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**MASTER OF MILITARY STUDIES**

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**TITLE: USMC MANPOWER: SETTING CONDITIONS FOR MANPOWER OFFICER  
DEVELOPMENT FOR THE FUTURE**

**SUBMITTED IN PARTIAL FULFILLMENT  
OF THE REQUIREMENTS FOR THE DEGREE OF  
MASTER OF MILITARY STUDIES**

**AUTHOR: MAJOR SHANELLE A. PORTER**

**AY 17-18**

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Date: 9 MAY 18

## Executive Summary

**Title:** USMC Manpower: Setting Conditions for Manpower Officer Development for the Future

**Author:** Major Shanelle A. Porter, USMC

**Thesis:** With such an increased focus on developing the Marine Corps' capability to manage talent and granting Commander's access to high-quality human capital, the Corps must ensure that it provided its units with well-trained and educated manpower management specialists who are employed as the true professional bridge between the group and HQMC. In support of this, the Corps must also codify administrative standards by publishing a corresponding doctrine and establishing an O-6/Colonel-led advocacy branch at the Service level to oversee these initiatives.

**Discussion:** According to the Marine Corps Military Manpower Modernization Campaign Plan published on June 30, 2017, *"the Marine Corps intends to modernize the 01XX Occupational Field which specializes in bringing manpower management capabilities and administrative expertise to Marines and Commanders serving as the professional bridge between DC, M&RA's Vision, Mission, Goals, and operational tactical resource execution and support."* However, an organization cannot modernize a capability if that capability does not exist. The 0102 manpower officers, the senior administrators of the Marine Corps, are not specialists in manpower management and they are not serving as the professional bridge between the unit and Headquarters Marines Corps (HQMC). The primary reason for this problem is that the manpower officers are not adequately trained, educated, and employed to meet a unit's needs in placing the right person, in the right place, at the right time, with the right skills and training, otherwise known as talent management.

**Conclusion:** The Marine Corps will not make a manpower management specialist overnight, but it can begin making changes toward that end. The 0102 manpower officer, on the whole, has not evolved to meet the demands of the future operating environment, and that is because the leadership does not respond like there is anything wrong with the community. The 0102 manpower officer community is not diverse enough in all aspects of manpower management to critically think of solutions to better function in the role of manpower management. This lack of critical thinking does not lend itself to optimal support expertise to the commanding officer. However, it is not the fault of the manpower officer. The officer goes where they are called to go, and they fill the positions they are required to fill. The Marine Corps must set the conditions to make a manpower expert to meet the DC, M&RA commander's intent on granting Commanders access to high-quality human capital to win battles in the future operating environment. To set these conditions, it will require doctrine that will establish a standard that is not there. It will require updates to training, education, and experience through enhanced career development to adapt to those standards. Finally, it will require a uniformed leadership located at the HQMC level to ensure that the 0102 Manpower Officer is always evolving and meeting the demands of his commanders need for a manpower officer. If the Marine Corps does not change, its enemies may eventually exploit the gap in our personnel planning and management, and the Corps will not be prepared to win this nation's battles.

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## *Preface*

The basis for this paper stemmed from my desire to understand my military occupational specialty as a Manpower Officer better. I wanted to learn its history, its evolutionary journey, and its' importance to the Marine Corps and the future operating environment. Through my readings of multiple past published articles and academic papers and conducting numerous personal interviews with experienced senior officers in the field, I not only received a valuable history lesson about the field of administration (one that I think members in the field should document) but I also received interesting perspectives from intelligent and competent senior administrators on Marine Corps administration, as they see it. My conversations with each officer were long, passionate, and thought-provoking. These perspectives, I believe will help to shape me in my future approach to how I support M&RA, my occupational field, my commanders, and my Marines in the future.

A majority of what I have written in these pages does not account for the multitude of ideas that would make the field of 0102 manpower officer better. However, I hope that it can provide some quality conversations and an approach to preparing the Marine Corps' senior administrators – the 0102 manpower officer, for the future operating environment. Moreover, I hope that the field will eventually come to a point where we are operating in the best interest of the individual Marine manpower officer, the commanders we will serve, and most importantly, the institution.

I would like to thank and acknowledge: Colonels Reginald Hairston, James McLaughlin, Casey Taylor, and Stacy Taylor; Lieutenant Colonels Rory Aldridge, Barron Taylor, Joseph Donald; and Majors Mabel Annunziata and Bill Tamayo. Through their contribution of time and source documents, as well as allowing me to share ideas about the state of administration in the Marine Corps, I was able to gain an insight and understanding that helped shape my thoughts in preparing the 0102 manpower officer for the future.

I extend a special thanks to the Leadership Communications Skills Center team. They were patient and willing to read every single draft that I sent their way. Additionally, they would always make themselves available to every student by offering classes and their time during the workday.

Additionally, I would like to thank my mentor Dr. Bradford Wineman who challenged and educated me on how to approach this subject; and my military faculty advisor Lieutenant Colonel John Fuglem, Norway, as well as my civilian faculty advisor Dr. Paul Gelpi. These gentlemen encouraged me throughout the school's curriculum to endure the process and gain as much knowledge and experience out of it to make me a better officer and to meet my goals of improving my written communication.

Finally, I would like to thank my family, especially my Cousin Kanisha Walker Criss, my Sisters-in-Law Heather Porter, Tanya Bowers Porter, my Brother William McCray, and my Mother Marilynne McCray for standing by me throughout this writing process. They encouraged me never to give up, follow my instincts, and continue to write. They reminded me that if I felt it necessary enough to write about it, it must be important to write about – at least to me.

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## **THE PROBLEM**

According to the *Marine Corps Military Manpower Modernization Campaign Plan* published on June 30, 2017:

...the Marine Corps intends to modernize the 01XX Occupational Field which specializes in bringing manpower management capabilities and administrative expertise to Marines and Commanders serving as the professional bridge between DC, M&RA's Vision, Mission, Goals, and operational tactical resource execution and support.<sup>1</sup>

However, an organization cannot modernize a capability if that capability does not exist. The 0102 manpower officers, the senior administrators of the Marine Corps, are not specialists in manpower management and they are ill-prepared for serving as the professional bridge between the unit and Headquarters Marines Corps (HQMC). The primary reason for this problem is that the manpower officers are not adequately trained, educated, and employed to meet a unit's needs in placing the right person, in the right place, at the right time, with the right skills and training, otherwise known as talent management. With such an increased focus on developing the Marine Corps' capability to manage talent and granting Commander's access to high-quality human capital, the Corps must ensure that it provided its units with well-trained and educated manpower management specialists who are employed as the true professional bridge between the group and HQMC. In support of this, the Corps must also codify administrative standards by publishing a corresponding doctrine and establishing an O-6/Colonel-led advocacy branch at the Service level to oversee these initiatives.

### **The “Manpower Officer” Misnomer**

According to the Marine Corps Administration Procedures Manual, manpower officers serve as advisors to commanders for the unit's administrative matters. These matters include the four functional areas of administration – general, operational, manpower, personnel.<sup>2</sup> However, manpower officers' initial training, and, for most manpower officers, their subsequent experience for the first 10 years of his/her career, is in general administration, with very minimal exposure

to operational, manpower, and personnel administration.<sup>3</sup> Therefore, there are missing administrative capabilities that lend itself to commanders and staffs to not necessarily expect or trust a company grade manpower officer to have the requisite expertise and knowledge in all the functions of administration. Specifically, the manpower officer is absent the expertise for manpower management, whereby he/she is responsible for the management of all Marine Corps personnel under a relevant commander's authority. Tasks for this responsibility include personnel assignments, force generation, force augmentation, senior leader management, career counseling, planning, and retention for active duty personnel, promotions and promotion selections, official military personnel file management, military awards, performance review and evaluation.

In 2015, Commanding General, Training and Education Command (TECOM) approved the MOS title change from 0180 Adjutant to 0102 manpower officer with the corresponding MOS Manual summary revision in an attempt to encompass the full scale of their administrative roles and responsibilities, particularly emphasizing their manpower management responsibilities.<sup>4</sup> However, a title and definition change did not make the manpower officer more knowledgeable or give him/her more credibility as it related to manpower management, or the Marine Corps made any changes to initial training to increase manpower management knowledge or expertise. According to Personnel Administration (PA) School Commanding Officer Lieutenant Colonel Casey Taylor, manpower management is still not a point of emphasis at the Basic Manpower Officer Course (BMOC). He states, "general administration is what we know and what we are comfortable with, and it is typically how they [the manpower officer] is first employed."<sup>5</sup> Therefore, many manpower officers still do not understand how to proactively and effectively manage and advise the commander on the functional area of manpower

management, and there is no formal tie to its Headquarters Marine Corps functional agency - Manpower and Reserve Affairs.

### **The Broken Link Between the Manpower Officer and M&RA**

The professional bridge, or link, between a unit and Manpower and Reserve Affairs (M&RA) is supposed to be the 0102 manpower officer filling the role of the G-1/S-1.<sup>6</sup> However, M&RA allows individual functional areas (i.e. G-2/S-2, G-3/S-3, G-4/S-4, etc.), chiefs of staff, executive officers, and senior enlisted advisors to contact monitors at M&RA directly with limited coordination with their G-1/S-1.<sup>7</sup> These non-0102 manpower officers seek to get the personnel they desire by working across sister organizations and using ad hoc and stove-piped manpower management systems that do not account for the unit's manpower needs as a whole, or for the needs of the Marine Corps at large.<sup>8</sup> For this reason, most G-1/S-1s are solely relegated to reacting to manpower management dilemmas or new manpower requirements and exclusively reporting personnel strength.<sup>9</sup> Therefore, the G-1/S-1s are not the formal drivers of a unit's manpower requirements, equating to a broken link between the manpower officer and M&RA. The baseline reasons for this broken link is that many manpower officers do not understand how to manage and advise the commander on manpower management proactively and effectively. There is a lack of transparency between the Marine Corps' units and M&RA, and no formal linkage between the manpower officer and M&RA.

Even if the manpower officer were well-versed in manpower management, the broken link between the manpower officer and M&RA leads G-1/S-1s to create additional ad hoc and stove-piped systems to gain insight into their manpower picture when those products already exist in some format M&RA. According to the Assistant Chief of Staff/G-1, III Marine Expeditionary Force Colonel Stacey Taylor, M&RA does not provide standard reports of manpower information or access to relevant manpower management systems to the G-1/S1s that

would readily inform units of the manpower requirements M&RA are seeking to fill and what requirements they plan to fill.<sup>10</sup> Having this information could give the G-1/S-1s the leverage to be proactive and earn credibility with commanders and staffs, especially if the manpower officer was trained and educated on how to translate requirements into manning.

Additionally, having an underutilized link between the manpower officer and M&RA diminishes the emergent need for change in how manpower management is handled at the unit level based on the pervasive need to improve the way the Marine Corps wants to gain access to high-quality human capital and manage the talent of its Marines.<sup>11</sup> Moreover, the Corps is missing a key lever in not having its representative, the manpower officer, at every unit who can expertly serve and liaise in achieving the Marine Corps manpower management and talent management goals in the operating forces, supporting establishments, and training and education.

Repairing the link between the manpower officer and M&RA, the Marine Corps can build and leverage the professional bridge between the unit and M&RA to achieve an all-around winning scenario when it comes to manpower management, the success of Marine Corps units, and building up the manpower management capability in its manpower officers. By considering some or all of the areas of discussion in this paper to include improvements in manpower officer training, education, employment, alignment, doctrine, and advocacy, the Marine Corps can begin to set conditions for the Marine Corps Operating Concept 2016 fifth critical task involving the Human Resources Development Process (HRDP).<sup>12</sup>

### **Underdeveloped Training and Education**

As summarized in the Administration Training and Readiness (T&R) Manual, the T&R Program is the Marine Corps' primary tool for evaluating, planning, and conducting training, as well as assessing training readiness for mission essential tasks.<sup>13</sup> By establishing the five critical tasks to the MOC, the Commandant of the Marine Corps sets the conditions for the Marine

Corps' functional agencies to re-evaluate its individual events related to those essential tasks. For the administrative related-task, which reads: "Exploit the competence of the Individual Marine."<sup>14</sup> To achieve this task, otherwise known as talent management, the 0102 manpower officers must be competent in their manpower management role; and that competence begins and enhanced with training and education.

Currently, the training and education system for Marine Corps 0102 manpower officers are based on an existing paradigm that focuses mainly on general administration for training, and publications review with minimal practical application exercises for education. To that end, if much needed changes were identified, Personnel Administration School does not have the time and resources available to expand its curriculum to accommodate additional manpower management training and education. As a matter of fact, most of the manpower management training and education must occur in the field as on-the-job training (OJT), but because there is no standard or shared manpower systems across the Service, manpower management is being taught in many different ways, with ad hoc systems as the basis for that training and education.

The Administration T&R Manual lists an approved set of tasks and standards of performance for those indexed individual events associated with manpower management.<sup>15</sup> According to Lieutenant Colonel Taylor, PA School CO, the performance steps, based on the current operating environment are incomplete; and some of the associated initial training settings should be shifted from "MOJT" [Marine On-the-Job Training] to "Formal" [formal school training].<sup>16</sup> Additionally, the most updated publication of the manual was in 2012 – three years before the 0102 manpower officer MOS title change and summary revision. Moreover, even though commanders who are responsible for assessing task deficiencies relating to their mission essential tasks, the problem persists because 0102 manpower officers are not directed, or do they

voice a need, to attend the two-week T&R conference held every three years to influence how the curriculum, and what is taught at PA School and the units.<sup>17</sup> Instead, manpower officers are independently training to these performance steps, when these steps should be analyzed, designed, developed, and documented to ensure a common way of doing business across the Marine Corps.

Accordingly, even if PA School added those individual indexed events to the periods of instruction (POI) at PA School, the current time that the Marine Corps has allotted to effectively train to these events' associated tasks and standards of performance is inadequate for both the basic and advanced level manpower officer courses. In 48 days, entry-level 0102 manpower officers' exposure to all four administrative functions (general, operational, personnel, manpower) is imbalanced (refer to table 1). Lieutenant Colonel Taylor opines that manpower management is still not a point of emphasis at the Basic Manpower Officer Course (BMOC). He states, “general administration is what we know and what we are comfortable with, and it is typically how they [the manpower officer] is first employed.”<sup>18</sup> Therefore, BMOC is designed to train students on the preponderance of general administration and does not provide enough training in the realm of manpower management training.

In 10 days, the advanced level 0102 manpower officers course, called the Manpower Officer Course (MOC), is effective in familiarizing the students with manpower management tools and references, but like the BMOC, it is rushed, and therefore ineffective in achieving the educational benefits on the complexities of manpower management. After having served as a Marine Corps administrative officer for four to six years, the advanced-level manpower officer, receives a more pedagogical approach to learning and teaching, when it should be an andragogical approach.<sup>19</sup> It is more important in the advanced course to learn through practical

application and to apply critical thinking to problem sets. There is only one course instructor for the entire period who bases the terminal learning objectives achieved on a test at the end of the course assessing how much information the student's retained over the course of the ten-day period. According to one Manpower Officer Course student's end of course critique, "Make this course longer...The test cannot measure my performance on the subject matter without some practical application being administered."<sup>20</sup> Therefore, in an attempt to provide more advanced education in manpower, it still returns manpower officers to the operating forces with a familiarization of references, maybe shared practices, and a completion certificate.

Supposing that the manpower officers received additional training and education, more time, and appropriate resources at PA School, the Marine Corps must develop a formalized integration or link to M&RA in the training and educational phases of a manpower officers career. This addition would be necessary to bolster a new or career-level manpower officer's administrative functional understanding, linkage to M&RA, and gain insight into manpower's functional role and its relevance in the operational planning process.

### **A Flawed Career Development Model**

The Marine Corps relies on an unofficial career development model that applies to all of its officers regardless of MOS. Thereby, a Marine's monitor follows a generic plan that transitions an officer between an operational unit, a supporting establishment, and a resident school, while assigning the officer to key billets, to make them competitive for promotion, along the way. Unfortunately, for the manpower officer some of those key billets do not coincide with manpower management development and experience. For example, as a lieutenant colonel, the 0102 manpower officer is more competitive as a Security Battalion or Marine Security Guard Commanding Officer than he/she is as a division-level assistant chief of staff/G-1, which is an O-

6/Colonel chargeable billet, and key to developing this officer's expertise in an operating unit at a very senior level.

With that, the Marine Corps has not identified key billets that would make a 0102 manpower officer competitive for promotion and provide its operating units or M&RA with manpower officers who have a depth and breadth of manpower expertise and knowledge in all aspects of manpower to include the areas of manpower requirements, development, assignments, and recruiting. Consequently, there are a significant shortage of 06/Colonel with a manpower officer background. According to Lieutenant Colonel Donald, he estimates that there are only six O-6/colonels with an 0102 manpower officer background to fill a requirement for approximately 11 O-6/colonel chargeable billets across the Marine Corps and joint service. Consequently, there are five O-5/lieutenant colonels filling an O-6/colonel's billet, creating shortfalls for O-5/lieutenant colonels.<sup>21</sup> These shortages lessen the likelihood of providing commanders with the expertise and authority they require to operate effectively in the realm of manpower management.

Furthermore, within the individual operating forces units, M&RA is placing second lieutenants as principal staff officers at the battalions directly out of BMOC. This placement puts the second lieutenant at a considerable disadvantage because everyone knows more about their job than they do. Consequently, the command and staff members, wittingly or unwittingly, marginalize or bypass these young officers when it comes to two of their manpower management essential tasks, which are "supervise unit staffing" and "manage personnel sourcing for Manning Document." Therefore, functional area representatives who should be the resource for these tasks, they become the driver for the unit's manpower management.

The most damaging effect of this placement is that it does not begin the process of developing this young manpower officers' skillset of planning for future manning requirements. If only these manpower officers were under the guidance and mentorship of a more experienced manpower officer who is more developed and trained, when M&RA or the major subordinate command G-1 does assign them as a principal staff of a battalion, they will enter with a functional understanding of their tasks in manpower management. Moreover, by appropriately aligning the second lieutenant at major subordinate commands (MSCs), this placement would, in theory, lead to M&RAs reach to the unit, a more competent advisor to the commander on all administrative matters, and exposes this officer to the proper way of thinking about, and conducting, manpower management operations.

Ideally, for a field as important as manpower, there must be a career development model for the 0102 manpower officer that leads to the Corps having more well-developed human resources officers who can lead at M&RA, and can be aligned toward becoming a general officer. Accordingly, manpower officers are grossly underrepresented at M&RA with only 4.8 percent (6 of 125 chargeable billets) identified as an 0102 manpower officer active duty requirement (see figure 9). Additionally, manpower is the only functional area represented in a unit's principal staff (the G/S-sections) who does not have a general officer (GO), or even colonel, with its functional area background (manpower) resident in its functional HQMC agency, M&RA. However, if that GO, or colonel, was resident at HQMC, the competitive pathway that led to that accomplishment took him/her off the path of developing a depth and breadth of manpower expertise and knowledge to be effective for leading or influencing any necessary and timely changes within the community at that level. These skills would be critically important for providing input to the Force Synchronization, Training and Readiness,

and Total Force Structure Process conferences. Additionally, going back to the beginning of his/her career, their manpower management exposure is limited for the first 10 years or until they reach field grade officer, making their experience and background in manpower management even more shallow. Hence, non-0102 manpower officer Marine leaders with M&RA experience and civilians at M&RA become the key influence brokers for manpower.

### **Unpublished Doctrine**

Training and education and experience are the pillars to a well-developed 0102 manpower officer, but its foundation rests on a common set of principles, beliefs, and teachings of administrative support fundamentals – administrative doctrine. However, that doctrine only exists in draft form and not many manpower officers, or the Marine Corps at large, know that it exists. Instead, administrators rely on the general guidance of the *MCAP Manual* which summarizes the occupational field's role and responsibilities; the *Administration T&R Manual* which details minimal tasks that relate to the Marine Corps Mission Essential Tasks List; the *MOS Manual* which provides a basic summary of manpower officer does; the *MSTP Pamphlet 6.01 MAGTF Guide to Operational Planning* which describes the G-1's role in operational planning; and on stove-pipe systems and practices at the individual units.<sup>22</sup> To that end, not one of these publications serves as “the authoritative basis for the subsequent development of administrative policy, education, training, systems, and procedures.... Addresses the interrelationships of administrative organizations within Headquarters, Marine Corps; the operating forces; and the supporting establishment and promotes a common understanding of administrative support fundamentals, “as stated in the draft *Marine Corps Tactical Publication 3-30, Marine Corps Administration*.<sup>23</sup>

According to 0102 Manpower Officer and student at Marine Corps War College, Lieutenant Colonel Barron Taylor, “Doctrine is necessary. It provides standardization. It

overarches how we plug into the MAGTF and how we do business.” He adds, “And it’s necessary because everyone else needs to understand what it is we do.”<sup>24</sup> Regardless of the level of importance his sentiment provides, to get this document published has been a considerable challenge according to Lieutenant Colonel Joseph Donald, Administration Advocacy Branch Head and 0102 MOS manager at Manpower Information Systems in charge of overseeing its publication.

With no framework or authority established that addresses the interrelationships of administrative organizations within HQMC; the operating forces; and the supporting establishment, there is no standardization across the Marine Corps. In essence, there is no guiding principle to influence appropriate training standards, education goals, and a career development model. Unfortunately, many senior leaders in the 0102 manpower officer community have concluded that the reason for this challenge is that there is no GO-level influence to drive CD&I to publish the administration doctrine; and that GO-level influence is lacking because there is a problem in the link between the Corps’ senior administrators working below the M&RA-level and the DC, M&RA, otherwise known as administration advocacy.

### **“Administration Advocacy Paradigm” Dysfunction**

The M&RA Advocacy is designed to synchronize the actions of administration from the strategic to the tactical level. However, the advocacy is struggling because, according to Lieutenant Colonel Donald, “there are a lot of initiatives across the force and in the community but we have a tough time coalescing that effort and focusing it in one direction, and getting substantive things accomplished.”<sup>25</sup> The M&RA Advocacy Process in Figure 2, shows a guidance/feedback/coordination/control loop that starts with an Executive Steering Group comprised of all the G-1’s from the Marine Corps Forces Commands, Marine Corps Installations

Command, and MCCDC, and ends with an Administrative Advisory Group comprised of all the M&RA proponents, MCRC, and communities of interest to include, but not limited to, TECOM and TFSD. However, according to Lieutenant Colonel Rory Aldridge, Assistant Chief of Staff G-1 Division, 2nd Marine Division, “Every year, the senior administrators meet to discuss and share information that is supposed to ensure holistic decisions that affect all of Marine Corps administration. But oftentimes, there seems to be no movement on issues identified as a requirement, particularly, in the operating forces, to enhance our ability to best support our commanders, and to a greater extent, M&RA.”<sup>26</sup> Accordingly, somewhere in this advocacy process there is a break in the link between discussion and results – results that may include improved administration training and education, updated and standardized administrative programs and systems, a published doctrine, and 0102 manpower officer realignment, career progression, and assignments.

Although DC, MRA is CMC’s designated advocate for the administration occupational field, he has delegated the role of occupational field sponsor, administration functional manager, and MOS manager to the Manpower Information System (MIS) Division Director who is a GS-15 civilian employee and former Marine colonel.<sup>27</sup> Not only is it a problem that administration is the only HQMC functional agency who has a civilian responsible for the functional responsibility for advocacy, this civilian’s primary responsibility and focus is on holistic matters pertaining to Manpower Information Systems – one proponent of M&RA. By the very nature of these two characteristics, the delegated functional advocate who has influence and a direct line to DC, M&RA is disconnected from the operating forces and the priorities are not in line with the occupational field as a whole.

In an effort to mitigate having a civilian advocate tasked under a proponent division, the MI director developed structure for a functional advocacy team for all of Marine Corps administration.<sup>28</sup> Figure 3 shows the organization for the Advocacy Branch under the MIS Division. The branch head is allocated for an active duty lieutenant colonel with a mobilized reserve 0102 manpower officer captain, two 0170 personnel officer chief warrant officers, and one 0111 administration chief master gunnery sergeant in support. Additionally, the branch head serves as the 0102 manpower officer MOS manager. This team coordinates with other M&RA proponents to synchronize administration actions between the strategic to the tactical level. However, since the MIS Division Director sub-delegated the role of advocacy, the advocacy branch head must report through the director to DC, M&RA and all projects or support requested must flow through the director. Additionally, M&RA organization in figure 4 shows the lack of 0102 manpower officer representation in each of the divisions. So the advocacy branch, as the only 0102, is coordinating with divisions and branches represented primarily by non-0102s manpower officers to include its leading general officers. With this coordination with non-0102s in the proponents representing all functions of administration, having no direct access to DC, M&RA coupled, and the fact that the Advocacy Branch Head does not have the weight of rank, these factors diminish the team's influence for most change.

Lieutenant Colonel Donald agrees that administration advocacy can be better. In comparing the functional advocacy in the Marine Corps aviation, logistics, and combat arms communities, there are models that have been functioning optimally for years. However, those functional agencies have, at a minimum, one general officer with operational experience in their respective functional area, built the structure for advocacy within their HQMC agency, and has the requisite number of team members to achieve optimal results.<sup>29</sup> However, according to

Lieutenant Colonel Donald, “None of the communities will say they are where they want to be. However, administration is far behind because we are just now breaking into the market of advocacy.” He adds, “We still have yet to know what that should look like for administration.”<sup>30</sup> With that, it seems that the broken link in the process is how functional advocacy is set up in the first place. Therefore, the administration Advocacy paradigm is dysfunction because the administration advocacy branch is not positioned properly within the M&RA organization, it is not staffed with the proper combination and numbers of Marines and lacks the direct line of authority to the DC, M&RA to be effective in advising him in his Advocacy responsibilities.

## **THE PROPOSED SOLUTIONS**

A recurring theme in the set of problems mentioned in this paper is that there must be increased integration with M&RA to shape the development of its manpower officer. By achieving this integration at the most vital areas of a 0102 manpower officer’s career, the Marine Corps would have enhanced a capability that would serve to facilitate the Corps’ and a unit’s need to manage talent. Therefore, the proposed solutions will address how to do that through the modernization of manpower training and education, a new career development model, published doctrine, and realigned advocacy.

### **Modernization of Manpower Training and Education**

As the ancient Chinese philosopher and writer Lao Tzu said, “The journey of a thousand miles begins with a single step.” That single step to improving the development of the manpower officer for the future is through improving the training and education model for the Marine Corps’ 0102 manpower officer. This endeavor must include the manpower officers, PA School, M&RA, and TECOM. At a minimum, the 0102 manpower officer community must take an interest in its development. PA School must take an active approach to uncovering training and education requirements. M&RA and TECOM must create linkages between them and the

manpower officers during the training and education phases, as well as invest more money into PA School to provide more time and resources for better, more balanced, and appropriate-level training and educating for its lead administrators. Therefore, in order for manpower officers to meet the DC, M&RA's intent for modernizing the 0102 manpower officer, it must develop manpower capability through the community voicing their training and education requirements, changing the training and education model for manpower officers at PA School, and integrating manpower warfighting capabilities in career- and intermediate-level curriculum.

### **Manpower Officers Get Involved**

Organizational culture grows over time, and if the leadership is comfortable with the current culture they will not consider a culture change. Therefore, it usually takes a significant event to start seeing the need for a change.<sup>31</sup> Unfortunately, even with significant events, the 01XX occupational field continued on with an unchanged culture. Overtime, the 0102 manpower officer became hopeless to see any improvement toward supporting them in their role as manpower officers. So the 0102 manpower officer focused more on what they could do to support their commander and their unit with minimal assistance from M&RA. This hopelessness was especially evident when there has been zero to minimal percent of 0102 manpower officers attending the last three T&R conferences – a nine-year period.<sup>32</sup> Unfortunately, the comfortability rest in no single reason. Regardless of the reason, the occupational field culture must change and it can do so immediately with the re-designation of its occupational field representative. Although this goes to the point of advocacy the underlying problem of why M&RA neglects training and education with updates is the occupational field's leadership is comfortable with the status quo. The administration occupational field is in desperate need of a

leader who will influence the community to action, especially as it pertains to the 0102 manpower officer – the Corps’ senior administrators.

In the meantime, the current PA School CO Lieutenant Colonel Taylor understands that to get the manpower officers involved in their development that he must take an active approach to changing the curriculum. He says, “I have to be proactive in getting the information. So, I must go into the S-1s to talk to these folks. I want to make sure that I engage the right folks because by engaging the wrong people, we will be implementing the wrong thing for the next three years.” He adds, “Currently the only officers that show these conferences is the chief warrant officer. That is why 70% of the curriculum for enlisted entry-level training is IPAC related when only 30% [of graduates] are going into the IPAC. We totally avoid the S-1 function of administration.”<sup>33</sup> Lieutenant Colonel Taylor believes that by pushing out a Plan of Action and Milestones with dates and requirements for administration, it will help to guide action for changing manpower officer involvement in updating the training and education at PA School.

### **Changing the Training and Education Model**

TECOM has not structured PA School to be long enough to facilitate expanding its manpower management training in its curriculum, so a preponderance of that manpower management training must be facilitated pre- and post-BMOC for entry-level training and TECOM must develop a suite of manpower management educational opportunities for advanced level manpower officers.

### **Entry-Level Manpower Officers Training Package**

With a three-phased approach to entry-level manpower officer training package (ELMOT), M&RA will take the lead for pre-BMOC, PA School will be the lead for BMOC, and the gaining unit G-1s will be the lead for post-BMOC.

The first phase of ELMOT package will begin at the successful completion of The Basic School. During Phase I students assigned the provisional MOS of 0100 will report to M&RA for a 10-day course facilitated by the occupational field representative. The course content may consist of scenario-based training that would result in some action at Headquarters, Marine Corps whereby the student can get a first-hand account of how M&RA manages manpower at the headquarters level. Not only will this make the new officer more comfortable in their role as that bridge to HQMC for manpower management, but it also is a starting point for that missing link between the unit and the manpower officer.

The second phase of the ELMOT package will begin at BMOC. The only change to BMOC is that there will be a built-in two-day opportunity to work in real-world G/S-1 environments during the manpower management phase of the training. Additionally, there will be a two-day opportunity to engage in a practical exercise at PA School to apply the knowledge and experience the 0102 manpower officer gained at M&RA and the operational unit or supporting establishment. PA School will base these training assignments on the junior manpower officers

The third and final phase of the ELMOT package will begin at the Marine's follow-on duty station. The plan is that the second lieutenant manpower officer must do an apprenticeship for one month with an S-1 or in the G-1 before assuming their appropriate roles. This plan will require savvy manpower management, and timing to facilitate a smooth transition. At this stage, it is more critical that a commander receives an officer familiar with most important aspects of his/her role in aiding the commander in making decisions than it is to have a warm body in the S-1 or Adjutant seat – quality over quantity. However, the concept of this phase challenges a commander's responsibility to provide the necessary training for this officer. This phase has to

be one that M&RA encourages, and the 0102 manpower officer community accepts as required to not only bolster the confidence of the new manpower officer but to begin building the missing bond between manpower officers who are disconnected from each other throughout their careers.

### **Advanced-Level Manpower Officers Course**

The MOC's purpose is to equip manpower officers, personnel officers, Marine administrators, and other military and civilian employees with the resources needed to execute manpower and operational requirements at the G-1 level efficiently.<sup>34</sup> The best way to equip the manpower officers appropriately is to set them in the right environment and giving them the manpower operational experience and perspective at all levels. The best place for this is not at Camp Johnson, North Carolina, it is in Quantico at M&RA headquarters.

By being located in Quantico, the advanced level manpower officer will be exposed to the highest level of the four functional areas of administration, especially exposed to the levers that control manning. The appreciation this officer gains from observing and hearing the higher headquarters perspective not only feeds their manpower management acumen to advise their commander better but it will also familiarize them with the challenges that they can help to resolve at their level for the Marine Corps. Moreover, it will reacquaint the manpower officer with face-to-face contact to further that link between the unit and M&RA.

This course should be facilitated through Manpower Information Systems Division because it is equipped with the technology to facilitate mock electronic environments. With a class size accommodating no less than 20 personnel and a faculty advisor, this 30-day course will consist of a real-world practical application at the headquarters level, scenario-based training, and andragogical instruction. The course will also include of a training program to develop

MAGTF G-1's warfighting skills, and writing assignments geared toward some operational problem set using the tools, references, and skill sets learned during the period.

### **Building A Career Development Model**

*"The conventional definition of management is getting work done through people, but real management is developing people through work."*<sup>35</sup> — Agha Hasan Abedi

Training and education are enduring throughout a manpower officer's career, but it is through experience that this officer develops the expertise in manpower management. Clarifying the importance of this idea is Colonel McLaughlin, G-1/Assistant Chief of Staff, Marine Forces Central Command who said, "Lay out a path .... I don't think we need to go the route of the financial management officers who have essentially become limited duty officers. We need to, however, create the expertise."<sup>36</sup> However, the Marine Corps' Total Force Structure Process (TFSP), figure 5, shows the best method to derive this "path generation." In so doing, it must meet certain conditions for achieving 0102 manpower officer capability toward their expertise development. With that, using the following step-approach will help to generate a new career development model:

1. Analyze the current gaps based on the M&RA Campaign Plan (competencies needed)
2. Establish a mission statement for the MOS
3. Identify key structure to accomplish the MOS Mission
4. Find compensation for those key billets (establishing a 0102 manpower officer placement priority)
5. Establish the Manpower Officer's Career Development Model
6. MOS Manager Implementation

**Analyze the Current Gaps based on the M&RA Campaign Plan.** As stated, the gaps are identified in the broken link between manpower officers and M&RA and the core development of its officers. Using the Navy's paradigm for their human resources officers' development by developing in these officers four core competencies in the supporting establishments and the

operating forces (requirements, recruiting, assignments, and training), the Marine Corps will benefit from not only strengthening the link between the manpower officer and M&RA, but also build a feedback mechanism between the operating forces and the supporting establishment that can enhance the effectiveness of M&RA through their development.

**Establish a mission statement for the MOS.** A mission statement is a formal summary of the aims and values of a company, organization, or individual. It is what binds a community. It establishes intent, and the individuals who the mission pertains to can revisit it when he/she is in doubt of his/her purpose. Although M&RA has a mission statement, the MOS needs its own. Most 0102 manpower officers are on their own islands and their priority is to their commander, whether that person is right, wrong, or indifferent. However, it is up to that 0102 manpower officer at every level to be the reliable resource for the CO when he/she is wrong and indifferent, especially when it comes to administrative matters. Administration is key to a command's success, as espoused in the *Marine Corps Publication Doctrine (MCDP) 1, Warfighting*, "Since war is at base a human enterprise, effective personnel management is important to success."<sup>37</sup> Therefore, manpower officers are essential to a unit's success. They are the officers directly tied to the commander's ability to ensure the positive effects on a unit's morale and welfare. As important as it is, the MOS manager should lead the effort to develop a mission statement from this belief. Only then can the 0102 manpower officer have an anchor on which he/she will move through his/her career with the attitude of support for the betterment of the institution, then for the unit, and then for self. As intangible as this is, it is critical for setting the conditions for the 0102 manpower officer career development model.

**Identify Key Billets to Accomplish the MOS Mission.** The Navy's Human Resources Officer's Career Path (figure 1), provides an ideal model for identifying key billets for 0102

manpower officers in the Marine Corps. Looking to develop four human resources core competencies in is HR officer, the Navy provides a pathway with key billets in requirements, recruiting, management, and training and education. By identifying key along a similar core competency development model, the Marine Corps has a way to make its manpower officers competitive with officers of other MOSs and to build a link between the operating units and manpower-related HQMC agencies to include Total Force Structure Division (TFSD), Marine Corps Recruiting Command (MCRC), M&RA, and Training and Education Command (TECOM), through key billets. Additionally, these billet assignments will be the basis for a feedback loop that transitions manpower experience and knowledge from the operating forces back to the supporting establishment and headquarters elements.

The Marine Corps has the structure for manpower officer placement to follow the Navy's paradigm by establishing within HQMC agencies that will expose the manpower officer to the four core competencies of human resources, or manpower management, and to the Marine Corps Human Resources Development Process. (HRDP). These billets are resident within the Combat, Development and Integration (CD&I) structure who are responsible for manpower requirements, M&RA structure who are responsible for assignments, Marine Corps Recruiting Command (MCRC) structure who are responsible for recruiting, TECOM structure who are responsible for training and education.

With that, the Marine Corps must establish a structure within M&RA and Total Force Structure Division (TFSD), a division in CD&I. Major Matthew Halton stated in a *Marine Corps Gazette* article, "Stop sending 0102s to b-billets not related to their MOS and develop 0102 structure within M&RA and other agencies that provide development and tools that facilitate success and functional utility in the Operating Forces. The divisions within M&RA

should be crawling with 0102s gaining and institutional perspective on the Service-level application of their manpower MOS.”<sup>38</sup> However, these agencies do not need to be “crawling with administrators.” There is a much more significant need for them in the operating forces. There does need to be an increased representation as part of the breeding ground for manpower management expertise at the headquarters level. Specifically, Table 2 provides a list of possible billets at M&RA to be converted to 0102 manpower officer chargeable billets. This establishment of structure is the best way for manpower officers to gain a functional understanding of their manpower management role and build that relevant capability as a benefit to the operational forces. It also brings the issues or concerns that are in the operational forces back to HQMC.

Although a part of the HRDP, and unlike M&RA and CD&I, there does not need to be structure for manpower officers. However manpower officers should be placed, or incentivized to seek key billets within MCRC and TECOM, especially since these assignments will be the manpower officers most significant opportunity to gain the challenging leadership experience of serving in positions as executive officers, operations officers, and officer selections officers, while being exposed to another part of the HRDP. The Army already considers these four core competencies essential to HR, or manpower management, development. According to U.S. Army Adjutant General Lieutenant Colonel Evangeline Rosel, “It is looked favorably upon for an AG if they are serving in recruiting billets as an AG. We also have an opportunity for manpower requirements, as well as training and education.”<sup>39</sup>

Returning to the topic of structure development, Colonel McLaughlin speaks for many leaders in the 0102 manpower officer community when he says, “for those second lieutenants out of BMOC, put them at higher headquarters where they can learn their craft.”<sup>40</sup> For illustration,

the higher headquarters he refers to is the regimental level or a higher major subordinate command. To that end, MSC G-1s can rotate second lieutenants out of a higher headquarter billet once he/she has gained enough experience and mentorship before assuming a role as the S-1. Therefore, the S-1 billet must be classified a premiere billet for the manpower officer because it involves all functions of administration and requires knowledge and experienced officer to provide the unit and the commander with the expertise that a second lieutenant cannot and is unable to provide.

**Find Compensation for New Key Billets Identified.** Now that gaps have been identified, the functional advocate for the MOS has drafted a mission statement, and M&RA have established all key billets, the most significant and most challenging problem is determining the compensation for those identified billets. As policy, for any changes made to the Table of Organization and Equipment, TFSP requires that “To the greatest extent possible, manpower TOECRs will result in a zero-sum gain (i.e. adding billets to a unit will require compensation from within the requesting unit’s force structure or from another source).”<sup>41</sup> Therefore, M&RA must re-prioritize where the 0102 manpower officers are assigned and remove them least prioritized organizations.

With 344 chargeable billets, a strength of 348, additional key billets identified, and 440 manpower officers in the Marine Corps inventory, it would appear that the 0102 manpower officer inventory is in excess. However, this list of numbers does not reflect the 0102 manpower officers who are T2P2 (transients, training or students, patients, prisoners) or those officers serving in a non-0102 manpower officer billet. Nevertheless, there is a competition for 0102 manpower officers, and the priority (outside of the T2P2 constraints) should go, in the following order, to the operating forces, M&RA, CD&I, Joint, other HQMC agencies, and key supporting

establishments. Additionally, for each MSC the requirement would be different so the MSC would be responsible for determining the source of the compensation. As for the supporting establishments, there needs to be a consideration for civilianizing those positions to allow for the officers to serve in the operating forces.

Another consideration for identifying compensation for the new career development model would be to remove the 0102 manpower officer as the adjutant at the battalion level for the grade of first lieutenant and below. This removal of 0102 lieutenants would make 48 0102 manpower officer chargeable billets available for realignment across the MAGTF. Figures 6 and 7 show how this officer structure would be realigned under the regiment and higher command levels and allow for realignment of captain through lieutenant colonels to fill any of the billets at M&RA and TFSD, listed in Table 2.

A primary concern for the battalion commanders, if this change were to occur, is that they would be required to fill the role of adjutant from their inventory of primary MOS billet holders. However, it would be better for the command to have an officer serving as adjutant with more Marine Corps experience than that of a second lieutenant directly out of BMOC. As a matter of opinion, they would provide better and sound advice and experience on personnel and administrative matters than that of the junior officer, with no Marine Corps experience. However, to ensure the success of the non-0102 manpower officer, the higher headquarters S-1 would ensure that the battalions are staffed with a competent 0111 staff non-commissioned officer who would serve as the senior enlisted advisor to the officer. This is not much different than what happens on recruiting duty when the more experienced 8412 career recruiter advises the officer staff on how best to manage personnel on recruiting. With that same construct, the higher headquarters S-1 would be required to provide an orientation brief to that officer and

apply semi-annual inspections to ensure they are administratively compliant. Moreover, this provides the commander and executive officer an opportunity to provide direct mentorship to a Marine that they deem to be poised for future command.

**MOS Manager Implementation.** Finally, with the key billets identified and structured for, the MOS manager will be actively engaged to ensure that the right 0102 manpower officer, is going to the right place at the right time, with the right training and education with figure 8, a proposed progression model, as a guide for placement.

With the new career development model, the 0102 manpower officer will continue to follow the same career development model as every other Marine's career follows but with new key billets and a structure that will foster better training and education of its young officer and develop core manpower management competencies throughout his/her career. Figure 9 shows how the 0102 manpower officer would oscillate between the operating forces, and key billets in M&RA, CD&I, MCRC or TECOM. This oscillation would not only contribute to the manpower officer growth from this experience, but it will equip them with the knowledge to help the institution grow in being the connector between the unit and HQMC. Additionally, to enhance the officer's training and education throughout his/her career, the 0102 manpower officer will be required to take additional professional military education, based on the recommendation of 0102 Manpower Officer Major Mark Nicholson from his draft article, "Developing as a Marine Corps Manpower Officer: Tools to Improve Performance."<sup>42</sup>

Through this career development model, commanders will have a well-developed officer who knows how to manage the talent within the unit and is the resident expert for the Marine Corps and the commander on effectively managing its manpower. Additionally, adhering to this model would have the intended consequence of getting the right personnel at M&RA who has

the functional experience to best advise DC, M&RA on looming manpower issues or concerns, or prepare individuals to assume the role of DC, M&RA in the future.

### **Publish the Draft MCTP 3-30G Administration Doctrine**

*“Doctrine is the first and most important commandment,” Starry explained. “The secret to a good Army is having a sound set of doctrine. Sound doctrine makes well-trained Soldiers. Sound doctrine makes well-trained leaders. Sound doctrine makes well-trained units.” Lieutenant General (Retired) Donn Starry, United States Army<sup>43</sup>*

Since the doctrine exists, the simple solution would be for the MOS manager to engage DC, M&RA to influence its publication. According to Lieutenant Colonel Donald it is in the review process at DC, CD&I with an indefinite turnaround time.<sup>44</sup> However, it is important that DC, CD&I publishes the document. Through doctrine, all Marine officers will be required to understand who the key stakeholders are in the manpower management process, and what that process is, where that officer fits in the HRDP, and how its leaders should integrate administration into the Marine Corps Planning Process. Additionally, it will lay out the linkage between M&RA and the unit, and show the manpower officer’s role in that linkage.

### **Changing the Administration Advocacy Paradigm at the Service Level**

The Commandant’s mission to his functional advocates is that they “shall provide subject matter expertise, insights, and coordinated recommendations to the Commandant in order to inform Marine Corps force development and other relevant decisions.”<sup>45</sup> With the human resources critical task’s implication for critically thinking about how manpower management is performed, DC, M&RA must derive solutions for relevant decisions as they pertain to how Administration is handled in the future operating environment. Therefore, of all the proposed solutions derived to granting commander’s access to high quality human capital, solutions for improved administration advocacy will serve as the driver toward 0102 manpower officer’s improved training and education, reimagined career development model, published doctrine, and most importantly, a repaired link between M&RA and the operating forces.

With that, advocacy will move from a discussion of issues to consistent and planned actions toward resolving those issues. Thus, as Lieutenant Colonel Donald implied, the community must first know what that advocacy should look like. Accordingly, Lieutenant Colonel Aldridge stated,

“We [0102 manpower officers] cannot make major change with grass roots techniques. We need advocacy at HQMC that is not tucked away in a Branch of M&RA and can speak truth to power. More importantly, it cannot be in the form of one person – we need the right team, with the right expertise. However, when it comes to making a change like this, it is pointless if you don’t have the finances to back you up. Plans without finance is a hallucination.”<sup>46</sup>

Therefore, to begin moving issues from discussions to results, the Administration advocacy must be in the form of a team of highly qualified Marines with recent and relevant expertise in operational and functional administration who are incentivized to hold these positions at HQMC. Additionally, a colonel must lead this team with direct line of authority to DC, M&RA, and the team must be funded to finance its most critical projects.

The first step in building advocacy is to build the right team with the right level of experience and expertise. Figure 10 shows the proposed laydown for the Advocacy Branch. Bottomline, a colonel with a breadth of manpower expertise and knowledge in the operating forces and the supporting establishment who can provide the leadership example to the community. He/she will be supported by (1) 0102 lieutenant colonel, (1) 0102 major, (1) 0102 captain, (1) chief warrant officer 5, (1) chief warrant officer 3, (1) 0111 master gunnery sergeant, (1) 0111 gunnery sergeant, (2) 0111 administration clerks – all active duty. According to Lieutenant Colonel Donald, immediate tasks distract them from being more engaged with, and proactive for the community.<sup>47</sup> The reason for this distraction, is that there are not enough relevant personnel on his team to handle issues that the operating forces and other relevant forces need him to get engaged in. Also, this team needs to be a group of competitive commissioned

and non-commissioned officers. Whenever there is a team of such a small size it must make a huge impact. However, what qualifies the individuals on this team will have to be determined by the community at large.

The team must be aligned under the M&RA Headquarters and not under an M&RA proponent. This alignment provides DC, M&RA a better capability for advice on issues or challenges that he/she must be concerned with when making decisions about M&RA and advising the CMC. To that end, this billet must be a colonel with relevant and recent experience in administration, preferably one who followed the proposed career development model described in this paper. Likewise, the 0102 manpower officers will have the same or similar expertise. However, having the flexibility of having the occupational field community included on the selection of the members of this team would be a way to begin bringing the occupational field into their own advocacy.

With that, Advocacy cannot just be the Advocacy team at HQMC and the personnel identified in the Advocacy Process. Advocacy must come from the 0102 manpower officer community at large. As a recurring theme of each proposed solution, the community must get involved with efforts to improve the occupational field. To that end, more senior officers must mentor younger officers as well as identify top performers and communicate with the Advocacy Branch on how placement should be set for those Marines. The community cannot continue to allow monitors putting the wrong 0102 manpower officer in the right billets. Just as it is the manpower officer's responsibility to ensure that the right person, is in the right place, at the right time with the right training and experience, the 0102 manpower officers must start setting the example in this regard. Consequently, the 0102 manpower officers must become a part of the solution in their own advocacy.

Finally, the team must be funded to execute action in fulfilling critical operational needs such as systems and program upgrades, and standardization. As Lieutenant Colonel Aldridge believes, without finance, the Advocacy Team will spend a considerable amount of time generating information and studies for change, but it may remain in the queue for a long time. Therefore, the team must be equipped with the finance to execute its initiatives.

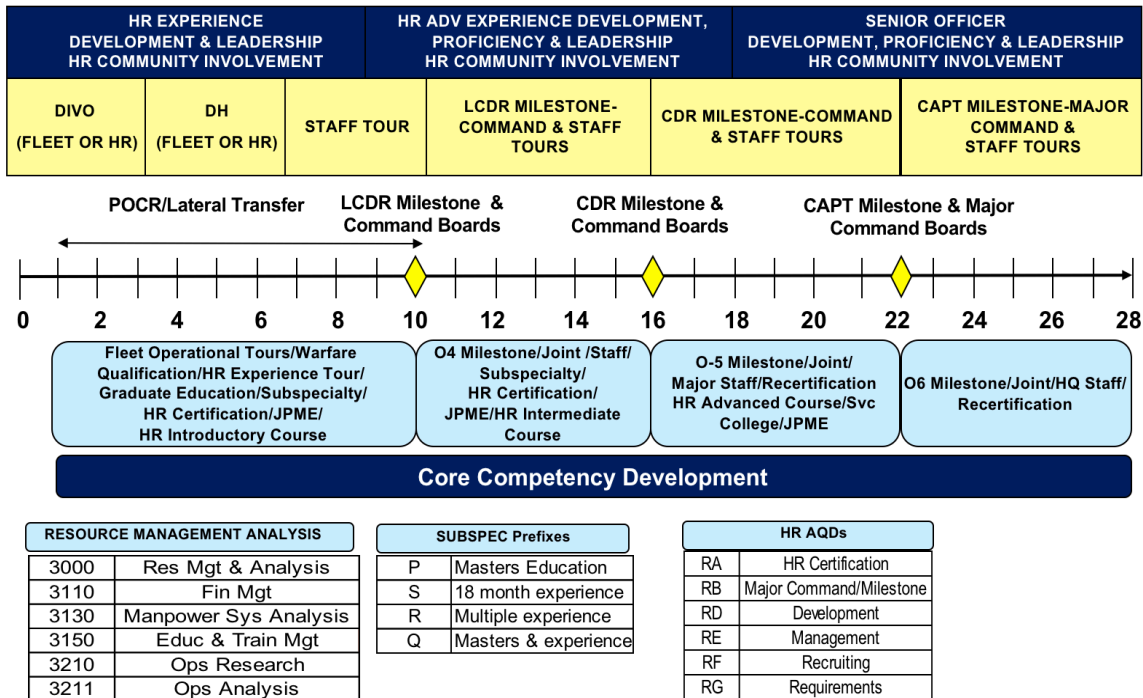
## **CONCLUSION**

The Marine Corps will not make a manpower management specialist overnight, but it can begin making changes toward that end. The 0102 manpower officer, on the whole, has not evolved to meet the demands of the future operating environment, and that is because the leadership does not respond like there is anything wrong with the community. The 0102 manpower officer community is not diverse enough in all aspects of manpower management to critically think of solutions to better function in the role of manpower management. This lack of critical thinking does not lend itself to optimal support expertise to the commanding officer. However, it is not the fault of the manpower officer. The officer goes where they are called to go, and they fill the positions they are required to fill. The Marine Corps must set the conditions to make a manpower expert to meet the DC, M&RA commander's intent on granting Commanders access to high-quality human capital to win battles in the future operating environment. To set these conditions, it will require doctrine that will establish a standard that is not there. It will require updates to training, education, and experience through enhanced career development to adapt to those standards. Finally, it will require a uniformed leadership located at the HQMC level to ensure that the 0102 Manpower Officer is always evolving and meeting the demands of his commanders' need for a manpower officer. If the Marine Corps does not change, its enemies may eventually exploit the gap in our personnel planning and management, and the Corps will not be prepared to win this nation's battles.

## ILLUSTRATIONS



# AC HR Career Path



SELRES & FTS career paths can be found at: <http://www.public.navy.mil/bupers-npc/boards/reserveofficer/Documents/FY-17%20RESERVE%20COMMUNITY%20BRIEF/FY-17%20RESERVE%20LINE%20OFFICER%20COMMUNITY%20BRIEF.pdf>

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Figure 1. United States Navy Human Resources Officer Career Path<sup>48</sup>

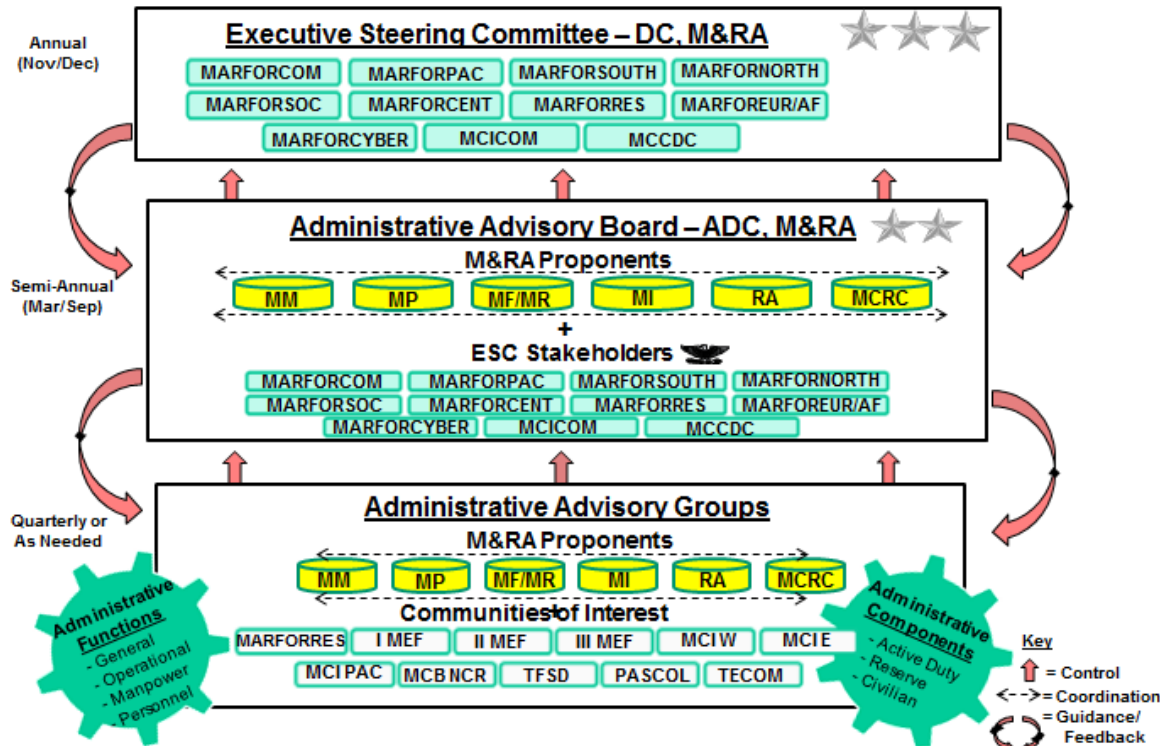


Figure 2. M&RA Advocacy<sup>49</sup>

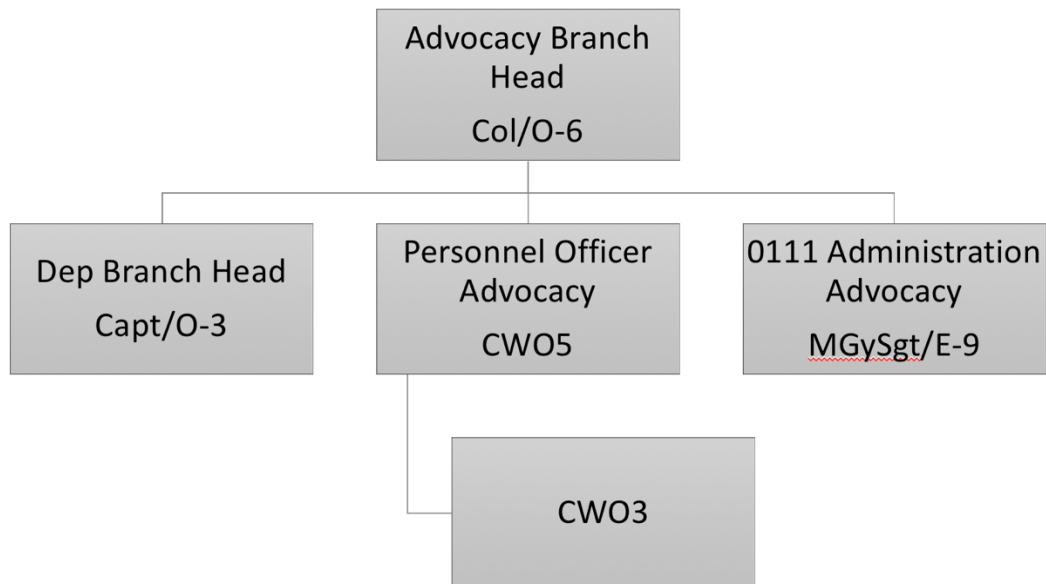


Figure 3. Advocacy Branch Organization

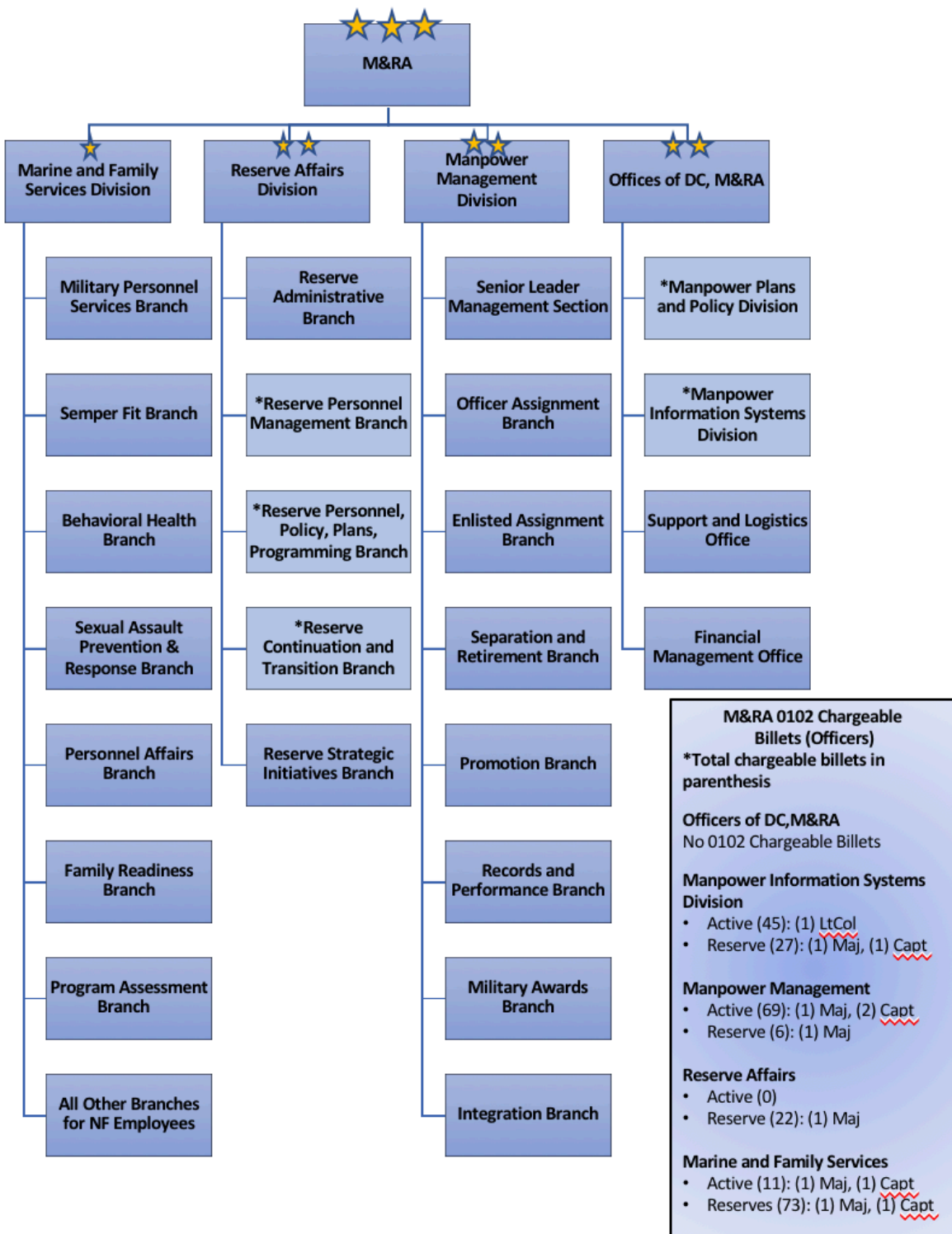


Figure 4. M&RA Organization and 0102 Chargeable Billet Locations

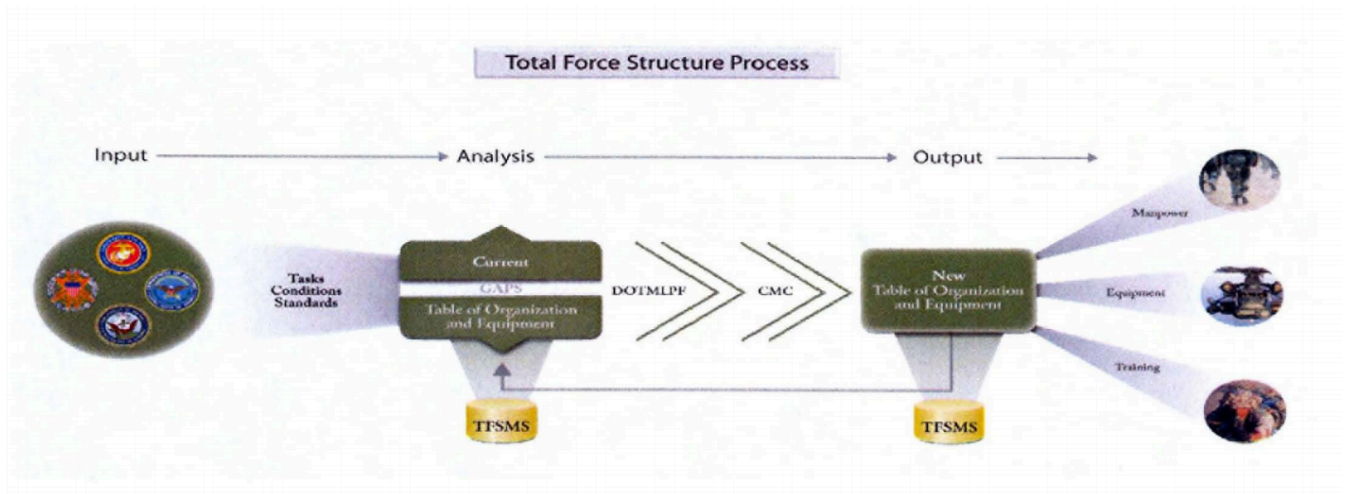


Figure 5. Marine Corps Total Force Structure Process<sup>50</sup>

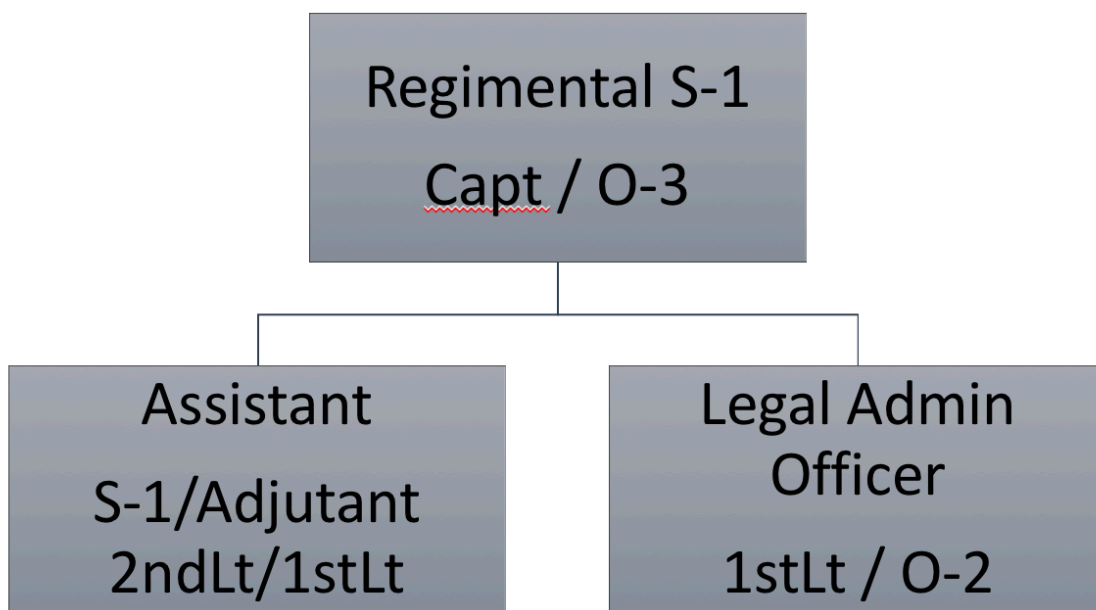


Figure 6. Proposed Operating Forces S-1 Structure

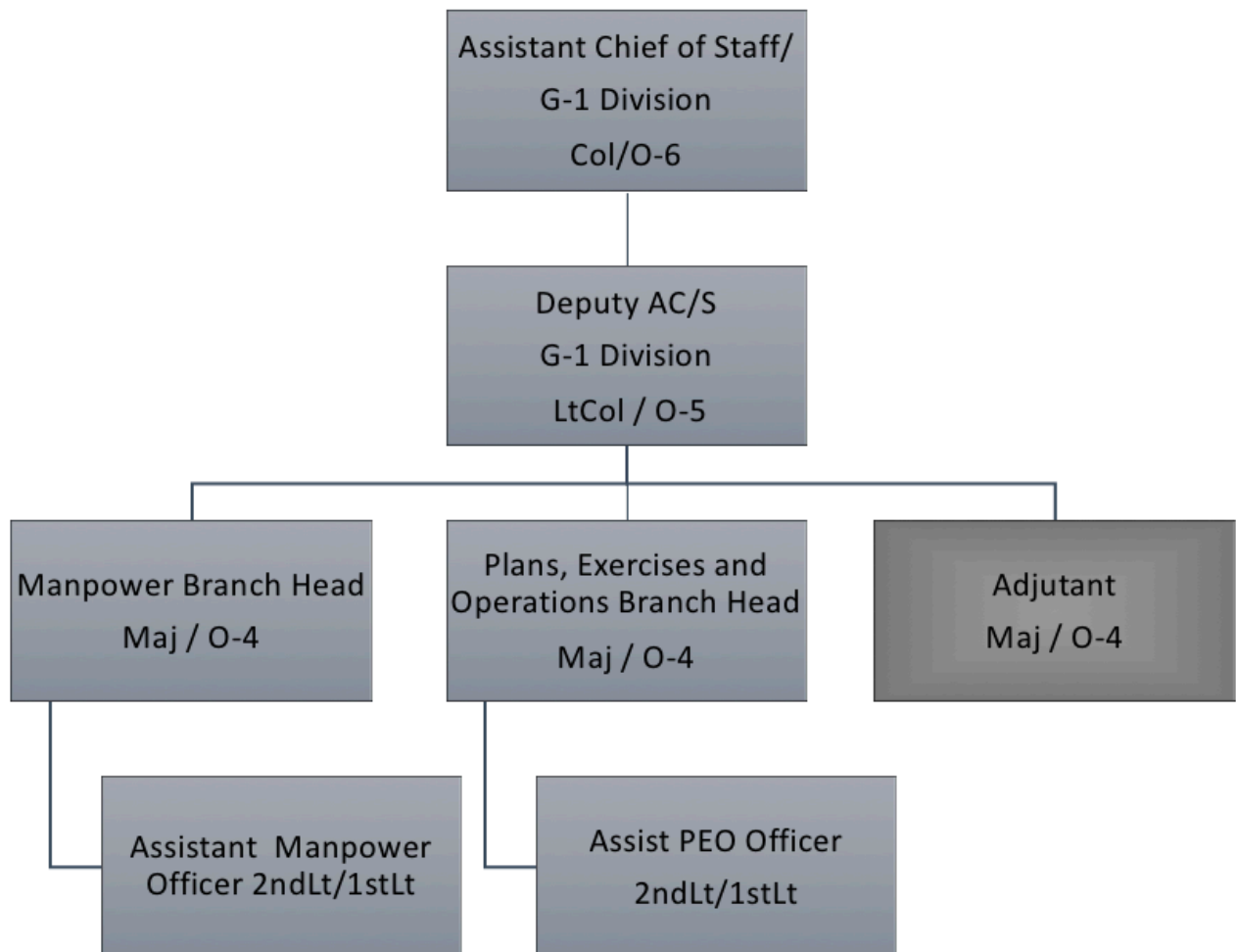


**Figure 7. Proposed Operating Forces G-1 Structure**

| Timeline                 | 1 to 4 Years                                                                                                                                                                                                                                                                                                                                                    | 5-10 Years                                                                                                                                                                                                                                                                                                                                          | 11-16 Years                                                                                                                                                                                                                                                                                   | 16+ Years                                                                                                                                           |                                                |
|--------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------|
| Rank                     | 2ndLt/1stLt                                                                                                                                                                                                                                                                                                                                                     | Capt                                                                                                                                                                                                                                                                                                                                                | Maj                                                                                                                                                                                                                                                                                           | LtCol                                                                                                                                               | Col                                            |
| Training and Education   | BMO<br>Postal Officer Course<br><u>LegAdmin</u>                                                                                                                                                                                                                                                                                                                 | Naval Post-grad School<br>Career Level School<br>Senior Officer's Legal Admin Course                                                                                                                                                                                                                                                                | Intermediate Level School                                                                                                                                                                                                                                                                     | Joint PME<br>Top Level School                                                                                                                       |                                                |
|                          |                                                                                                                                                                                                                                                                                                                                                                 | Senior Officers Legal Administration Course                                                                                                                                                                                                                                                                                                         |                                                                                                                                                                                                                                                                                               |                                                                                                                                                     |                                                |
|                          |                                                                                                                                                                                                                                                                                                                                                                 | Manpower Officer Course                                                                                                                                                                                                                                                                                                                             |                                                                                                                                                                                                                                                                                               |                                                                                                                                                     |                                                |
| Operating Forces         | Regt/Div S-1 Assistant<br>Legal Admin Officer<br>Administrative Assistant                                                                                                                                                                                                                                                                                       | Bn/Reg S-1*<br>Advocacy Branch (senior)                                                                                                                                                                                                                                                                                                             | Manpower Officer<br>Plans, Exercises, Ops Off<br>MSC Adjutant<br>Advocacy Branch                                                                                                                                                                                                              | Dep G-1, MARFOR<br>G-1, MLG, DIV, MAW, SE                                                                                                           | AC/S G-1,<br>MARFOR, MEF                       |
| Supporting Establishment | N/A                                                                                                                                                                                                                                                                                                                                                             | MCRC (XO, <u>Opso</u> , OSO)<br>M&RA (See Fig XX)<br>CD&I (See Fig XX)<br>TECOM (Command)<br><u>HQSVCBn</u> (Command)                                                                                                                                                                                                                               | MEPS (CO)<br>MCRC (RS CO**, ERR<br><u>Opso</u> , XO)<br>M&RA (See Fig XX)<br>CD&I (See Fig XX)<br>TECOM (Command)<br><u>HQSVCBn</u> (Command)                                                                                                                                                 | Dep G-1, MSC<br>Dep Branch Head Advocacy Branch<br><u>HQSVCBn</u> (Command)<br>MCRC (AC/S G-1, XO, <u>Opso</u> ,<br>Spec Assign)<br>TECOM (Command) | Advocacy Branch<br>MCRC (Command,<br>AC/S G-3) |
| Additional PME           | <ul style="list-style-type: none"><li>How to Win Friends and Influence People (Dale Carnegie),</li><li>Eat that <u>Frog</u> (Brian Tracy),</li><li>The New One Minute Manager by Ken Blanchard),</li><li>The Time Trap (Alec Mackenzie, Pat Nickerson),</li><li>Extreme Ownership (How Navy SEALs Lead and Win) (Jocko Willink and Leif <u>Babin</u>)</li></ul> | <ul style="list-style-type: none"><li>Boyd: The Fighter Pilot Who Changed the Art of War (Robert Coram),</li><li>Simple Rules: How to Thrive in a Complex World (Donald <u>Sull</u>; Kathleen M. Eisenhardt),</li><li>Getting Results the Agile Way: A Personal Results System for Work and Life (J.D. Meier)</li><li>Post Grad Education</li></ul> | <ul style="list-style-type: none"><li>Essentialism: The Disciplined Pursuit of Less (Greg McKeown)</li><li>Speaking PowerPoint: The New Language of Business (Bruce R. Gabrielle)</li><li>Brief: Make a Bigger Impact by Saying Less (Joseph McCormack)</li><li>Post Grad Education</li></ul> |                                                                                                                                                     |                                                |
|                          |                                                                                                                                                                                                                                                                                                                                                                 | Post Graduate Degree (Human Resources; Project Management)                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                               |                                                                                                                                                     |                                                |

Figure 8. Proposed Career Development Model (with additional PME)<sup>51</sup>

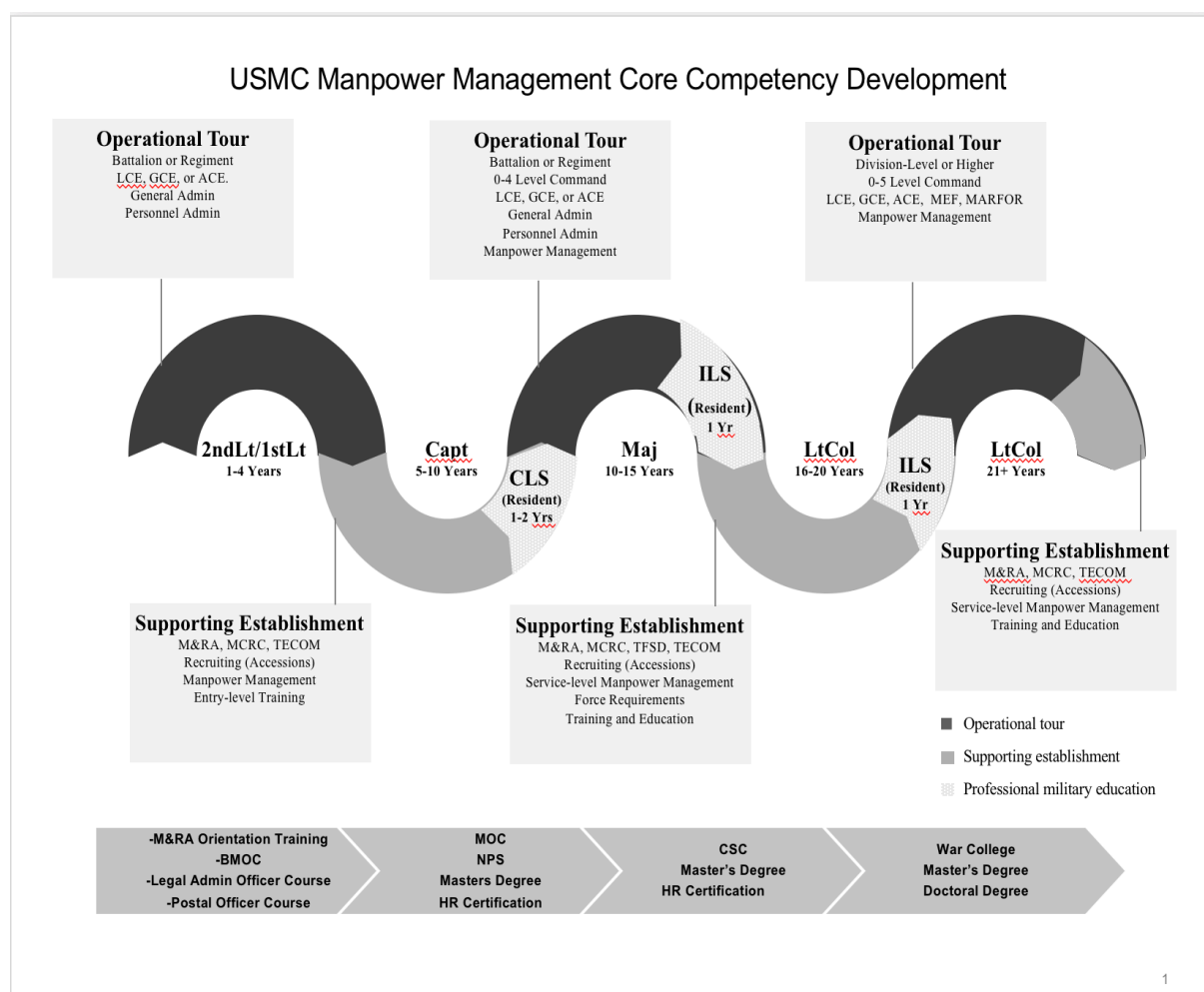


**Figure 9. USMC Manpower Management Core Competency Development**

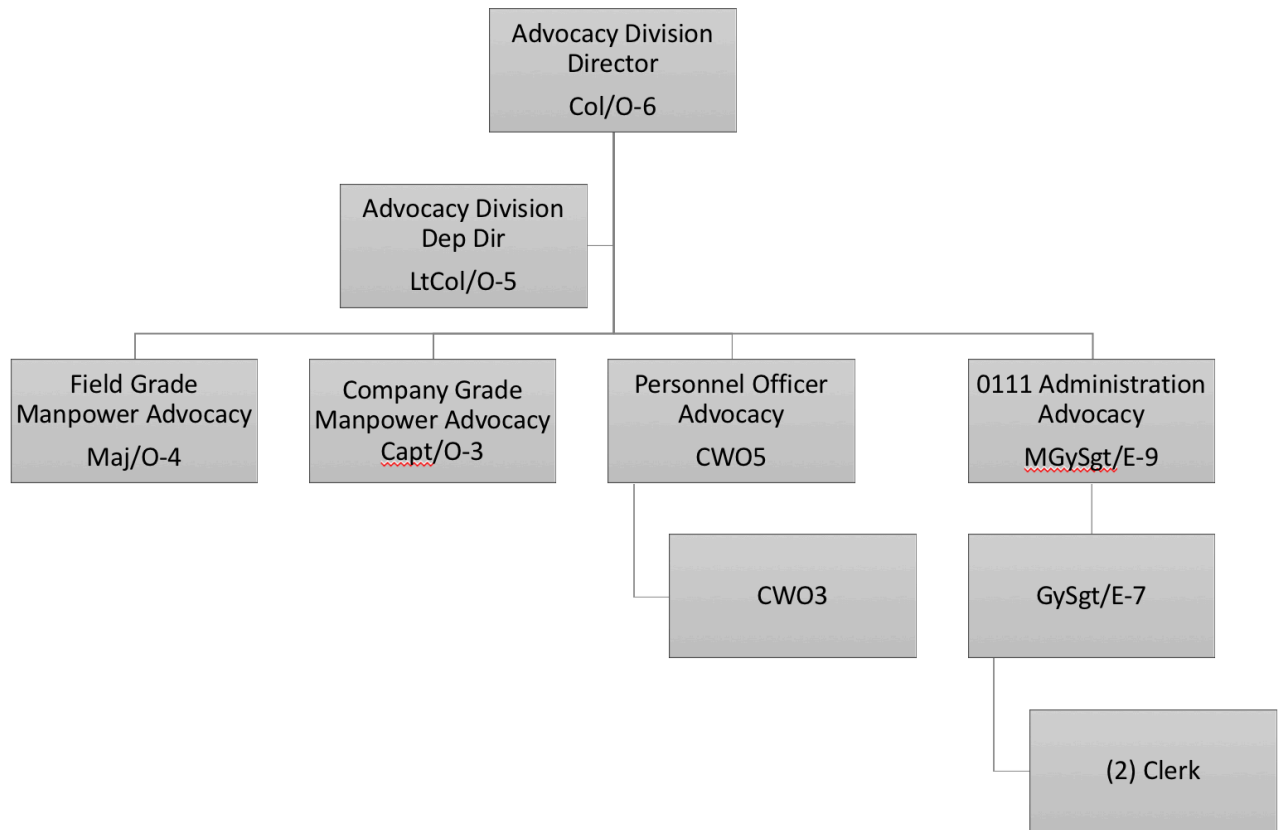


**Figure 10. Proposed M&RA Advocacy Organizational Structure**

## TABLES

| Subject                                                                                                                             | Time Alloted (Hours) | % Time |
|-------------------------------------------------------------------------------------------------------------------------------------|----------------------|--------|
| <b>General Administration</b>                                                                                                       |                      |        |
| Correspondence                                                                                                                      | 15                   |        |
| MC Records and Directives                                                                                                           | 8.50                 |        |
| Unit Travel Program                                                                                                                 | 14.50                |        |
| Mailroom                                                                                                                            | 3.5                  |        |
| Awards                                                                                                                              | 8                    |        |
| Performance Evaluation System                                                                                                       | 10                   |        |
| Administration Separations                                                                                                          | 7.5                  |        |
| Legal Assistance                                                                                                                    | 14                   |        |
| Non-judicial Punishments                                                                                                            | 10.5                 |        |
| Investigations                                                                                                                      | 12.5                 |        |
| Total Hours                                                                                                                         | 104.00               | 52%    |
| <b>Manpower Administration</b>                                                                                                      |                      |        |
| Table of Organization and Equipment/<br>Deployed Status Reporting*                                                                  | 15                   |        |
| Reserve Administration                                                                                                              | 12.5                 |        |
| Total Hours                                                                                                                         | 27.50                | 14%    |
| <b>Operational Administration</b>                                                                                                   |                      |        |
| Personnel Accountability                                                                                                            | 6.5                  |        |
| Personnel Reports                                                                                                                   | 7                    |        |
| Casualty Management                                                                                                                 | 12                   |        |
| Readiness Reporting                                                                                                                 | 8.5                  |        |
| Annex E                                                                                                                             | 6.5                  |        |
| Total Hours                                                                                                                         | 40.50                | 20%    |
| <b>Personnel Administration</b>                                                                                                     |                      |        |
| Marine Online                                                                                                                       | 9                    |        |
| Promotions                                                                                                                          | 6.5                  |        |
| IPAC                                                                                                                                | 6.5                  |        |
| Service Records                                                                                                                     | 6.5                  |        |
| Total Hours                                                                                                                         | 28.5                 | 14%    |
| *Deployed Status Reporting is a part of Operational Administration but PA School includes it as part of TO&E Period of Instruction. |                      |        |

**Table 1. Basic Manpower Officer Course Administration Function Time Distribution<sup>52</sup>**

| BIC                                          | Branch/Section                                          | Billet Description                 | Grade | BMOS | Component |
|----------------------------------------------|---------------------------------------------------------|------------------------------------|-------|------|-----------|
| <b>M&amp;RA Headquarters</b>                 |                                                         |                                    |       |      |           |
| MS510200004                                  | M&RA Headquarters                                       | Assistant to the Deputy Commandant | Col   | 8006 | Active    |
| <b>Manpower Information Systems Division</b> |                                                         |                                    |       |      |           |
| MS510200042                                  | Division HQ                                             | Mobilization Duty Officer          | LtCol | 8006 | Reservist |
| MS510200080                                  | Manpower Information Operations                         | Systems Analyst                    | Maj   | 8006 | Active    |
| <b>Manpower Plans and Policy</b>             |                                                         |                                    |       |      |           |
| MS510200113                                  | Manpower Plans and Policy                               | Manpower Analyst                   | Maj   | 8006 | Active    |
| MS510200123                                  | Manpower Plans Program and Bud Br (MPP)                 | MPP Branch Head                    | Col   | 8006 | Active    |
| MS510200034                                  | Future Operations Section (MPP-10)                      | Manpower Analyst/Plans Officer     | Maj   | 8006 | Reservist |
| MS510200035                                  | Future Operations Section (MPP-10)                      | Manpower Analyst/Plans Officer     | Maj   | 8006 | Reservist |
| MS510200036                                  | Future Operations Section (MPP-10)                      | Manpower Analyst/Plans Officer     | Maj   | 8006 | Reservist |
| MS510200134                                  | Enlisted Plans Section                                  | Head Enlisted Plans Section        | LtCol | 8006 | Active    |
| MS510200126                                  | Officer Plans Section                                   | Section Head                       | LtCol | 8006 | Active    |
| MS510200258                                  | Integration & Analysis Section                          | Manpower Analyst                   | Maj   | 8006 | Active    |
| MS510200259                                  | Integration & Analysis Section                          | Manpower Analyst                   | Maj   | 8006 | Active    |
| MS510200151                                  | Mobilization, Plans & Policy Section (MPP-60)           | Deputy Branch Head                 | Maj   | 8006 | Active    |
| MS510200150                                  | Mobilization, Plans & Policy Section (MPP-60)           | Plans Officer                      | Maj   | 8006 | Active    |
| MS510200152                                  | Mobilization, Plans & Policy Section (MPP-60)           | Reserve MOB Analyst                | LtCol | 8006 | Active    |
| MS510200154                                  | Mobilization, Plans & Policy Section (MPP-60)           | Mobilization Operations Officer    | Maj   | 8006 | Active    |
| MS510200168                                  | Manpower Equal Opportunity & Division Management Branch | Head                               | LtCol | 8006 | Active    |
| MS510200204                                  | MOB Billets FM                                          | Manpower Analyst                   | Capt  | 8006 | Active    |
| MS510200205                                  | MOB Billets FM                                          | Manpower Analyst                   | Capt  | 8006 | Active    |
| <b>Reserve Affairs Division</b>              |                                                         |                                    |       |      |           |
| MS510300011                                  | Reserve Continuation and Transition Branch              | Deputy Branch Head                 | LtCol | 8006 | Reservist |
| MS510300029                                  | Reserve Continuation and Transition Branch              | Retention OIC                      | Maj   | 8006 | Reservist |
| MS510300396                                  | Personnel Management Branch (RIM)                       | Branch Head                        | Col   | 8006 | Reservist |
| MS510300110                                  | Personnel, Plans, and Policy (RAP)                      | Branch Head                        | Col   | 8006 | Reservist |
| MS510300111                                  | Personnel, Plans, and Policy (RAP)                      | Deputy Branch Head                 | LtCol | 8006 | Reservist |
| <b>Manpower Management Division</b>          |                                                         |                                    |       |      |           |
| MS510400221                                  | Separation and Retirement Branch (MMSR)                 | Assistant Head                     | Maj   | 8006 | Active    |
| MS510400300                                  | Promotion Branch (MMPR)                                 | Head                               | LtCol | 8006 | Active    |

**Table 2. M&RA Billets for 0102 Manpower Realignment Consideration<sup>53</sup>**

## **ABBREVIATIONS AND ACRONYMS**

**BMOC – Basic Manpower Officer Course**

**DC – Deputy Commandant**

**CD&I – Combat Development and Integration**

**DRRS – Defense Readiness Reporting System**

**EWS – Expeditionary Warfare School**

**GO – General Officer**

**HRDP – Human Resources Development Process**

**I&L – Installations and Logistics**

**IPAC – Installation Personnel Administration Center**

**JP – Joint Publication**

**M&RA – Manpower and Reserve Affairs**

**MIS – Manpower Information Systems Division**

**MAGTF – Marine Air Ground Task Force**

**MCRC – Marine Corps Recruiting Command**

**MCTFS – Marine Corps Total Force Structure System**

**MOC – Manpower Officer Course**

**MOS – Military Occupational Specialty**

**MSC – Major Subordinate Command**

**ODSE – Operational Data Store Enterprise**

**PA School – Personnel Administration School**

**PME – Professional Military Education**

**POI – Period of Instruction**

**PP&O – Plans, Policies, and Operations**

**TFSD – Total Force Structure Division**

**TFSP – Total Force Structure Process**

**T&R Manual – Training and Readiness Manual**

**TECOM – Training and Education Command**

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## END NOTES

<sup>1</sup> Deputy Commandant, Manpower and Reserve Affairs, Marine Corps Military Manpower Modernization Campaign Plan (Quantico, VA: Headquarters US Marine Corps, June 30, 2017), 5.

<sup>2</sup> Headquarters US Marine Corps, Marine Corps Administration Procedures Manual, MCO 5000.14D, June 4, 2004.

<sup>3</sup> Headquarters US Marine Corps, Military Occupational Specialties Manual. NAVMC 1200.1A w/Ch 1. September 8, 2015, 1-4.

<sup>4</sup> *Ibid.*

<sup>5</sup> Interview with LtCol Casey Taylor (Commanding Officer for Personnel Administration School), discussion with author, March 6, 2018.

<sup>6</sup> *Ibid.*, 5.

<sup>7</sup> Matthew Halton. "The Amateur MOS: A Collection of Action Officer Ramblings on How to Recover a MOS neglected by the Institution." *Marine Corps Gazette*, March 2017, 66.

<sup>8</sup> Interview with LtCol Casey Taylor (Commanding Officer for Personnel Administration School), discussion with author, March 6, 2018.

<sup>9</sup> Matthew Halton. "The Amateur MOS: A Collection of Action Officer Ramblings on How to Recover a MOS neglected by the Institution." *Marine Corps Gazette*, March 2017, 66.

<sup>10</sup> E-mail from Col Stacey Taylor, AC/S G-1, III Marine Expeditionary Force, September 13, 2017.

<sup>11</sup> Headquarters US Marine Corps, *The Marine Corps Operating Concept: How an Expeditionary Force Operates in the 21st Century* (Washington, DC: Headquarters US Marine Corps, September 2016), <http://www.mccdc.marines.mil/Portals/172/Docs/MCCDC/young/MCCDC-YH/document/final/Marine%20Corps%20Operating%20Concept%20Brochure%202016.pdf?ver=2016-09-28-083427-610MOCBrochure>.

<sup>12</sup> *Ibid.*

<sup>13</sup> Headquarters US Marine Corps, Personnel and Administration Training and Readiness Manual, NAVMC 3500.3C, June 15, 2012.

<sup>14</sup> Headquarters US Marine Corps, *The Marine Corps Operating Concept: How an Expeditionary Force Operates in the 21st Century* (Washington, DC: Headquarters US Marine Corps, September 2016), <http://www.mccdc.marines.mil/Portals/172/Docs/MCCDC/young/MCCDC-YH/document/final/Marine%20Corps%20Operating%20Concept%20Brochure%202016.pdf?ver=2016-09-28-083427-610MOCBrochure>.

<sup>15</sup> Headquarters US Marine Corps, Personnel and Administration Training and Readiness Manual, NAVMC 3500.3C, June 15, 2012.

<sup>16</sup> Interview with LtCol Casey Taylor (Commanding Officer for Personnel Administration School), discussion with author, March 6, 2018.

<sup>17</sup> Headquarters US Marine Corps, Personnel and Administration Training and Readiness Manual, NAVMC 3500.3C, June 15, 2012.

<sup>18</sup> Interview with LtCol Casey Taylor (Commanding Officer for Personnel Administration School), discussion with author, March 6, 2018.

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- <sup>19</sup> Educators Technology Staff, “Awesome Chart on Pedagogy vs. Andragogy,” Educational Technology and Mobile Learning: A Resource of Educational Web Tools and and Mobile Apps for Teachers and Educators, (2018). <https://www.educatorstechnology.com/2013/05/awesome-chart-on-pedagogy-vs-andragogy.html>.
- <sup>20</sup> Advance Manpower Officer Course Student, End of Course Critique, MOC 1-18, October 27, 2017, E-mail from Major Bill Tamayo, PDF File.
- <sup>21</sup> Interview with LtCol Joseph Donald (Administration Advocacy Branch Head & 0102 MOS Manager, MIS Division, M&RA), discussion with author, April 21, 2018.
- <sup>22</sup> Headquarters US Marine Corps, *MSTP Pamphlet 6.01 MAGTF Guide to Operational Planning*, Quantico, VA: MSTP Center, 2015, 11, <http://www.trngcmd.marines.mil/Portals/207/Docs/wtbn/MCCMOS/MSTP%20Pamphlet%20Command%20and%20Staff%20Actions.pdf>.
- <sup>23</sup> Marine Corps Tactical Publication (MCTP) 3-30G, “Marine Corps Administration.” (November 1, 2017), unpublished manuscript received an e-mail attachment from Lieutenant Colonel J. E. Donald, Microsoft word file.
- <sup>24</sup> Interview with LtCol Barron Taylor (Student, Marine Corps War College), discussion with author, November 14, 2017.
- <sup>25</sup> Interview with LtCol Joseph Donald (Administration Advocacy Branch Head & 0102 MOS Manager, MIS Division, M&RA), discussion with author, April 21, 2018.
- <sup>26</sup> Interview with LtCol Rory Aldridge (AC/S G-1, 2nd MARDIV, II MEF), discussion with author, March 27, 2018.
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