guard unit such as a sector, district, or area. This is often called the "blue" side of the Reserve. Reservists also serve at units that support defense operations, such as PSUs and MSRONS. These units are referred to as the "green" side of the Reserve. Lastly, reservists serve at DoD Combatant Commands, which are referred to as "purple" units.



Enlisted Careers

Enlisted reservists select their rate at the time of enlistment and advance after completion of “A” school. Reserve enlisted personnel train across all mission programs in nearly every rating in the Coast Guard and in mission activities that support contingency plan requirements.⁶ Some qualifications, such as a boat coxswain, require a significant amount of hands-on training, so it can take quite a bit longer for a reservist to qualify and advance in their rate. Maintaining a full-time, robust, administrative and Reserve training infrastructure is paramount in order to support the part-time workforce. This empowers members to maximize their focus on competencies and advancement during duty rather than addressing administrative issues. An enlisted reservist may aspire to achieve the role of Command Senior Enlisted Leader (CSEL) as a Chief, Senior Chief, or Master Chief, or they may seek commissioned opportunities.

Officer Careers

Coast Guard officers obtain commission through a variety of programs and may have prior enlisted service, highly desired civilian certifications, or have transitioned to the Reserve from the AC officer corps. A Reserve officer may complete their obligated service time and separate, or they may continue to serve, competing for promotion or retention until retirement. As officers progress to mid-grade ranks, they are expected to assume greater leadership roles, acquire new and diverse skills, and seek out opportunities in broader locales. Reserve Officers must consider the need for flexibility in the assignment process. Senior officers (O-5 and O-6), generally compete for command cadre billets such as Senior Reserve Officers (SRO) of districts and sectors or as Executive or Commanding Officers of

PSUs or Reserve Units at DoD Combatant Commands. Since billets are rare and geographically dispersed senior officers are expected to travel to units outside their RCDs. A Coast Guard officer may be more competitive at promotion boards if they have diversified their assignments across all three categories of units. Unlike ADPL officers, to maintain compliance with control grades, officers who qualify for retirement are reviewed annually for retention. (ADPL captains get reviewed for continuation only once in a career.)

Individual Ready Reserve (IRR) Responsibilities

The IRR is part of the Ready Reserve, and a key part of our response posture in the event of a major emergency. Reservists may spend a portion of their careers in the IRR for either Service-directed or personal reasons. The Coast Guard balances expectations between readiness requirements and an IRR member's limited ability to maintain competencies and qualifications, since skills and proficiency may wane over time. Coast Guard leaders must temper expectations regarding the IRR capability. IRR members are those that have served and trained in active forces or SELRES. It consists of those who have remaining military obligation and those who have completed their obligation and choose to remain ready and responsive in the event of a major contingency.⁷ These members may drill for points towards retirement and may retire after 20 years of qualifying service. By law, Reserve officers must earn a minimum of 50 retirement points per year in order to remain in the IRR.⁸ Those officers who do not earn a "good year" for two consecutive years are transferred to the Inactive Status List (ISL). Following 20 years of qualifying service, enlisted members of the IRR must also earn a 50-point "good year" to



remain in the IRR. However, any year in the IRR during which a member does not earn 50 points is not a qualifying year towards retirement. While they may drill at a Coast Guard unit, members of the IRR are not required to conduct regular drills or complete annual training. All members of the IRR must maintain minimum participation standards such as completion of the Annual Screening Questionnaire (ASQ) and maintaining a sea bag. When a member of the IRR is drilling at a local Coast Guard unit, the unit oversees their performance and completion of their drills. Otherwise, the Personnel Servicing Center (PSC) manages the IRR workforce.

Benefits of Being a SELRES Member

Why do citizens join the Reserve? If you were to survey reservists about their motivations to join, their answers would vary but would likely include the interest in the Coast Guard’s missions, the ability to learn new skills and put those skills into practice. If you surveyed reservists about why they stay in the Coast Guard, their answers would likely include the camaraderie, the challenge, and the missions. There are numerous tangible and intangible benefits to being a reservist, including job satisfaction, service to others and our Nation, working with other service-minded women and men, new opportunities, education, advanced training, pay, retirement benefits, and health care. Once a reservist achieves veteran status, they become eligible for additional federal and state benefits as well.

Reservists earn educational benefits similar to of AC members with a variety of benefits often tied to the performance of active duty, such as GI Bill eligibility, which may be transferable to dependents. Reserve dependents are eligible for a Coast Guard scholarship programs as well. Reserve education benefits also include training available to advance position competencies and professional development,





which may contribute towards credits for higher education through the Coast Guard Education and Training Quota Management Command (ETQC). Education opportunities available to reservists go beyond professional certification and higher education. There is also a great deal of training and education that happens over the course of a reservist's career. Reservists receive top-notch training in a career field of their choice, and formal and informal professional development opportunities exist through military courses and on-the-job training (OJT). OJT gives reservists experience while they learn new skills in their profession. These technical skills, the Coast Guard work ethic and the service culture may also benefit a member's civilian career.

Reservists earn pay based on their rank and length of service. For those conducting inactive duty training (IDT), pay for one drill period is equivalent to 1/30 of an AC member's monthly basic pay. When a reservist is on active duty, their pay and allowances are similar to that of their AC counterparts. The higher a reservist progresses through the ranks and the longer they stay in the service, the more they earn each pay period. A reservist typically works one weekend per month and two weeks per year. (See Chapter 4 for more information on training periods.) In addition to their basic pay during their 12 days of active duty, a reservist also receives housing and subsistence allowances. Reserve Designated Unit Pay (DUP) may also be available to certain enlisted ratings assigned to specific units.

A reservist may qualify for medical and dental care through programs such as TRICARE Reserve Select (TRS) program and the Continued Health Care Benefit Program (CHCBP). In addition, when activated for greater than 30 days, reservists and their families are entitled to regular TRICARE medical and dental



benefits. Reserve members may also elect to receive the Servicemembers' Group Life Insurance (SGLI) plan, providing life insurance at low costs for member and their dependents.

After completing 20 years or more of satisfactory service, a reservist can retire and earn a military pension of monthly retired pay for life starting at age 60, earlier if they qualify for Reserve Early Retirement.⁹ Anyone who affiliated after December 31, 2017, was automatically enrolled under the Blended Retirement System (BRS). BRS combines the legacy annuity system with an investment account through the Thrift Savings Plan (TSP). Those who joined between January 1, 2006, and December 31, 2017, were given the option to enroll in BRS, while all prior members remained in the legacy retirement system. The TSP is available to all reservists, though benefits are only matched via BRS.

Reserve Family Readiness

As mentioned, the Reserve exists to provide the Coast Guard and our Nation a surge force to mobilize for natural and man-made disasters. Reservists may be deployed at short notice to areas around the country or the world. Because of this, Reserve family members should be prepared for this eventuality. Our families sacrifice in order that we may serve. Reserve activation can pose considerable strain on family members and a reservist's community. Reserve readiness and

force resilience depend on reservists' ability to prepare their family and community members for their potential extended or unexpected absence during surge or contingency operations. Commands can support Reserve families through their unit ombudsman to mitigate the stress of activation. The unit ombudsman, who is typically a spouse of an AC member, understands the rhythms and challenges of daily Coast Guard life. Their network of support, linkage to the command, and extensive knowledge of the Coast Guard is critical for the Reserve family, who may be experiencing activation for the first time.

A Family Care Plan (FCP) is a legal document required to ensure dependents and assets are cared for in the event of deployment.¹⁰ Commands require completion of FCPs for reservists assigned to their units. FCPs should be thorough and notarized to prevent uncertainty and complications during an activation period. When reservists are activated for more than 30 days, they and their families become eligible for all the same privileges and benefits as AC families. Reservists activated for 90 days or more are eligible for the Yellow Ribbon Reintegration Program (YRRP), which trains members and their families at each phase of the deployment cycle (pre-deployment, during deployment, and post-deployment) on strategies and resources to mitigate the stress of extended deployments. It provides classes and information on Coast Guard, DoD, federal, state, and non-governmental benefits according to their respective geographic regions and family structures.¹¹

Reservists, their families, and their employers, have supported our missions for over 80 years, adapting with the needs of the Service and the Nation. Our part-time Reserve Force has served during numerous wars and during hundreds of natural and man-made disasters. When our Nation is in need it calls the Coast Guard. When the Coast Guard is in need it calls the Coast Guard Reserve. With "Professionalism, Preparedness, and Patriotism," the Reserve community has answered every call.





Conclusion

This doctrine demonstrates the dynamic history, capability and strength of the Reserve as a dedicated asset and force multiplier for the Coast Guard. Founded on enduring principles of “Professionalism, Preparedness, and Patriotism,” reservists serve faithfully across all mission programs. They train locally within geographic centers of mass to deploy domestically and globally in response to man-made and natural disasters.

As members of a contingency-based workforce, reservists balance civilian careers and family commitments with their Reserve responsibilities to maintain the highest levels of readiness to respond at a moment’s notice to a broad range of contingencies. Individually, they bring military and civilian skill sets and outside professional perspectives to the Coast Guard. As a key piece of the Coast Guard’s fully integrated workforce, they serve side by side with the Active Component, Civilians, and Auxiliarists, bringing diverse cultures and experience that contribute to collective mission success.

Reservists adhere at all times to the core values: Honor, Respect, and Devotion to Duty. Standing on the shoulders of the past, they advance their legacy as the Coast Guard’s only dedicated, ready, and responsive surge force. They will continue to achieve mission excellence.

Semper Paratus.



Glossary

Activation – Ordered to active duty other than for training in the federal service. (DoDI 1235.12)

Active Component (AC) – The Coast Guard’s AC consists of members who are in the Coast Guard as their full-time occupation, including members of the Reserve Component (RC) on Extended Active Duty (EAD), but not including Reserve Component Managers (RCM) or other members of the RC on other types of active duty orders.

Active Duty (AD) – Full-time duty in the active military service of the United States, including active duty or full-time training duty in the RC. Includes but may not be limited to activations under the authority of §§12301(a), 12301(b), 12301(d), 12302, and 12304 of 10 U.S. Code (DoDI 1235.12) and §3713 of Title 14 U.S. Code.

Active Duty for Training (ADT) – A period of active duty service that is used for training members of the RC. There are three types of ADT, Initial Active Duty for Training (IADT), Active Duty for Training – Annual Training (ADT-AT), and Active Duty for Training – Other Training Duty (ADT-ODT). (COMDTINST 1001.2 (series))

Augmentation – Activity performed by a RC member which supports daily or surge operations. This can include but is not limited to serving as a qualified member of a boat crew or boarding team, standing watches and fulfilling positions in the unit’s Watch Quarter Station Bill, and/or providing administrative or logistical support to the unit. Proper augmentation supports position-based competencies of the RC member.

Augmentation Training – a historical term coined in the 1970s when the RC focus expanded from Defense mission preparedness to supplementing daily Coast Guard operations while training the RC. This concept is replaced by modern position-based competency training.

Contributory Support – any support of daily Coast Guard operations that does not prioritize training or readiness; an inappropriate use of Reserve resources during augmentation (i.e. mowing the grass, organizing workspaces, or other projects that do not contribute towards attainment of required competencies).

Demobilization – The process necessary to release from active duty, or federal service, units and RC members who were ordered to active duty (other than for training) or who were called to federal service. (DoDI 1235.12)

Deployment – The movement of forces into and out of an operational area. (Joint Pub 3-35)

Employer Support of the Guard and Reserve (ESGR) – a Department of Defense program that supports cooperation between civilian employers and reservists. They may assist in conflict resolution arising from military commitments and provide training to service members and employers.

Family Care Plan – A document that outlines, on service-specific forms, the person(s) who shall provide care for members' dependent family members in the absence of the member due to military duty (training exercises, temporary duty, deployments, etc.). The plan outlines the legal, medical, logistical, educational, monetary, and religious arrangements for care of the members' dependent family members. The plan must include all reasonable foreseeable situations and be sufficiently detailed and systematic to provide for a smooth, rapid transfer of responsibilities to the caregiver in the absence of the member. (DoDI 1342.19)

Flexible Personnel Allowance List (FlexPAL) – A CG-R initiative to align RC billets to units that have the capacity to support RC training by shifting long term vacant billets to units that have long term multi-encumbrances. (COMDTINST 5420.1)

Full-Time Support (FTS) – Personnel assigned to organize, administer, instruct, recruit, train, and perform other functions required on a daily basis in the execution of operational missions and readiness preparation of the RC (COMDTINST 5320.3A)

Homeland Defense (HD) – Homeland Defense is the protection of United States sovereignty, territory, domestic population, and critical infrastructure against external threats and aggression or other threats, as directed by the President of the United States. (Joint Pub 3-27)

Homeland Security (HS) – Homeland Security is a concerted national effort to prevent terrorist attacks within the United States; reduce America's vulnerability to terrorism, major disasters, and other emergencies; and minimize the damage and recover from attacks, major disasters, and other emergencies that occur. (Joint Pub 3-27)

Inactive Duty Training (IDT) – Authorized training performed by a member of a RC not on active duty or Active Duty for Training and consisting of regularly scheduled unit training assemblies, additional training assemblies, periods of appropriate duty or equivalent training, and any special additional duties authorized for RC personnel by the Secretary concerned, and performed by them in connection with the prescribed activities of the organization in which they are assigned with or without pay. (Joint Pub 1)

Incident Command System (ICS) – A standardized approach to the command, control, and coordination of on-scene incident management, providing a common hierarchy within which personnel from multiple organizations can be effective. ICS is the combination of procedures, personnel, facilities, equipment, and communications operating within a common organizational structure, designed to aid in the management of on-scene resources during incidents. It is used for all kinds of incidents and is applicable to small, as well as large and complex incidents including planned events. (FEMA 2017) National Incident Management System, 3rd Edition.)

Individual Ready Reserve (IRR) – A manpower pool consisting of individuals who have had some training or who have served previously in the AC or in the Selected Reserve and may have some period of their military service obligation remaining. (Joint Pub 4-05)

Integration – 1. The Coast Guard program which combined RC and AC individuals under a single chain of command and Human Resources management structure. 2. The process of an individual Reserve Officer or Enlisted member transferring from the RC to the AC.

Mission Activities – Operational activities that contribute towards the Coast Guard’s six operational mission programs, such as waterside and landside security, multi-mission boat operations, container inspections, and emergency management.

Mission Support – Coast Guard Mission Support consists of six core communities: Human Resources; Engineering and Logistics; Command, Control, Communications, Computers, Cyber, and Information Technology (C5IT); Acquisition; Operational Logistics; and Human Performance and Readiness. Integrated into a single enterprise, these interlocked communities work cooperatively to achieve their common goal, ensuring that their primary customers, Coast Guard operators, are fully prepared to accomplish and sustain their missions. (Doctrine for Mission Support, MS-0)

Mobilization – The process by which the Armed Forces of the United States, or part of them, are brought to a state of readiness for war or other national emergency. (Joint Pub 4-05) This may include activating all or part of the RC as well as assembling and organizing personnel, supplies, and materiel. Mobilization of the military services includes but is not limited to these categories: full mobilization, partial mobilization, and Presidential Selected Reserve Call-Up (DoDI 1235.12) This term applies to steps that are necessary to prepare members or units for war or other contingency, such as training and equipping prior to deployment. Mobilization can apply to both the RC and AC.

On-the-Job Training (OJT) – Training normally conducted at the duty station by unit personnel. OJT provides unit specific knowledge and skills to improve an individual’s job performance. (COMDTINST M1500.109 (series))

Operational Mission Enablers – Coast Guard functions that tie operational missions and mission support together to achieve mission success, such as Cyber Operations, Legal, External Affairs, Intelligence, Criminal Investigations, and RC Leadership.

Operational Mission Programs – The Coast Guard’s six Mission Programs are Defense Operations, Maritime Security Operations, Maritime Law Enforcement, Maritime Response, Maritime Prevention, and Marine Transportation System Management.

Operational Plan (OPLAN) – A complete and detailed plan containing a full description of the concept of operations, all annexes applicable to the plan, in a time-phased force and deployment list. (Joint Pub 5-0)

Permanent Duty Station (PDS) – The post of duty or official station, including a ship and a vessel’s or a ship-based staff’s home port, to which a member is assigned or attached for duty other than “temporary duty.” (COMDTINST M1000.8A)

Posse Comitatus – Latin phrase meaning “power of the county,” which today we call law enforcement. The Posse Comitatus Act of 1878 restricted the powers of federal government to use federal military personnel to enforce domestic laws in the U.S. As a federal law enforcement agency and an armed service, the Coast Guard is exempt from the limitations of Posse Comitatus.

Readiness – The ability of military forces to fight and meet the demands of assigned missions. (Joint Pub 1)

Ready Reserve – The Selected Reserve and Individual Ready Reserve available for active duty as prescribed by law (Title 10 of the U.S. Code §§10142, 12301, and 12302). (Joint Pub 4-05)

Reasonable Commuting Distance (RCD) – A 100-mile radius of the drill site that does not exceed a distance that can be traveled by automobile under average conditions of traffic, weather, and roads within three hours. (32 CFR 100.6(e)(1))

Request for Forces (RFF) – A request from a supported Commander for mission-specific training, personnel, and/or equipment to support an assigned mission.

Reserve Component (RC) – The Armed Forces of the United States Reserve Component consists of the Army National Guard of the United States, the Army Reserve, the Navy Reserve, the Marine Corps Reserve, the Air National Guard of the United States, the Air Force Reserve, and the Reserve. (Joint Pub 4-05)

Reserve Early Retirement – Reduced age of receipt for retired pay for Reserve service. Ready Reserve members who serve on active duty as defined in Title 10 U.S. Code §101, under limited circumstances, will have their eligibility age for receipt of retired pay reduced below 60 years of age by three months for each aggregate of 90 days for which the service members serves on qualifying active duty. (DoDI 1215.07)

Reserve Force Readiness System (RFRS) – The Mission Support System employed for the organization, administration, recruiting, instruction, and training of the Reserve. (COMDINST 5320.3(series))

Reserve Strength – The numbers of personnel in the RC, limited by Section 411 of the National Defense Authorization Act (authorized Reserve Strength).

Reserve Training Position (RTP) – The billet to which a RC member is assigned for Inactive Duty Training (IDT) and Annual Training (AT). (COMDTINST 5420.1)

Retired Reserve – All Reserve members who receive retirement pay on the basis of their active duty and/or Reserve service; those members who are otherwise eligible for retirement pay but have not reached age 60 and who have not elected discharge and are not voluntarily members of the Ready Reserve or Standby Reserve. (Joint Pub 4-05)

Selected Reserve – Consists of members of the Ready Reserve designated as essential to contingency requirements and have priority over all other Reserve elements (COMDTINST M1001.2 (series)) The trained, ready reservists authorized to drill for pay or for points who are the first to be recalled. Reservists in an active status who may be involuntarily or voluntarily called to active duty to augment the active forces. (DoDI 1235.12, DoDI 1215.06)

Senior Enlisted Reserve Advisor (SERA) – A position designated for E7 – E9 RC members that reports directly to the commanding officer/officer-in-charge to advise the command on Reserve policy, training funding sources, individual reservist issues, and Reserve billet management. SERAs work in conjunction with Reserve Senior Enlisted Leaders, Senior Reserve Officers, and Reserve Force Readiness Staff members to ensure RC members assigned to their unit are supported as needed to meet their readiness and training requirements. (COMDTINST 1306.3)

Senior Reserve Officer (SRO) – A position designated at major Coast Guard units. The SRO serves an advisor to the unit commander as a subject matter expert on Reserve

issues and the primary advocate for assigned RC personnel. Additionally, the SRO serves as mentor to junior Reserve personnel and partners with the Reserve Senior Enlisted Leader on actions, decisions, and recommendations that affect assigned personnel. (COMDINST 5320.4(series))

Standby Reserve – Those units and members of the RC (other than those in the Ready Reserve or Retired Reserve) who are liable for active duty only, as provided in Title 10 of the U.S. Code §§10151, 12301, and 12306. (Joint Pub 4-05)

Statutory Missions – As codified in the *Homeland Security Act of 2002*, the U.S. Coast Guard is statutorily responsible for 11 missions. They are divided into two parts: Homeland Security Missions and Non-Homeland Security Missions. The Homeland Security Missions are Ports, Waterways, and Coastal Security; Drug Interdiction; Migrant Interdiction; Defense Readiness; and Other Law Enforcement. The Non-Homeland Security Missions are Marine Safety; Search and Rescue; Aids to Navigation; Living Marine Resources; Marine Environmental Protection; and Ice Operations.

Supported Commander – In the context of a support command relationship, the commander who received assistance from another commander’s force or capabilities, and who is responsible for ensuring that the supporting commander understands the assistance required. (Joint Pub 3-0)

Supporting Commander – 1. A commander who provides augmentation forces or other support to a supported commander or who develops a supporting plan. 2. In the context of a support command relationship, the commander who aids, protects, complements, or sustains another commander’s force and who is responsible for providing the assistance required by the supported commander. (Joint Pub 3-0)



Endnotes

Chapter 1

- 1 *Title 10 of the U.S. Code §10102.* (2011). Purpose of reserve components.
- 2 U.S. Department of Homeland Security. (2020). *The DHS Strategic Plan Fiscal Years 2020-2024.*
- 3 *Homeland Security Act of 2002*, Title 6 of the U.S. Code. §468 (2002). Preserving Coast Guard mission performance.
- 4 U.S. Department of Homeland Security. (2016). *U.S. Coast Guard Overview.*
- 5 U.S. Coast Guard. (2006). Touchdown Project.
- 6 Clapp, D.E. (2009). Role of RPA in Integration of CGR. *Reservist*, 56 (3), 28-30.
- 7 U.S. Coast Guard. (2014). *Commandant Instruction 5320.4(series) Reserve Force Readiness System (RFRS) Staff Element Responsibilities.*
Clapp, D.E. (2009). Role of RPA in Integration of CGR. *Reservist*, 56 (3), 28-30.
- 8 U.S. Coast Guard. (2014). *Commandant Instruction 5320.4(series) Reserve Force Readiness System (RFRS) Staff Element Responsibilities.*

Chapter 2

- 1 Devlin, A. (2016) National Defense: The History of One of the Coast Guard Reserve's Most Important Missions. *Reservist*, 63 (1), 30-35.
- 2 Thomson, R. J. (1992, September/October). SPAR Golden Anniversary. *Reservist*, 15-18.
- 3 Devlin, A. (2016) National Defense: The History of One of the Coast Guard Reserve's Most Important Missions. *Reservist*, 63 (1), 30-35.
- 4 Devlin, A. (2017). Hidden Figure: The Man Who Led the Effort to Save the Coast Guard Reserve. *Reservist*, 64, (2), 19-23.

- 5 Brooks, L. (2018). Coast Guard Captain of the Port A Brief History. *Proceedings*, 75 (2), 14-18. https://www.dco.uscg.mil/Portals/9/DCO Documents/Proceedings Magazine/Archive/2018/Vol75_No2_Fall2018.pdf.
- 6 Various sources are conflicting as to how many reservists were on active duty during the Korean War. Involvement was minimal in comparison to other surge or conflict periods, but important to mention as it illustrates continuous RC contribution to the national Coast Guard effort.
- 7 Devlin, A. (2016). Integration: The Re-Alignment Effort that Re-Focused Reserve Training and Augmentation. *Reservist*, 63 (3), 28-33.
- 8 The term “notional” refers not to something theoretical, but rather, a pilot program to prove the concept of Port Security Units. The early trial by fire successes of the first three PSUs paved the way for the eight PSUs the Coast Guard has today.
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Chapter 3

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- 3 U.S. Coast Guard. (2020). *Commandant Instruction 1306.1(series) Command Senior Enlisted Program.*
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Chapter 4

- 1 *Title 10 of the U.S. Code § 10102.* Purpose of reserve components.
- 2 U.S. Coast Guard. *Commandant Instruction Manual 1001.28 (series) Reserve Policy Manual.*
- 3 *Title 10 of the U.S. Code §651.* Members: required service.
- 4 U.S. Coast Guard. *Commandant Instruction Manual 1001.28 (series) Reserve Policy Manual.*
- 5 *Title 10 of the U.S. Code §12301.* Reserve components generally. & §12306. Standby Reserve.
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 - 17 *Title 10 of the U.S. Code § 12301(d)* Reserve components generally.
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Chapter 5

- 1 Calculations based off FY20 Authorized End Strength and Reserve Appropriations.
- 2 *Title 14 of the U.S. Code §3713.* Active duty for emergency augmentation of regular forces.
- 3 Office of the Under Secretary of Defense for Personnel and Readiness. (2016). *Department of Defense Instruction 1235.12 Assessing the Reserve Component.*
- 4 See Force Generation Model in *Joint Publication 3-35, Deployment and Redeployment Operations (2018).*
- 5 The Reserve Component Common Personnel Data System (RCCPDS) contains civilian employment information (CEI). The wave of mobilizations after the September 11, 2001 attacks left the civilian community with a lack of first responders. CEI was subsequently developed in order to track cross-service activations of civilian labor

communities across the Nation. The Defense Management Data Center (DMDC) manages this information for uniform visibility across the Reserve Components. This prevents depletion of critical skills from the civilian sector during periods of widespread activations. *Coast Guard Reservists* report their civilian employment information in Direct Access when they complete the Annual Screening Questionnaire (ASQ).

- 6 For further reading on building Coast Guard Operational Plans see *Commandant Instruction 3120.4A (2009) Coast Guard Standard Operational Planning Process/ Global Force Management*.
- 7 *Title 10 of the U.S. Code §651*. Members: Required service.
- 8 *Title 10 of the U.S. Code §12642*. Standards and qualifications: result of failure to comply with.
- 9 *Title 10 of the U.S. Code §12731*. Age and service requirements.
- 10 U.S. Coast Guard. *Commandant Instruction Manual 1001.28 (series) Reserve Policy Manual*.
- 11 Section 582 of Public Law 110-181
Office of the Under Secretary of Defense for Personnel and Readiness. (2019). *Department of Defense Instruction 1342.28 DoD Yellow Ribbon Reintegration Program*.



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SEPTEMBER 2021