

NAVAL POSTGRADUATE SCHOOL

Monterey, California

DTIC
ELECTE
DEC 01 1989
S D CS D



THESIS

AD-A214 736

THE CIVILIANIZATION OF MARINE CORPS
BILLETTS: A METHODOLOGY

by

Iric Brooke Bressler

June 1989

Thesis Advisor: Prof. Paul R. Milch

Approved for Public Release; Distribution is unlimited.

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)			5 MONITORING ORGANIZATION REPORT NUMBER(S)	
6a NAME OF PERFORMING ORGANIZATION NAVAL POSTGRADUATE SCHOOL		6b OFFICE SYMBOL (if applicable) 54	7a NAME OF MONITORING ORGANIZATION NAVAL POSTGRADUATE SCHOOL	
6c ADDRESS (City, State, and ZIP Code) MONTEREY, CA 93943-5000			7b ADDRESS (City, State, and ZIP Code) MONTEREY, CA 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
11 TITLE (Include Security Classification) THE CIVILIANIZATION OF MARINE CORPS BILLETS: A METHODOLOGY				
12 PERSONAL AUTHOR(S) BRESSLER, IRIC B.				
13a TYPE OF REPORT MASTER'S THESIS		13b TIME COVERED FROM TO	14 DATE OF REPORT (Year, Month, Day) 1989, JUNE	15 PAGE COUNT 73
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, CIVILIANIZATION, MARINE CORPS, METHODOLOGY, DOD CIVILIAN EMPLOYEES, COST FACTORS, ...)	
FIELD	GROUP	SUB-GROUP		
19 ABSTRACT (Continue on reverse if necessary and identify by block number) The purpose of this thesis was to develop a methodology for investigating whether it is feasible and cost effective to transition military billets on board a typical Marine Corps Base to civilian personnel. The methodology is broken down into two phases. The first phase--billet identification procedure--establishes a "Combat Essential" criterion used for determining whether a billet is eligible for further civilianization analysis. To be eligible a billet must <u>not</u> contain any of the seven characteristics that are associated with the "Combat Essential" criterion. After all eligible billets are identified, in the second phase the military cost factors along with the appropriate civilian cost factors for each billet are identified. The military and civilian cost factors are then compared and recommendations for or against civilianization are made. Phase One described above was applied to the Fleet Assistance Program (FAP) on board Camp Pendleton, CA and Phase Two was applied specifically to the Base Clubs System within the FAP.				
20 DISTRIBUTION AVAILABILITY OF ABSTRACT ☒ UNCLASSIFIED UNLIMITED ☐ SAME AS RPT ☐ DTIC USERS			21 ABSTRACT SECURITY CLASSIFICATION UNCLASSIFIED	
22a NAME OF RESPONSIBLE INDIVIDUAL PAUL R. MILCH			22b TELEPHONE (Include Area Code) (408) 646-2882	22c OFFICE SYMBOL 55 Mh

Approved for public release; distribution is unlimited.

CIVILIANIZATION OF MARINE CORPS BILLETTS:
A METHODOLOGY

by

Iric Brooke Bressler
Captain, United States Marine Corps
B.S., United States Naval Academy, 1983

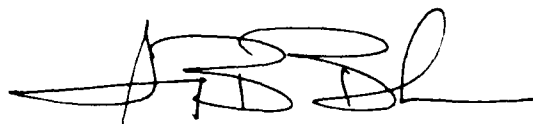
Submitted in partial fulfillment of the
requirements for the degree of

MASTER OF SCIENCE IN MANAGEMENT

from the

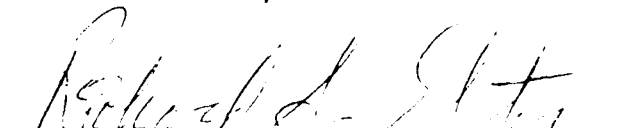
NAVAL POSTGRADUATE SCHOOL
June 1989

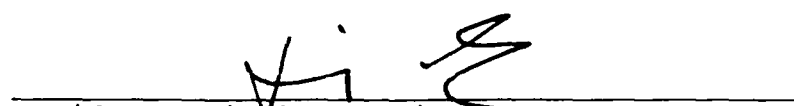
Author.

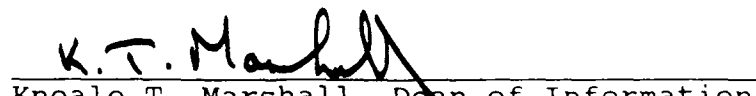

Iric Brooke Bressler

Approved by:


Paul R. Milch, Thesis Advisor


Richard S. Elster, Second Reader


David R. Whipple, Chairman, Department of
Administrative Sciences


Kneale T. Marshall, Dean of Information
and Policy Sciences

ABSTRACT

The purpose of this thesis was to develop a methodology for investigating whether it is feasible and cost effective to transition military billets on board a typical Marine Corps Base to civilian personnel. The methodology is broken down into two phases. The first phase--billet identification procedure--establishes a "Combat Essential" criterion used for determining whether a billet is eligible for further civilianization analysis. To be eligible a billet must not contain any of the seven characteristics that are associated with the "Combat Essential" criterion. After all eligible billets are identified, in the second phase the military cost factors along with the appropriate civilian cost factors for each billet are identified. The military and civilian cost factors are then compared and recommendations for or against civilianization are made. Phase One described above was applied to the Fleet Assistance Program (FAP) on board Camp Pendleton, CA and Phase Two was applied specifically to the Base Clubs System within the FAP.



DTIC	1
COM	1
Newport	1
By	
Date	
Pages	
Cost	
1-1	

TABLE OF CONTENTS

I.	INTRODUCTION	1
A.	CIVILIAN/MILITARY SUBSTITUTION	1
B.	CIVILIAN/MILITARY SUBSTITUTION POLICY	3
C.	CIVILIANIZATION ISSUES	3
D.	METHODOLOGY	4
E.	FLEET ASSISTANCE PROGRAM (FAP)	5
II.	BILLET IDENTIFICATION PROCEDURE	7
A.	CIVILIANIZATION GUIDELINES	7
B.	CRITERION	8
C.	APPLICATION OF THE CRITERION TO THE FAP T/O ...	10
III.	BILLET SUBSTITUTION COSTS	20
A.	MILITARY COSTS	21
B.	CIVILIAN COSTS	21
C.	BILLET COMPARISON EXAMPLE	23
D.	BILLET COST FACTOR TABLES	25
E.	APPLICATION OF THE BILLET COST FACTORS	25
F.	OTHER FACTORS	29
IV.	SUMMARY/RECOMMENDATIONS & CONCLUSIONS	34
A.	SUMMARY	34
B.	RECOMMENDATIONS	34
C.	CONCLUSIONS	35

APPENDIX A: FLEET ASSISTANCE PROGRAM TABLE OF ORGANIZATION	37
APPENDIX B: MARINE CORPS COST FACTORS	58
LIST OF REFERENCES	64
INITIAL DISTRIBUTION LIST	65

LIST OF TABLES

I.	MARINE CORPS MANPOWER ENDSTRENGTHS	1
II.	CRITERION ANALYSIS	11
III.	MARINE CORPS COST FACTORS	58
IV.	AVERAGE OFFICER MANPOWER COST FOR FY-88	59
V.	CIVILIAN MANYEAR COST FOR GENERAL SCHEDULE	60
VI.	CIVILIAN MANYEAR COST FOR WAGE RATE (SUPERVISORY) PERSONNEL	61
VII.	CIVILIAN MANYEAR COST FOR WAGE RATE (LEADER) PERSONNEL	62
VIII.	CIVILIAN MANYEAR COST FOR WAGE RATE (NONSUPERVISORY) PERSONNEL	63

I. INTRODUCTION

Since the advent of the All-Volunteer Force (AVF) in 1973, there has been growing doubts whether our nation will be able to sustain an all-volunteer force of appropriate quality and quantity [Ref. 1:p. 1]. Furthermore, in recent years, as the Pentagon's budget has been squeezed between rising costs and alternative demands for federal funds, the defense payroll, which now amounts to roughly half of all defense spending, has come under close scrutiny. For the most part, however, attention has focused on the man in uniform, rather than on his civilian coworker in the military establishment [Ref. 1:p. vii].

Listed in Table I are the U. S. Marine Corps' military and civilian manpower endstrengths for 1974, 1980 and 1988 as provided by the Defense Manpower Data Center [Ref. 2]:

TABLE I
MARINE CORPS MANPOWER ENDSTRENGTHS

	ACTIVE DUTY MILITARY	CIVILIAN
1974	188,747	17,473
1980	188,438	16,750
1988	197,388	18,907

The increase from 1980 to 1988 in both military and civilian manpower endstrengths produced increasingly larger manpower costs within the Marine Corps' budget. Thus, the issue whether the Marine Corps can reduce its military manpower costs through civilianization of some military billets has been raised.

A. CIVILIAN/MILITARY SUBSTITUTION

As a result of the move to the All-Volunteer Force in 1973, the Services have taken advantage of the policy of substituting civilians for military personnel as the cost of military personnel has increased. Civilianization has been viewed as an alternative solution to spiraling military manpower costs [Ref. 3:p. 15]. Civilian employees can be separated into two distinct groups. The first group consisting of the following:

- 1) direct-hire (in-house) employees
- 2) indirect-hire employees
- 3) nonappropriated fund employees.

The second group consists of contract hire personnel who work for private-sector firms (IBM, BOEING, etc.) under contract to the Defense Department [Ref. 3:p. 16]. Although contract hire personnel will at times be dealt with in this thesis, the majority of the analysis will be focused on the civilian employees mentioned in the first group above.

B. CIVILIAN/MILITARY SUBSTITUTION POLICY

The Department of Defense is responsible to Congress for carrying out Public Law 93-365 regarding the labor mix within the Department of Defense. The Law states:

It is the sense of Congress that the Department of Defense shall use the least costly form of manpower that is consistent with military requirements and other needs of the Department of Defense. Therefore, in developing the annual manpower authorization requests to congress and in carrying out manpower policies, the Secretary of Defense shall, in particular, consider the advantages of converting from one form of manpower to another for the performance of a specific job. [Ref. 4:p. 8]

In accordance with this Law, the Secretary of Defense issues more specific guidance via the chain of command to each service. The key assumption made in this guidance is that civilian employees are always less costly. This assumption has roused interest for this thesis because there is not a defined procedure for Department of Defense use when comparing manpower costs between military and civilian employees. The idea of civilians being less costly is a product of the All-Volunteer Force. In the pre-1973 era (under conscription), military manpower was cheap. However, since the initiation of AVF, military manpower costs have had to be increased steadily to maintain the appropriate manpower accession and retention levels needed to meet all of the Department of Defense's commitments. As a result of spiraling manpower costs, the use of civilians in place of military personnel has sometimes become economically attractive.

C. CIVILIANIZATION ISSUES

The primary civilianization issues to be answered are:

- 1) Can military billets be civilianized?
- 2) Is it cost effective to transition those billets identified?

As a process of answering the above questions, the following subsidiary issues will be also analyzed:

- 1) What criteria are used to identify military billets for civilianization?
- 2) What issues arise as a result of vague civilianization guidelines?
- 3) What guidelines are used to make billet cost comparisons between military incumbents and civilian substitutes?
- 4) Can the identified billets be classified in accordance with the Civilian Personnel Office's Guidelines? If so, what are the financial/payroll costs? If not, can an indirect hire or nonappropriated fund employee fill the billet?
- 5) Based on answers to questions 3 & 4 above, is a civilian in the billet cheaper than the military incumbent?
- 6) What other factors need to be analyzed?

D. METHODOLOGY

There is a need to establish a methodology (to include billet identification, cost effectiveness, corresponding civilian jobs, etc.) that could be used throughout the Marine Corps for the civilianization process. Marine Corps Base, Camp Pendleton, California, the largest United States Marine Corps Base, will be the focus for applying the methodology established for this thesis. Specifically, the

civilianization methodology established from the analysis of the above mentioned questions will be applied to the Fleet Assistance Program's (FAP's) Table of Organization (T/O) on board Marine Corps Base, Camp Pendleton, CA. The following are reasons for using the FAP at Camp Pendleton within this analysis:

- 1) The majority of the billets listed within the FAP T/O are generic to most of the bases throughout the Marine Corps.
- 2) Camp Pendleton's overall physical size (the largest Marine Corps Base) requires a FAP T/O of 17 officers and 596 enlisted billets.

Furthermore, after applying the methodology to the billets within the FAP, a simulated transition will be applied to those billets deemed eligible for civilianization. To establish the billet transition process from military incumbents to civilian personnel, the Civilian Personnel Office's Classification Guidelines (including the use of "Pdwriter", a computer software package) and the Nonappropriated Fund Standardized Job Description Handbook will be used. Title X, United States Code (U.S.C.) authorized these references for billet classification of Federal Civilian Employees.

E. FLEET ASSISTANCE PROGRAM (FAP)

The FAP is

a formulation of procedures whereby tenant Fleet Marine Force commands agree to provide personnel on a temporary basis to Base commands for the purpose of providing personnel augmentation to Base organizations to compensate for the increased workload generated by the

presence of the FMF commands while in garrison [Ref. 5:pp. 1-3].

Billets in the FAP cover a wide range of activities, e.g., Ranges, Food Services, Base Clubs, Motor Transportation, Communications & Electronics, etc. Furthermore, Military Occupational Specialties (MOS's) in the areas of Military Police, Public Affairs, Marine Corps Exchange, and Data Systems are part of the FAP to achieve maximum utilization of personnel and their individual skills which are not normally used while serving in the FMF. Additionally, FAP provides the necessary manpower to ensure that adequate service support is provided to the tenant FMF commands by the base (Marine Corps Base, Camp Pendleton, CA.) [Ref. 5:pp. 1-3]. Appendix A contains the Table of Organization for the Fleet Assistance Program at Camp Pendleton.

II. BILLET IDENTIFICATION PROCEDURE

DoD Directive 1400.5 states:

Civilian personnel will be used in positions which do not require military incumbents for reasons of law, training, security, discipline, rotation, or combat readiness, and which do not require a military background for successful performance of the duties involved. Use of civilian employees affords abilities not otherwise available, assumes continuity of administration and operation, and provides a nucleus of trained personnel necessary for expansion in any emergency. [Ref. 4:p. 12]

Consequently, during fiscal 1974 the substitution of civilians for military personnel, wherever possible, resulted in 31,000 military billets being converted to civilian status. However, in the rush to identify potential civilian substitutes, critics of DoD policy have frequently been more concerned with whether civilians can be used than with whether they should be used [Ref. 6:p. 291]. Thus, establishing valid billet identification criteria should be only the initial step in the civilianization process. This initial step will prevent the civilianization of necessary military billets, and also ensure the identification of nonessential billets, which then are candidates for further consideration for civilianization.

A. CIVILIANIZATION GUIDELINES

An analysis of the Department of Defense's policy on civilianization is required to establish valid billet

identification criteria. The vague guidelines provided by DoD have given the Services wide latitude to establish their own definitions as to the determination of billet civilianization [Ref. 1:p. 5]. As a result, the Services use the following issues to justify their preference for uniformed personnel:

- 1) military requirements--the basic nature of the billet, its geographical location, and the mobility requirements.
- 2) personnel management constraints--the requirements for maintaining training and rotation bases.
- 3) cost-effectiveness--uniformed personnel are less subject to reductions in force and cost less than civilian employees.
- 4) tradition--a commander's perception may be justification for leaving military personnel in the billet [Ref. 6:p. 293].

As presented in the issues above, the DoD does not use one central criterion to determine whether a billet should either remain with the military incumbent or be filled by a civilian employee. Thus, establishing a billet civilianization process using a single criterion to identify military billets would have to either integrate or eliminate the characteristics listed above.

B. CRITERION

It is therefore suggested that to determine whether or not a billet should be civilianized, the following criterion be used: "Is the billet Combat Essential?"

According to Binkin, in "Shaping the Defense Civilian Work Force," a combat essential billet would have to contain one or more of the following characteristics:

- 1) it is within a unit engaged in combat functions, and in direct combat support functions;
- 2) it requires the exercise of command control, military training and discipline, and which, by law, must be exercised by military personnel;
- 3) it is within a unit that has combat mobility requirements;
- 4) it requires that military personnel must gain experience before they can assume responsibility for a combat function;
- 5) it requires certain skills and knowledge acquired primarily through military training;
- 6) it requires that a civilian incumbent, to properly discharge his/her duties, be forced to compromise his/her legal rights and privileges, or take action restricted by law to military personnel;
- 7) it is in an area or grade which is necessary for normal career progression. [Ref. 1:pp. 5-6]

Using the above characteristics would not only allow for the integration of issues on military requirements and personnel management constraints, but also eliminate the issues on cost-effectiveness and tradition that the Services use to justify their preference for uniformed personnel. These characteristics would then establish specific guidelines for the civilianization of military billets under the "Combat Essential" premise. Consequently, those billets determined to have any of the above characteristics would be identified as Combat Essential and would not be eligible for further civilianization analysis. Correspondingly, those billets

that do not contain any of the above characteristics (i.e., have a "NO" answer to the criterion question) would then be eligible for the next step in the civilianization analysis process.

C. APPLICATION OF THE CRITERION TO THE FAP T/O

The above Combat Essential criterion was applied to each FAP billet contained in Appendix A. If the billet had any of Binkin's characteristics, a "YES" answer to the criterion question was assigned, otherwise a "NO" answer was given. Listed in Table II are the results of this analysis (FAP unit, billets, manpower required, with "YES" or "NO" answer to the criterion question, and the justification for a "YES" answer).

As a result of this analysis, 276 out of the 613 FAP billets (45%) would require military incumbents. The remaining 337 billets would be eligible for the next step in the civilianization analysis process.

TABLE II
CRITERION ANALYSIS

UNIT/BILLET (MANPOWER REQUIRED)	COMBAT ESSENTIAL?	JUSTIFICATION
JOINT PUBLIC AFFAIRS OFFICE		
Photo Journalist (5)	YES	direct combat support
Print Journalist (5)	YES	
Broadcast Journalist (3)	YES	
Media Chief (1)	NO	
Operations Chief (1)	NO	
Com/Rel NCO (1)	NO	
Elec Media Chief (1)	NO	
NAVAL HOSPITAL		
Liaison Assistant	NO	
SUBSTANCE ABUSE CENTER		
Assistant Director (1)	NO	
SNCOIC (3)	NO	
Admin Chief (1)	NO	
Admin Clerk (1)	NO	
Counselor (3)	NO	
NCOIC (1)	NO	
APM/Medvac Coor (1)	NO	
Insp/Instructor (3)	NO	
Lab Technician (4)	NO	
Driver (1)	NO	

TABLE II (CONT)

UNIT/BILLET (MANPOWER REQUIRED)	COMBAT ESSENTIAL?	JUSTIFICATION
BASE EDUCATION		
Fiscal NCOIC/Clerk (3)	NO	
NCOIC Counseling (1)	NO	
Edu Clk/Test Asst (3)	NO	
Counselor (1)	NO	
SPECIAL SERVICES		
Purchasing/Contract (1)	NO	
Accounting Section (1)	NO	
Rec Asst/Cash Coord (1)	NO	
Property Control (1)	NO	
Motor Vehicle Operator (4)	NO	
Auto Mechanic (3)	NO	
Stableman (4)	NO	
NCOIC/Maint Man (5)	NO	
Recreation Asst (4)	NO	
Athl Ops Chief (1)	NO	
Div Athl Chief 1)	NO	
BASE CLUBS		
Mgr/Asst OFF (3)	NO	
Mgr/Asst SNCO (6)	NO	
Cook SNCO (1)	NO	
Asst Mgr ENL (15)	NO	

TABLE II (CONT)

UNIT/BILLET (MANPOWER REQUIRED)	COMBAT ESSENTIAL?	JUSTIFICATION
MARINE CORPS EXCHANGE		
Exchange Officer (3)	NO	
Exchange Operations Chief (2)	NO	
Exchange Man (4)	NO	
LEGAL ASSISTANCE		
Civil Proc Liaison (2)	NO	
Civil Proc Clerk (1)	NO	
FORWARD AIR CONTROL		
Admin Chief/Clerk (2)	NO	
COMMUNICATIONS-ELECTRONICS BRANCH		
Communications Watch Officer (4)	YES	direct combat support
Communication Watch Supervisor (1)	YES	
Communications Center Man (39)	YES	
Radio Operator (1)	NO	
Mars Operator (2)	NO	
Warehouse Clerk (2)	NO	
Motor Vehicle Dispatcher (1)	NO	
Control Off Repairman (3)	NO	
Tele Repair Instl (3)	NO	
Tele Lineman (5)	NO	
Cable Splicer (3)	NO	
Sound Sys Repairer (1)	NO	
Fix Plant TTY Tech (2)	NO	
Sound Sys Installer (3)	NO	

TABLE II (CONT)

UNIT/BILLET (MANPOWER REQUIRED)	COMBAT ESSENTIAL?	JUSTIFICATION
BASE HOUSING OFFICE		
Admin Asst (1)	NO	
Sera Mesa NOOIC (1)	NO	
BILLETING OFFICE		
Mgr/Asst SNCO BKS (2)	NO	
Duty Mgr/Driver (4)	NO	
Maint NCO (2)	NO	
NATURAL RESOURCES		
Clerk/Driver (1)	NO	
Wildlife Mgt/Driver (8)	NO	
HEADQUARTERS BATTALION COMMAND SECTION		
Food Services Spl (2)	NO	
PROPERTY CONTROL		
Supply Admin Man (1)	NO	
Warehouse Man (2)	NO	
BASE FOOD SERVICES		
Rations Fed Clerk (1)	NO	
Warehouse Man (2)	NO	
BASE MOTOR TRANSPORT		
Instructor (4)	NO	
Trac Trail Oper (20)	NO	
Motor Vehicle Oper (13)	NO	
Bus Driver (19)	NO	
Inspector (2)	NO	

TABLE II (CONT)

UNIT/BILLET (MANPOWER REQUIRED)	COMBAT ESSENTIAL?	JUSTIFICATION
FACILITIES MAINTENANCE OFFICE		
Plumber (1)	NO	
Electrician (1)	NO	
Engr Equip Oper (5)	NO	
Combat Engr (2)	NO	
Motor Vehicle Oper (2)	NO	
AMMUNITION BRANCH		
Ammunition Tech Clerk/ Driver (4)	YES	direct combat support
Ammunition Issue Coordinator (1)	YES	
Ammunition Technicians (5)	YES	
NCOIC Storage Unit (1)	YES	
Responsible/Alt NCO (6)	YES	
Responsible Ammo Technician (2)	YES	
Ammo Tech/Maintenance NCO (1)	YES	
Ammo Tech/Maintenance Man (7)	YES	
Guard Officer (1)	YES	
Guard Chief (1)	YES	
SGT/CPL of the Guard (9)	YES	
Sentry (18)	YES	
Guard/Driver (6)	YES	
Admin Clerk (1)	NO	
Police NCO (1)	NO	

TABLE II (CONT)

UNIT/BILLET (MANPOWER REQUIRED)	COMBAT ESSENTIAL?	JUSTIFICATION
TRAINING FACILITIES OFFICE		
KD Range Officer (2)	YES	military training required
Marksmanship NCO (12)	YES	
Range NCO/Operator (12)	YES	
Range Maintenance/ Operator (18)	YES	
Range Maintenance Man (22)	NO	
KD Range Maint/Driver (5)	NO	
Range Mint/Driver (2)	NO	
CORRECTIONS BATTALION		
Admin Chief/Clerk (3)	NO	
Driver/Chaser (2)	NO	
Motor Vehicle Oper (1)	NO	
Food Service Spl (3)	NO	
Baker (1)	NO	
Metal Shop Supv (2)	NO	
Paint Shop Supv (1)	NO	

TABLE II (CONT)

UNIT/BILLET (MANPOWER REQUIRED)	COMBAT ESSENTIAL?	JUSTIFICATION
MILITARY POLICE BATTALION		
Plans/Training Officer (1)	YES	military training required/ direct combat support
Marksmanship NCO (1)	YES	
Logistics Man/Driver (1)	YES	
Duty Armorer (3)	YES	
Dispatcher/Operator (1)	YES	
Platoon Commander (2)	YES	
Dispatcher/Turnkey (4)	YES	
Desk Clerk (2)	YES	
Military Police (34)	YES	
Flightline Security Supervisor (6)	YES	
Flightline Security Personnel (34)	YES	
Investigator (2)	YES	
Trng Records Clerk (1)	NO	
Maintenance NCO (1)	NO	
Warehouseman (1)	NO	
Vehicle Registr Clk (1)	NO	
Coder Clerk (2)	NO	
ILF NCO (1)	NO	
Records Supr/Clerk (4)	NO	
Admin Clerk (1)	NO	
Complaint Clerk (1)	NO	
21A COORD OFFICE		
Food Service Spl (5)	NO	

TABLE II (CONT)

UNIT/BILLET (MANPOWER REQUIRED)	COMBAT ESSENTIAL?	JUSTIFICATION
SCHOOLS BATTALION		
Director/Deputy (2)	NO	
Operations Chief (1)	NO	
Supply Chief (1)	NO	
Admin Chief/Clerk (2)	NO	
Chief Instructor (1)	NO	
Instructor (8)	NO	
52A COORD OFFICE		
Plumber (1)	NO	
Carpenter (1)	NO	
Grounds Maint NCO (1)	NO	
Range Maint/Salvage (3)	NO	
Food Service Spl (3)	NO	
Baker (2)	NO	
Motor Vehicle Oper (25)	NO	
Athletic Rec Asst (1)	NO	

TABLE II (CONT)

UNIT/BILLET (MANPOWER REQUIRED)	COMBAT ESSENTIAL?	JUSTIFICATION
SCHOOL OF INFANTRY		
0352 (TOW) Training Instructor (4)	YES	military training required/ necessary for career path
Training Company Commander (1)	YES	
Training Company Executive Officer (1)	YES	
Training Company 1st Sergeant (1)	YES	
Training Company Gunnery Sergeant (1)	YES	
Rifle Platoon Commander (3)	YES	
Weapons Platoon Commander (1)	YES	
Troop Leader (10)	YES	
Barracks/Grounds Man (1)	NO	

III. BILLET SUBSTITUTION COSTS

Up to now, there has been little mention in this thesis of billet substitution costs because when considering military/civilian substitution, the DoD directives do not address the issue of cost. The implicit assumption made is that civilians are cheaper. With this assumption, the perception is that the DoD is complying with Congress and Public Law 93-365 [Ref. 7:p. 27]. However, it is not always true that civilians are cheaper. For example, at the start of the AVF, the United States Air Force converted more than 14,000 military billets to civilian positions. These conversions were made without considering if they were the most effective and efficient decision. As a result, forty percent (40%) of the conversions were to a more expensive resource. It was later discovered that in certain specialties military manpower was cheaper than its civilian counterpart [Ref. 7:p. 29].

The next phase in determining whether a "noncombat essential" billet (identified in Chapter II) can be civilianized is broken down into the following steps:

- 1) identify the cost factors involved with military personnel;
- 2) identify the cost factors involved with civilian employees;
- 3) compare the cost factors of having a military incumbent to a civilian replacement.

A. MILITARY COSTS

In determining the actual cost of military personnel, it is not enough to take budget costs and divide by the number of personnel. The actual cost of military personnel can be broken down into billet costs and annual compensation costs. The difference is that compensation costs only look at the payroll aspect (the salary needed to pay the person filling the billet), while billet costs take into consideration the training pipeline, attrition, and recruiting costs that are necessary to keep a sufficient number of personnel eligible to fill a billet.

The items considered in this thesis for determining the cost of military employees are:

- 1) Salary which includes basic pay, quarters, subsistence, and income tax adjustments;
- 2) Any special or premium pay such as hazardous duty, hostile fire, bonuses, etc.;
- 3) Supplemental benefits, i.e., retirement, health benefits, VA benefits, etc.;
- 4) Non-compensation personnel costs, i.e., clothing, PCS travel, training, life insurance (SGLI), etc.

While not all are applicable to each and every billet, the process of determination must consider which ones do apply [Ref. 3:p. 24].

B. CIVILIAN COSTS

In investigating direct-hire (in-house) civilian costs, the analysis will be separated according to white-collar and blue-collar pay. White-collar pay has steadily risen since the start of the AVF. This can be attributed to "catch-up"

raises which were made to the pay comparable to the private sector. Blue-collar workers have had an even larger increase during the same time period due to the rules by which Wage Grade pay rates are calculated. Pay raises for all federal blue-collar workers are calculated to maintain comparability with prevailing local civilian rates. The law provides that wages paid to workers at step two (of five possible steps in each grade) be at average private-sector wages. Pay at step two then becomes the reference point for calculating increases in the other steps. The problem is that over ninety percent of defense blue-collar workers are above the step two level. Also, the Monroney Amendment gives the blue-collar worker another advantage. This states that the government is required to import wage rates from one particular geographical area to another if that latter area does not have an established average private wage, thereby, resulting in a generally higher wage than that available to local wage earners. In addition, those federal employees (blue-collar) who work night shifts are not constrained by local norms. Finally, these blue-collar workers have not been restrained by the recent lower pay increases that have been imposed on white-collar and military employees [Ref. 1:p. 13].

Costs that are common to both white-collar and blue-collar workers include:

- 1) Compensation--base pay, overtime and holiday pay, life insurance, retirement, health benefits, unemployment compensation, and workmen's compensation;
- 2) Pipeline--training and travel costs;
- 3) Indirect--Base operations and overhead costs. [Ref. 2:p. 45].

Additionally, although it is difficult to allocate support costs--national scholarship and loan programs, income tax deductions, and federal revenue sharing--to a particular manpower position, these costs must still be recognized as additional costs [Ref. 7:p. 35].

C. BILLET COMPARISON EXAMPLE

Now that the cost factors have been identified, military and civilian billet costs can be compared. In order to compare we need to ensure that occupations in the military and civilian sectors are similar. Some jobs due to their combat nature have no civilian counterpart. There have been, however, attempts to analyze the "contents" of the various military billets. For example, one of the methods has been to use a point-count system to compare the content of similar jobs. Each job's content was evaluated by the problem-solving skills required and by the degree of accountability in that job. The point counts identify civil service grade levels whose average content is above or below the average job content of the military billet being evaluated [Ref. 1:p. 47].

Once the occupational equivalencies are made, it is then possible to make cost comparisons. Binkin, in "Shaping the Defense Civilian Work Force," compared selected military grades and equivalent Federal Civilian Grades for fiscal year 1978. The analysis found the white-collar civilian to be less expensive than officers but the blue-collar workers to be more expensive than all military enlisted grades. However, these results need to be interpreted with the following facts taken into consideration:

- 1) the accuracy of the point method used in determining similar job content;
- 2) the figures used for the study represent average rather than marginal costs;
- 3) any variations in geographical locations were not considered;
- 4) the fact that there are hidden costs that surface only when a billet by billet examination is conducted [Ref. 1:p. 48].

Although the above discussion presents a method as well as some of the problems that must be dealt with in the civilianization process, the point count method has a major pitfall that needs to be addressed. Specifically, it does not compare the billet cost factors (i.e., base pay, special pay, training and travel, etc.) between the military incumbent and the civilian replacement. This is especially important, because in today's era of force reductions and budgetary constraints, it is this comparison of billet cost factors that will be the driving force in determining whether or not a billet is civilianized.

D. BILLET COST FACTOR TABLES

The billet cost factor tables that will be used for application to the FAP T/O are taken from the "Marine Corps Cost Factors Manual" (MCO P7000.14J). These tables are contained in Appendix B. As displayed in the tables, the largest and most conspicuous military personnel cost is for pay and allowances. There are, however, other significant military personnel expenses. Although the kinds of personnel costs incurred by military personnel are similar to those incurred by civilian employees, nonpay personnel costs are proportionally larger for the military than for the civilian employee [Ref. 8:p. 2-5].

E. APPLICATION OF THE BILLET COST FACTORS

Before presenting the application of the billet cost factors, it is important to mention the method applied to derive the civilian pay grades used in the substitution process. The civilian pay grades listed in the analysis below were derived from interviews with the Director, Civilian Personnel Office, Camp Pendleton, CA and Director, Officer's Club, Naval Postgraduate School, Monterey, CA. Additionally, the Job Classification Specialist at the Postgraduate School made available the computer software package "Pdwriter". This software package has been developed to assist people who write and classify position and job descriptions. The system allows the user to choose

menu statements that are keyed to a particular type of work. The key feature of the system is that as the user is developing the position classification or job description, the system is evaluating the proper pay level (GS, GW, etc.) appropriate for that job. Thus, the information received from the interviews and the results of the software package formed the methodology for assigning the appropriate civilian pay grades. This application compares the billet cost of military incumbents to the prospective civilian replacements for the Base Club System section within the FAP T/O. The T/O for the Base Clubs section calls for 25 enlisted Marines--24 SNCO's (i.e., E-6 and above) and 1 NCO. The rank structure, number of Marines required within each rank, MOS, average enlisted manpower cost (\$), total cost (\$) for each rank, and cumulative total cost for the 25 billets are listed below:

<u>RANK</u>	<u>#</u>	<u>MOS</u>	<u>MANPOWER COST</u>	<u>TOTAL COST</u>
E-8	1	9910 (ANY)	\$49,033	\$49,033
E-7	9	" "	\$42,573	\$383,157
E-6	14	" "	\$36,708	\$513,912
E-4	1	3381 (COOK)	\$27,350	\$27,350

			Total Cost	\$973,452

(Note: The average enlisted manpower costs were taken from Appendix B--Table III.)

Additionally, the training costs that the Marine Corps has invested in these Marines must be taken into account. It was assumed that all the Marines listed above were of the (03) Infantry MOS except for the E-4 (COOK). The reasons for this assumption were that the majority of the Marines at Camp Pendleton, Ca. are of the Infantry MOS, and because the (03) Infantry MOS is not a specialized field (as are e.g. the data processing or communications MOS's). Therefore, the training costs for Infantry Marines are less than what the training costs of Marines in any other MOS would be. Based on this assumption, the Marine Corps has invested in these Marines the following training costs:

<u>TRAINING TYPE</u>	<u>COST</u>	<u>#</u>	<u>TOTAL COST</u>
BASIC RECRUIT	\$4,403	25	\$110,075
OCC (MOS) FLD 03	\$3,791	24	\$90,984
OCC (MOS) FLD 33			
BASIC FOOD SERVICE	\$3,123	1	\$3,123
FOOD SERVICE NCO	\$6,811	1	\$6,811
PROFESSIONAL EDUCATION			
SCNO ADVANCED	\$11,059	24	\$265,416
SCNO CAREER	\$5,796	10	\$57,960

Total Cost			\$534,369

(Note: These training figures were obtained from the Marine Corps Cost Factors Manual (MCO P7000.14J) Chapter III, Section A.)

Therefore, the total cost (average enlisted manpower and training) for having these Marines in the Base Clubs System

Branch billets is \$1,507,821. It should be noted, however, although the training costs were combined with the average manpower costs, Marines still need to be trained and their respective training costs will still be incurred.

If the Marine Corps were to substitute civilian employees for these Marines in the above mentioned billets, the following average civilian manpower costs would be incurred:

<u>PAY GRADE</u>	<u>WAGE</u>	<u>#</u>	<u>TOTAL COST</u>
GS-12	\$43,613	1	\$43,613
GS-9	\$30,422	3	\$91,266
WG-9	\$28,148	8	\$225,184
WG-6	\$25,182	12	\$302,184
WG-5	\$24,144	1	\$24,144

	Total Cost		\$686,391

(Note: The average civilian manpower costs were taken from Appendix B--Tables V and VIII.)

As shown above, the Marine Corps' total average enlisted manpower cost is \$973,452 for having Marines fill the billets. On the other hand, if the Marine Corps civilianized these billets, the total average civilian manpower cost would be \$686,391-- a potential \$287,061 savings in total average manpower cost for the Marine Corps. Also, except for the E-4 billet (COOK), the above requirements for each billet are not directly related to any

of the specific MOS training that each Marine has received. Consequently, the Marine Corps is getting little, if any, return on their money invested (\$534,396) for training these Marines during the time when they serve in these FAP billets. As a result of this application, the Marine Corps could save \$287,061 in total average manpower costs and get a better return on its money for the \$534,396 training costs if civilians were to replace Marines in the Base Clubs system's billets. Another point of view concerning training costs is presented in the section below.

F. OTHER FACTORS

Throughout the process of establishing a methodology for civilianizing Marine Corps billets, several other factors arose that were related to or consequences of the civilianization process. These factors were:

- 1) increase in overall unit manpower readiness;
- 2) increase in unit combat effectiveness;
- 3) "Marine image" mindset;
- 4) additional force reductions;
- 5) point of view on personnel costs;
- 6) use of contract personnel.

The first two factors above are the direct result of the civilianization process as applied to the FAP on board Camp Pendleton, CA. If the FAP billets identified in this analysis were civilianized, the overall unit manpower readiness would increase because of the 337 Marines being

returned to their parent units. Additionally, along with the increase in unit manpower readiness comes an increase in the units' combat effectiveness. Because of the FAP's unique and vitally important support function on Camp Pendleton, CA, only the most dependable Marines are selected for the FAP billets. However, if these billets were to be civilianized, the skills, expertise, and leadership ability of these Marines could be put to use within their parent units. Thus, the Marine units gain not only additional manpower, but also the Marines' invaluable knowledge and experience. Plus, each time that a billet is vacated for a FAP quota the requirement for individual billet training (i.e., squad leader, platoon sergeant, etc.) is eliminated. This, in turn, would stabilize the units' continuity and enable the units to train more efficiently, which would eventually lead to increased combat effectiveness.

The third factor--"Marine image" mindset--brings out a negative aspect of the civilianization process. This aspect being that the Marine Corps might not want personnel other than Marines in certain support billets. In other words, "Do we (the Marine Corps) really want civilians working in Marine billets? The answer to this question would have to come from the highest level of Headquarters, Marine Corps. The attitude that "Marines take care of themselves--a band of brothers" is an ever present ideal ingrained into Marines at Boot Camp. To change to civilians

in certain support billets necessitates a major policy change and may cause more harm than good. The argument for this point is that the reductions in manpower readiness and combat effectiveness caused by the FAP is tolerable as long as the traditions and heritage of the Marine Corps are maintained.

The fourth factor--additional force reduction--comes as a result of analyzing the effects the civilianization process would have on total Marine Corps endstrength. The argument is that if the Marine Corps can civilianize billets, thus reducing their total number of billets, then the Marine Corps can, also, eliminate some of their training billets. Therefore, an additional force reduction can be realized. This issue, although very straight-forward, brings with it the political issues on force reduction which are beyond the scope of this research paper.

The fifth factor deals with which point of view is taken when analyzing the personnel costs involved in the civilianization process. The individual Base Commander wants military employees because he has no payroll costs for military personnel. However, for each civilian employee added via the substitution process, the Base Commander's Operations and Manpower (O&M, MC) budget is increased. The overall Marine Corps' point of view is that if it is cheaper to civilianize, then the Marine Corps will save on military manpower costs.

The final issue resulting from the civilianization process was choosing whether to use civilian in-house personnel or contract operators (Commercial Activities) to fill the billets. Although this analysis did not specifically address the use of contract operators, a brief comment about this topic is warranted. The OPNAVINST 4860.7B--COMMERCIAL ACTIVITIES (CA) PROGRAM--is the reference used when dealing with any kind of contract operator. Cooper, in "Military Manpower and the All-Volunteer Force" states:

Whereas the average costs for military and direct-hire civilian personnel are within a few hundred dollars of one another, contract hires may be several thousands dollars less expensive than either of these sources of labor input--even if the civilian contractor earns a 10 percent profit on the contract services. Perhaps the greatest cost savings are those to be realized from substituting contract hires for direct hires. The substitution of 250,000 contract hires for 250,000 direct hires could save about \$1 billion per year [Ref. 6:p. 301].

This conclusion is based on the fact that civilian contractors can take advantage of local labor market conditions. Thus, in areas where the cost of living and prevailing rates are less than the national average, civilian contractors may be able to offer services for substantially less than it would cost to employ Federally compensated civilian personnel [Ref. 6:p. 301].

However, Binkin identifies the following problems when dealing with contract operators:

- 1) apparent overstatement of costs;
- 2) unsupported assumptions made in estimating costs;
- 3) unreliable cost estimates obtained from informational quotations [Ref. 1:p. 63].

As indicated from the above, the use of civilian contractors may be more cost effective than direct-hire personnel. However, there are related problems that come when dealing with the civilian contractor. Thus, the mixed reviews indicate that further analysis is required on this topic.

IV. SUMMARY/RECOMMENDATIONS & CONCLUSIONS

A. SUMMARY

The civilianization methodology, as explained in this thesis, can be summarized in the following steps:

- 1) determine the T/O to be analyzed;
- 2) apply the "combat essential" criterion to each billet of interest using Binkin's characteristics and eliminate those billets that are "combat essential" from further analysis;
- 3) determine the cost factors for those Marine Corps billets that are not "combat essential";
- 4) establish liaison with and gather information from the Director, Civilian Personnel Office (at the Base where the T/O is manned) to identify the civilian counterparts of the "noncombat essential" billets determined in step (2);
- 5) use the Marine Corps Cost Factors Manual, the information obtained from step (4), and any other sources (including the software package "Pdwriter"), associated with these billets in order to determine the appropriate civilian cost factors;
- 6) analyze and compare the results of steps (3) and (5);
- 7) make recommendations whether to civilianize any billet(s) based on the results of step (6).

B. RECOMMENDATIONS

Based on the analysis presented in this thesis, the following recommendations are made about the civilianization of Marine Corps billets:

- 1) the Marine Corps should adopt the methodology established in this thesis as the foundation for their formal billet evaluation process;
- 2) the Marine Corps should investigate the possibility whether there are other billets, besides FAP billets, which are not combat essential and thereby eligible for civilianization;
- 3) the Marine Corps should assess the possibility of using civilian contractors where they might be less expensive than direct-hire personnel.

C. CONCLUSIONS

With ever present issues of "Force Reduction" and budgetary constraints, it would be beneficial for the Marine Corps to identify methods to reduce their overall size and military manpower expenditures without a reduction of their combat effectiveness. One method which has been discussed to this end is the civilianization of some Marine Corps billets. Although this idea is not a new one within the Department of Defense, the lack of recent literature (latest used is dated 1979) indicates that the issue has not been of top priority in the 1980's. In fact, with the increased spending in the Department of Defense's budget in the early to mid 80's, there was a definite opportunity for expansion in military manpower. However, the easy spending days appear to be over for all the services.

By using this civilianization process, the Marine Corps will be able to identify billets that are not combat essential and, through cost factor comparison, also less expensive if manned by civilian personnel. This would then

allow the Marine Corps to have only the most essential manpower on their payroll, reduce the total amount spent on training, and get the greatest return for their money.

APPENDIX A

FLEET ASSISTANCE PROGRAM TABLE OF ORGANIZATION (ADAPTED FROM BASE ORDER P5326.2B, USMC, MCB, CAMP PENDELTON, CA)

T/O LINE#	WORK SECTION	BILLE, DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7611-0050	JPAO	MEDIA CHIEF	MSGT	4391	1	IND		D
7611-0050A	JPAO	OPERATIONS CHIEF	GYSGT	4391	1	IND		E
7611-0051	JPAO	PHOTO JOURNALIST	SSGT	4322	2	IND		B,D
7611-0052	JPAO	PHOTO JOURNALIST	SGT	4322	3	IND		A,E
7611-0053	JPAO	PRINT JOURNALIST	CPL	4321	2	IND		A
7611-0054	JPAO	PRINT JOURNALIST	LCPL	4321	1	IND		E
7611-0055	JPAO	PRINT JOURNALIST	PVT	4321	2	IND		B
7611-0059	JPAO	NEW EDITOR	SGT	4321	1	IND		E
7611-0067	JPAO	COM/REL NCO	SGT	4321	1	IND		E
7611-0068A	JPAO	ELEC MEDIA CHIEF	SSGT	4313	1	IND		D
7611-0068B	JPAO	BROADCAST JOURNALIST	CPL	4313	3	IND		A,E
RECAP							18	

I/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7611-0118	NAVHOSP	LIAISON ASSISTANT	CPL	9916	2	7MO	01,10,17,23	E
RECAP					2			
7611-197A	SUB ABUSE CNTR	ASST DIRECTOR	CAPT	9910	1	12MO		A
7611-197B	SUB ABUSE CTR	SNCOIC	MGYSGT	9915	1	12MO		A
7611-197C	SUB ABUSE CTR	ADMIN CHIEF	SSGT	9915	1	12MO	01	E
7611-197D	SUB ABUSE CTR	ADMIN CLERK	LCPL	0151	1	12MO	01	E
7611-197E	SUB ABUSE CTR	DRIVER	LCPL	9916	1	06MO		E
7611-198A	SUB ABUSE CTR	SNCOIC	GYSGT	8538	1	12MO		A
7611-198B	SUB ABUSE CTR	COUNSELOR	GYSGT	8538	1	12MO		A
7611-199A	SUB ABUSE CTR	COUNSELOR	SSGT	8538	2	12MO		A
7611-199C	SUB ABUSE CTR	APM/MEDEVAC COOR	SGT	9916	1	12MO		E
7611-199E	SUB ABUSE CTR	SNCOIC	GYSGT	9915	1	12MO		A
7611-199F	SUB ABUSE CTR	INSP/INSTRUCTOR	SGT	9916	3	12MO		E
7611-199J	SUB ABUSE CTR	NCOIC	SGT	9916	1	12MO		A
7611-199L	SUB ABUSE CTR	LAB TECHNICIAN	LCPL	9916	4	06MO		E
RECAP					1	18		

I/O LINE#	WORK SECTION	BILLET DESCRIPTION	I/O RANK	I/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7611-0203A	BASE EDUCATION	FISCAL CLERK	CPL	9916	2	12MO	01,02	E
7611-0203B	BASE EDUCATION	NCOIC FISCAL	SSGT	9916	1	12MO	01,02	D
7611-0203C	BASE EDUCATION	NCOIC COUNSELOR	GYSGT	9916	1	12MO	02	A
7611-0204	BASE EDUCATION	EDU CLK/TEST ASST	CPL	9916	3	12MO	01,02	E
7611-0204A	BASE EDUCATION	COUNSELOR	SGT	9916	1	12MO	02	A
					8			
					RECAP			

7611-0235A	SPECIAL SERVICES	PURCHASING/CONTRACT	CPL	3043	1	12MO		E
7611-0235B	SPECIAL SERVICES	ACCOUNTING SECT	CPL	0151	1	12MO	01,02	E
7611-0236A	SPECIAL SERVICES	REC ASST/CASH COUR	LCPL	8921	1	06MO		E
7611-0238A	SPECIAL SERVICES	PROPERTY CNTL	SSGT	8921	1	12MO		E
7611-0243	SPECIAL SERVICES	MOTOR VEHICLE OPER	LCPL	3531	4	06MO	03,23	E
7611-0249	SPECIAL SERVICES	AUTO MECHANIC	CPL	3522	3	06MO		E
7611-0253	SPECIAL SERVICES	SERVICES STABLEMAN	LCPL	8921	4	06MO	04,23,25	E
7611-0260	SPECIAL SERVICES	NCOIC MAINT MAN	SGT	8921	1	06MO		E
7611-0261	SPECIAL SERVICES	MAINTENANCE MAN	LCPL	8921	4	06MO		E
7611-0264	SPECIAL SERVICES	RECREATION ASST	CPL	8921	1	06MO		E
7611-0266	SPECIAL SERVICES	RECREATION ASST	CPL	8921	1	06MO		E

I/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPI PRE	MOB CODE
7611-0273A	SPECIAL SERVICES	ATHL OPS CHIEF	MSGT	8921	1	12MO		E
7611-0273B	SPECIAL SERVICES	DIV ATHL CHIEF	SSGT	8921	1	12MO		E
7611-0277	SPECIAL SERVICES	RECREATION ASST	SGT	8921	1	06MO	23	E
7611-0278	SPECIAL SERVICES	RECREATION ASST	CPL	8921	1	06MO		E
RECAP					26			

7611-0291	BASE CLUBS	ASST MGR 17A OFF	GYSGT	9916	1	09MO	05, 23	D
7611-0298	BASE CLUBS	MGR 63A OFF	GYSGT	9916	1	12MO	05, 23	D
7611-0299	BASE CLUBS	ASST MGR 63A OFF	SSGT	9916	1	06MO	05, 23	D
7611-0304	BASE CLUBS	ASST MGR 20A SNCO	GYSGT	9916	2	09MO	05, 06, 23	D
7611-0306	BASE CLUBS	MGR 24A SNCO	GYSGT	9916	1	06MO	05, 23	D
7611-0307	BASE CLUBS	ASST MGR 24A SNCO	SSGT	9916	1	06MO	05, 23	D
7611-0309	BASE CLUBS	MGR 63A SNCO	MSGT	9916	1	12MO	05, 23	D
7611-0310	BASE CLUBS	ASST MGR 63A SNCO	GYSGT	9916	1	09MO	05, 23	D
7611-0311	BASE CLUBS	COOK 63A SNCO	CPL	3381	1	06MO	05	E
7611-0318	BASE CLUBS	ASST MGR 13A ENL	SSGT	9916	1	09MO	05, 06, 23	D
7611-0321	BASE CLUBS	ASST MGR 21A ENL	SSGT	9916	1	06MO	05, 16, 23	D

I/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7611-0324	BASE CLUBS	ASST MGR 22A ENL	SSGT	9916	1	09MO	05,23	D
7611-0326	BASE CLUBS	ASST MGR 24A ENL	SSGT	9916	1	06MO	05,23	D
7611-0331	BASE CLUBS	ASST MGR 33A ENL	SSGT	9916	1	09MO	05,23	D
7611-0333	BASE CLUBS	MGR 41A ENL	GYSGT	9916	1	12MO	05,23	D
7611-0334	BASE CLUBS	ASST MGR 41A ENL	SSGT	9916	1	09MO	05,23	D
7611-0337	BASE CLUBS	ASST MGR 43A ENL	SSGT	9916	1	09MO	05,23	D
7611-0339	BASE CLUBS	ASST MGR 43A NCO	GYSGT	9916	1	09MO	05,23	D
7611-0341	BASE CLUBS	ASST MGR 51A ENL	SSGT	9916	1	09MO	05,23	D
7611-0344	BASE CLUBS	ASST MGR 52A ENL	SSGT	9916	1	09MO	05,23	D
7611-0347	BASE CLUBS	ASST MGR 53A ENL	SSGT	9916	1	09MO	05,23	D
7611-0350	BASE CLUBS	ASST MGR 62A ENL	GYSGT	9916	1	09MO	05,23	D
7611-0351	BASE CLUBS	ASST MGR 62A ENL	SSGT	9916	1	06MO	05,06,23	D
7611-0353	BASE CLUBS	MGR 64A ENL	SSGT	9916	1	09MO	05,23	D
RECAP							25	

I/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7611-0357	MCX	EXCHANGE OFFICER	LTCOL	4130	1	IND	08,23	D
7611-0358	MCX	ASST EXCHANGE OFF	CAPT	4130	2	IND	08,23	D
7611-0359	MCX	EXCHANGE CHIEF	MGYSGT	4131	1	IND	08,23	D
7611-0360	MCX	OPERATIONS CHIEF	MSGT	4131	1	IND	08,23	D
7611-0361	MCX	EXCHANGE MAN	GYSGT	4131	1	IND	08,23	D
7611-0362	MCX	EXCHANGE MAN	SSGT	4131	1	IND	08,23	D
7611-0363	MCX	EXCHANGE MAN	SGT	4131	2	IND	08,23	
RECAP					3	6		
7611-0492A	LEGAL ASSISTANCE	CIVIL PROC LIAISON	LT	9910	1	12MO	23	A
7611-0493A	LEGAL ASSISTANCE	CIVIL PROC LIAISON	SGT	0151	1	06MO	01	B
7611-0494A	LEGAL ASSISTANCE	CIVIL PROC CLERK	CPL	0151	1	06MO	01	
RECAP					1	2		
7611-0527	FAC ECHELON	ADMIN CHIEF	SGT	0151	1	06MO	01	E
7611-0530	FAC ECHELON	ADMIN CLERK	CPL	0151	1	07MO	01	E
RECAP						2		

I/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPI PRI	MOB CODE
7611-0541	COMM-ELECT	RADIO OPERATOR	CPL	2531	1	06M0	10, 17, 23	B
7611-0546	COMM-ELECT	MARS OPERATOR	LCPL	2534	2	06M0	01	B
7611-0546G	COMM-ELECT	WAREHOUSE CLERK	LCPL	3051	2	12M0	23	E
7611-0553	COMM-ELECT	COMM WATCH OFFICER	LT	2502	4	09M0	21 23	A, B
7611-0554	COMM-ELECT	COMM WATCH SUPVR	GYSGT	2549	1	12M0	11, 21, 23	D
7611-0558	COMM-ELECT	COMM CENTER MAN	SGT	2542	5	12M0	11, 13, 23	A, B, E
7611-0560	COMM-ELECT	COMM CENTER MAN	CPL	2542	8	12M0	11 13, 23	A, B, E
7611-0562	COMM-ELECT	COMM CENTER MAN	LCPL	2542	18	12M0	11 13, 23	A, B, E
7611-0563	COMM-ELECT	COMM CENTER MAN	PFC	2542	8	12M0	11, 13, 23	A, B, E
7611-0572	COMM-ELECT	MOTOR VEH DISPATCHER	CPL	3531	1	06M0	23	E
7611-0581	COMM-ELECT	CONTRL OFF REPAIRMAN	CPL	2822	3	12M0	23	E
7611-0590	COMM-ELECT	TELE REPAIR INSTL	CPL	2811	2	12M0	23	A
7611-0592	COMM-ELECT	TELE REPAIR INSTL	LCPL	2811	1	12M0	23	A
7611-0599	COMM-ELECT	TELE LINEMAN	CPL	2513	1	12M0		A
7611-0600	COMM-ELECT	TELE LINEMAN	LCPL	2513	4	12M0		A
7611-0605	COMM-ELECT	CABLE SPLICER	LCPL	2813	3	12M0		E
7611-0622	COMM-ELECT	SOUND SYS REPAIRER	LCPL	2841	1	12M0	10, 27, 23	E

T/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RAIK	T/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7611-0630	COMM-ELECT	FIX PLANT TTY TECH	SGT	2818	1	12MO	21,22,23	E
7611-0632	COMM-ELECT	FIX PLANT TTY TECH	CPL	2818	1	12MO	21,22,23	E
7611-0638	COMM-ELECT	SOUND SYS INSTALLER	PL	2512	1	12MO	23	B
7611-0639	COMM-ELECT	SOUND SYS INSTALLER	LCPL	2512	2	12MO	23	E
RECAP					4	66		
7611-0681	BASE HOUSING OFF	ADMIN ASSISTANT	CPL	0151	1	07MO	01	B
7611-0711	BASE HOUSING OFF	SERRA MESA NCOIC	SSGT	1142	1	07MO	10,17	D
RECAP					2			
7611-0722C	BILLETING OFF	MANAGER SNCO BKS	GYSGT	8911	1	09MO	01,10,11,17	B
7611-0722D	BILLETING OFF	ASST MGR SNCO BKS	SGT	8911	1	09MO	01,10,11,17	B
7611-0728	BILLETING OFF	DUMGR/DRIVER	CPL	8911	4	09MO	01,10,11,17	B
7611-0731	BILLETING OFF	MAINT NCO	SSGT	8911	2	09MO	01,10,11,17	B
RECAP					8			

I/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7611-0739	NAT RESOURCES	CLERK/DRIVER	PVT	0311	1	12MO	01	E
7611-0756	NAT RESOURCES	WILDLIFE MGT/DVR	CPL	9916	4	12MO	10,17,23	E
7611-0757	NAT RESOURCES	WILDLIFE MGT/DVR	PVT	9916	4	12MO	10,17	E
					9			
					RECAP			
7611-1029	HQBN CMD SECT	FOOD SVC SPL 13A	LCPL	3381	2	06MO	23	E
					2			
					RECAP			
7612-0035	PROPERTY CONTROL	SUPPLY ADMIN MAN	SGT	3043	1	12MO	01,23	E
7612-0053	PROPERTY CONTROL	WAREHOUSEMAN	SGT	3051	1	12MO	23	E
7612-0054	PROPERTY CONTROL	WAREHOUSEMAN	CPL	3051	1	12MO	23	E
					3			
					RECAP			
7612-0069	BASE FOOD SERV	RATIONS FED CLERK	CPL	0151	1	06MO	01	E
7612-0082	BASE FOOD SERV	WAREHOUSEMAN	LCPL	3051	2	06MO	23	E
					3			
					RECAP			

I/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7612-0156	BASE MOTOR TRANS	INSTRUCTOR/EXAM	SGT	3538	4	12MO	23	E
7612-0173	BASE MOTOR TRANS	TRAC TRAIL OPER	CPL	3533	20	12MO	09,23	E
7612-0179	BASE MOTOR TRANS	MOTOR VEHICLE OPER	LCPL	3531	10	09MO	07,17,27	E
7612-0196	BASE MOTOR TRANS	BUS DRIVER	SGT	3531	11	12MO	03,17,27	E
7612-0198	BASE MOTOR TRANS	BUS DRIVER	CPL	3533	8	12MO	03,17,27	E
7612-0204	BASE MOTOR TRANS	MOTOR VEHICLE OPER	CPL	3531	3	07MO	10,17,27	E
7612-0205	BASE MOTOR TRANS	INSPECTOR	LCPL	3531	2	07MO	10,17	E
						RECAP	58	
7612-0345	FAC MAINT OFF	PLUMBER	CPL	1171	1	06MO	07,23	E
7612-0346	FAC MAINT OFF	ELECTRICIAN	CPL	1141	1	06MO	10,17,23	E
7612-0409A	FAC MAINT OFF	ENGR EQUIP OPER	LCPL	1345	2	06MO	10,12,17,23	B
7612-0409A	FAC MAINT OFF	COMBAT ENGR	CPL	1371	2	06MO	07,12,17,23	B
7612-0494	FAC MAINT OFF	MOTOR VEH OPER	CPL	3531	2	06MO	10,17,23	B
7612-0525	FAC MAINT OFF	ENGR EQUIP MECH	CPL	1341	1	06MO	10,12,17,23	B
7612-0526	FAC MAINT OFF	ENGR EQUIP OPER	CPL	1345	2	06MO	10,12,17,23	B
						RECAP	11	

T/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7612-0671	AMMO BRANCH	AMMO TECH DRIVER	PVT	2311	2	IND	06,07,17,23	E
7612-0674	AMMO BRANCH	AMMO TECH CLERK	CPL	2311	1	06MO	06,23	E
7612-0676	AMMO BRANCH	AMMO TECH CLERK	LCPL	2311	1	IND	06,23	E
7612-0683	AMMO BRANCH	ISSUE COORDINATOR	SGT	2311	1	IND	06,23	E
7612-0685	AMMO BRANCH	AMMO TECH/ISSUE	CPL	2311	1	IND	06,23	E
7612-0687	AMMO BRANCH	AMMO TECH/ISSUE	LCPL	2311	1	IND	06,23	E
7612-0688	AMMO BRANCH	AMMO TECH/ISSUE	PVT	2311	3	IND	06,23	E
7612-0690	AMMO BRANCH	NCOIC STORAGE UNIT	SSGT	2311	1	IND	06,23	E
7612-0693	AMMO BRANCH	PRIMARY RESP NCO	SGT	2311	3	IND	06,23	E
7612-0695	AMMO BRANCH	ALT RESP NCO	CPL	2311	3	IND	06,23	E
7612-0697	AMMO BRANCH	ALT RESP AMMO TECH	LCPL	2311	2	IND	06,23	E
7612-0698	AMMO BRANCH	AMMO TECH/MAINT NCO	SGT	2311	1	IND	06,23	E
7612-0699	AMMO BRANCH	AMMO TECH/MAINT	PVT	2311	7	IND	06,23	E
7612-0701	AMMO BRANCH	GUARD OFFICER	LT	9910	1	06MO	06,23	D
7612-0702	AMMO BRANCH	GUARD CHIEF	SSGT	8151	1	07MO	06,10,17,23	D
7612-0703	AMMO BRANCH	SGT OF THE GUARD	SGT	8151	3	07MO	06,15,23	E
7612-0704	AMMO BRANCH	CPL OF THE GUARD	CPL	8151	6	07MO	06,15,23	E

I/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7612-0705	AMMO BRANCH	SENTRY	PFC	8151	12	07MO	06,17	E
7612-0706	AMMO BRANCH	SUPERNUMERARY	PFC	8151	6	07MO	06,17	E
7612-0707	AMMO BRANCH	GUARD/DRIVER	PFC	8151	6	07MO	06,07,17	E
7612-0708	AMMO BRANCH	ADMIN CLERK	LCPL	0151	1	07MO	01,06,10,17	E
7612-0709	AMMO BRANCH	POLICE NCO	CPL	9916	1	06MO	06,23	E
					1	63		
					RECAP			

7612-0845	TFO	RANGE MAINT MAN	PFC	1371	22	12MO	23,24	E
7612-0849	TFO	KD RANGE OFFICER	LT	9910	2	06MO	23	A
7612-0853	TFO	MARKSMANSHIP NCO	SSGT	8531	2	06MO	23	D
7612-0854	TFO	MARKSMANSHIP NCO	SGT	8531	10	06MO		B
7612-0855	TFO	KD RANGE MAINT/DVR	LCPL	3531	5	07MO	07,17	B
7612-0860	TFO	RANGE NCO	SSGT	0369	2	06MO		D
7612-0861	TFO	RANGE NCO/OPER	SGT	0311	10	06MO		A, B
7612-0862	TFO	RANGE MAINT/OPER	LCPL	0311	18	06MO		B
7612-0863	TFO	RANGE MAINT/DVR	PFC	3531	2	07MO	07,17	B
				RECAP	2	71		

I/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7622-0016C	CORRECTIONS BN	ADMIN CHIEF SU #1	SSGT	9916	1	12MO	01,02	E
7622-0016H	CORRECTIONS BN	DRIVER/CHASER SU #A	LCPL	9916	2	06MO	28	E
7622-0032	CORRECTIONS BN	MOTOR VEHICLE OPER	CPL	3531	1	07MO	07,17	E
7622-0043	CORRECTIONS BN	FOOD SERVICE SPL	LCPL	3381	1	12MO	23	E
7622-0045	CORRECTIONS BN	FOOD SERVICE SPL	PFC	3381	2	12MO	23	E
7622-0048	CORRECTIONS BN	BAKER	PFC	3311	1	12MO	23	E
7622-0059	CORRECTIONS BN	ADMIN CLERK	LCPL	0151	2	06MO	01	E
7622-0094	CORRECTIONS BN	METAL SHOP SUPV	SGT	1316	2	12MO	23,28	E
7622-0095	CORRECTIONS BN	PAINT SHOP SUPV	SGT	1371	1	12MO	23,28	E
RECAP						13		

7624-0015	MIL POLICE BN	PLANS/TRNG OFFICER	LT	5803	1	12MO	23	A
7624-0019	MIL POLICE BN	MARKSMANSHIP NCO	SSGT	0369	1	12MO	23	D
7624-0020	MIL POLICE BN	TRNG RECORDS CLERK	CPL	0151	1	06MO	01,17	E
7624-0026	MIL POLICE BN	LOGISTICS MAN/DVR	SGT	0411	1	06MO	10,17,23	E
7624-0028	MIL POLICE BN	MAINTENANCE NCO	SGT	8911	1	06MO	07,17	E
7624-0032	MIL POLICE BN	WAREHOUSEMAN	CPL	3051	1	06MO	10,17,23	E

I/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7624-0048	MIL POLICE BN	VEHICLE REGISTR CLK	CPL	5811	1	12MO	01,09,23	B
7624-0057	MIL POLICE BN	CODER CLERK	CPL	5811	2	06MO	01	E
7624-0059	MIL POLICE BN	ILF NCO	CPL	5811	1	06MO	01,14,23	B
7624-0061	MIL POLICE BN	RECORDS SUPVR	SGT	0151	1	06MO	01	E
7624-0062	MIL POLICE BN	RECORDS CLERK	CPL	5811	2	07MO	01,14	E
7624-0064	MIL POLICE BN	RECORDS CLERK	LCPL	0151	1	06MO	01	E
7624-0075	MIL POLICE BN	DUTY ARMORER	LCPL	9916	3	06MO	23	B
7624-0098	MIL POLICE BN	DISPATCHER/OPER	CPL	3531	1	06MO	23	E
7624-0106	MIL POLICE BN	ADMIN CLERK	CPL	0151	1	06MO	01	E
7624-0109	MIL POLICE BN	PLATOON CMDR	LT	9910	2	12MO	23	B
7624-111A	MIL POLICE BN	DISPATCHER/TURNKEY	SGT	5811	4	06MO	10,14,17	B
7624-0114	MIL POLICE BN	DESK CLERK	LCPL	5811	2	06MO	01,14	B
7624-0121	MIL POLICE BN	MILITARY POLICE	SGT	5811	8	07MO	10,14,17	B
7624-0122	MIL POLICE BN	MILITARY POLICE	CPL	5811	12	07MO	10,14,17	B
7624-0125	MIL POLICE BN	MILITARY POLICE	LCPL	5811	14	07MO	10,14,17	B

T/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7624-0125B	MIL POLICE BN	FLIGHTLINE SEC SUPVR	SGT	5811	6	12MO	23,29	B
7624-0125C	MIL POLICE BN	FLIGHTLINE PER PAT	CPL	5811	12	12MO	23,29	B
7624-0125D	MIL POLICE BN	FLIGHTLINE SEC PAT	LCPL	5811	22	12MO	23,29	B
7624-0149	MIL POLICE BN	COMPLIANT CLERK	CPL	5811	1	06MO	01,14	B
7624-0156	MIL POLICE BN	INVESTIGATOR	SSGT	5821	2	12MO	10,14,17,23	B
RECAP					3	101		

7631-0024	21A COORD OFF	FOOD SERVICE SPL	CPL	3381	2	09MO	23	E
7631-0026	21A COORD OFF	FOOD SERVICE SPL	LCPL	3381	1	09MO	23	E
7361-0028	21A COORD OFF	FOOD SERVICE SPL	PFC	3381	2	09MO	23	E
RECAP					5			

7632-200	SCHOOLS BN	DIRECTOR	MGYSGT	9916	1	12MO	19	A
7632-201	SCHOOLS BN	DEPUTY DIRECTOR	GYSGT	0367	1	12MO	19,23	A
7632-202	SCHOOLS BN	OPERATIONS CHIEF	GYSGT	9916	1	12MO	19	A
7631-203	SCHOOLS BN	SUPPLY CHIEF	SGT	3043	1	12MO	01,23	A
7632-204	SCHOOLS BN	ADMIN CHIEF	SGT	0151	1	12MO	01	A
7632-205	SCHOOLS BN	ADMIN CLERK	CPL	0151	1	12MO	01	A

I/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7632-206	SCHOOLS BN	CHIEF INSTRUCTOR	GYSGT	9916	1	12MO	19,23,26,30	A
7632-207	SCHOOLS BN	INSTRUCTOR	SSGT	0369	2	12MO	19,23,26	A
7632-208	SCHOOLS BN	INSTRUCTOR	SSGT	9916	3	12MO	19,23,26,30	A
7632-209	SCHOOLS BN	INSTRUCTOR	SSGT	9916	2	12MO	19,23,26	A
7632-210	SCHOOLS BN	INSTRUCTOR	SSGT	9916	1	12MO	19,23,26,31	A
					RECAP	15		

7660-0004	52A COORD OFF	PLUMBER	CPL	1171	1	09MO	10,17,23	E
7660-0006	52A COORD OFF	CARPENTER	CPL	1371	1	09MO	23	E
7660-0008	52A COORD OFF	GROUNDS MAINT NCO	SGT	9916	1	06MO	23	E
7660-0010	52A COORD OFF	RANGE MAINT/SALVAGE	LCPL	9916	3	06MO	23	E
7660-0023	52A COORD OFF	FOOD SERVICE SPL	PFC	3381	3	06MO	23	E
7660-0025	52A COORD OFF	BAKER	SGT	3311	2	06MO	23	E
7660-0027	52A COORD OFF	BAKER	LCPL	3311	1	06MO	23	E
7660-0040	52A COORD OFF	MOTOR VEHICLE OPER	PVT	3531	12	07MO	07,17	E
7660-0046	52A COORD OFF	MOTOR VEHICLE OPER	PVT	3531	13	07MO	16,17	E
7660-0054	52A COORD OFF	ATHLETIC REC ASST	SGT	8921	1	06MO		E
					RECAP	38		

I/O LINE#	WORK SECTION	BILLET DESCRIPTION	T/O RANK	T/O MOS	TOTAL OFF ENL	TOUR	SPL PRE	MOB CODE
7661-058	SCOL OF INF	0352 TRNG INSTR	SGT	0352	3	12MO	19,23,26	A
7661-059	SCOL OF INF	0352 TRNG INSTR	CPL	0352	1	12MO	19,23,26	A
7661-0162	SCOL OF INF	TRAINING COMPANY CO	CAPT	0302	1	12MO	18,23	B
7661-0163	SCOL OF INF	TRAINING COMPANY XO	LT	0302	1	12MO	18,23	B
7661-0164	SCOL OF INF	TRNG COMPANY 1ST SGT	1STSGT	9999	1	12MO	19,23	D
7661-0165	SCOL OF INF	TRNG COMPANY GYSGT	GYSGT	0369	1	12MO	19,23	D
7661-0166	SCOL OF INF	RIFLE PLATOON CMDR	SSGT	0369	3	12MO	19,23	D
7661-0167	SCOL OF INF	WPNS PLATOON CMDR	SSGT	0369	1	12MO	19,23	D
7661-0168	SCOL OF INF	TROOP LEADER	SGT	0311	3	12MO	19,23,26	B
7661-0169	SCOL OF INF	TROOP LEADER	CPL	0311	3	12MO	19,23,26	B
7661-0170	SCOL OF INF	TROOP LEADER	SGT	0331	1	12MO	19,23,26	B
7661-0171	SCOL OF INF	TROOP LEADER	SGT	0341	1	12MO	19,23,26	B
7661-0172	SCOL OF INF	TROOP LEADER	SGT	0351	1	12MO	19,23,26	B
7661-0173	SCOL OF INF	TROOP LEADER	SGT	0352	1	12MO	19,23,26	B
7661-0174	SCOL OF INF	BARRACKS/GROUNDS MAN	SGT	8911	1	07MO	10,17	B
RECAP					21			

TOTAL FMF RECAP 17 596

Description of Abbreviations Used as T/O Columnar Headings

<u>COLUMNAR HEADING</u>	<u>DEFINITION</u>
T/O	Table of Organization Number
Line	Base T/O line Number
WORK SECTION	Self explanatory
BILLET DESCRIPTION	Self explanatory
R/GDE	Required T/O grade
R/MOS	Required T/O Military Occupational Specialty
OFF	Total officer count for the T/O line number listed
ENL	Total enlisted count for the T/P line number
TOUR	Tour length compatible to billet requirement
SPL PRE	Special Prerequisite codes as described on following pages
Mob Code	Mobilization Codes to identify source of Manpower replacements, see Figure 1-1 and 1-2 of 30 P5320-2B for definitions.

THE SPECIAL PREREQUISITE CATEGORY CODES WHICH APPEAR ON THE T/O UNDER THE COLUMN HEADING "SPL PRE" ARE DESCRIBED AS FOLLOWS:

SPL PREDESCRIPTION

- 01 REQUIRES TYPING ABILITY WITH A MINIMUM OF 15 WORDS PER MINUTE.
- 02 MUST BE A HIGH SCHOOL GRADUATE, OR EQUIVALENT, WITH A MINIMUM CL SCORE OF 105.
- 03 REQUIRES COMMERCIAL BUS LICENSE. BASE WILL ASSUME TRAINING AND LICENSING RESPONSIBILITIES.
- 04 RESTRICTED MALE MARINES ONLY DUE TO LIMITED BILLETING FACILITIES.
- 05 MINIMUM AGE OF 21 REQUIRED.
- 06 BILLET TEMPORARILY SUSPENDED BY MUTUAL AGREEMENT.
- 07 REQUIRES COMMERCIAL 3-TON LICENSE. BASE WILL ASSUME TRAINING AND LICENSING RESPONSIBILITIES.
- 08 BILLET REQUIRES AN MOS FOR WHICH, IF FAP BILLETS DID NOT EXIST, THE PROVIDING FMF COMMAND (FOR THE MOST PART) COULD NOT EFFECTIVELY UTILIZE THE MARINE HOLDING SUCH MOS. THIS FACTOR IS TAKEN INTO ACCOUNT, TO SOME DEGREE, IN THE DISPENSATION OF FAP BILLET COMMITMENTS.
- 09 REQUIRES TRACTOR-TRAILER LICENSE. BASE WILL ASSUME TRAINING AND LICENSING RESPONSIBILITIES.
- 10 REQUIRES COMMERCIAL 1-TON LICENSE. BASE WILL ASSUME TRAINING AND LICENSING RESPONSIBILITIES.
- 11 COMPUTER RELATED BILLET REQUIRING CONTACT RELIEF WITH A 14-DAY TURNOVER PERIOD.
- 12 ASSIGNMENTS WILL BE EFFECTED DURING OCT AND JAN TO COINCIDE WITH FIRE AND FLOOD SEASONS.
- 13 SECRET CLEARANCE REQUIRED.
- 14 ADDITIONAL CRITERIA FOR ASSIGNMENT TO BILLETS IN MOS 5811 AND 5812 RESIDENT IN THE MILITARY POLICE BATTALION.
 - (1) BE MATURE, RELIABLE, TRUSTWORTHY, AND HAVE THE ABILITY TO TACTFULLY, IMPARTIALLY, AND FIRMLY ENFORCE REGULATIONS.
 - (2) BE OF PROPORTIONATE WEIGHT TO HEIGHT ACCORDING TO MARINE CORPS REGULATIONS, AND PHYSICALLY QUALIFIED IN ALL RESPECTS.
 - (3) BE A HIGH SCHOOL GRADUATE OR POSSESS A GT SCORE OF 90 ABOVE.

- (4) BE ABLE TO PASS A BASIC SPELLING/WRITTEN COMMUNICATION EXAM.
 - (5) POSSESS AVERAGE CON AND PRO MARKS OF AT LEAST 4.2 AND 4.0.
 - (6) NO RECORD OF COURT-MARTIAL, FELONY, CIVIL CONVICTION OR ADVERSE IN-SERVICE DRUG/ALCOHOL-RELATED INVOLVEMENT.
 - (7) BE ABLE TO PASS EMERGENCY OPERATOR'S LICENSING EXAM.
 - (8) HAVE A SAFE DRIVING RECORD, AS DETERMINED BY THE BASE PROVOST MARSHAL'S OFFICE.
 - (9) HAVE A MILITARY FRAME ON EYEGLASSES IF WORN.
 - (10) NOMINEES MUST BE INTERVIEWED BY A MILITARY POLICE BATTALION REPRESENTATIVE PRIOR TO ISSUANCE OF ORDERS TO FAP.
 - (11) VOLUNTEER DESIRED; HOWEVER, ANY OTHERWISE QUALIFIED NOMINEE WILL NOT BE EXCLUDED FROM ASSIGNMENT ON THAT BASIS ALONE.
-
- 15 MUST BE QUALIFIED MARKSMAN OR ABOVE WITH SERVICE RIFLE DURING LAST QUALIFICATION FIRING.
 - 16 REQUIRES COMMERCIAL 3-TON LICENSE WITH EXPLOSIVE CERTIFICATION. BASE WILL ASSUME TRAINING AND LICENSING RESPONSIBILITIES.
 - 17 MUST POSSESS A VALID STATE MOTOR VEHICLE DRIVERS LICENSE.
 - 18 MUST HOLD AN MOS IN OCCUPATIONAL FIELD'S 03, 08, OR 18.
 - 19 INDIVIDUALS ASSIGNED TO INSTRUCTOR/TROOP LEADER BILLETS MUST BE FULLY QUALIFIED IN MOS AT PRESENT GRADE LEVEL. MUST POSSESS PROVEN LEADERSHIP QUALITIES, POSITIVE MOTIVATION, GOOD MILITARY APPEARANCE, AND THE ABILITY TO COMMUNICATE CLEARLY AND EFFECTIVELY. MUST HAVE NO RECORD OF HAZING, MALTREATMENT, OR ASSAULT CONVICTIONS.
 - 20 MUST HOLD AN MOS OF 0402, 1302, OR 3502.
 - 21 A FINAL OR INTERIM TOP SECRET SECURITY CLEARANCE REQUIRED.
 - 22 MUST BE FORMALLY TRAINED ON TELETYPE CORPORATION MODEL 28 EQUIPMENT AND LOW-LEVEL KEYING SYSTEMS.
 - 23 IF SUBSTITUTION GRADE AND OR MOS ARE THE SAME AS THE REQUIRED GRADE AND MOS, SUBSTITUTION IS NOT AUTHORIZED WITHOUT PRIOR APPROVAL OF THE BASE FAP COORDINATOR.
 - 24 MUST POSSESS RUDIMENTARY CARPENTRY SKILLS AND OR LIMITED MASONRY EXPERIENCE.
 - 25 MUST EXPRESS NO AVERSION TO WORKING AROUND LARGE ANIMALS. EXPERIENCE TENDING SADDLE HORSES PREFERRED.

- 26 WHENEVER POSSIBLE, ASSIGNMENT TO GUARD OR TROOP LEADER BILLETS WILL BE ACCOMPLISHED DURING THE LATTER TWO WEEKS OF MAR, APR, OCT, AND DEC OF EACH YEAR IN ORDER TO FACILITATE COMPLETION OF A LOCALLY CONDUCTED TROOP LEADER COURSE PRIOR TO ASSUMING THE BILLET ASSIGNMENT.
- 27 MUST HAVE A MEDICAL EXAMINERS CERTIFICATE FOR DRIVERS (NAVMC 10970) IN POSSESSION UPON REPORTING TO THE FAP.
- 28 RESTRICTED TO MALE MARINES ONLY IN COMPLIANCE WITH SECNAVINST 1640.9A PARAGRAPH 3120.4 WHICH PROHIBITS THE SUPERVISION OF MALE PRISONERS BY FEMALE SUPERVISORS WHERE NUDITY COULD ROUTINELY OCCUR.
- 29 ALL PERSONNEL IN OF 5800 (TO INCLUDE OFFICERS) WILL BE ASSIGNED TO FLIGHT LINE SECURITY VIA THE FAP AS DIRECTED BY REFERENCE (d) (MWSS-372 Only).
- 30 MUST POSSESS A SECONDARY MOS 8511.
- 31 BILLET MUST BE FILLED BY A WOMAN MARINE.

APPENDIX B

MARINE CORPS COST FACTORS (ADAPTED FROM MCO P7000.14J)

TABLE III

AVERAGE ENLISTED MANPOWER COST FOR FY-88
(as of Jan 1988)

PAY GRADE	PAY AND ALLOWANCES	RETIREMENT	UNEMPLOYMENT COMPENSATION	AVERAGE SUPPORT	INCOME TAX ADVANTAGE	DEPENDENCY & INDEMNITY COMPENSATION	TOTAL
E-9	40,699	14,992	80	1,495	1,436	736	59,638
E-8	33,494	11,976	80	1,495	1,284	704	49,033
E-7	29,104	10,013	80	1,495	1,213	668	42,573
E-6	25,078	8,329	80	1,495	1,091	635	36,708
E-5	21,612	6,976	80	1,495	1,043	622	31,828
E-4	18,375	5,888	80	1,495	906	606	27,350
E-3	15,637	5,078	80	1,495	813	569	23,672
E-2	13,416	4,602	80	1,495	726	556	20,875
E-1	11,852	3,921	80	1,495	653	540	18,541

Notes:

1. The annual pay and allowance rate consists of all items in the MPMC appropriation (except retired pay accrual, which is shown in a separate column), and average annual PCS travel of \$736.
2. Calculated using the DoD standard method: 51.2% of base pay for officers and enlisted.
3. Unemployment compensation is paid to ex-servicemen under a special Department of Labor program. Cost for unemployment compensation, income tax adjustment, and dependency and indemnity compensation are based on the DoD report "Average Cost of Military and Civilian Manpower (FY-80)" escalated to FY-88. Amounts are allocated to grade based on number of separations; hence the amounts in each grade differ.
4. This is the average cost per Marine manyear for support provided by Marine Corps bases and air stations. Only O&MMC amounts are included. The figure was calculated by taking the total support cost and dividing by the number of manyears.
5. Income tax advantage is the additional income military personnel would have to receive in order to be left with their current disposable income (take-home pay) if their allowances were taxable. Federal income tax is computed using the standard deduction and 1987 tax rates.
6. Dependency and indemnity compensation is paid by the Veterans' Administration to survivors of deceased military personnel.

TABLE IV
AVERAGE OFFICER MANPOWER COST FOR FY-88
(as of Jan 1988)

PAY GRADE	PAY AND ALLOWANCE	RETIREMENT	UNEMPLOYMENT COMPENSATION	AVERAGE SUPPORT	INCOME TAX ADVANTAGE	DEPENDENCY & INDEMNITY COMPENSATION	TOTAL
0-10	85,413	37,677	0	3,684	5,254	1,380	133,408
0-9	83,713	37,677	0	3,684	5,258	1,259	131,591
0-8	82,863	37,497	0	3,684	5,256	1,173	130,473
0-7	77,443	32,601	0	3,684	5,254	1,070	120,052
0-6	70,058	27,773	0	3,684	4,353	990	106,858
0-5	60,552	22,473	0	3,684	3,279	879	90,867
0-4	51,364	18,696	0	3,684	2,442	797	76,983
0-3	44,098	15,580	0	3,684	1,667	754	65,783
0-2	35,816	12,316	0	3,684	1,389	704	53,909
0-1	26,886	8,849	0	3,684	862	682	40,963
W-4	46,665	16,597	0	3,684	1,670	773	69,389
W-3	38,456	13,305	0	3,684	1,204	730	57,379
W-2	32,844	11,244	0	3,684	1,166	710	49,648
W-1	28,926	9,729	0	3,684	1,024	682	44,045

Notes:

1. The annual pay and allowance rate consists of all items in the MPMC appropriation (except retired pay accrual, which is shown in a separate column), and includes average annual PCS travel of \$2,209.
2. Calculated using the DoD standard method: 51.2% of base pay for officers and enlisted.
3. Income tax advantage is the additional income military personnel would have to receive in order to be left with their current disposable income (take-home pay) if their allowances were taxable.
4. Dependency and indemnity compensation is paid by the Veterans' Administration to survivors of deceased military personnel.

TABLE V
CIVILIAN MANYEAR COST FOR GENERAL SCHEDULE

PAY GRADE	BASE PAY	OTHER PAY	LIFE INSURANCE	HEALTH BENEFITS	TERMINAL LEAVE	WORKMEN'S COMPEN- SATION	RETIREMENT	UNEMPLOYMENT COMPEN- SATION	TOTAL
GS-1	9,842	394	19	678	59	620	689	1,167	13,468
GS-2	11,187	448	22	678	67	620	783	1,167	14,972
GS-3	13,034	521	27	678	79	620	912	489	16,360
GS-4	15,161	607	31	678	91	620	1,061	309	18,558
GS-5	17,388	696	35	678	104	620	1,217	165	20,903
GS-6	19,909	797	40	678	119	620	1,393	149	23,705
GS-7	21,541	862	43	678	130	620	1,508	119	23,501
GS-8	24,507	980	49	678	147	620	1,716	203	28,900
GS-9	25,895	1,035	52	678	155	620	1,813	174	30,422
GS-10	29,973	1,199	60	678	180	620	2,098	37	34,845
GS-11	31,238	1,250	62	678	188	620	2,187	125	36,348
GS-12	37,759	1,511	75	678	226	620	2,643	101	43,613
GS GM-13	45,486	1,820	91	678	273	620	3,184	148	52,300
GS GM-14	54,349	2,174	109	678	326	620	3,805	110	62,171
GS GM-15	60,585	2,424	121	678	363	620	4,241	250	69,282
GS GM-16	69,927	2,797	140	678	419	620	4,895	0	79,476
ES-4	71,508	0	428	678	0	295	5,006	0	77,915

Notes:

1. See paragraph 2201 of MCOP for explanation as to how costs were derived.
2. Other pay includes overtime and holiday pay. Grades higher than GS-8 were excluded because they rarely draw this pay.
3. Currently, there are no GS/GM-16, -17, or -18 personnel in the Marine Corps. Personnel who would normally be in those grades are presently in the Senior Executive Service at level 4 (i.e., ES-4)
4. GS/GM-15/-16 are limited to \$79,050 by section 5308 of title 5 of the U.S. Code.

TABLE VI
CIVILIAN MANYEAR COST FOR WAGE RATE (SUPERVISORY) PERSONNEL
(estimate as of Jan 1988)

PAY GRADE	BASE PAY	OTHER PAY ¹	LIFE INSURANCE	HEALTH BENEFITS	TERMINAL LEAVE	WORKMEN'S COMPEN- SATION	RETIREMENT	UNEMPLOYMENT COMPEN- SATION	TOTAL
1	23,815	953	48	830	143	620	1,667	0	28,076
2	24,790	991	50	830	149	620	1,735	0	29,165
3	25,769	1,031	52	830	155	620	1,803	0	30,260
4	26,616	1,065	53	830	160	620	1,864	0	31,298
5	27,465	1,099	55	830	165	620	1,923	277	32,434
6	28,289	1,131	56	830	169	620	1,980	210	33,285
7	29,163	1,167	58	830	175	620	2,041	0	34,054
8	29,961	1,199	60	830	180	620	2,097	0	34,917
9	30,810	1,232	61	830	185	620	2,156	332	36,246
10	31,658	1,266	63	830	190	620	2,216	137	37,069
11	32,326	1,293	64	830	194	620	2,262	0	37,589
12	36,234	1,327	66	830	199	620	2,323	1,107	42,706
13	34,256	1,370	68	830	206	620	2,393	382	40,130
14	35,342	1,422	71	830	213	620	2,488	831	42,037
15	37,012	1,480	74	830	222	620	2,591	1,852	41,681
16	38,678	1,547	78	830	233	620	2,707	0	44,693

Note: See paragraph 2201 of MCOP 7000.14 for explanation of how costs were derived.

TABLE VII
CIVILIAN MANYEAR COST FOR WAGE RATE (LEADER) PERSONNEL
(estimate as of Jan 1988)

PAY GRADE	BASE PAY	OTHER PAY ²	LIFE INSURANCE	HEALTH BENEFITS	TERMINAL LEAVE	WORKMEN'S COMPEN- SATION	RETIREMENT	UNEMPLOYMENT COMPEN- SATION	TOTAL
1	17,642	706	36	830	106	620	1,235	0	21,175
2	18,772	751	39	830	112	620	1,314	0	22,437
3	20,006	801	40	830	120	620	1,400	0	23,817
4	21,191	848	43	830	128	620	1,483	0	25,143
5	22,143	885	44	830	133	620	1,550	325	26,530
6	23,093	924	46	830	139	620	1,617	555	27,824
7	23,991	960	48	830	144	620	1,679	0	28,272
8	24,971	999	50	830	150	620	1,748	0	29,368
9	25,844	1,033	52	830	155	620	1,809	369	30,712
10	26,798	1,072	54	830	161	620	1,876	606	32,017
11	27,748	1,110	55	830	166	620	1,942	0	32,471
12	28,702	1,149	57	830	172	620	2,009	0	33,539
13	29,626	1,185	59	830	177	620	2,074	0	34,571
14	30,500	1,220	61	830	183	620	2,135	0	35,549
15	31,450	1,258	63	830	189	620	2,201	0	36,611

Note: See paragraph 2201 of MCOP 7000.14 for explanation of how costs were derived.

TABLE VIII
CIVILIAN MANYEAR COST FOR WAGE RATE (NONSUPERVISORY) PERSONNEL
(estimate as of Jan 1988)

PAY GRADE	BASE PAY	OTHER PAY ²	LIFE INSURANCE	HEALTH BENEFITS	TERMINAL LEAVE	WORKMEN'S COMPEN- SATION	RETIREMENT	UNEMPLOYMENT COMPEN- SATION	TOTAL
1	16,047	642	32	830	96	620	1,123	382	19,771
2	17,049	682	34	830	102	620	1,193	629	21,140
3	18,183	727	37	830	109	620	1,273	176	21,955
4	19,235	769	39	830	115	620	1,346	1,036	23,991
5	20,111	805	40	830	120	620	1,408	210	24,144
6	20,987	839	42	830	125	620	1,469	270	25,182
7	21,832	873	44	830	131	620	1,528	172	26,030
8	22,634	908	45	830	136	620	1,588	214	27,025
9	23,530	941	47	830	141	620	1,647	390	28,148
10	24,355	974	49	830	146	620	1,704	149	28,828
11	25,203	1,008	50	830	151	620	1,765	229	29,856
12	26,051	1,042	52	830	156	620	1,824	80	30,655
13	26,926	1,077	54	830	161	620	1,885	0	31,554
14	27,748	1,110	55	830	166	620	1,942	0	32,472
15	28,621	1,144	57	830	171	620	2,003	0	33,448

Note: See paragraph 2201 of MCOP 7000.14 for explanation as to how costs were derived.

LIST OF REFERENCES

1. Binkin, M., Kanter, H., and Clark, R. H., Shaping the Defense Civilian Work Force: Economics, Politics, and National Security, Brookings Institute, 1978.
2. Telephone conversation between M. Dove, Defense Manpower Data Center, Monterey, CA, and the author, 27 March 1989.
3. Beltrano, M., Considering the Cost of DoD Personnel: A Look at Some Issues Requiring Further Analysis, Rand Corporation, 1974.
4. U.S. Department of Defense, The Mix of the Defense Labor Force, Government Printing Office, Washington, DC, 1977.
5. U.S. Marine Corps, Fleet Assistance Program Manual (FAPPROMAN), Marine Corps Base, Camp Pendleton, CA, 1988.
6. Cooper, R. V. L., Military Manpower and the All-Volunteer Force, Rand Corporation, 1977.
7. Smoker, R. E., "Cost as a Criterion in Determining the Mix of Military and Civilian Personnel," Defense Manpower Policy: Presentation from the 1976 RAND Conference on Defense Manpower, Rand Corporation, 1979.
8. U.S. Marine Corps, Marine Corps Cost Factors Manual, Headquarters, Marine Corps, Washington, DC, 1988.

INITIAL DISTRIBUTION LIST

	No. Copies
1. Defense Technical Information Center Cameron Station Alexandria, VA 22304-6145	2
2. Library, Code 0142 Naval Postgraduate School Monterey, CA 93943-5002	2
3. Commandant of the Marine Corps Code TE 06 Headquarters, U.S. Marine Corps Washington, DC 20380-0001	1
4. Prof. Paul Milch Code 55Mh Operations Analysis Department Naval Postgraduate School Monterey, CA 93943	5
5. Prof. Richard Elster Code 54El Administrative Sciences Department Naval Postgraduate School Monterey, CA 93943	2
6. Lt. Col. D. R. Hundley Code MMOA-4 Headquarters, U.S. Marine Corps Washington, DC 20380-0001	1
7. Ms. Chris Christin Code MI-40 Headquarters, U.S. Marine Corps Washington, DC 20380-0001	1
8. Commanding General Code AC/S Manpower Marine Corps Base Camp Pendleton, CA 92055-5001	1
9. Mr. James Marsh CMC (ADC/S Manpower and Reserve Affairs) Headquarters, U.S. Marine Corps Washington, DC 20380-0001	1

- | | |
|---------------------------------|---|
| 10. Maj. William Gillette | 1 |
| Code MMOA-3 | |
| Headquarters, U.S. Marine Corps | |
| Washington, DC 20380-0001 | |
|
 | |
| 11. Capt. Iric B. Bressler | 2 |
| Code MPC | |
| Headquarters, U.S. Marine Corps | |
| Washington, DC 20380-0001 | |