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# NAVAL POSTGRADUATE SCHOOL Monterey, California



## THESIS

AN EXAMINATION OF THE MANPOWER AND BILLET  
CHARACTERISTICS OF THE ACQUISITION/CONTRACT  
MANAGEMENT COMMUNITY OF THE U.S. NAVY SUPPLY CORPS

by

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June 1988

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## REPORT DOCUMENTATION PAGE

1a. REPORT SECURITY CLASSIFICATION UNCLASSIFIED		1b. RESTRICTIVE MARKINGS	
2a. SECURITY CLASSIFICATION AUTHORITY		3. DISTRIBUTION / AVAILABILITY OF REPORT Approved for public release; distribution is unlimited	
2b. DECLASSIFICATION / DOWNGRADING SCHEDULE		4. PERFORMING ORGANIZATION REPORT NUMBER(S)	
4. PERFORMING ORGANIZATION REPORT NUMBER(S)		5. MONITORING ORGANIZATION REPORT NUMBER(S)	
6a. NAME OF PERFORMING ORGANIZATION Naval Postgraduate School	6b. OFFICE SYMBOL (if applicable) Code 36	7a. NAME OF MONITORING ORGANIZATION Naval Postgraduate School	
6c. ADDRESS (City, State, and ZIP Code) Monterey, California 93943-5000		7b. ADDRESS (City, State, and ZIP Code) Monterey, California 93943-5000	
8a. NAME OF FUNDING / SPONSORING ORGANIZATION	8b. OFFICE SYMBOL (if applicable)	9. PROCUREMENT INSTRUMENT IDENTIFICATION NUMBER	
8c. ADDRESS (City, State, and ZIP Code)		10. SOURCE OF FUNDING NUMBERS	
		PROGRAM ELEMENT NO	PROJECT NO
		TASK NO	WORK UNIT ACCESSION NO
11. TITLE (Include Security Classification) AN EXAMINATION OF THE MANPOWER AND BILLET CHARACTERISTICS OF THE ACQUISITION/CONTRACT MANAGEMENT COMMUNITY OF THE U.S. NAVY SUPPLY CORPS			
12. PERSONAL AUTHOR(S) Schonenberg, Todd R.			
13a. TYPE OF REPORT Master's Thesis	13b. TIME COVERED FROM _____ TO _____	14. DATE OF REPORT (Year, Month, Day) 1988 June	15. PAGE COUNT 76
16. SUPPLEMENTARY NOTATION "The views expressed in this thesis are those of the author and do not reflect the official policy or position of the Department of Defense or the U.S. Government."			
17. COSATI CODES		18. SUBJECT TERMS (Continue on reverse if necessary and identify by block number)	
FIELD	GROUP	Manpower, Navy Supply Corps, Billet Authorization, Procurement (Personnel), Officer Manning	
19. ABSTRACT (Continue on reverse if necessary and identify by block number) This thesis examines the manpower and billet characteristics of the Acquisition/Contract Management community in the U.S. Navy Supply Corps. Emphasis is placed on the subset of officers holding Masters Degrees and those billets requiring a Masters Degree. Low manning in year groups prior to 1972, and the large number of accessions in year group 1977 are major factors in projecting future manpower profiles. Billet characteristics require careful career planning by officers to enhance opportunities for promotion.			
20. DISTRIBUTION / AVAILABILITY OF ABSTRACT <input checked="" type="checkbox"/> UNCLASSIFIED/UNLIMITED <input type="checkbox"/> SAME AS RPT. <input type="checkbox"/> DTIC USERS		21. ABSTRACT SECURITY CLASSIFICATION UNCLASSIFIED	
22a. NAME OF RESPONSIBLE INDIVIDUAL Raymond W. Smith		22b. TELEPHONE (Include Area Code) (408) 646-2052	22c. OFFICE SYMBOL 545x

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An Examination of the Manpower and Billet  
Characteristics of the Acquisition/Contract Management  
Community of the U.S. Navy Supply Corps

by

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Submitted in partial fulfillment of the  
requirements for the degree of

MASTER OF SCIENCE IN MANAGEMENT


from the

NAVAL POSTGRADUATE SCHOOL  
June 1988

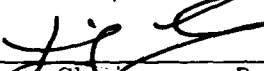
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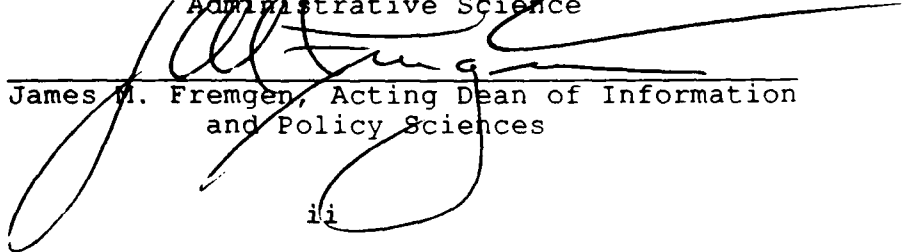
  
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and Policy Sciences



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## I. INTRODUCTION

### A. BACKGROUND

In its final report, the President's Blue Ribbon Commission on Defense Management, commonly known as the Packard Commission, noted that "Defense acquisition is the largest business enterprise in the world. Annual purchases by the Department of Defense (DoD) total almost \$170 billion, more than the combined purchases of General Motors, EXXON, and IBM. DoD's research and development (R&D) expenditures are more than fifteen times those of Japan. Defense acquisition involves almost 15 million separate contract actions per year - or an average of 56,000 contract actions every working day." [1:43].

The Aviation Support Office (ASO) Philadelphia alone, if a commercial firm, would rank fortieth on the Fortune 500 list of the largest corporations in the United States. ASO generates approximately 63,000 contract actions per year. The contracting department at the Ships Parts Control Center (SPCC) in Mechanicsburg, Pennsylvania spent 1.75 billion dollars in material acquisition during fiscal year 1984.

Within the Department of the Navy, acquisition and contract management of all commodities, except construction and base services, have traditionally been a responsibility

of the Supply Corps, with acquisition/contract management being one of the recognized subspecialties of the Corps.

The Supply Corps is an officially designated staff corps. The corps concept recognizes that the Navy requires specialized expertise in various fields. The Supply Corps is the largest of the Navy's staff corps, providing supply support (part, piece, component, and commodity), certain direct personnel support (food service, retail services, pay) and administrative management support in areas such as financial management, accounting, and contracting. As of 30 September 1987, the Supply Corps had an authorized strength of 4386 officers, with an actual strength of 3021.

Just as the Supply Corps is the largest of the Navy's Staff Corps, Acquisition/Contract management is the largest of the eight recognized subspecialties within the Corps. These subspecialties include general supply management, supply acquisition/distribution management, systems inventory management, subsistence, retailing, petroleum management, transportation logistics management, and acquisition contract management. Supply Corps officers also serve jointly with unrestricted line officers in the areas of operations analysis, computer systems management, financial management, and material logistics support.

This thesis will look at the Acquisition/Contract management community within the Supply Corps in detail, focusing on the principal manpower and billet characteristics

of the community in light of the dynamic nature of defense procurement, budgeting, and manpower, potential management concerns for the community and career planning information for the officers who specialize in this dynamic field.

#### B. OBJECTIVES

The objective of this thesis effort is to research the principal manpower and billet characteristics comprising the acquisition/contract management community within the Navy, providing relevant data and information on this subset of the Supply Corps. In addition to defining the current status of the community, the research will identify areas of concern to those involved in managing the officers and billets both at the present time and in the future.

#### C. THE RESEARCH QUESTION

The primary research question to be addressed in this thesis is:

What are the principal characteristics of the Acquisition/Contract management community and how might these characteristics be useful in managing this community within the Supply Corps?

Subsidiary questions include the following:

- \* What are the requirements for qualification?
- \* What is the rank structure?
- \* What is the manning profile?
- \* Where are the billets located?

- \* What are the career paths of successful Acquisition / Contract managers?
- \* What are the promotion opportunities?
- \* How are the billets allocated among the various claimants?
- \* What factors are being used to manage the community?
- \* What percent of Acquisition/Contract management billets are being filled by non specialists?
- \* What percent of the Acquisition/Contract management specialists are working outside their subspecialty?

#### D. SCOPE, LIMITATIONS, AND ASSUMPTIONS

The scope of this thesis is limited to those billets classified by the director of Supply Corps personnel as Acquisition/Contract billets and those officers classified by the Director of Supply Corps personnel as members of the acquisition and contract management community. This subspecialty within the Supply Corps is often referred to by its designated subspecialty code, 1306. In the language of the officers who manage this community, the scope would be defined as the "1306 community".

Current information was made available from files and the data base at the office of the Director of Supply Corps Personnel. However, the currently unknown status of potential personnel changes within the Naval officer corps within the next few years, coupled with the probability of little or no growth in defense appropriations injects a

degree of uncertainty in forecasting future manning and billet structures.

This study assumed the correctness and currency of the information in the data bases at the offices of the Director of Supply Corps personnel, a near term stability in terms of manpower and billets, and no major mobilization or large increase in long term forecasting predictions.

#### E. RESEARCH AND METHODOLOGY

The primary research resources used was the data base available at the offices of the Director of Supply Corps Personnel, located in the Navy Annex in Arlington, Virginia. Data is contained in the Officer Distribution Ad Hoc System, commonly referred to as "ODIS", with most of the information required for this research effort contained in the officer master file and the officer billet file. In addition, more general information from a variety of sources both at the Office of the Director of Supply Corps Personnel and various Naval activities was used to complete the thesis.

#### F. DEFINITIONS AND ABBREVIATIONS

Every effort has been made to convert Naval jargon into layman's terms in the thesis. However, a number of acronyms and abbreviations are used. These will be clearly identified the first time they appear in the text.

## G. SUMMARY OF FINDINGS

Major findings include a relatively low utilization of Acquisition/Contract Management officers in billets requiring related expertise, primarily due to other needs of the Navy. In addition, low manning in year groups prior to 1972 create a shortage of officers at the Commander level, and in the near future at the rank of Captain. This trend will be alleviated when the larger year groups after 1972 are promoted.

Promotion opportunities for officers in the Acquisition/Contract Management field have historically been superior to those of the Supply Corps in general. However, careful career planning is necessary to optimize opportunity for promotion. Specifically, the small number of sea duty billets at the rank of Commander and the small number of joint duty billets in the field create "choke points" in career planning.

The size of the Acquisition/Contract Management community, assuming accessions at a rate of approximately twenty per year, will grow gradually over the next ten years, resulting in an improved ratio of officers to billets.

## II. REQUIREMENTS FOR QUALIFICATION

The basic requirement common to all Navy uniformed contracting officers is that they are members of the Supply Corps, with the notable exception of the contracting officers in the Civil Engineering Corps. CEC contracting officers contract for construction, facilities maintenance, and service contracts in areas such as buildings and grounds maintenance. This thesis will look only at Supply Corps contracting officers.

Officers can become acquisition/contract management subspecialists via a number of distinct routes. Depending on the method of gaining the required knowledge, different subspecialty codes are assigned. An "S" code is awarded for significant experience in the field and a "P" code is awarded to an individual who has earned a Masters degree. These alphabetical characters are preceded by the numeric code for acquisition contract management--1306. Therefore, a 1306P would be an Acquisition/Contract management specialist who has earned a masters degree. There are also a handful of officers with other subspecialty codes--"D" for holding a doctorate degree, and "G" for having a Masters Degree not fully completed or holding a Masters Degree but lacking in requirements for a "P" code.

Methods for acquiring significant experience include the following:

1. The Navy Acquisition Contracting Officer (NACO) program: The NACO program was established in the mid 1960's to provide a broader base of procurement billets at the grades of Lieutenant and Lieutenant Junior Grade. The NACO program assigns high quality junior officers to a two year tour in training, where the trainee is exposed to a wide variety of contracting experience. Selection for a NACO billet is based primarily on successful completion of initial tours, primarily based on fitness reports coupled with officer interest in the program. The on the job experience is coupled with training courses, and the officer who completes the NACO program obtains experience in a wide variety of contracting functions. Officers completing a two year NACO tour are assigned a 1306 "S" subspecialty code. There are currently 31 NACO career development program billets, located primarily at the systems commands, regional contracting centers, and supply centers. A listing of the NACO billets is provided as Appendix A.
2. The second approach to obtaining an "S" experience code is by serving in a minimum of two two-year tours in acquisition/contract management billets.
3. The final approach is a combination of serving in one two year billet coupled with a command sponsored training program encompassing five courses in the contracting field, taught primarily in the Washington D.C. area and at Wright-Patterson Air Force Base.

There are two methods for achieving a "P" code--earning a masters degree from a civilian institution or via the Naval Postgraduate School in Monterey, California. The number of acquisition/contract management officers receiving their graduate education via civilian schools has changed from the norm to the exception since the inception of the Master of Science degree program at the Naval Postgraduate School.

The primary means of acquiring the officers to fill acquisition and contract management billets is via

postgraduate education. Competition for this program is keen, with Supply Corps officers reviewed for admission from their fifth through ninth year of commissioned service. Requirements include successful performance in initial tours as well as meeting certain academic prerequisites for admission. This is expressed in terms of an academic profile code. Admission to the Acquisition/Contract management curriculum requires an undergraduate grade point average of at least 2.2 on a 4.0 scale, and completion of two or more pre-calculus courses with a B or better average. Selection is made by the statutory lieutenant selection board, which reviews the records of all academically qualified officers in the selection zone and assigns relative rankings based upon proven performance and duties performed. The Board then assigns curriculum choices based on seniority of this ranking and individual officer preferences until all school quotas are assigned.

Officers selected attend the Naval Postgraduate School in Monterey, California, for eighteen months of study leading to a Master of Science degree in Management. The curriculum at Monterey includes a core graduate program plus specialized courses in acquisition and contract management including principles of acquisition and contracting, contract pricing and negotiations, contract administration, internal control and financial auditing, acquisition and contract policy,

contracting for major systems, and seminars in acquisition and contracting.

The 1306 "P" code can also be earned from a civilian institution via the advanced education program (AEP). According to the Head, Career Development and Training Branch at the office of the Director of Supply Corps Personnel, this route is rarely used, with an average of approximately one officer per year qualifying for a 1306 "P" code. Recent graduates of civilian institutions who have earned this qualification all attended George Washington University. [4]

### III. BILLET/RANK STRUCTURE

#### A. BILLET STRUCTURE

Records of the Director of Supply Corps personnel indicate that as of 1 January 1988 there were 287 acquisition/contract billets. This basic allowance of 287 billets has resulted in a current allowance of 260 billets, the difference being twenty seven billets being allowed billets which are not currently authorized. The number of Acquisition/Contract management billets has grown significantly in recent years, with the current total representing a growth from 225 billets during FY 1987. This has been attributable in large part to the procurement demands of the Naval expansion of the Reagan/Lehman era. Informal discussions with officers working in both personnel plans and detailing at the offices of the Director of Supply Corps Personnel indicate that this growth period has most likely come to an end. In this chapter, the 260 officer level proposed for FY 1988 will be used.

These billets are subdivided into four "experience codes", dependent on the experience and educational level assigned as required for the particular billet. These codes are:

<u>Code</u>	<u>Definition</u>
H	Masters degree desired but not required
P	Masters degree required
S	Significant experience required
T	Training billets (NACO)

Deleting the thirty one NACO training billets, which are all at the Lieutenant level, reveals the following breakdown of billets (Fiscal year 1988) by rank and experience code:

<u>Rank</u>	<u>"P"</u>	<u>"H"</u>	<u>"S"</u>	<u>Total</u>
Captain	28	1	1	30
Commander	74	8	4	86
LCDR	50	8	15	73
Lieutenant	3	1	34	38
Lieut.(JG)	0	0	2	2
Totals	155	18	55	229

Analysis of the experience codes by claimant indicated a number of significant findings. The "H" coded billets, numbering 18, were primarily located within the Defense Logistics Agency (DLA). A breakdown of the "H" coded billets indicated thirteen DLA sponsored billets, four by NAVSEA, and one NAVAIR, with eleven of the DLA sponsored billets within the Defense Contract Administration Service organization (DCAS). A listing of the "H" coded billets is provided as Appendix B. It should be noted that these DLA billets do not necessarily fulfill the joint duty requirement for selection to flag rank.

There are a total of 180 Supply Corps billets which are listed as fulfilling the joint duty requirement. Of these, three are at flag rank, making the total population of joint duty billets available for Supply Corps officers between Lieutenant Commander and Captain 177 billets. These joint duty billets occur primarily within the DLA organization (96 billets), with other major claimants being the Joint Chiefs of Staff (8 billets), Office of the Secretary of Defense (6 Billets), major staffs (21 billets), MTMC (8 billets) and overseas with various military assistance and foreign military sales groups (14 billets). This total is further subdivided by subspecialty codes, of which thirty seven are held by the 1306 community, broken down by rank and subspecialty as follows:

<u>RANK</u>	<u>1306P</u>	<u>1306H</u>	<u>1306S</u>	<u>TOTAL</u>
CAPTAIN	5	0	0	5
COMMANDER	13	5	0	18
LCDR	6	4	4	14
TOTALS:	24	9	4	37

A listing of the 1306 joint duty billets is provided as Appendix C. Of note is that all are within the DLA organization.

As observed in the breakdown of billets, the "S" coded billets are primarily junior billets. Only 20 are at the LCDR level and above, with 36 at the Lieutenant level and

below. A billet breakdown of the Lieutenant Commander and above billets is provided as Appendix D.

For both "H" and "S" coded billets, samples were taken to compare the designator of the incumbent filling the billet with the designator of the billet, specifically to see if these jobs are absorbing a significant number of "P" coded officers. The results of the sample are stated below:

"H" CODE

<u>NUMBER</u>	<u>SAMPLE*</u>	<u>1306P</u>	<u>ANOTHER P</u>	<u>1306S</u>	<u>NO SUBSPECIALTY</u>
18	19	7 (37%)	4	4	4

"S" CODE

<u>NUMBER</u>	<u>SAMPLE*</u>	<u>1306P</u>	<u>ANOTHER P</u>	<u>1306S</u>	<u>NO SUBSPECIALTY</u>
63	55	4 (7%)	4	2	24

\*Data on officers filling billets was taken from a listing dated prior to the latest redesignation of subspecialty codes, which decreased the number of "H" coded billets and increased the number of "S" coded billets.

The "P" coded billets make up the vast majority (68%) of the acquisition/contracting officer billets. The breakdown of these billets is included as Appendix E. For the "P" coded billets, five major claimants (the major systems commands and the Defense Logistics Agency) hold approximately 81% of the billets, these being NAVSUP (33), Navair (23), Navsea (23), DLA (18), and SPAWARS (11).

To determine how many of the "P" coded billets were being filled with "P" coded officers, and how many were being

filled with officers having other subspecialties a sample of all officers actually in billets as of 21 December, 1987 was computed. Billet totals are from the proposed FY 88 current allowance, which among other things decreased the number of Lieutenant billets and increased the number of Lieutenant Commander billets.

WHO HOLDS 1306P BILLETS

	<u>1306P</u> <u>BILLETS</u>	<u>SAMPLE</u>	<u>HELD BY</u> <u>1306P</u>	<u>OTHER</u> <u>P CODE</u>	<u>1306S</u>	<u>NONE</u>
CAPTAIN	28	22	10 (45%)	6 (27%)	1 (4%)	5 (23%)
COMMANDER	74	47	23 (49%)	16 (34%)	4 (9%)	4 (9%)
LCDR	50	35	19 (54%)	8 (23%)	3 (9%)	5 (14%)
LIEUTENANT	3	19	6 (32%)	3 (16%)	4 (21%)	6 (32%)
TOTALS (%)	155	123 (79%)	58 (47%)	33 (27%)	12 (10%)	20 (16%)

It can be seen from the results of this sample that forty seven percent of 1306P coded billets are currently filled with 1306P designated officers, and that this percentage is relatively constant throughout the rank structure. It is also evident that the other major source of officers to fill 1306P coded billets is not 1306S designated officers but officers holding another "P" code, particularly at the Commander and Captain levels.

Of the thirty three officers holding "P" coded billets but having another "P" code, seventeen had their subspecialty in one of the following three areas:

Supply Acquisition/Distribution	8
Financial Management	5
Computer Systems	4

The remaining sixteen officers were spread among nine other "P" codes.

B. RANK STRUCTURE

The rank structure of the officers in the acquisition contract management subspecialty within the supply corps was determined from data as of 21 December 1987. As of that date, the rank structure was as follows:

<u>RANK</u>	<u>1306P</u>	<u>S</u>	<u>T(PG)</u>	<u>Total</u>
Captain	31	2	0	33
Commander	63	9	0	72
LCDR	81	26	18	125
Lieutenant	6	46	15	67
Totals	181	83	33	297

These figures were drawn from the ODIS data base, which actually lists 379 officers. However, the ODIS list includes officers with another "P" code and a 1306"S" secondary code, and officers with a 1306"S" code pursuing a degree in another subspecialty. I have deleted officers with dual "P" codes who are billeted in jobs requiring their non-contracting "P" code. I have also deleted officers with a 1306 "S" code who hold a "P" code in another subspecialty, as these officers are rarely billeted in 1306 jobs (roughly 15% of the time). Those officers with a 1306 "S" code who are currently

pursuing another "P" code at the Naval Postgraduate School are also deleted. The "T(PG)" column represents officers currently pursuing a degree at the Naval Postgraduate School who will be available for "P" coded billets within the next year and a half. This "purging" of the ODIS data base provides a far more accurate listing of acquisition/contracting assets.

Comparing the rank structure of the billets with the officers available for those billets results in the following comparison :

BILLETS VS. OFFICERS

<u>RANK</u>	<u>1306P</u>		<u>OTHER 1306</u>		<u>TOTAL</u>	
	<u>BILLETS</u>	<u>OFFICERS</u>	<u>BILLETS</u>	<u>OFFICERS</u>	<u>BILLETS</u>	<u>OFFICERS</u>
CAPTAIN	28	31	2	2	30	33
CDR	74	63	12	9	86	72
LCDR	50	81	23	44	73	107
LT	3	6	35	61	38	52
LTJG	0	0	2	0	2	0
TOTALS	155	181	73	116	229	297

This gives an initial impression that the acquisition contract community has adequate "P" coded assets to meet all billet requirements. However, other factors reduce the number of "P" coded assets available to the detailee significantly. By examining the officers in the 1306P community in detail, the following factors emerge:

1. Sea duty

Four of the "P" coded Commanders, eight of the Lieutenant Commanders and three of the Lieutenants are currently serving in afloat billets. This represents exactly 10 % of the "P" coded assets in the ranks from Lieutenant through Commander. (There are no afloat billets for Supply Corps officers at the rank of Captain). In addition, sea duty is a significant factor in the "S" coded officer base. Twenty four of the forty seven "S" coded Lieutenants, or 51%, are currently serving aboard ships or on afloat staffs.

2. Duty outside of subspecialty

In addition, a large number of 1306P coded officers serve in other billets not requiring the 1306 P code. The following table indicates by rank where officers were billeted as of 21 December 1987.

1306 P CODED OFFICERS

<u>RANK</u>	<u>OFFICERS</u>	<u>IN P CODED</u>	<u>IN S,H CODED</u>	<u>OTHER P</u>	<u>NO P</u>
CAPTAIN	31	10 (32%)	1 (3%)	11 (35%)	9 (29%)
COMMANDER	63	22 (35%)	5 (8%)	15 (24%)	21 (33%)
LCDR	81	26 (33%)	4 (5%)	13 (16%)	38 (47%)
LIEUTENANT	6	2 (33%)	0 (0%)	0 (0%)	4 (67%)
TOTALS	181	60 (33%)	10 (6%)	39 (22%)	72 (40%)

As the table indicates, only 33% of the 1306P coded officers are actually serving in "P" coded billets at the present time, with the percentage staying constant over the range of ranks. Even when the other 1306 billets are

included, (S,H), only 39% of the "P" coded officers could be justified as assigned within their subspecialty. With an additional ten percent on sea duty, just under one half of the community is accounted for.

Examining the 1306P Captains indicated that 1306P officers have considerable diversity in their tours outside the acquisition/contracting subspecialty, including a number of highly desirable Commanding Officer and staff billets. Some examples include:

1. Commanding Officer, NSC Oakland
2. Commander, DCASR Philadelphia
3. Force Supply Officer, COMNAVAIRPAC
4. Commanding Officer, Navy Supply Corps School
5. Executive Officer, SPCC Mechanicsburg
6. Supply Officer, Naval Station, Rota, Spain

Officers with the 1306P code are also being utilized to fill thirty "P" coded billets in other subspecialties. These are concentrated in the general supply, supply acquisition/distribution, and financial management areas with 24 of the 30 being at the Commander and Captain levels.

#### IV. CAREER PATHS OF SUCCESSFUL ACQUISITION / CONTRACT MANAGERS

Of the fourteen flag ranked officers in the Supply Corps, five, or just greater than one third, have had significant acquisition/contracting experience. The career paths of these five Admirals were examined in detail to look for any common factors in the progression of their respective careers. The objective was twofold. First was to see if the career paths of these officers closely parallel suggested career paths as recommended by the Director of Supply Corps personnel, and secondly, to determine whether the career paths of these officers contain any items of similarity, or for that matter dissimilarity. Figures 4-1 through 4-5 show significant variation in work experience after obtaining graduate education. In terms of common characteristics, the following were noted:

1. All five had received a Masters degree, in the period prior to the inception of the Masters program at the Naval Postgraduate School. All held MBA's, three from the University of Michigan and two from Harvard.
2. All five had at least one sea tour at the rank of Lieutenant Commander or Commander (one officer had two senior tours). Three had their senior tours on LPH's, two on AS's.
3. Washington duty--three of the five were serving in Washington when selected for flag rank. All five had at least two tours in the Washington D.C. area after promotion to Commander.

4. The number of tours held before achieving flag rank ranged from twelve to fifteen. However, three achieved flag rank in twelve tours, including the initial student tour in Athens, Georgia and the Masters program tour. One had thirteen and one had fifteen tours.
5. Probably most significant were the dissimilarities in career paths after receiving postgraduate education.
  - a. Admiral McKinnon has had a career dominated by duty at NAVSUP, basically accounting for 10 years of his career.
  - b. Admiral DeMayo was never at the same place twice until selected for flag, and is the only one of the five with two senior sea tours. He is also the only one with teaching experience at the Naval Postgraduate School.
  - c. Admiral Hauenstein was the only Admiral with any DLA experience before promotion to Admiral, one tour at DCASO Bridgeport in Contract Administration.
  - d. Admiral Moore was unique in having teaching experience at the Navy Supply Corps School, and like Admiral McKinnon had a career heavily specialized in one area, in his case the submarine community.
  - e. Admiral Cole has had a varied career, and is one of two in the group with a tour at SPCC Mechanicsburg. He is unique in that he is the only one of the five to have attended ICAF.

DANIEL W. MCKINNON, JR.

<u>RANK</u>	<u>TOUR PERIOD</u> <u>FROM - TO</u>	<u>DUTY STATION</u>	<u>JOB</u>
ENS	56/6 56/12	NSCS	STUDENT
ENS	57/1 59/10	USS BOXER CVS-12	DISB/STORES OFFICER
LTJG	59/10 61/8	NAS LAKEHURST NJ	PLANNING DIV OFF
LT	61/9 64/10	NAV SUP ACT NAPLES	CONTRACTING OFFICER
LT	64/11 65/6	ASO	PURCH SRV BR HEAD
LCDR	65/6 66/5	UNIVERSITY OF MICH	POST GRAD STUDENT (MBA)
LCDR	66/5 68/4	NSC CHARLESTON	DIR, PURCH DEPT
LCDR	68/4 70/1	USS PRINCETON LPH-5	SUPPLY OFFICER
CDR	70/3 73/4	NAVSUP	DETAILER
CDR	73/4 74/7	NAVSUP	EXEC ASST TO CHIEF
CDR	74/7 75/6	ICAF	STUDENT
CAPT	75/7 78/6	LOGPAC	SHIP SUP READINESS OFF
CAPT	78/6 80/4	NAVSEA	CONTRACTING ADM OFF
CAPT	80/5 82/6	NSD SUBIC BAY	COMMANDING OFFICER
CAPT	82/7 83/8	NAVSUP	DIR SUPPLY CORPS PERSONNEL
RADM	83/8 84/3	NAVSUP	ASST COM FOR INV INTEGRITY
RADM	84/3 86/8	NAVSUP	VICE COMMANDER
RADM	86/8 PRES	DLA	DEP DIR ACQ MGT

Figure 4-1

PETER DEMAYO

<u>RANK</u>	<u>TOUR PERIOD</u>		<u>DUTY STATION</u>	<u>JOB</u>
	<u>FROM</u>	<u>- TO</u>		
ENS	59/5	59/11	NSCS	STUDENT
ENS	59/12	61/4	USS CACAPON AO-52	SUPPLY OFFICER
LTJG	61/5	63/5	NSC OAKLAND	ASST SHIPS COMMODITIES
LT	63/5	64/5	FLEET ACT SASEBO JA	SUPPLY CONTROL DIV
LT	64/6	65/5	UNIV OF MICHIGAN	POST GRAD STUDENT (MBA)
LCDR	65/5	67/6	NAVY ELEC SUP OFF	HEAD, PURCH DIV
LCDR	67/6	69/2	USS CANOPUS AS-34	STOCK CONTROL OFFICER
LCDR	69/3	72/6	NAVMAT	HEAD, PROC POLICY BR
CDR	72/7	75/5	PG SCH MONTEREY	ASST PROFESSOR, ACQ MGT
CDR	75/6	77/6	USS HOLLAND AS-32	SUPPLY OFFICER
CDR	77/8	79/9	ASST SECNAV	ASST DIR, PROCUREMENT
CAPT	79/9	82/6	NAVAIR	EXEC DIR FOR CONTRACTS
RADM	82/6	87/7	NAVAIR	ASST COM FOR CONTRACTS
RADM	87/7	PRES	NAVAIR	ASST DEP COM DEPOTS MGT

Figure 4-2

WILLIAM H. HAUENSTEIN

<u>RANK</u>	<u>TOUR PERIOD</u>		<u>DUTY STATION</u>	<u>JOB</u>
	<u>FROM</u>	<u>- TO</u>		
ENS	59/1	59/6	NSCS	STUDENT
ENS	59/7	60/12	USS GRANT COUNTY LST1174	SUPPLY OFFICER
LTJG	61/1	63/2	NAVAL AVIONICS FAC	ASST SUPPLY OFFICER
LT	63/3	65/4	SUPPORT ACT TAIPEI	STOCK CONTROL OFFICER
LT	65/5	67/7	ASO	ASST TO BUYING BR OFF
LCDR	67/7	68/8	UNIVERSITY OF MICHIGAN	POST GRAD STUDENT (MBA)
LCDR	68/9	71/5	NSC PUGET SOUND	DIR PURCH DEPT
LCDR	71/6	73/8	USS GUADALCANAL LPH-7	SUPPLY OFFICER
CDR	73/9	76/7	DCASO BRIDGEPORT CT	CHIEF CONTRACT ADMIN
CDR	76/7	79/7	NAVSEA	HEAD, FLD ASST PROC
CAPT	79/7	81/5	NAVMAT	SYS ACQ & CONTROL
CAPT	81/5	83/7	ASN	DIR ACQ CONT POLICY
RADM	83/7	PRES	NAVSEA	DEP COM CONTRACTS

Figure 4-3

ROBERT M. MOORE

<u>RANK</u>	<u>TOUR PERIOD</u>		<u>DUTY STATION</u>	<u>JOB</u>
	<u>FROM</u>	<u>- TO</u>		
ENS	61/6	61/12	NSCS	STUDENT
ENS	61/12	63/4	USS HYMAN DD732	SUPPLY OFFICER
LTJG	63/6	64/8	NSCS STAFF	DISBURSING INSTRUCTOR
LT	64/8	66/2	ATOMIC ENERGY COM, DC	BUDGETING & PROCUREMENT
LT	66/3	69/8	ATOMIC ENERGY COM, NY	CONTRACT MGT
LT	69/8	71/5	HARVARD UNIV	POST GRAD STUDENT (MBA)
LCDR	71/7	73/6	SPCC	DIR, NUC SUP DIV
CDR	73/7	79/5	NAVY REACTORS	ACQUISITION MANAGER
CDR	79/5	81/8	USS HOLLAND AS-32	SUPPLY OFFICER
CAPT	81/8	83/7	OPNAV	BUDGET & ILS COORD
CAPT	83/7	85/7	NAVTFINCEN	VICE COMMANDER
CAPT	85/7	87/5	FMSO	COMMANDING OFFICER
RADM	87/5	PRES	ASN CAG	COMP ADV GEN

Figure 4-4

BRADY M. COLE

<u>RANK</u>	<u>TOUR PERIOD</u>		<u>DUTY STATION</u>	<u>JOB</u>
	<u>FROM</u>	<u>TO</u>		
ENS	58/6	58/10	NSCS	STUDENT
ENS	59/1	62/2	NAS ATSUGI JAPAN	DISB/ASST MAT DIV OFF
LTJG	62/2	62/5	BUREAU OF SUP & ACCT	ASST TO DIR ACTY MGT
LT	62/5	67/8	ATOMIC ENERGY COM	BUDGET & PURCH DUTIES
LCDR	67/8	69/5	HARVARD UNIVERSITY	POST GRAD STUDENT (MBA)
LCDR	69/6	71/5	SPCC	DIR, SPEC EQUIP DIV
CDR	71/7	73/5	USS TRIPOLI LPH-10	SUPPLY OFFICER
CDR	73/6	77/7	SUPSHIP NEWPORT NEWS	CONTRACTING OFFICER
CDR	77/8	78/7	ICAF	STUDENT
CAPT	78/7	80/4	OSD	SPEC ASST ACQ POLICY
CAPT	80/4	81/7	NRCC WASH DC	OFFICER IN CHARGE
CAPT	81/7	84/6	NAVSUP	DEP COM, ACQ/CONT MGT
CAPT	84/6	86/7	NSC SAN DIEGO	COMMANDING OFFICER
RADM	86/7	PRES	COMNAVLOGPAC	FLEET SUPPLY OFFICER

Figure 4-5

V. PROMOTION OPPORTUNITIES FOR  
ACQUISITION/CONTRACTING OFFICERS

To analyze promotion opportunities for acquisition/contracting officers, promotion statistics on file with the Director of Supply Corps Personnel were examined in detail. Specifically, promotion statistics to the ranks of Commander and Captain were examined. As most officers in the community have already been selected for promotion to the rank of Lieutenant Commander prior to working in an acquisition or contracting billet, and selection to Admiral is extremely selective, promotion percentages to Lieutenant Commander and Admiral were excluded from examination. For promotion to Commander and Captain, data from fiscal year 1986, 1987, and 1988 promotion boards were examined.

The key figure in this and the next series of tables is the selection rate for those "in zone", which represents those officers with the required seniority to maximize their opportunity for promotion. Those above zone have been previously eligible for promotion but have not been selected, those below zone have not yet achieved the necessary seniority to be included in the primary zone of eligibility.

These statistics are also broken out by technical proficiency and "P" code. A procurement technical proficiency indicates the officer has significant experience

in the field, but does not necessarily hold a "P" code-- he/she could hold an "S" code. An officer with the 1306 "P" code holds the Masters Degree, but not necessarily the technical proficiency--he/she may have never been billeted in a job to earn it. Most of the 1306P's hold the technical proficiency as well.

Statistics for promotion to Commander were as follows:

FY 1988 COMMANDER  
PROMOTION STATISTICS

	<u>ABOVE</u>	<u>IN ZONE</u>	<u>BELOW</u>	<u>TOTAL</u>
ELIGIBLE	149	138	238	525
SELECTIONS	8	93	3	104
SELECTION RATE	5.4%	67.4%	1.3%	19.8%

Promotion percentages for those with either a procurement technical proficiency or a 1306 "P" code were:

	<u>SELECT</u>	<u>NON-SELECT</u>	<u>SELECTION RATE</u>
PROCUREMENT	17	5	77%
1306P	7	2	78%

FY 1987 COMMANDER  
PROMOTION STATISTICS

	<u>ABOVE</u>	<u>IN ZONE</u>	<u>BELOW</u>	<u>TOTAL</u>
ELIGIBLE	135	121	135	391
SELECTIONS	10	84	3	97
SELECTION RATE	7.4%	69.4%	2.2%	24.8%

Promotion percentages for those with either a procurement technical proficiency or a 1306 "P" code were:

	<u>SELECT</u>	<u>NON-SELECT</u>	<u>SELECTION RATE</u>
PROCUREMENT	14	4	78%
1306P	9	0	100%

FY 1986 COMMANDER  
PROMOTION STATISTICS

	<u>ABOVE</u>	<u>IN ZONE</u>	<u>BELOW</u>	<u>TOTAL</u>
ELIGIBLE	138	125	223	486
SELECTIONS	16	79	5	100
SELECTION RATE	11.6%	63.2%	2.2%	20.6%

Promotion percentages for those with either a procurement technical proficiency or a 1306 "P" code were:

	<u>SELECT</u>	<u>NON-SELECT</u>	<u>SELECTION RATE</u>
PROCUREMENT	12	4	75%
1306P	12	2	86%

Promotion percentages for Captain for FY 1988 also include an acquisition category, which includes officers with a WSAM designation or a technical proficiency in procurement. The WSAM designation is awarded to officers with experience in Weapons Systems Acquisition Management, in support of project management. Statistics for promotion to Captain were:

FY 1988 CAPTAIN  
PROMOTION STATISTICS

	<u>ABOVE</u>	<u>IN ZONE</u>	<u>BELOW</u>	<u>TOTAL</u>
ELIGIBLE	43	56	166	265
SELECTIONS	5	24	2	31
SELECTION RATE	11.6%	42.9%	1.2%	11.7%

Promotion percentages for selected groups were:

	<u>SELECT</u>	<u>NON-SELECT</u>	<u>SELECTION RATE</u>
ACQUISITION (WSAM)	9	8	52.9%
PROCUREMENT	1	3	25.0%
1306P	1	2	33.3%

FY 1987 CAPTAIN  
PROMOTION STATISTICS

	<u>ABOVE</u>	<u>IN ZONE</u>	<u>BELOW</u>	<u>TOTAL</u>
ELIGIBLE	43	76	148	267
SELECTIONS	1	37	4	42
SELECTION RATE	2.3%	48.7%	2.7%	15.7%

Promotion percentages for selected groups were:

	<u>SELECT</u>	<u>NON-SELECT</u>	<u>SELECTION RATE</u>
PROCUREMENT	2	7	22%
1306P	4	3	57%

FY 1986 CAPTAIN  
PROMOTION STATISTICS

	<u>ABOVE</u>	<u>IN ZONE</u>	<u>BELOW</u>	<u>TOTAL</u>
ELIGIBLE	45	68	139	252
SELECTIONS	1	38	2	41
SELECTION RATE	2.2%	55.9%	1.4%	16.3%

Promotion percentages for selected groups were:

	<u>SELECT</u>	<u>NON-SELECT</u>	<u>SELECTION RATE</u>
PROCUREMENT	7	3	70%
1306P	5	3	62.5%

This data indicate that for promotion to Commander that an officer with the 1306P code has a significantly greater opportunity for promotion than the total population of supply corps officers in the promotion zone.

For promotion to Captain, the data are less conclusive due in part to the small populations involved. However, in the six promotion results analyzed, officers with a 1306P code had promotion percentages greater than the supply corps officers in general in five of the six cases. In the one exception, the selection of one additional 1306P officer for promotion would have made for unanimous results.

The historical data also indicate officers with a technical proficiency in procurement also have greater promotion potential to Commander, although this does not hold for selection to Captain. At that level, attaining the WSAM designation appears to be a definite advantage for promotion selection.

Analyzing the career promotion potential in terms of percentage of officers in the respective ranks indicates the following (effective 1 October, 1986):

<u>Rank</u>	<u>Total</u>	<u>1306P</u>	<u>%1306P</u>
Flag	15	3	20%
Captain	274	30	11%
Commander	662	71	10.7%
Lt. Commander	984	64	6.5%
Lieutenant	1312	5	0.4%*

\* No officers below the rank of Lieutenant hold the 1306 P code.

## VI. GEOGRAPHICAL DISTRIBUTION OF BILLETS

In answering the question "Where are the jobs", the billet listing provided by the Director of Supply Corps personnel was broken down by state and country. As might be expected in an area with a high concentration of billets at systems commands and other headquarters activities, there is a large concentration of acquisition and contracting billets in the Washington, D.C. - Northern Virginia area. However, various Navy Procurement Office billets and positions within the DCAS organization provide a wide variety of billet locations throughout the country and overseas. In addition to twenty eight states and the District of Columbia, overseas billets exist in six foreign countries.

The concentration of billets in the Washington D.C./Northern Virginia area becomes even more significant in the more senior ranks:

<u>Rank</u>	<u>%D.C./NO.VA.</u>	<u>%OTHER</u>
Captain	67%	33%
Commander	44%	56%
LCDR	41%	59%
Lieutenant & Below	21%	79%

The following table was developed from data based on the currently authorized total of 260 billets, less the thirty one NACO training billets.

TABLE 6-1  
GEOGRAPHICAL DISTRIBUTION  
OF 1306 BILLETS  
BY SUBSPECIALTY CODE

<u>AREA</u>	<u>"P"</u>	<u>%P</u>	<u>S &amp; H</u>	<u>%</u>	<u>TOTAL</u>	<u>%</u>
WASHINGTON D.C. / NORTHERN VIRGINIA	77	50%	15	20%	92	40%
CALIFORNIA	15	10%	10	14%	25	11%
CONNECTICUT	1	<1%	2	3%	3	1%
FLORIDA	4	3%	2	3%	6	3%
GEORGIA	5	3%	1	1%	6	3%
IDAHO	0		1	1%	1	<1%
INDIANA	1	<1%	1	1%	2	1%
ILLINOIS	1	<1%	1	1%	2	1%
KENTUCKY	0		1	1%	1	<1%
LOUISIANA	1	<1%	0		1	<1%
MAINE	1	<1%	0		1	<1%
MARYLAND	4	3%	6	9%	10	4%
MASSACHUSETTS	1	<1%	1	1%	2	1%
MICHIGAN	0		2	3%	2	1%
MINNESOTA	1	<1%	0		1	<1%
MISSISSIPPI	1	<1%	0		1	<1%
MISSOURI	6	4%	0		6	3%
NEW HAMPSHIRE	0		1	1%	1	<1%
NEW JERSEY	3	2%	1	1%	4	2%
NEW YORK	0		4	6%	4	2%
NORTH CAROLINA	0		2	3%	2	1%
OHIO	4	3%	7	10%	11	5%

TABLE 6-1 (continued)

PENNSYLVANIA	13	8%	5	7%	18	8%
RHODE ISLAND	0		1	1%	1	<1%
SOUTH CAROLINA	2	1%	0		2	1%
TENNESSEE	1	<1%	0		1	<1%
TEXAS	0		1	1%	1	<1%
VIRGINIA	3	2%	8	11%	11	5%
WASHINGTON STATE	1	<1%	0		1	<1%
<u>OVERSEAS</u>						
GREAT BRITAIN	2	1%	0		2	1%
G6666	1	<1%	0		1	<1%
HAWAII	2	1%	0		2	1%
HONG KONG	1	<1%	0		1	<1%
ITALY	2	1%	0		2	1%
JAPAN	1	<1%	1	1%	2	1%
TOTALS	155		70		229	

VII. CONTRACTING OFFICERS  
BY YEAR GROUPS

In addition to time in service, promotion opportunity and the ability to be billeted into the most favorable jobs also depends on the size of the respective year groups. For those officers with the 1306P code, the following table indicates population by year group as of December, 1987.

TABLE 7-1  
POPULATION BY YEAR GROUP

YEAR	#	YEAR	#	YEAR	#	YEAR	#
<1960	6 (3 FLAG)						
1961	5	1966	1	1971	8	1976	17
1962	8	1967	4	1972	14	1977	31
1963	1	1968	10	1973	15		
1964	6	1969	13	1974	16		
1965	5	1970	11	1975	18		

Year groups 1976 and 1977 include students currently enrolled in the acquisition/contract management curriculum at the Naval Postgraduate School. Year groups 1978 and below have yet to fully cycle through the NPGS program. That fact plus the possibility of new accessions to the program in these more junior year groups make it impossible to determine their future population at the present time. However, according to the Head, Career Development and Training

Branch, accessions should be at a rate of approximately twenty officers per year. [5]

Table 7-1 clearly indicates the effect of retirement eligibility on the 1306P community, as reflected in the low numbers in year groups prior to 1968. It also points out a stable trend of accessions with the major and significant exception of year group 1977, which has seen twice the number of accessions into the acquisition/contract management community compared with the mean number of accessions for the previous six years. This has the potential to have significant implications to officers in year groups 1977 and junior, which will be discussed later.

### VIII. DATA ANALYSIS/INTERPRETATION

The data presented in this thesis pose a number of questions both for the 1306P Supply Officer in planning his career and for the detailer in making the most efficient use of personnel resources.

In terms of current and long range planning, the obvious question is "Are there sufficient acquisition/contract managers to fill the needs of the Navy now and in future years." The answer is "it depends". From the standpoint of raw data, there are 155 "P" coded billets and 184 officers to fill them. However, only one third are currently in the "P" coded billets. Deleting officers on sea duty (15) and officers currently pursuing their postgraduate degrees (31) results in slightly less than one "P" coded officer for each "P" coded billet.

Other factors reduce this number further. The "average" 1306P officer emerges from the Masters Degree program at NPGS as a Lieutenant Commander with approximately 10 years of active service prior to eligibility for retirement. If this officer desires to achieve Captain or Flag rank, he or she needs to pursue a career path to maximize eligibility for selection. It is recognized that many officers may not aspire to these goals, and the data does indicate a strong desire to retire at twenty years of service. However, the

ambitious officer as well as those who have made no firm commitment concerning service past twenty years need to pay particular attention to career planning. Using the Supply Corps Career Development Guide "It's Your Career" as a guide, the graduate needs to "punch tickets" in:

1. A payback tour in an acquisition/contracting billet
2. A sea or foreign shore billet
3. A SYSCOM tour in Washington D.C.
4. Another sea or foreign shore tour, and
5. Be serving in another SYSCOM tour,

all prior to selection to Captain. [3:68]

It is well recognized, and the chapter on the career paths of the flag officers confirmed, that there can be a great deal of variation in successful career paths. However, a payback tour, one sea tour, one tour outside the 1306P subspecialty, with one of the shore tours in Washington D.C. could generally be assumed as typical. With the sea tour definitely outside the acquisition/contract management subspecialty, and probably one of the other tours as well, the reason for the low percentage of officers in the "P" coded billets becomes more clear. The ODIS data base indicated 33% in "P" coded billets and 39% in any 1306 billet.

If the goal were to have a qualified officer in each billet, and still allow career flexibility to the degree now afforded, a significant increase in 1306P assets would

obviously be required. Alternatively, a reduction in the number of billets would help improve the ratio of billets to available bodies.

Another problem in determining if enough officers are available is the imbalance in the rank structure, specifically the shortage of Commanders (72 officers for 86 total 1306 billets). The source of this imbalance is not obvious. The year groups between 1968 and 1973, which contain all but two of the Commanders, have an average size of 12 officers with a range between eight and fifteen. Although manpower reductions in the post Vietnam era may be a factor, its significance appears to be more apparent in earlier year groups.

This shortage is balanced somewhat by a fairly significant excess in the number of Lieutenant Commanders to Lieutenant Commander billets. (107 officers for 73 1306 billets). This is due in large part to the statistically significant number of accessions in year group 1977, where the 31 officers represent twice the average size for the preceding four year groups. At the Captain level, a rough equivalency exists between billets and officers.

#### A. FUTURE REQUIREMENTS

Looking to the future is hampered by some significant unknowns--specifically the potential for both officer and billet reductions due to declining Defense budgets. However, some forecasting can be done. According to Commander

Milligan, Head, Career Development and Training Branch at the Director of Supply Corps Personnel, future accessions should be approximately 19-20 per year, which is slightly higher than the historical average for the five years preceding year group 1977. Using this and other historical data resulted in construction of a forecast model which is developed below.

Other factors considered are retirements and attrition. Traditionally, supply officers holding Masters Degrees have retired between twenty and twenty two years of active service. The most recent complete data for a year group held by the Director of Supply Corps Personnel is for year group 1964, which had forty two of the fifty three members who held Masters Degrees retiring before reaching twenty two years of service. This coupled with four who resigned prior to reaching twenty years of service indicates that approximately 87% of officers holding Masters Degrees have left active duty by twenty two years of service.

Attrition is not a significant factor in forward planning of supply officer requirements for those holding Masters Degrees. Over the past twelve years, only thirty three officers out of 755 awarded post graduate degrees have left the service before completing twenty years of service-- only 4.4%.

Retirements enter the forecast when considering officers with prior service. Approximately 10% have had prior service and would typically be available five years after finishing

their Masters Degree program but would be eligible for retirement before ten years after earning their degree.

If we also assume that billet reductions will roughly equal officer end strength reductions, cancelling each other out, a forecast can be presented. Projecting five years and ten years into the future results in the following table for 1306 "P" coded officers and billets:

TABLE 8-1  
PROJECTION OF 1306 "P" CODED BILLETS

	CURRENT		1994		1999	
	OFFICERS	BILLETS	O'S	BLTS	O'S	BLTS
CAPTAIN	31	28	22	28	31	28
COMMANDER	63	74	96	74	91	74
LCDR	81	50	97	50	97	50
LIEUTENANT	6	3	10	3	10	3
TOTALS	181	155	225	155	229	155

Computations were conducted as follows:

1. For 1994:
  - a. For year groups 1967 and earlier, assumed 3 Admirals and 3 Captains, based on current actual figures for retention beyond 26 years.
  - b. For year groups 1968-1971, reduced current totals by a retirement rate of 75%. This is less than the historical rate of 87% documented for year group 1964 and reflects the 1306 officers higher probability for selection to Captain.
  - c. For year groups 1972-1974, reduced by 50% (These year groups will be between twenty and twenty two years of service).
  - d. For year groups 1975-1978, reduced by historical attrition rate of 4.4% plus 10% for prior service officers eligible for retirement.

- e. For year groups 1979-1981, reduced by historical attrition rate of 4.4%
- f. For year groups 1981-1983, assumed 20 officers per year group.
- g. Flow points for promotion were 10 years for Lieutenant Commander, 15.5 years for Commander, and 21.5 years for Captain.

An identical procedure was used for the 1999 forecast, projected forward an additional five years.

Using this model, it appears that a significant shift in the balance between the respective ranks will occur in the next ten years. Specifically, the small size of year groups prior to 1971 results in few officers being eligible for promotion to Captain in the next five years. This is due primarily to early out programs at the conclusion of the Vietnam conflict. In addition, the large number of officers in year group 1977 will eliminate the current shortage of Commanders when they are promoted to that rank. The current excess of Lieutenant Commanders to billets at that rank should continue assuming accessions are at a rate of twenty officers per year.

The only significant difference between the 1994 and 1999 forecasts is again caused by the large number of officers in year group 1977, which will probably begin to be promoted to Captain in 1998.

Although perfectly accurate forecasting is probably impossible due to the high number of variables in predicting future military requirements (mobilization, reductions in

force, early out programs, political climate, compensation, etc.), some reasonable conclusions can be drawn. Specifically, it appears that there will be a reduction in the ratio of 1306P Captains to 1306P Captain billets during the next five years, due to the small size of the year groups eligible for promotion to that rank. It also appears safe to conclude that this situation will continue until approximately 1998, when the large number of officers in year group 1977 begin to be promoted to Captain.

It is also likely, as long as accessions into the subspecialty remain at approximately twenty officers per year, that the ratios of Commanders and Lieutenant Commanders to billets will improve over time and that the overall size of the Acquisition/Contract management community will experience a net growth over the next ten years.

The data presents some interesting challenges for the acquisition/contracting officer, particularly one aspiring to Captain or Flag rank. Careful career planning will be essential to maximize chances for promotion.

A choke point appears to be the joint duty requirement. With only thirty seven 1306 joint duty billets, and 175 officers in the ranks between Lieutenant Commander and Captain, the opportunity to meet the joint duty requirement is severely limited.

Expanding the universe of available joint duty billets to those without a specific "P" code requirement expands the

billet list to 177 jobs. It should also be noted that only five of the "P" coded joint duty billets available are in the Washington D.C. area, which generates a systemic pressure for PCS moves and minimizes the opportunity to punch multiple tickets in one tour.

## IX. CONCLUSIONS/RECOMMENDATIONS

### A. CONCLUSIONS

The current avenues for attaining required educational and experience codes are sufficient for meeting current and future needs of the acquisition/contract management community.

Only 47% of "P" coded billets are filled by "P" coded officers, and only 33% of "P" coded officers are utilized to fill 1306 "P" coded billets. These percentages reflect requirements for officers specializing in the Acquisition/Contract management field to pursue billets outside their specialty in order to enhance promotion potential and meet other needs of the Navy, in particular sea duty.

Over the next ten years, these percentages can probably be improved, as the number of 1306 "P" officers should experience a net growth. This growth will be due to the larger number of Acquisition/Contract management officers in year groups 1972 on in comparison to earlier year groups, coupled with accessions into the field at approximately twenty officers per year. Given the potential for billet reductions, the officer/billet ratio could be even higher in future years.

The current ratio of officers to billets results in officers with other educational and experience skills being placed into billets in the contracting field. The cost to the Navy of placing officers lacking required educational and proficiency skills in Acquisition/Contract management billets is of course subjective. However, it does make an argument for increasing the ratio of officers to billets for a more efficient utilization of resources while maintaining career planning flexibility.

At the current time, the billet structure is rather top heavy in comparison to available bodies--two thirds of the billets are at the Commander and Captain level, one third are LCDR and below. In contrast, the officers serving in the field are 52% Commander and above, 48% LCDR and below.

This results in systemic pressure to place officers in billets above their current rank, in particular Lieutenant Commanders into Commander billets.

This situation will gradually change as the large number of officers in year group 1977 are promoted. Where today there is a ratio of .85 officers per billet at the Commander level, this ratio will improve to approximately 1.3 officers per billet in 1994 and 1.2 officers per billet in 1999. At the Lieutenant Commander level, the current ratio of 1.62 officers per billet should improve to approximately 1.94 officers per billet in both 1994 and 1999.

The ratio of officers to billets will gradually become larger, with the exception of officers at the rank of Captain over the next ten years. At the Captain level, the small number of officers in year groups 1968 - 1971 limits the number of officers eligible for promotion.

These factors will allow:

1. greater utilization of 1306 officer assets in 1306 billets, as the ratio of officers to billets increases.
2. greater flexibility for 1306 officers to seek billets outside their subspecialty.
3. systemic pressure to billet Commanders into Captain billets
4. less reliance on other subspecialties and general supply officers to fill Acquisition/Contract Management billets.
5. decreasing pressure over time to fill Commander billets with Lieutenant Commanders
6. the individual 1306 officer being less indispensable to the Navy.

Promotion opportunities for 1306 officers appear to be greater than for the Supply Corps as a whole, in particular for promotion to Commander. In addition, for the one year in which data was available, attainment of the WSAM designation appears to enhance promotion opportunity to Captain.

No set career path is required for an officer pursuing a successful career. However, one sea tour at the rank of LCDR or Commander, at least two tours in Washington prior to promotion to Admiral, and Systems Command and/or ICP experience were common traits among the Supply Corps Admirals with Acquisition/Contract management experience.

Perhaps more significant were the dissimilarities, which allow the acquisition/contract management specialist considerable flexibility in career planning. This, coupled with a significant degree of billet dispersion (particularly at the LCDR/CDR levels), gives the Acquisition/Contract management officer significant opportunities for serving in varied geographic areas in a wide variety of billets. However, as the individual officer becomes more senior, a greater percentage of the available billets will be in the Washington, D.C./Northern Virginia area.

#### B. RECOMMENDATIONS

The Office of the Director of Supply Corps Personnel should have a goal with regard to effective utilization of "P" coded assets. The current officer utilization rate of 33% in "P" coded billets and 39% in 1306 billets total results in only 47% of "P" coded billets being filled with officers with the designated qualification. Considering the time and money spent in attaining a Master's Degree, a critic might contend that officer assets are not being utilized as effectively as possible. However current billeting practices do appear sound in retaining highly trained officers through eligibility for retirement while also meeting other manpower needs of the Supply Corps, such as Command billets and sea duty.

In addition, as the only realistic method of obtaining new officers is at the junior level, the larger number of

officers in the junior year groups will help improve utilization of Acquisition/Contract Management specialists in their subspecialty given the passage of time.

It appears the current utilization rate is people oriented in that 1306 officers are afforded the flexibility to maximize promotion opportunity by being allowed to serve in career enhancing billets at sea, ashore, and overseas on a par with other Supply Corps officers.

However, if the current utilization of acquisition/contract managers is deemed to be less than optimal, either a more "needs of the Navy" approach by retaining officers more in 1306 billets, or an increase in the number of acquisition/contract managers would be required.

Officers and detailers should recognize that the choke points in terms of attaining all requirements for promotion are a sea tour at the Lieutenant Commander or Commander level for promotion to Captain and a joint duty tour for promotion to Admiral.

Available sea duty billets will level off at approximately 200 billets for the entire Supply Corps at the LCDR/CDR level in about five years, with almost all the growth at the Lieutenant Commander level. Approximately 59 will be Commander billets, the remaining 141 Lieutenant Commander billets.

Joint duty billets will be more competitive. A total of 177 joint duty billets now are available between the ranks of Lieutenant Commander and Captain for Supply Corps officers. However, only thirty seven are currently listed as requiring the 1306 subspecialty code. This small population of billets will require close management by detailers and active seeking by officers if the joint duty requirement remains valid in its current form. A review of possible joint duty billets to expand the number available to 1306 officers is recommended to broaden opportunity to attain the joint duty requirement.

Similar studies in the other subspecialties would offer long range planners a similar view of future manning profiles and may permit improved long range planning of the subspecialty communities, both individually and in the aggregate.

APPENDIX A

NACO TRAINING BILLETS

NACO TRAINING BILLETS

<u>COMMAND/LOCATION</u>	<u>NUMBER</u>
NSC JACKSONVILLE, FL	1
NSC SAN DIEGO, CA	1
NSWC DAHLGREN, VA	1
NSC PHILADELPHIA, PA	1
NRCC PHILADELPHIA, PA	1
ASO PHILADELPHIA, PA	2
OP/SUP, WASHINGTON, D.C.	6
NAVAIR, WASHINGTON, D.C.	5
SPAWARS, WASHINGTON D.C.	3
NRCC, WASHINGTON D.C.	1
NRCC LONG BEACH, CA	2
NSC OAKLAND, CA	1
SPCC MECHANICSBURG, PA	2
NSC CHARLESTON, S.C.	1
NSC NORFOLK, VA	1
NSC BREMERTON, WA	1
NSC PEARL HARBOR, HA	1

All billets are designated as either Lieutenant (JG) or Lieutenant.

APPENDIX B

1306 "H" CODED BILLETS

1306 "H" CODED BILLETS

<u>BILLET RANK</u>	<u>CLAIMANT</u>	<u>LOCATION</u>
CAPTAIN	NAVSEA	WASHINGTON D.C.
COMMANDER	NAVSEA	NAVWPNSUPPCEN, CRANE
	DLA	DLAHQ
	DLA	DCASR CLEVELAND
	DLA	DCASPRO GOULD CLEVELAND
	DLA	DCASMA DAYTON
	DLA	DCASPRO WALLED LAKE MI
	DLA	DCASPRO GOODYEAR
	DLA	DCASPRO AT&T, NC
	LIEUTENANT	NAVAIR
COMMANDER	NAVSEA	SUPSHIP BOSTON
	DLA	DESC DAYTON
	DLA	DCASMA VAN NUYS
	DLA	DCASMA SF (SUNNYVALE)
	DLA	DCASMA NEW YORK
	DLA	DCASMA DETROIT
	DLA	DCASMA READING
LIEUTENANT		NAVPRO MINNEAPOLIS**
		NAVORDSTA LOUISVILLE

\*\* -Billet authorized but not funded for FY 1988.

APPENDIX C

1306 JOINT DUTY BILLETS

## 1306 JOINT DUTY BILLETS

<u>RANK</u>	<u>ACTIVITY</u>	<u>TITLE</u>	<u>LOCATION</u>	<u>DESIGNATOR</u>
Captain	DCASR Atlanta	Commander	Marietta	1306P
Captain	DCASR St.Louis	Commander	St.Louis	1306P
Captain	DCASMA Twin Cities	Commander	St. Paul	1306P
Captain	DCASMA Springfield	Commander	Springfield,NJ	1306P
Captain	DLA	Dep.Ex.Dir	Alexandria	1306P
Commander	DCASR Atlanta	Dep. Dir.	Marietta	1306P
Commander	DCASR St.Louis	Dep. Dir.	St. Louis	1306P
Commander	DCASPRO AT&T	Commander	Burlington,NC	1306H
Commander	DCASMA St.Louis	Commander	St. Louis	1306P
Commander	DCASMA San Diego	Commander	San Diego	1306P
Commander	DCASMA L. Whills	Commander	Los Angeles	1306P
Commander	DCASPRO West	Commander	Sunnyvale	1306P
Commander	DCASPRO Gould	Commander	Cleveland	1306H
Commander	DCASPRO Walled Lake	Commander	Michigan	1306H
Commander	DCASPRO IBM	Commander	Manassas, VA	1306P
Commander	DCASPRO RCA	Commander	Moorestown, NJ	1306P
Commander	DCASPRO Lor Sys	Commander	Akron, OH	1306H
Commander	DCASMA New Orleans	Commander	New Orleans	1306P
Commander	DCASPRO McD-Douglas	Commander	Titusville	1306P
Commander	DISC Philadelphia	Chief	Philadelphia	1306P
Commander	DCSC Columbus	Chief	Columbus, OH	1306P
Commander	DLA	QA/Cont.Eval	Alexandria	1306H
Commander	DCASPRO Hughes	Commander	Fullerton	1306P

LCDR	Def.Subsistence Ofc Chief		Alameda	1306S
LCDR	Def.Subsistence Ofc Chief		San Diego	1306S
LCDR	DCASMA El Segundo	Asst Chief	El Segundo	1306P
LCDR	DCASMA San Diego	Asst Chief	San Diego	1306P
LCDR	DCASMA Van Nuys	Asst Chief	Los Angeles	1306H
LCDR	DCASMA Detroit	Asst Chief	Dearborn	1306H
LCDR	DCASMA Springfield	Asst Chief	Springfield,NJ	1306S
LCDR	DCASMA Reading	Asst Chief	Reading, PA	1306H
LCDR	DFSC Alexandria	Asst Chief	Alexandria	1306P
LCDR	DESC Dayton	Chief	Dayton, OH	1306H
LCDR	DLA	Proc. Staff	Alexandria	1306P
LCDR	DLA	Proc. Staff	Alexandria	1306P
LCDR	DLA	Proc. Staff	Alexandria	1306P
LCDR	Defense IG, SE	Asst Insp Gen	Atlanta	1306G

APPENDIX D

1306 "S" CODED BILLETS

1306 "S" CODED BILLETS

<u>RANK</u>	<u>CLAIMANT</u>	<u>BILLET and LOCATION</u>
Captain	CNO	CO, ADP SO, Washington, DC
Commander	CNR	Supply Officer, Naval Research Lab, Washington, DC
Commander	SPAWARS	Supply Officer, NAVAIRDEVCON, Warminster, PA
Commander	NAVAIR	Financial Mgt. NAVAIR, Washington, DC
Commander	NAVSEA	Dir. Procurement, NSC San Diego
LCDR	NAVAIR	Procurement Mgmt, NATC Pautuxent River, MD
LCDR	COA	Contract Admin, DOE Naval Reactor Office, Schnectady, NY
LCDR	NAVAIR	Contract Admin, NAVPRO Stratford, CT
LCDR	CINCLANTFLT	Supply Officer, LANTFLT Weapons Training Facility, Norfolk, VA
LCDR	NAVAIR	Contract Admin, NAVAIR
LCDR	SPAWARS	General Supply, NAVSURFWPNCEN, Dahlgren, VA
LCDR	CNO	Supply Officer, COMNAVSPACECOM, Dahlgren, VA
LCDR	NAVSEA	Contracting Officer, Portsmouth NSYD, NH

LCDR	DLA	Chief, Def. Subsistence Office, Alameda, CA
LCDR	DLA	Chief, Def. Subsistence Office, San Diego, CA
LCDR	DLA	Program Support Officer, DCASPRO General Dynamics, San Diego, CA
LCDR	DLA	Asst Chief, DCASMA Springfield, NJ
LCDR	DLA	Contract Admin, DCASPRO IBM, Manassas, VA
LCDR	DLA	Contract Admin, DCASMA Philadelphia, PA
LCDR	NAVEDTRA	Procurement/Contract Div. Dir. NAVTRASTA, Great Lakes, IL

In addition, thirty four Lieutenant and two Lieutenant Junior Grade billets exist. They are not listed here as they are not subject to detailed analysis in this thesis.

APPENDIX E

1306 "P" CODED BILLETS

1306 "P" CODED BILLETS

CAPTAINS: 28

CLAIMANT	BILLET AND LOCATION
SPAWARS	Director of Supply, Naval Weapons Center, China Lake, CA
NAVSUP	Commanding Officer, NRCC, Washington, DC
NAVSUP	Commanding Officer, NRCC, Philadelphia, PA
NAVSUP	Commanding Officer, NRCC, Long Beach, CA
NAVSUP	Commanding Officer, NRCC, Naples, Italy
NAVAIR	Director of Acquisition, JPM-3, Washington, DC
NAVAIR	Director of Contracts and Business, Washington, DC
NAVAIR	Procurement Contract Executive Director
NAVAIR	Procurement/Contracting Weapon Systems
SPAWARS	Deputy Commander for Contracts
NAVSEA	Executive Assistant for Procurement Management
NAVSEA	Director Undersea Warfare Systems Procurement
NAVSEA	Director Contract Administration Division
NAVSUP	Dep. Commander, Acquisition/Contract Management
MSC	Director Contracts & Business Management
DUSN	Assistant Director, Contracts, Office of ASN S&L
DUSN	Deputy Assistant Director, Office of ASN S&L
DUSN	Asst Dir Contract Mgmt Div, Office of ASN S&L
DUSN	Asst Dir Procurement Mgmt. Office of ASN S&L
DUSN	Principal Assistant, Office of ASN S&L
NAVSUP	Director of Contracting, SPCC Mechanicsburg

NAVSUP Director Purchase Div, ASO Philadelphia  
 DLA Director of Contracting, DFSC Alexandria  
 DLA Deputy Executive Director, DLA Alexandria  
 DLA Commander, DCASR St. Louis  
 DLA Commander, DCASMA St. Louis  
 DLA Commander, DCASMA, Springfield, NJ  
 DLA Commander, DCASR Atlanta

Commanders: 74

NAVAIR Supply Officer, NAVAVIONICEN, Warminster, PA  
 NAVAIR Deputy Dept Head for Contracts, NAVAVNLOGCEN,  
 Pautuxent River, MD  
 CNO Contract Admin, OP-81J  
 SSPO Contract Division Officer, NAVPRO, Pittsfield, MA  
 NAVAIR Dir Contract Div, NAVPRO St. Louis  
 NAVAIR Dir Procurement Dept, NAVTRASYSNEN, Orlando, FL  
 SPAWARS Gen Supply, D.W. Taylor Research & Dev Ctr,  
 Washington, DC  
 SPAWARS Contracting/Procurement, Naval Weapons Center,  
 China Lake, CA  
 SPAWARS Business Mgr, PDW 106 NAVSPACE Program  
 NAVSUP Executive Officer, NRCC, Washington, DC  
 NAVSUP Executive Officer, NRCC, Philadelphia, PA  
 NAVSUP Dep Dir Contract Div, NRCC, Philadelphia, PA  
 NAVSUP Executive Officer, NRCC, Long Beach, CA  
 NAVSUP Dir Contract Admin, NRCC Det, London, UK

CINCPACFLT	Supply Plans, COMNAVLOGPAC, Pearl Harbor, HA
NAVAIR	Director of Contracts, JPM-3
NAVAIR	Exec Asst to Dir of Contracts, JPM-3
NAVAIR	Contracting/Procurement, Weapons Sys, NAVAIR
NAVAIR	Contract Admin, NAVAIR
NAVAIR	Contracting/Procurement, Asst Dir Missile Sys
NAVAIR	Procurement Management, NAVAIR
NAVAIR	Dep Program Manager (BFM), Project Mgmt Office
NAVAIR	Dep Program Manager (BFM), Project Mgmt Office
NAVAIR	Dep Program Manager (BFM), Project Mgmt Office
NAVAIR	Dep Program Manager (BFM), Project Mgmt Office
NAVAIR	Business/Financial Manager
NAVAIR	Business/Financial Manager
NAVAIR	Acquisition/Contracting Officer, NAVAIR det, Orlando, FL
NAVPERS	Special Project Officer, CNMPC
NAVSEA	Contracting/Procurement, NAVWPNSUPPCEN
NAVSEA	Dep Dir Contracts, NAVSEA
NAVSEA	Head, Surface Ship Overhaul Acquisition Branch
SPAWARS	Dept Head, Procurement Management, NAVOCEANSYSCEN, San Diego, CA
SPAWARS	Supply Officer, NAVSURFWPNCEN, White Oak Lab, MD
MSC	Procurement Policy Review Asst, MSC, Bayonne, NJ
MSC	Director of Contracting, MSC, Bayonne, NJ
MSC	Deputy for Contract Admin, MSC, Bayonne, NJ
DUSN	Acquisition Policy Specialist, Office of ASN, S&L

DUSN	Head, Contract Policy Branch, Office of ASN, S&L
DUSN	Head, Contractor Performance Review, Office of ASN, S&L
DUSN	Dir, Policy and Procedures Div, Office of ASN, S&L
CNO	Executive Officer, ADPSO, Washington, DC
NAVSUP	Dir, Special Contracts Div, SPCC, Mechanicsburg
NAVSEA	Contract Admin, SUPSHIP, San Diego, CA
NAVSEA	Contract Admin, SUPSHIP, San Francisco, CA
NAVSEA	Contracting Officer, SUPSHIP, Bath, ME
NAVSEA	Contract Admin, SUPSHIP, Groton, CT
NAVSEA	Contract Admin, SUPSHIP, Pascagoula, MS
NAVSUP	Dir Regional Contracting Dept, NSC, Charleston, SC
NAVSUP	Dir Regional Procurement Dept, NSC, Jacksonville, FL
NAVSUP	Dir Regional Contracting Dept, NSC, Norfolk, VA
NAVSUP	Dir Procurement, NSC, Bremerton, WA
NAVSUP	Contracting Officer, NSC, Pensacola, FL
CINCPACFLT	Procurement Management, NSD, Yokosuka, Japan
CINCPACFLT	Officer in Charge, NSD Yokosuka Branch, Hong Kong
NAVAIR	Head, Buying Branch 1, ASO, Philadelphia, PA
DLA	Chief, DCSC, Columbus, OH
DLA	Chief, DFSC, Alexandria, VA
DLA	Dep Dir, Contract Mgmt, DCASR, St. Louis
DLA	Commander, DCASMA, Twin Cities, MN
DLA	Commander, DCASPRO Hughes, Fullerton, CA
DLA	Commander, DCASMA, San Diego, CA

DLA Commander, DCASPRO Litton, Woodland Hills, CA  
DLA Commander, DCASPRO Westinghouse, Sunnyvale, CA  
DLA Commander, DCASMA, New Orleans, LA  
DLA Deputy Director, DCASR, Chicago, IL  
DLA Commander, DCASPRO IBM, Manassas, VA  
DLA Commander, DCASPRO RCA, Springfield, NJ  
DLA Deputy Director, DCASR, Atlanta, GA  
DLA Chief, DISC, Philadelphia, PA  
DLA Dir Contracting, DIPEC, Memphis, TN  
COA Instructor, Procurement Mgmt, USA Log Mgmt Cen,  
Ft. Belvoir, VA  
COA Instructor, Procurement Mgmt, USA Log Mgmt Cen,  
Ft. Belvoir, VA

Lieutenant Commanders: 50

DUSN Management Consultant, Naval Audit Service  
Headquarters, Falls Church, VA  
NAVAIR Contract Admin, NAVPRO, St.Louis, MO  
NAVSUP Dir Contracts Div, NRCC, Washington, DC  
NAVSUP Contracting Officer, NRCC, Washington, DC  
NAVSUP Dir, Purchasing Div, NRCC, Philadelphia, PA  
NAVSUP Executive Officer, NRCC, Naples, Italy  
NAVSEA Contract Admin, NAVWPNSUPPCEN  
NAVAIR Procurement, Aircraft  
NAVAIR Procurement, Aircraft  
NAVAIR Procurement

NAVAIR	Procurement, Weapons Systems
NAVAIR	Procurement, Weapons Systems
NAVAIR	Procurement, Purchase Div.
NAVAIR	Procurement, Missile Weapons Systems
NAVAIR	Procurement, Missile Weapons Systems
NAVAIR	Procurement, RDT&E
SPAWARS	Special Asst to Deputy Commander
SPAWARS	BFM, PDW 106-NAVSPACE
NAVSEA	Procurement Manager (02C)
NAVSEA	Contracting Officer
NAVSEA	Contracting Officer
NAVSEA	Head, Contract Supervision
NAVSEA	418C COMP DIR
NAVSEA	General Supply, NAVORDSTA, Indian Head, MD
CNO	Head, Contract Dept, NARDAC Washington, DC
DUSN	Procurement Analyst, Office of ASN S&L
NAVSUP	Contracting Officer, SPCC, Mechanicsburg, PA
NAVSUP	Contracting Officer, SPCC, Mechanicsburg, PA
NAVSUP	Contract Admin, SPCC, Mechanicsburg, PA
NAVSUP	Contracts & Purchase Div Off, NSC, Charleston, SC
NAVSUP	OIC, NSC Charleston det, Kings Bay, GA
NAVSUP	Dir, Contracts Div, NSC, Norfolk, VA
NAVSUP	Dir, Contracts Div, NSC, Oakland, CA
NAVSUP	Regional Procurement Director, NSC, Pearl Harbor, HA
NAVSUP	Asst Dir Purchase Div, ASO, Philadelphia, PA

DLA	Chief, DGSC, Richmond, VA
DLA	Chief, DCSC, Columbus, OH
DLA	Asst Chief, DFSC, Alexandria, VA
DLA	Asst Chief, Acquisition Div, DFSC, Alexandria, VA
DLA	Procurement Management Staff Officer
DLA	Procurement Management Staff Officer
DLA	Procurement Management Staff Officer
DLA	Asst Chief, DCASMA, Inglewood, CA
DLA	Asst Chief, DCASMA, San Diego, CA
CNO	Instructor, NPGS, Monterey, CA
COA	Faculty, AFIT, Columbus, OH
COA	Faculty, AFIT, Columbus, OH

The following three Lieutenant Commander "G" coded billets were included as "P" coded billets for purposes of this thesis:

NAVFAC	Supply Logistics to OICC Trident, Kings Bay, GA
DIG	IG Representative, Defense Inspector General
DIG	IG Rep, Regional Office SE, Atlanta, GA

Lieutenant: 3

CNR	Asst Supply, NRL Office of Naval Research
CNO	Contracting/Procurement, NARDAC, Washington, DC
CINCPACFLT	Dir Purchasing Div, NSD Guam

Billets without location listed are all located in Washington DC.

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4. Telephone conversation between CDR Milligan (SUP OP-31), and the author, 24 March 1988.
5. Telephone conversation between CDR Milligan (SUP OP-31), and the author, 1 April 1988.

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