

NAVAL POSTGRADUATE SCHOOL
Monterey, California



THESIS

**A FUNCTIONAL ANALYSIS OF CONSOLIDATING THE
NAVY AND MARINE CORPS RECRUITING COMMANDS**

by

Anne G. Hammond

June 2000

Thesis Co-Advisors:

Lee Edwards
William R. Gates

Approved for public release; distribution is unlimited.

20000815 036

REPORT DOCUMENTATION PAGE

Form Approved
OMB No. 0704-0188

Public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instruction, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302, and to the Office of Management and Budget, Paperwork Reduction Project (0704-0188) Washington DC 20503.

1. AGENCY USE ONLY (Leave blank)		2. REPORT DATE June 2000	3. REPORT TYPE AND DATES COVERED Master's Thesis	
4. TITLE AND SUBTITLE : A Functional Analysis of Consolidating the Navy and Marine Corps Recruiting Commands			5. FUNDING NUMBERS	
6. AUTHOR(S) Hammond, Anne G.				
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) Naval Postgraduate School Monterey, CA 93943-5000			8. PERFORMING ORGANIZATION REPORT NUMBER	
9. SPONSORING / MONITORING AGENCY NAME(S) AND ADDRESS(ES) N/A			10. SPONSORING / MONITORING AGENCY REPORT NUMBER	
11. SUPPLEMENTARY NOTES 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.				
12a. DISTRIBUTION / AVAILABILITY STATEMENT Approved for public release; distribution is unlimited.			12b. DISTRIBUTION CODE	
13. ABSTRACT (maximum 200 words) In today's military, characterized by reduced budget authority and increasing worldwide commitments, synergy is required. Secretary of the Navy Danzig's plan for the future is to reduce costs and build a stronger and more effective Navy and Marine Corps team by increasing Navy/Marine Corps integration. The Navy and Marine Corps can no longer afford to maintain their insular and parochial attitudes and "go it alone." The resulting savings from more effectively and efficiently utilizing resources would help fund readiness and modernization objectives. This thesis proposes merging the Navy and Marine Corps recruiting commands to reduce redundancy, increase efficiency, and identify resource savings. As a result of data comparison, redundancies were identified in many of the special assistant and support areas, such as Public Affairs, Legal Affairs, Inspector General, Financial Management, Logistics, Manpower, Advertising/Marketing, and Information Systems. This "snapshot" of the structures, functions, and resources associated with the two existing commands can serve as a source of information for future studies.				
14. SUBJECT TERMS Consolidation, Organization, Recruiting, Resource Savings			15. NUMBER OF PAGES 86	
			16. PRICE CODE	
17. SECURITY CLASSIFICATION OF REPORT Unclassified	18. SECURITY CLASSIFICATION OF THIS PAGE Unclassified	19. SECURITY CLASSIFICATION OF ABSTRACT Unclassified	20. LIMITATION OF ABSTRACT UL	

NSN 7540-01-280-5500

Standard Form 298 (Rev. 2-89)
Prescribed by ANSI Std. Z39-18

Approved for public release; distribution is unlimited

**A FUNCTIONAL ANALYSIS OF CONSOLIDATING THE NAVY AND MARINE
CORPS RECRUITING COMMANDS**

Anne G. Hammond
Lieutenant Commander, United States Navy
B.S., United States Naval Academy, 1986

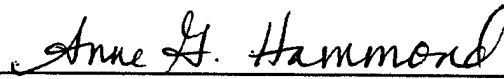
Submitted in partial fulfillment of the
requirements for the degree of

MASTER OF SCIENCE IN MANAGEMENT

from the

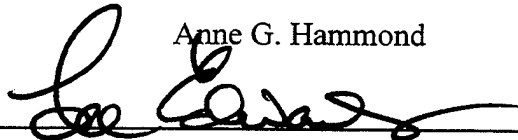
**NAVAL POSTGRADUATE SCHOOL
June 2000**

Author:

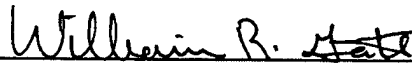


Anne G. Hammond

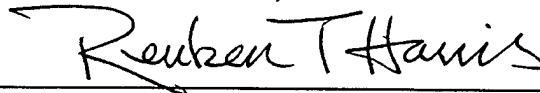
Approved by:



Lee Edwards, Thesis Co-Advisor



William R. Gates, Thesis Co-Advisor



Reuben T. Harris, Chairman
Department of Systems Management

ABSTRACT

In today's military, characterized by reduced budget authority and increasing worldwide commitments, synergy is required. Secretary of the Navy Danzig's plan for the future is to reduce costs and build a stronger and more effective Navy and Marine Corps team by increasing Navy/Marine Corps integration. The Navy and Marine Corps can no longer afford to maintain their insular and parochial attitudes and "go it alone." The resulting savings from more effectively and efficiently utilizing resources would help fund readiness and modernization objectives. This thesis proposes merging the Navy and Marine Corps recruiting commands to reduce redundancy, increase efficiency, and identify resource savings. As a result of data comparison, redundancies were identified in many of the special assistant and support areas, such as Public Affairs, Legal Affairs, Inspector General, Financial Management, Logistics, Manpower, Advertising/Marketing, and Information Systems. This "snapshot" of the structures, functions, and resources associated with the two existing commands can serve as a source of information for future studies.

TABLE OF CONTENTS

I.	INTRODUCTION.....	1
A.	BACKGROUND.....	1
B.	HISTORY	2
C.	DISCUSSION	3
D.	OBJECTIVES	5
E.	RESEARCH QUESTIONS.....	6
F.	SCOPE	6
G.	METHODOLOGY.....	7
H.	ORGANIZATION OF THE THESIS	7
II.	RECRUITING COMMAND ORGANIZATIONS	9
A.	NAVY RECRUITING COMMAND.....	9
1.	History	9
2.	Current Organizational Structure.....	10
a.	<i>CNRC Headquarters</i>	11
b.	<i>Navy Recruiting Region</i>	11
c.	<i>Navy Recruiting District</i>	12
B.	MARINE CORPS RECRUITING COMMAND.....	12
1.	History	12
2.	Current Organizational Structure.....	13
a.	<i>MCRC Headquarters</i>	14
b.	<i>Recruiting Region</i>	14
c.	<i>Marine Corps District</i>	15
d.	<i>Recruiting Station</i>	16
C.	SUMMARY	16
III.	ANALYSIS OF THE CURRENT RECRUITING ORGANIZATIONS.....	19
A.	INTRODUCTION.....	19
B.	ORGANIZATIONAL FRAMEWORK	19
1.	Functional Structural Design.....	19
2.	Divisional Structural Design	20
3.	Geographic Structural Design	21
4.	Multi-Focused Structural Design.....	22
a.	<i>Matrix Structure</i>	22
b.	<i>Hybrid Structure</i>	23
5.	Summary.....	23
C.	DEPARTMENT OF THE NAVY STRUCTURE ANALYSIS.....	24
D.	USN-USMC RECRUITING STRUCTURAL DESIGN	26
1.	CNRC	27
a.	<i>CNRC Headquarters</i>	27

	b. <i>NRR Headquarters</i>	28
	c. <i>NRD Headquarters</i>	29
2.	MCRC.....	29
	a. <i>MCRC Headquarters</i>	29
	b. <i>ERR and WRR Headquarters</i>	30
	c. <i>MCD Headquarters</i>	30
	d. <i>RS Headquarters</i>	31
E.	COMPARATIVE ANALYSIS OF USN-USMC FUNCTIONS	31
	1. Primary Function	32
	2. Support Functions.....	32
	a. <i>Financial Management/Logistics</i>	32
	b. <i>Manpower and Personnel</i>	33
	c. <i>Training</i>	33
	d. <i>Information Services</i>	33
	e. <i>Advertising/Marketing</i>	33
	3. Other Components.....	34
F.	CURRENT RESOURCES	34
G.	SUMMARY	36
IV.	PROPOSED CONSOLIDATION AND RECOMMENDATIONS	37
	A. INTRODUCTION.....	37
	B. NAVY AND MARINE CORPS CONSOLIDATIONS.....	37
	C. CONSOLIDATING RECRUITING FUNCTIONS	38
	1. Primary Operations.....	39
	2. Manpower and Personnel	40
	3. Training	40
	4. Information Services	41
	5. Advertising/Marketing.....	41
	D. MODEL... ..	42
	1. Navy and Marine Corps Recruiting Command Headquarters.....	42
	2. Navy and Marine Corps Recruiting Region Headquarters.....	44
	3. Navy and Marine Corps Recruiting District Headquarters.....	45
	E. SAVINGS FROM CONSOLIDATION.....	46
	1. Manpower.....	46
	2. Support Resources	47
	F. SUMMARY	48
V.	CONCLUSIONS	49
	A. INTRODUCTION.....	49
	B. CONCLUSIONS	49
	C. FUTURE FACTORS TO CONSIDER	52
	1. Improved Operational Procedures.....	52
	2. Competition Between Navy and Marine Corps Recruiters.....	53
	3. Command Opportunity.....	53
	D. SUMMARY	53
	APPENDIX A. CNRC MAP	55

APPENDIX B. CNRC GEOGRAPHIC ORGANIZATION	57
APPENDIX C. CNRC HEADQUARTERS STRUCTURE	59
APPENDIX D. MCRC MAP	61
APPENDIX E. MCRC GEOGRAPHIC ORGANIZATION	63
APPENDIX F. MCRC HEADQUARTERS STRUCTURE	65
LIST OF REFERENCES	67
INITIAL DISTRIBUTION LIST	69

LIST OF FIGURES

Figure 1: Diagram of the Navy Recruiting Command.....	10
Figure 2: Diagram of the Marine Corps Recruiting Command.....	14
Figure 3: Example of a Functional Structure.....	20
Figure 4: Example of a Divisional Structural Design.....	21
Figure 5: Example of a Geographic Structural Design.....	21
Figure 6: Example of a Matrix Structural Design.....	22
Figure 7: Example of a Hybrid Structural Design.....	23
Figure 8: Secretary of the Navy Organizational Chart.....	25
Figure 9: Chief of Naval Operations Organizational Chart.....	25
Figure 10: Commandant of the Marine Corps Organizational Chart.....	26
Figure 11: CNRC Headquarters' Functional Organizational Chart.....	28
Figure 12: NRR Headquarters' Functional Organizational Chart.....	28
Figure 13: NRD Headquarters' Functional Organizational Chart.....	29
Figure 14: MCRC Headquarters' Functional Organizational Chart.....	30
Figure 15: ERR/WRR Headquarters' Functional Organizational Chart.....	30
Figure 16: MCD Headquarters' Functional Organizational Chart.....	31
Figure 17: RS Headquarters' Functional Organizational Chart.....	31
Figure 18: Proposed DoN Recruiting Command Headquarters' Organizational Chart.....	43
Figure 19: Proposed DoN Recruiting Region Headquarters' Organizational Chart.....	45
Figure 20: Proposed DoN Recruiting District Headquarters' Organizational Chart.....	45

LIST OF TABLES

Table 1: Financial Resources Spent in Functional Areas	35
Table 2: Personnel Assigned to Recruiting Commands.....	35

ACKNOWLEDGMENT

Most of all, I would like to thank my husband, Bill, for his love, support and encouragement during the entire course of this master's program, and especially during the production of this thesis. Also, thank-you to my children – Blair, Meryl, and Will – for their laughter, hugs, and kisses and making each day worth waking up for.

Additionally, I would like to express my gratitude to Professors Bill Gates and Lee Edwards for their guidance and assistance during the completion of this thesis; Maj Mike Asmus and LtCol Patrick Coffey from Marine Corps Recruiting Command for their assistance in matters of Marine Corps recruiting; and LT Mary Lou Thompson, Mr. Richard Haynes, and Mr. Chris Acda for their assistance with Navy recruiting information. And a special thank-you to my friend, YNCS Martin Acosta, whose help was vital to the completion of this thesis.

I. INTRODUCTION

A. BACKGROUND

The future roles and missions of the Navy and Marine Corps remain inextricably intertwined and together they must face the profound challenge of maintaining the Department of the Navy (DoN)'s current resources, while adeptly meeting all the requirements and preparing for the needs of the future. The Secretary of the Navy (SECNAV), the Honorable Mr. Richard Danzig, made the following comments during an interview for *Sea Power* magazine in October 1999:

The Navy and the Marine Corps can achieve more synergy between them. We say the 'Navy and Marine Corps team' all the time. What does that translate into? I'm raising questions like, 'Why do I have a Marine Aviation Campaign Plan and a Navy Aviation Plan instead of a Department of the Navy Aviation Plan.' Where are my potentials for cross assignments? Can I get our [Amphibious Readiness Groups] ARGs and carrier battle groups to collaborate more effectively? There are a hundred and one practical questions if you buy the theory. We all buy the theory – it's gospel – but we need to translate the rhetoric into reality. [Ref. 1]

During this interview, Secretary Danzig discussed his focus to improve the way Sailors and Marines live, work, and fight, and his intention to pursue the challenging process of translating abstract concepts into concrete actions to improve the DoN's readiness, efficiency, and morale. One step of the SECNAV's plan for the future is to use increased Navy/Marine Corps integration to build a stronger and more effective Navy and Marine Corps team and reduce costs associated with redundancies.

B. HISTORY

The United States pursued a strategy of containing the Soviet Union during most of the Cold War years and the DoD was structured to fight and win a global world war. Then, the world witnessed rapid and dramatic change as the Soviet empire disintegrated, the Iron Curtain dissolved, and the Berlin Wall was dismantled. The United States responded to these vast global changes by downsizing the DoD drastically in budget, force structure and procurement programs. The DoD was required to begin transforming to ensure the United States remained at the forefront in a rapidly changing world and would be able to respond to the challenges ahead. After having reduced, restructured, and reengineered, the DoD still found itself burdened with support organizations that failed to effect similar changes.

One of the actions that followed was a Quadrennial Defense Review (QDR) to examine national security threats, risks and opportunities facing the United States out to the year 2015. The QDR included a number of significant initiatives to reduce the DoD's support structure. To best implement these initiatives, the Secretary of Defense (SECDEF), The Honorable William Cohen, established a Defense Reform Task Force. The Task Force reviewed Defense agencies, DoD field activities, and the military Departments to find ways to consolidate functions, eliminate duplication of effort, and improve efficiency. The task force findings laid the foundation for the Defense Reform Initiative (DRI). One main goal of implementing the DRI is to improve efficiency and reduce costs.

One focus for the DRI is to consolidate and streamline organizations to remove redundancy. The SECDEF made a series of decisions to reduce and reorganize DoD

headquarters elements, beginning with those headquarters elements nearest to the Secretary of Defense – the Office of the Secretary of Defense (OSD) staff, the Defense Agencies, the DoD Field Activities, the Defense Support Activities, and the Joint Staff. The goal is that by the year 2003, the Headquarters staffs of the Military Departments and Major Commands will be reduced by ten percent from Fiscal Year 1998 levels. The dollar savings that will be gained are critical to higher priority programs such as modernization and readiness.

C. DISCUSSION

As with other parts of the DoD, constrained budgets are under-resourcing and underfunding critical Navy mission requirements. It is becoming more difficult to balance day-to-day operational readiness and the modernization necessary to ensure that U.S. naval forces are properly poised to meet future requirements and threats. Rising costs of maintaining current readiness have eroded recapitalization efforts. If this manner of operating continues, it will undercut the DoN's long-term future. Given the current scope and pace of DON operations and the need to apply attention to future investments, more resources need to be identified.

In keeping with the initiatives underway throughout the DoD, Secretary Danzig is reshaping the DoN to adapt to new requirements and respond to the challenges of a new century. The DoN initiated its own sweeping reform program in 1998 – the Revolution in Business Affairs (RBA). While the DoN is not a business, it maintains a large and diverse business infrastructure to support its forces. As the Navy and Marine Corps

forces adapt to post-Cold War challenges, the DoN's business support structure must do the same.

The RBA's business vision is to efficiently and effectively design, acquire and support the world's premier operational naval forces. [Ref. 2] The strategic goals critical to achieving that business vision are:

1. Foster continued conceptual, technological, and operational superiority;
2. Recruit, engage, and retain the best people – military and civilian;
3. Deliver recognizable value for every dollar spent; and
4. Create a business environment focused on teamwork and outcomes.

These strategic goals are intended to encourage future initiative and innovation towards streamlining and reforming the DoN support activities.

One important key to the DoN being able to maintain its dominant global force in the future, and one of the strategic goals of the RBA, is the ability to successfully recruit quality personnel to serve in the Navy and Marine Corps. Recruiting is a tremendous challenge, made more difficult in recent years by changes in society, a waning interest by the American public to join the military, and a smaller population of recruitment eligible youth. Worries about families, retirement, and day-to-day bills are causing personnel to leave the service for civilian occupations. The strong economy has not helped recruiting difficulties by creating an increased demand in the private sector for employees with special technical skills. This demand has impacted the ability to retain Sailors and Marines in some critical skill areas. As a result, many more dollars and recruiters have been devoted to the recruiting commands to ensure they are able to recruit the quality force required. This influx of personnel and money resources to recruiting impacts other

areas of the Navy and Marine Corps. Thus, the Navy and Marine Corps Recruiting Commands must ensure they are doing everything possible to work efficiently and eliminate duplication in order for those precious resources to not be wasted.

Analysis of the two recruiting organizations could reveal areas for resource savings. One area with potentially substantial savings is streamlining the DoN's recruiting structure. Following that premise, more synergy between the Navy and the Marine Corps recruiting organizations could provide smart savings – both in dollars and in personnel. Since their creation, the Navy and Marine Corps recruiting organizations have remained separate, despite the similarity of their missions, functions, and hierarchical structure. The DoN recruiting organizations must consider consolidating similar functions to optimize the outputs, achieve possible savings, and increase efficiency.

This thesis investigates the SECNAV's current initiative to ensure the Navy and Marine Corps team is prioritizing the allocation of resources to best support the DoN's needs. Additionally, this thesis lends credence to the belief that many DoN programs should be evaluated to determine if there are alternatives more consistent with the Navy and Marine Corps team concept that could save valuable resources.

D. OBJECTIVES

This research examines potential resource savings from consolidating the Navy and the Marine Corps Recruiting Commands. In particular, the organizational structure and functions for the two commands are similar in many areas and may be redundant. A consolidated recruiting organization could utilize the strengths from both the Navy and

Marine Corps organizations, and yet reduce the overall support organization required to accomplish necessary functions.

The primary research goal is to determine if there would be potential resource savings from a possible consolidation of the Navy and Marine Corps Recruiting Commands into one team – the Department of the Navy Recruiting Command.

E. RESEARCH QUESTIONS

The following research questions are addressed in this thesis:

Primary: Could resource savings be achieved by consolidating Navy and Marine Corps Recruiting Commands?

Secondary: What are the functions and command structure of the Navy and Marine Corps Recruiting Commands?

What is a possible model for restructuring the Navy and Marine Corps recruiting commands into one organization?

Is consolidating the Navy and Marine Corps recruiting commands a financially beneficial proposal?

F. SCOPE

This thesis provides an analysis based on estimated resource savings that could be realized by a consolidated Department of the Navy Recruiting Command. This is accomplished by:

- Evaluating the current organizational structures for: (1) the staffs of the Navy Recruiting Command Headquarters, Regional Headquarters, and District Headquarters; and (2) the staffs of the Marine Corps Recruiting Command

Headquarters, Regional Headquarters, District Headquarters, and Station Headquarters.

- Proposing a consolidated organization that unifies the Navy and Marine Corps organizations into one command.

G. METHODOLOGY

The methodology used in this thesis research consisted of the following steps:

- Historical and background information found through the Naval Postgraduate School Dudley Knox Library holdings and electronic resources department.
- Data for the research were obtained through the Navy and Marine Corps Recruiting Commands, as well as published data on Federal Government budget data.
- Independent analysis was conducted to determine possible resource savings that could be derived from consolidating the recruiting commands.

H. ORGANIZATION OF THE THESIS

The thesis is organized as follows:

- Chapter I is the Introduction.
- Chapter II provides background information regarding the history and current recruiting command hierarchical structures for both the Navy and the Marine Corps.
- Chapter III analyzes the current Navy and Marine Corps recruiting organizations to identify core and support functions.

- Chapter IV introduces a proposal and rationale for a consolidated Department of the Navy Recruiting Command, as well as conclusions and recommendations for further research.

II. RECRUITING COMMAND ORGANIZATIONS

A. NAVY RECRUITING COMMAND

Among the biggest challenges facing the DoN today is recruiting, developing and retaining quality people to ensure the U. S. naval forces are combat ready. To maintain the Navy's end-strength of approximately 372,000 active duty personnel, the vitally important task of recruiting the required number of people is dependent on the Navy's entire recruiting force of approximately 7,200 officer, enlisted and civilian personnel. The projected number of active duty accessions required for FY2001 is 56,866. [Ref. 3]

1. History

The first Navy recruiter was a part of the Marine Committee established in 1775 during the Revolutionary War. Soon thereafter, however, the Secretary of the Navy assumed direct responsibility for recruiting, before the function was assigned to the Bureau of Naval Personnel (BUPERS) in 1942.

For the next 29 years (1942-1971), the Chief of Naval Personnel retained direct responsibility for recruiting. On April 6, 1971, the Secretary of the Navy, in response to the challenges of the selective service draft ending and increasing emphasis on Navy recruiting, established the Navy Recruiting Command as a field activity under the Chief of Naval Personnel. After the draft ended in 1972, the Navy adopted the One-Navy recruiting concept. Thus, the Commander, Navy Recruiting Command (CNRC) recruits for all active duty officer and enlisted, regular and reserve programs, with the exception of the Sea and Air Mariner program and the Naval Academy. [Ref. 4]

2. Current Organizational Structure

The Navy Recruiting Command's mission is to manage the recruitment of men and women for active duty officer and enlisted programs in the regular and reserve components of the United States Navy. To accomplish the aforementioned mission, CNRC reports directly to the Chief of Naval Personnel on all recruiting issues. Navy Recruiting canvasses the 50 United States and also has several offices overseas. Within the Navy Recruiting Command, there are three hierarchical levels of command: CNRC headquarters, Regions, and Districts.

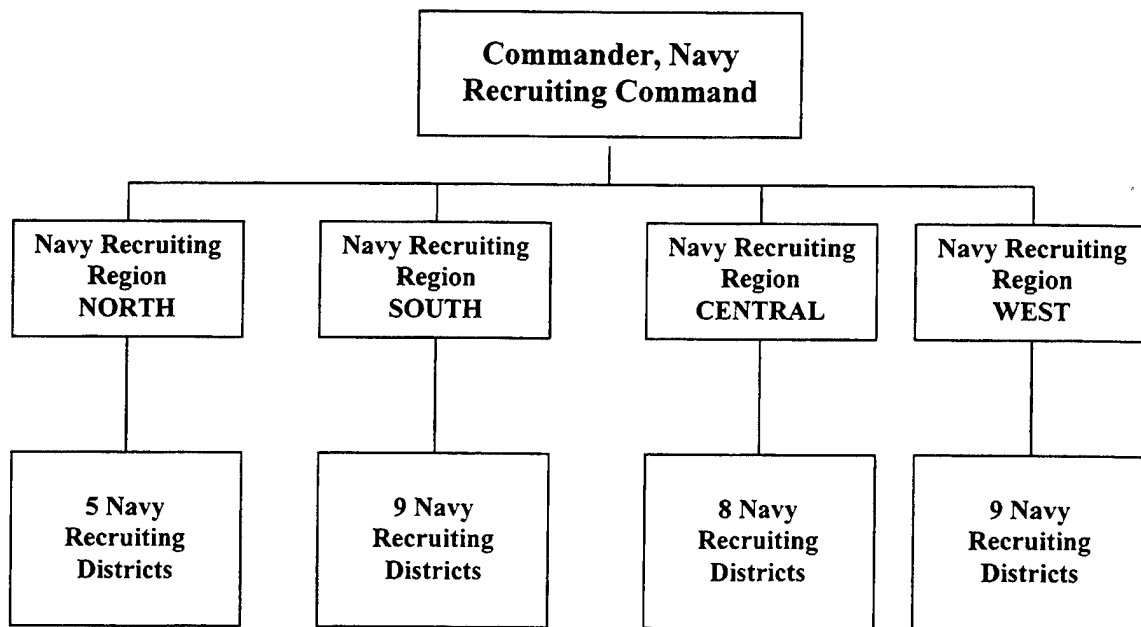


Figure 1. Diagram of the Navy Recruiting Command

a. CNRC Headquarters

With its headquarters located in Millington, TN, the CNRC headquarters is manned by approximately 56 officer, 140 enlisted, and 131 civilian personnel. These personnel provide support up the chain of command to the Commander as well as down the chain of command to the entire Navy recruiting organization.

b. Navy Recruiting Region (NRR)

The CNRC structural organization is divided geographically into four NRRs: North, South, Central and West. (See Appendix A for map) Each NRR reports to CNRC for operational and administrative control and manages the Navy recruiting operations within its assigned region. The NRRs are designed to be of similar size in their recruitment eligible civilian populations, thus may be different in geographic size. At each NRR headquarters, there are billets for approximately five officer, seven enlisted and one civilian personnel.

With its headquarters in Scotia, NY, Region North oversees five districts and is responsible for all active duty Navy recruiting in the Northeast. Region South's headquarters is located in Macon, GA; it is responsible for nine districts and recruiting efforts in the Southeast. Headquartered in Great Lakes, IL, Region Central contains eight districts and recruits in the Midwestern and Central states. Region West's headquarters is located in Oakland, CA; it is responsible for nine districts and recruiting in Michigan and the Western states. (See Appendix B for diagram)

c. Navy Recruiting District (NRD)

The NRRs are further subdivided into 31 NRDs, which are also of similar size in their eligible recruiting population, but differ vastly in geographic size. Each NRD reports to its respective NRR for operational and administrative control and is responsible for managing the Navy recruiting operations within its assigned territory. Each NRD staff is manned with approximately four officer, 21 enlisted, and 20 civilian (including out-sourced) personnel. Out-sourced personnel are contract personnel hired for administrative type positions, due to a Navy-wide shortage in certain enlisted support ratings.

B. MARINE CORPS RECRUITING COMMAND

The Marine Corps depends on quality recruiting and the steady flow of new officer and enlisted accessions to fill its ranks and, to this end, must adequately resource a quality recruiting team. Although the Marine Corps end-strength of approximately 172,200 is significantly smaller than that of the Navy, it is essential that the approximately 4,250 officer, enlisted, and civilian personnel who comprise Marine Corps Recruiting Command (MCRC) have the support necessary to accomplish their mission. The required active duty accessions for FY2001 are projected to be 35,798 people.

[Ref. 3]

1. History

With the birth of the Marine Corps in 1775, Marines themselves were responsible for recruiting other Marines to fill their ranks. A more organized and consistent Marine

Corps recruiting effort was established by the end of World War I, and the numbers of Marines in the ranks swelled through World War II with the aid of the draft and plenty of volunteers.

After World War II, the first significant organizational change to Marine recruiting came in 1953 when the Commandant of the Marine Corps merged enlisted recruiting, officer procurement and Marine Corps Reserve units under the oversight of seven district headquarters. These districts reported to the Commandant through the recruiting branch of the Personnel Department at Headquarters Marine Corps.

Oversight for recruiting efforts remained under Headquarters Marine Corps until 1993 when all recruiting operations were consolidated under one command. The new recruiting command was created to improve recruiting efforts and to place a single commander in control of Marine Corps recruiting, separating its staff from Headquarters Marine Corps. [Ref. 5]

2. Current Organizational Structure

The mission of the MCRC is to procure highly qualified people to meet the Marine Corps' manpower requirements for the Active and Reserve Components. To accomplish the aforementioned mission, MCRC reports directly to Headquarters, Marine Corps on all recruiting matters. MCRC is responsible for recruiting efforts in the 50 United States and also in a few locations overseas. Within the MCRC, there are four hierarchical levels of command: MCRC headquarters, Regions, Districts, and Stations.

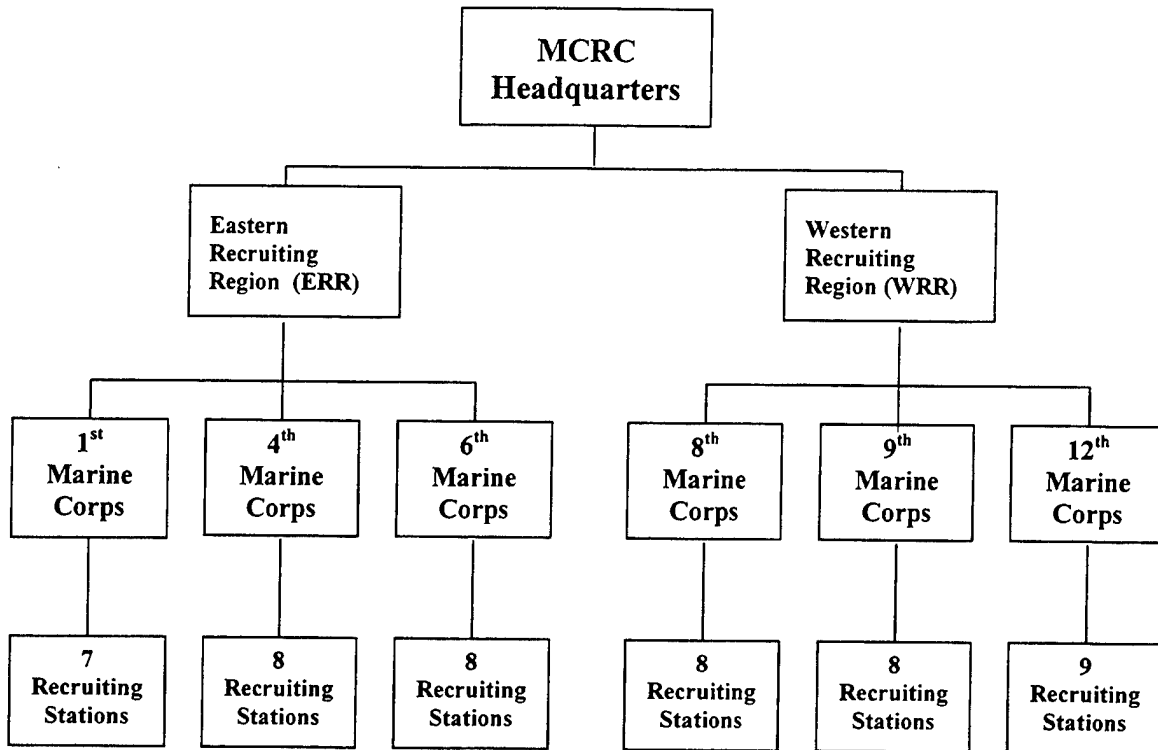


Figure 2. Diagram of the Marine Corps Recruiting Command

a. MCRC Headquarters

With its headquarters located in Quantico, VA, MCRC is manned by approximately 48 officer, 62 enlisted, and 32 civilian personnel, who support the Commanding General as well as to the entire Marine Corps recruiting organization down the chain of command.

b. Recruiting Region

The MCRC structural organization is divided geographically into two regions, Eastern Recruiting Region (ERR) and Western Recruiting Region (WRR). (See Appendix D for map) ERR and WRR report to MCRC for operational and administrative control and manage the Marine Corps recruiting operations within their assigned regions.

The regional commanding generals are dual-hatted as commanding generals of the Marine Corps Recruit Depots (MCRD) where recruit training takes place. At each Recruiting Region headquarters, there are approximately nine officer, thirteen enlisted, and two civilian personnel assigned to support MCRC and recruiting operations.

With its headquarters in Parris Island, SC, ERR includes 21 eastern states and part of Michigan and oversees 23 recruiting stations. (See Appendix E for diagram) With its headquarters in San Diego, CA, WRR oversees 25 recruiting stations and is responsible for the Marine Corps recruiting effort in the western two-thirds of the United States geographic area, including Hawaii, Alaska, Guam and Okinawa.

c. Marine Corps District (MCD)

There are a total of six MCDs and each is manned with approximately 19 officer, 30 enlisted and 12 civilian personnel. The ERR is divided into three MCDs, the First, Fourth and Sixth. The headquarters of the First MCD is in Garden City, NY; First MCD consists of seven recruiting stations and is responsible for recruiting the northeast. The headquarters of the Fourth MCD is in New Cumberland, PA and manages eight recruiting stations; Fourth MCD's recruiting territory includes the Mid-Atlantic States. The headquarters of the Sixth MCD is located in Parris Island, SC; Sixth MCD is responsible for recruiting in the southeast and oversees eight recruiting stations.

The WRR is organized into three districts: the Eighth, Ninth, and Twelfth MCDs. The headquarters of the Eighth MCD is in New Orleans, LA; the Eighth MCD manages eight recruiting stations and its recruiting territory includes the south-central and southwestern states. The headquarters of the Ninth MCD is in Kansas City, MO; the

Ninth MCD includes eight recruiting stations and is responsible for the mid-western states. The headquarters of the Twelfth MCD is located in San Diego, CA and oversees nine recruiting stations; the Twelfth MCD is responsible for recruiting in the western states.

d. Recruiting Station (RS)

MCRC is further subdivided into 48 Marine Corps RSs. At each RS headquarters, there are billets for approximately four officer and ten enlisted personnel. Each RS and MCD can differ greatly in geographic area; their area of responsibility is determined by a weighted formula involving metrics such as production-weighted qualified military availables, high school senior population, and recent graduate populations.

C. SUMMARY

This chapter presented the history and current hierarchical structure of the Navy and Marine Corps Recruiting Commands. This information was provided to describe the size, scope and hierarchical structure of the recruiting organizations. The individual developments of CNRC and MCRC have brought them to a juncture where consolidation can be considered. There are similarities in the recruiting missions, hierarchical structures, and geographic territory of the Navy and Marine Corps recruiting commands. This lends credence to the thought that consolidating these two similar organizations could eliminate redundancies and reduce costs. The next chapter will analyze the

functions inherent in the two recruiting commands and the factors that must be considered before successfully consolidating the recruiting entities.

THIS PAGE INTENTIONALLY LEFT BLANK

III. ANALYSIS OF THE CURRENT RECRUITING ORGANIZATIONS

A. INTRODUCTION

After developing over the years into distinctly separate recruiting organizations for their respective services, the Navy and Marine Corps Recruiting Commands today are presumably designed to best accomplish their organizational goals and missions.

Although these two organizations were created and designed independent of one another, their structures are remarkably similar. This can be attributed in large part to the similarity of their organizational goals and missions.

B. ORGANIZATIONAL FRAMEWORK

Before proposing a new consolidated organization, the existing recruiting organizations must be analyzed. By definition, an organization is a group of people brought together for a common purpose or objective and coordinated toward accomplishing common goals. The organization's structure and design is the end result of determining the best strategy to achieve those goals. [Ref. 7] Alternatives for grouping employees and departments into an organization's overall structural design include: functional grouping, divisional grouping, geographic grouping, and multi-focused grouping.

1. Functional Structural Design

Functional grouping places employees together who perform similar

functions or work processes or who have similar knowledge and skills. For example, all marketing people would work together under the same supervisor, as would manufacturing and engineering people. In a functional structure, activities are grouped together by common function from the top to the bottom of the organization. The functional structure forces decisions all the way to the top before a problem affecting several functions can be resolved.

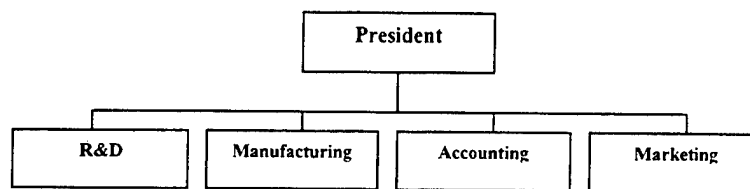


Figure 3. Example of a Functional Structure Design [Ref. 6]

2. Divisional Structural Design

Divisional grouping organizes personnel according to what the organization produces. All the people required to produce cars – including marketing, manufacturing, and salespeople – are grouped together under one executive. The distinctive feature is that grouping is based on organizational outputs. A divisional structure promotes flexibility and change because each unit is smaller and can adapt to the needs of its environment. Additionally, the divisional structure decentralizes decision making, because the lines of authority converge at a lower level in the hierarchy.

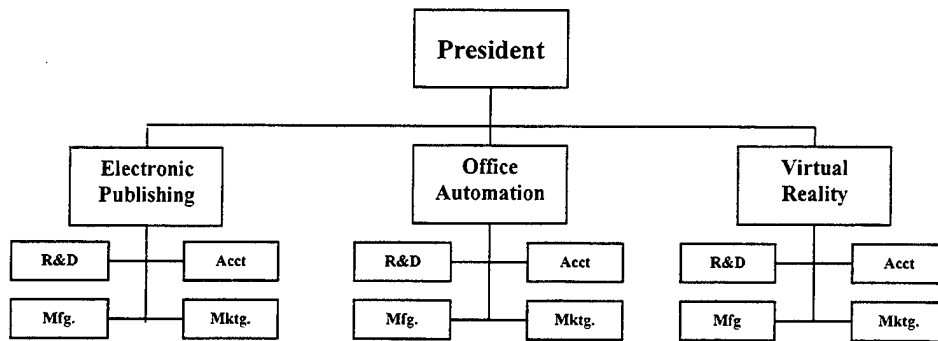


Figure 4. Example of a Divisional Structure Design [Ref. 6]

3. Geographic Structural Design

Geographic grouping means resources are organized to serve customers or clients in a particular geographic area. The geographically grouped organization can adapt to specific needs of its own region, and employees identify with regional goals rather than with national goals. For example, all the activities required to serve the eastern United States or Canada might be grouped together.

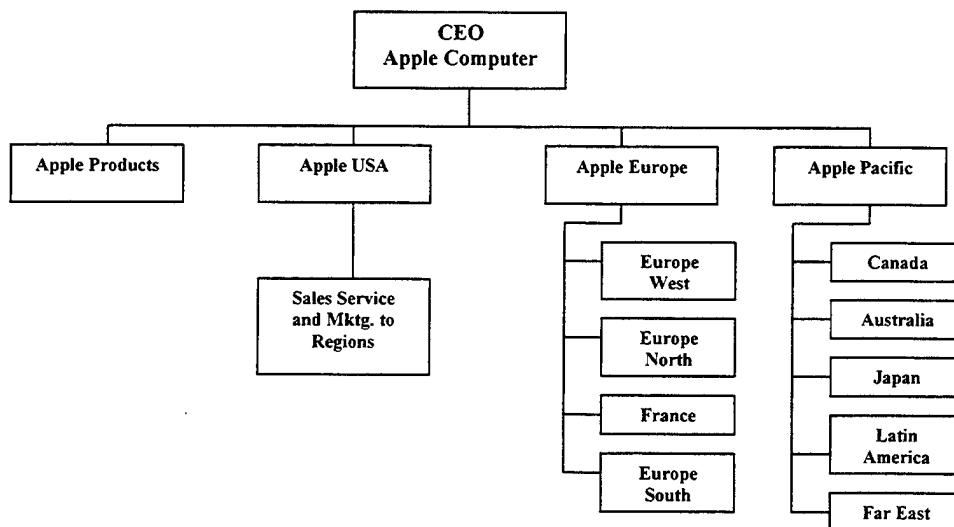


Figure 5. Example of a Geographic Structure Design [Ref. 6]

4. Multi-focused Structural Design

Many structures in the real world do not exist in the pure form of functional, divisional, or geographic groupings. Multi-focused grouping means an organization simultaneously embraces two structural grouping alternatives. These structural forms are often called matrix or hybrid groupings.

a. Matrix Structure

The matrix organization implements an equal balance between the vertical and horizontal dimensions of a structure. The matrix organization facilitates sharing information and enables people to coordinate their efforts with larger organizational goals and strategies.

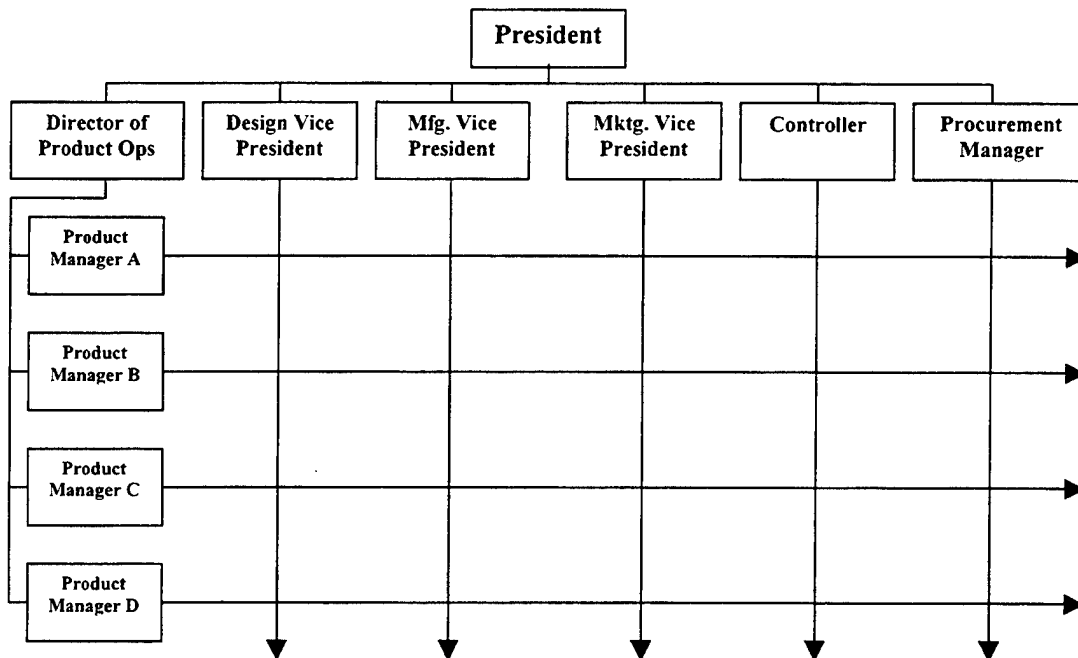


Figure 6. Example of a Matrix Structure Design [Ref. 6]

b. Hybrid Structure

Another way to achieve focus on multiple outcomes is with a hybrid structure. An organization's structure may be multi-focused in that both product and function, or product and geography, are emphasized at the same time. A hybrid structure combines characteristics of both.

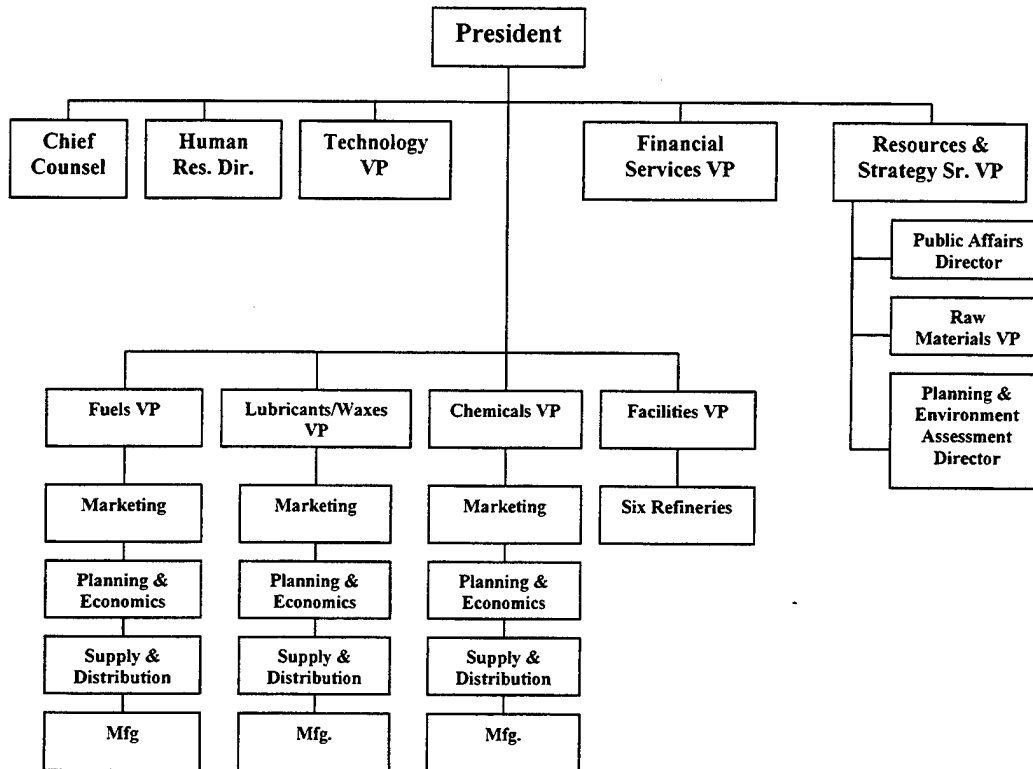


Figure 7. Example of a Hybrid Structure Design [Ref. 6]

5. Summary

Each form of structure – functional, divisional, geographic, multi-focused – represents a tool that can help make an organization more effective depending on the demands of its situation. The best organization design achieves the correct balance

between vertical and horizontal coordination and can help an organization achieve its goals.

The CNRC and MCRC hierarchical headquarters' commands clearly fit the functional design structure since they are organized by functions to attain their objectives. Portions of the recruiting organization are organized geographically; however, they do not have much flexibility to adapt to the specific needs of their territory. The local commands have the flexibility only to determine where a recruiting station might best be placed. They do not have the authority to offer extra bonuses or special enlistment/commissioning offers to aid recruiting efforts within their region. All bonuses or special offers have to be approved at a much higher level of the chain of command.

Most DoN commands are organized purposefully to develop and maintain proper relationships between functions, personnel and material assets to accomplish desired objectives with maximum economy and effectiveness. This organizational design compliments the military as it establishes working relationships among the personnel assigned in each of those functional areas, establishes the flow of work, promotes teamwork, and identifies responsibility, authority and accountability (chain of command) within these commands.

C. DEPARTMENT OF THE NAVY STRUCTURE ANALYSIS

The principle structural elements of the DoN are the Navy Department, the Operating Forces of the Navy and the Marine Corps, and the Shore establishment, as shown in figure 8. The Navy Department refers to the central executive offices of the DoN (Office of SECNAV, Office of Chief of Naval Operations (CNO) and Headquarters,

Marine Corps). The Operating Forces provide, train, and equip naval and marine forces. The Shore Establishment is comprised of shore activities with defined missions. (Navy REGS)

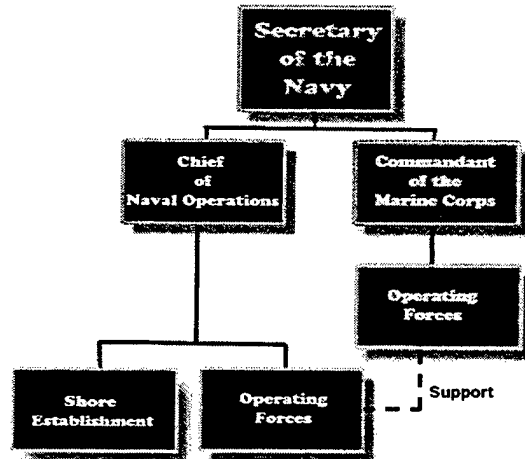


Figure 8. Secretary of the Navy Organizational Chart [Ref. 7]

Under the Chief of Naval Operations (CNO), the Navy is focused into seven functional areas: Manpower; Naval Intelligence; Plans, Policy, and Operations; Logistics; Space-Information Warfare; Training; and Resources, Warfare, Requirements and Assessments.

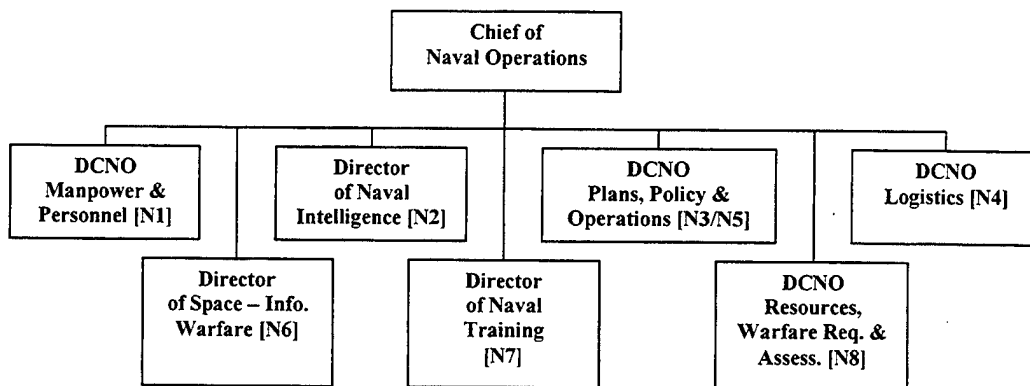


Figure 9. Chief of Naval Operations Organizational Chart [Ref. 7]

Under the Commandant of the Marine Corps (CMC), the Marine Corps is divided into seven functional areas: Command, Control, Communications, Computers and Intelligence; Installations and Logistics; Programs and Resources; Manpower and Reserve Affairs; Plans, Policies, and Operations; Administration and Resources Management; and Aviation.

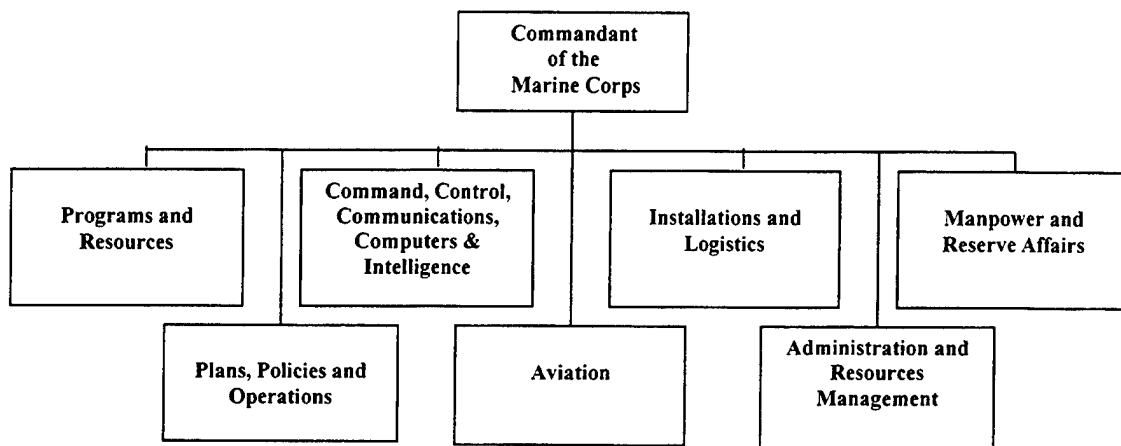


Figure 10. Commandant of the Marine Corps Organizational Chart [Ref. 8]

D. USN-USMC RECRUITING STRUCTURAL DESIGN

Most Navy and Marine Corps commands are designed similarly to the organizational structures of the CNO and the CMC, respectively, with departments or sections grouped around the key functional areas. In the Navy, the functional groupings are called “departments;” in the Marine Corps, they are called “sections.” Within these departments or sections, there are more focused groupings called “divisions” in the Navy and “units” in the Marine Corps. If a command does not have any need for a particular function, like intelligence, that functional area would not be present within that command organizational structure.

Internally, these commands generally are structured in the typical government hierarchy, where authority exists along the formal chain of command, and positions at the top of the hierarchy are empowered with more formal authority than are positions at the bottom. Hierarchy is considered the “natural” form of organizational structure for a military organization. (Ref. 8) One major virtue of this hierarchical design is accountability and flow of information up and down the chain of command. Commands at each level of hierarchy are organized internally according to their functions and, therefore, would communicate up and down the chain of command within their functional area.

In the Navy Recruiting Command, there are three hierarchical levels of command: CNRC, Regions, and Districts. The Marine Corps Recruiting Command contains four levels of command: MCRC, Regions, Districts, and Stations. The commands at the different hierarchical levels are dispersed according to geographic territory.

1. CNRC

a. CNRC Headquarters

The CNRC headquarters’ staff is structurally organized across two dimensions – first, into several divisions that provide direct support for the Commander and, second, into four major departments to support the recruiting organization. (See Appendix C for diagram) Divisions organized to support the Commander include: the Executive Staff, the Management and Organizational Services office, the National Training Team, the Inspector General’s office, the Public Affairs office, the Financial Management office, and the Legal Affairs office. The rest of the CNRC headquarters

organization is comprised of four major departments: Personnel and Logistics, Operations, Information Systems, and Marketing and Communications. These departments are the four major functional areas of the CNRC headquarters.

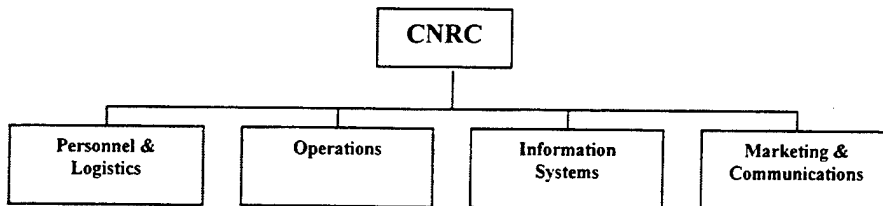


Figure 11. CNRC Headquarters' Functional Organizational Chart

b. NRR Headquarters

The NRR headquarters' staff is small in numbers, organized primarily as an intermediary level to assist the NRDs in the areas of operations and training. There is also a small administrative support staff to assist the commander. Operations and training are the two functional areas of the NRR. There is no structure in place at this level for logistics, personnel, information systems or advertising, as the headquarters' command liaisons directly with the District level in these support areas. The structure in place at the NRR level provides support in the core function (operations) and the support area of training, that is key to the success of the core function.

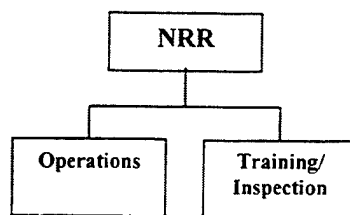


Figure 12. NRR Headquarters' Functional Organizational Chart

c. NRD Headquarters

NRD staffs are organized more like the CNRC Headquarters' staff than the smaller regional staffs. The organization includes five departments: officer programs, enlisted programs, logistics support, administration, and advertising/mail. Additionally, there are two special assistant offices: public affairs officer (PAO) and education specialist. The five departments comprise the functional areas of the NRD. Except for the operation elements, officer and enlisted programs, the NRD functional areas liaison with their counterparts at CNRC headquarters. The operations department receives more attention and oversight from the NRR level.

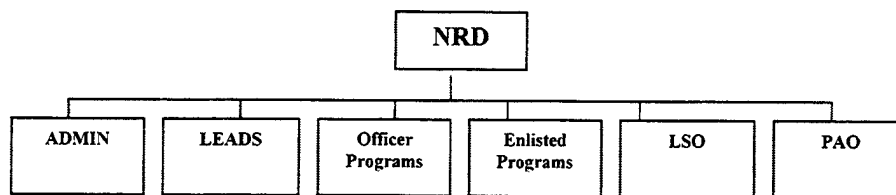


Figure 13. NRD Headquarters' Functional Organizational Chart

2. MCRC

a. MCRC Headquarters

The MCRC headquarters' staff is structurally organized into nine major sections to support the recruiting organization, with only a small executive support office for the commander. (See Appendix F for diagram) The nine sections include: Manpower, Comptroller, Human Resources, Logistics, Advertising, Officer Programs, Enlisted Recruiting, Recruiting Training, and Public Affairs. These nine sections are also the functions.

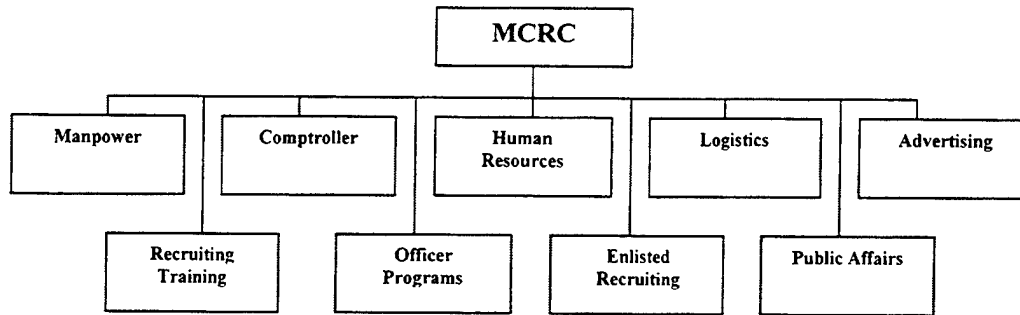


Figure 14. MCRC Headquarters' Functional Organizational Chart

b. ERR and WRR Headquarters

The ERR and WRR staffs include four sections: administration, operations, quality control/management information, and recruiting liaison. These sections follow the pattern as functions.

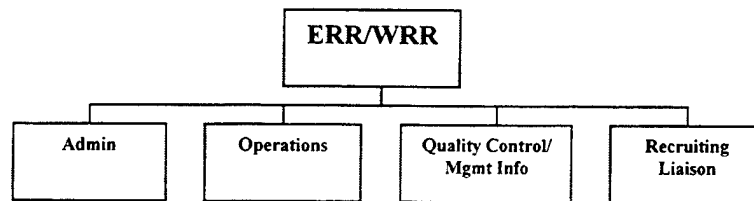


Figure 15. ERR/WRR Headquarters' Functional Organizational Chart

c. MCD Headquarters

The six MCD staffs include a small executive staff office to support the Commanding Officer, and seven branches or functions: adjutant, advertising, operations, logistics, comptroller, public affairs, and information systems management.

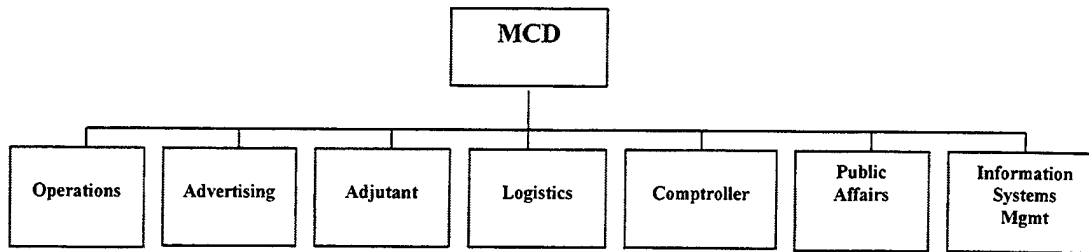


Figure 16. MCD Headquarters' Functional Organizational Chart

d. RS Headquarters

The RS staffs include both a command group and support staff. The command group typically contains the commanding officer, executive officer, sergeant major, recruiter instructor and operations officer. The RS supporting sections and functional areas are: administration; supply; operations; and public affairs and marketing.

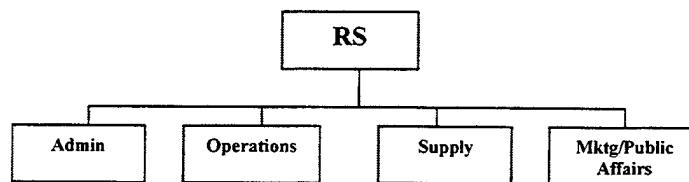


Figure 17. Marine Corps RS Headquarters' Functional Organizational Chart

E. COMPARATIVE ANALYSIS OF USN-USMC FUNCTIONS

Comparison of the two recruiting commands and their organizational structures reveals remarkable similarities. CNRC headquarters has grouped some of its key functions together into large departments, whereas MCRC headquarters has kept each of its functions distinctly separate in different sections. At each of the hierarchical levels of command, the key functional areas are present.

To analyze and understand a functional structure organization, the primary and support functions must be identified. Functions are built around related task requirements, skills, and levels of expertise. Primary functions are those involved with successfully accomplishing an organization's mission and goals. Support functions provide the support necessary to conduct the primary functions. [Ref. 9] After analyzing the two recruiting organizations, the primary and support functions were identified as follows.

1. Primary Function

There is only one primary function in the CNRC and MCRC organizations: to recruit prospective individuals for military service. Thus, the operations function involves managing personnel and actions in recruiting individuals for service in the Navy and Marine Corps.

2. Support Functions

There are five distinct support functions within the recruiting commands. These functions are necessary to successfully conduct the primary function. They are: Financial Management/Logistics, Manpower, Training, Information Services, and Advertising/Marketing. A sixth component, other, is administrative to the command.

a. *Financial Management/Logistics*

This grouping plans, directs, and administers all logistics and financial

management operations, conducts supply and contracting functions and provides technical advice to recruiting personnel at all levels.

b. Manpower and Personnel

Planning, directing and coordinating all military and civilian personnel functions occurs within this grouping. Additionally, it provides military and civilian personnel services to all recruiting organizations.

c. Training

This grouping plans, controls, and coordinates initial recruiting orientation, and subsequent field training and inspection services for officer and enlisted recruiters and selected support personnel.

d. Information Services

This grouping manages all aspects of automated data processing (ADP) planning and office information systems to support the recruiting management functions. ADP responsibilities include coordinating and directing all automated data processing planning and development efforts, providing telecommunication support through both electronic local area networks (LAN's) and wide area networks (WAN's), and training information systems users.

e. Advertising/Marketing

This grouping plans, directs, develops, and coordinates all recruiting

advertising, procures and distributes all recruiting collateral sales materials, maintains the national lead fulfillment, implements community and fleet relations programs, and provides public affairs and public awareness support.

3. Other Components

All other components of the recruiting organizations can be categorized as “special assistants” as they are necessary for the overall administration of the command, but not key to the recruiting mission itself. Examples of these components are Executive Staffs (or Command Group), Legal Affairs and Inspector General.

F. CURRENT RESOURCES

In 1985, prior to the end of the Cold War, the U. S appropriated about \$400 billion for the DoD (in constant, fiscal year 1997 dollars), which constituted approximately 28 percent of the federal budget. At that time, there were more than 2.2 million men and women in the active duty U. S. Armed Forces. Since the end of the cold war, the U.S. has reduced its defense budget by approximately 38 percent. Today, there are 1.45 million men and women in the active duty U. S. Armed Forces. [Ref. 10]

Several factors have combined to make recruiting particularly difficult in recent years. A booming economy and low unemployment have reduced the pool of eligible recruits who need or want to join the military. The recruiting problems are also complicated by retention shortfalls.

Despite the post-Cold War drawdown, recruiting requirements are increasing and more financial resources and personnel are devoted to recruiting now than ever before.

CNRC's total budget in support of recruiting for FY 1999 was \$203 million. MCRC had a total budget of 120 million in FY 1999. Their respective budgets were divided as follows.

	<u>CNRC</u>	<u>MCRC</u>
Advertising	\$ 70	\$ 39.6
Other Support	\$ 43	\$ 34.8
TAD/Travel	\$ 9	\$ 6
Vehicles	\$ 22	\$ 18
Civilian Personnel Labor	\$ 34	\$ 9.6
Comms/Information Services	<u>\$ 25</u>	<u>\$ 12</u>
Total	\$ 203	\$ 120

Table 1. Financial Resources Spent in Functional Areas
(Data from CNRC and MCRC in millions of dollars)

This breakdown of the CNRC and MCRC budgets clearly shows that the majority of the recruiting commands' budgets go to advertising and other support for recruiting. Other support for recruiting includes training, applicant processing, supplies, awards, and equipment maintenance. The two other key areas that receive a large portion of resources are vehicles and communications/information services.

<u>Personnel</u>	<u>CNRC</u>	<u>MCRC</u>
Total Personnel	7200	4250
Total Field Recruiters (officer and enlisted)	4700	2000
Total civilian personnel (includes outsource)	750	108

Table 2. Personnel assigned to Recruiting Commands (numbers are approximate)

One area where the Navy and Marine Corps recruiting commands differ quite drastically is in civilian personnel labor. CNRC's total manning is almost twice that of

MCRC. A ratio between the two recruiting organizations' personnel strength is similar to that of the Navy's manning (at approximately 372,000 active duty personnel) versus the Marine Corps' manning (at approximately 172,200 active duty personnel). In civilian labor, though, CNRC has almost seven times the number of personnel as MCRC. This difference accounts for a large dollar amount in the CNRC budget. As military salaries are paid by the Manpower and Personnel, Navy (MPN) appropriation, CNRC and MCRC are not funded directly for their military salaries. Civilian personnel salaries, however, are accounted for in individual commands' budgets.

It is assumed that the Navy and Marine Corps recruiting commands currently are operating efficiently and using their financial resources wisely. If these two commands were consolidated, further analysis could identify redundancies, excess personnel and inefficiencies exist. Such areas could then be reorganized or downsized to save resources vital to other areas of the Navy and Marine Corps team.

G. SUMMARY

Although the terminology may be different, the Navy's and Marine Corps' overall hierarchical structure and functional groupings are similar. To reduce costs, eliminate redundancy, and eliminate obsolete activities, the primary and support functions of CNRC and MCRC were summarized to identify their similarities and their FY 1999 budgets were compared. The next chapter will present a proposal to consolidate similar management functions across the Navy and Marine Corps.

IV. PROPOSED CONSOLIDATION AND RECOMMENDATIONS

A. INTRODUCTION

Consolidation, as a means for cost savings and streamlined capabilities, can help eliminate wasteful duplication and increase effectiveness through teamwork and cooperation. The primary goal of consolidating the Navy and Marine Corps recruiting commands would be to organize all Department of the Navy recruiting functions under a single commander and to facilitate DoN-wide recruiting management and decisions. Certainly, a secondary goal would be to achieve the additional benefit of resource savings.

It is proposed that the Navy and Marine Corps can no longer maintain separate recruiting organizations that have virtually identical missions and extensive duplication in the support structure. The benefits possible from this proposal would be saved manpower and resources, sharing of successful recruiting practices, and the creation of a more efficient and stronger recruiting organization.

The transformation from current to desired recruiting command structure requires additional study to develop, at a minimum, the planned change of structure, physical locations of commands, and information processing and flow. Milestones and a phased implementation would help to reduce structural turmoil.

B. NAVY AND MARINE CORPS CONSOLIDATIONS

The idea of a combined-services command is not new. Consolidation efforts have affected every facet of the defense infrastructure from flight training to staff and support functions to common aviation assets. However, with mission consolidation comes

possible mission competition as each service seeks control of existing and emerging missions for fiscal as well as political reasons. The services have historically opposed consolidation if it means that their service will lose control over a certain function or mission. On the other hand, if a particular service is in a position to gain from consolidation they are more willing to take on the added responsibility, since more responsibility over a particular area means more budget dollars with which to exercise authority.

There are several examples where the Navy and Marine Corps operational training missions were similar or identical and the commands were combined, specifically within the aviation community. The Navy and Marine Corps Reserve Officer Training Corps (ROTC) is a combined organization where Navy and Marine officers alternate command and executive officer jobs and jointly supervise training for Navy and Marine Corps midshipmen at universities around the country. Additionally, the Judge Advocate General Corps has merged the Navy and Marine Corps military judges into an organization now known as the Navy and Marine Corps Trial Judiciary.

C. CONSOLIDATING RECRUITING FUNCTIONS

The Navy and Marine Corps recruiting commands have virtually identical missions: to recruit highly qualified young men and women for service in the Navy and Marine Corps. The DoN can no longer afford the luxury of maintaining two separate and distinct infrastructures to support the mission of recruiting. The goal of merging the two recruiting commands would be to increase efficiency, reduce cost, and clearly focus on the organizational mission. Any consolidation would need to be thoroughly planned and

additional study required to develop, at a minimum, the planned change of structure, physical locations of commands, and information processing and flow. A pilot consolidation of one region is one method of conducting a phased implementation and developing lessons learned to minimize possible disruption of the entire recruiting mission.

Any consolidation would have to be accomplished in a manner that minimizes workforce disruption and preserves continuity in recruiting operations. A comprehensive reorganization of these two commands would not only make it a more credible organization, but would allow the Navy and the Marine Corps to move manpower and financial resources to other components of the Navy and Marine Corps team. This consolidation proposal could significantly reduce costs, provide greater opportunity to capitalize on successful recruiting practices, and make better use of limited resources. Discussion of consolidation in each of the core and support functional areas with possible proposed actions in each.

1. Primary Operations

The business of recruiting occurs at the lowest level of the recruiting organizations: the Navy Recruiting Stations and Officer Programs Offices and the Marine Corps Recruiting Sub Stations and Officer Selection Offices. This level of the recruiting organization was not even considered for consolidation within this thesis because of the critical nature of the recruiting tasks. Sailors and Marines are able to demonstrate their abilities by speaking for and about their respective services. There is the prevalent thought that applicants go to a specific recruiting office to join a specific service, not just

to join the military. Therefore, keeping the recruiting offices distinctly separate would preserve this unique quality and it is not immediately recommended to combine Navy and Marine Corps recruiting operations at the level, i.e. recruiting stations, where recruiting occurs.

However, consolidating operations management and all other support functions above this lowest level of the recruiting commands would facilitate oversight and use of best recruiting practices, and share information and resources and this action would be recommended.

2. Manpower and Personnel

The 1990's military personnel drawdown strained the Navy's and Marine Corps' Manpower and Personnel systems. Since the recruiting support structures are currently understaffed in both the Navy and the Marine Corps, restructuring actually could strengthen the recruiting organizations.

A detailed manpower study would be recommended to analyze the personnel requirements necessary to successfully combine these two commands.

3. Training

Although the Navy and Marine Corps recruiters have similar missions, they have different training objectives and may follow different procedures in their recruiting efforts. The Navy has its recruiting orientation school in Pensacola, FL. The Marine Corps schoolhouse is in San Diego, CA.

A study should be conducted to determine best practices and most successful recruiting techniques. Once a determination has been made as to the best methods and techniques, a consolidated recruiter training pipeline could be established and a combined Navy-Marine Corps trainer/inspection team could be implemented.

4. Information Services

Information technology is increasingly becoming a part of recruiting operations. Efforts to standardize recruiting practices and make them more efficient are aided by information technology. The increase of information services quickens the flow of communications through the chain of command both vertically and horizontally within an organization whose mission is time critical.

Information services could be standardized within a consolidated recruiting command and would help integrate the two services. Combining this functional area for the Navy and Marine Corps would not only increase the dollars available for information services, but it would also facilitate studying and utilizing the most effective recruiting tools available.

5. Advertising/Marketing

Advertising and marketing efforts for the Navy and Marine Corps recruiting commands are currently separate. These efforts identify "leads," potential applicants identified through newspaper or other advertising or through direct mailings. Recruiters work to develop "leads" into potential recruits. This functional area of recruiting contains tremendous redundancy, since each of the services (including the Air Force,

Army, and Coast Guard) use their advertising and marketing resources to identify the same recruitable individuals.

Considering a DoD-wide advertising and marketing effort for identifying these eligible youths has tremendous merit. A study should be conducted to assess the benefits and costs of a joint-services advertising and marketing effort. This is certainly an area where outsourcing or privatization should be considered.

D. THE DON RECRUITING COMMAND MODEL

This proposal is an effort to reshape the Navy and Marine Corps recruiting organizations to better attain the DoN's mission and more efficiently utilize valuable, but limited resources, not just a downsizing effort. There is no specific disadvantage to maintaining a status quo as the recruiting organizations currently exist. However, the possibility of achieving positive resource savings from consolidating two organizations that are similar in so many respects cannot be overlooked.

Proposals for structuring a DoN Headquarters' command, regional command, and district command focus on the functional areas identified previously and the oversight needed at each of those levels.

1. Navy and Marine Corps Recruiting Command Headquarters

A consolidated DoN recruiting command should be organized around the key functional areas: manpower and personnel; operations; budget/logistics; training; advertising/marketing; and information services. These functional areas have been identified as critical to accomplishing the recruiting mission. The other supporting

components that provide direct support to the commander, but not to the entire recruiting organization, should be classified as “Special Assistants.”

Public affairs is one such “special assistant” category that supports the commander and a small contingent of Public Affairs personnel is needed to fulfill this task. The majority of the public affairs personnel resources, however, should be included in the advertising/marketing functional area to provide the vital task of public awareness in the civilian communities where the recruiting is occurring.

The diagram proposing the DoN Recruiting Command headquarters organization details the relationships of functional areas and special assistants and is shown in Figure 18.

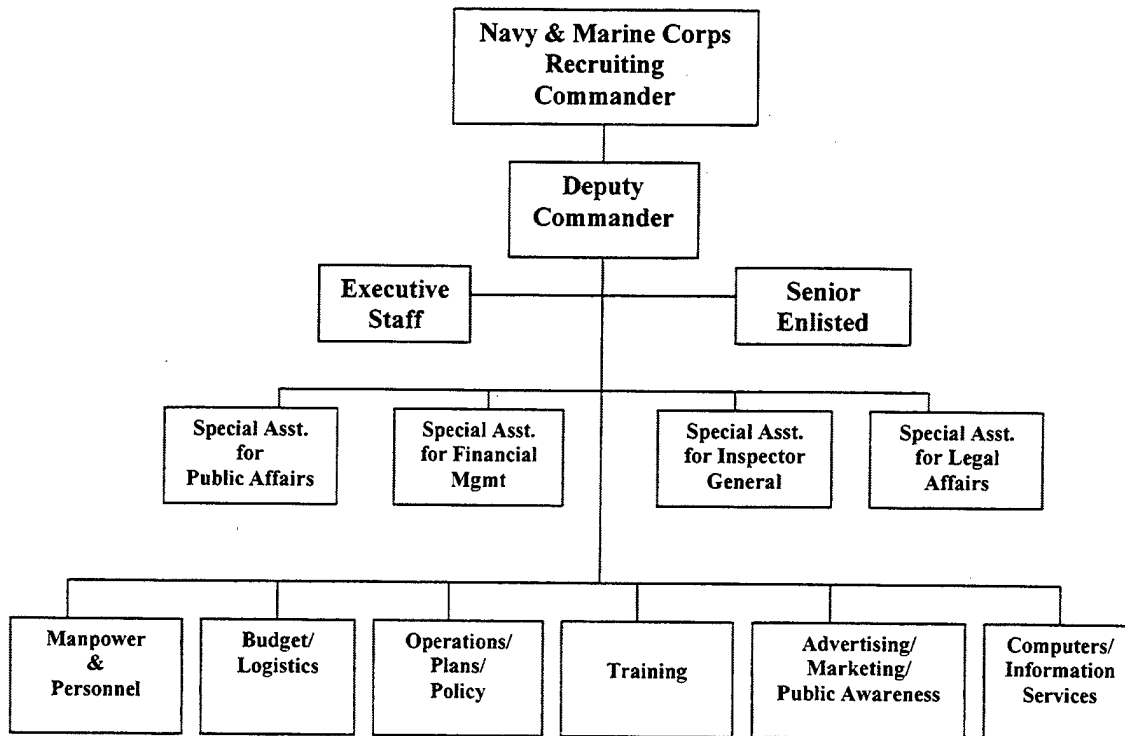


Figure 18. Proposed DoN Recruiting Command Headquarters Organizational Chart

2. Navy and Marine Corps Recruiting Region Headquarters

The proposal for the structure of the DoN recruiting region headquarters' command includes the operations and training functions. The Navy currently has four regions and the Marine Corps has two regions. A study would have to be completed to determine the number of regions required for proper oversight. Because of the scope and size of the recruiting organization, special attention is necessary in the areas of operations and training, and this oversight can most effectively be coordinated at an intermediate level between the DoN Recruiting Command headquarters and district levels. Other functional areas do not need the special attention at this hierarchical level and can liaison directly between Recruiting Command Headquarters and District levels.

The Marine Corps recruiting organization has an additional level of hierarchy, the MCD. There are currently six MCDs throughout the nation. This level was not included in the proposal for the DoN recruiting organization to reduce the number of bureaucratic levels in the organization. The hierarchy proposed here would absorb the functions and billets from the MCD either up into the regional headquarters or down into the new proposed district headquarters.

A diagram delineating the organization at the regional level command is shown in Figure 19.

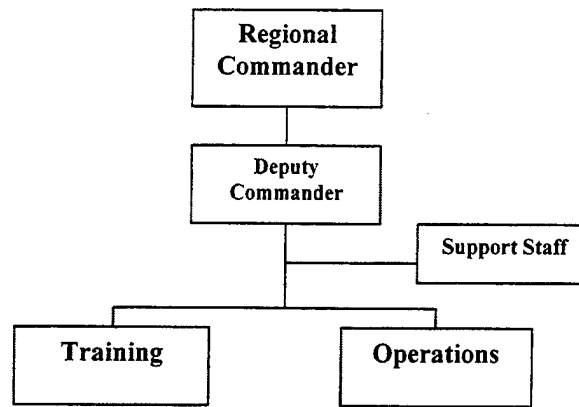


Figure 19. Proposed DoN Recruiting Region Headquarters Organizational Chart

3. Navy and Marine Corps Recruiting District Headquarters

At the District level, there should be components representing all the functional areas: administration/personnel, logistics, advertising/marketing, and computers/information services. Administration at this level would encompass the manpower and personnel function. At this level, operations are still the key functional area, including officer and enlisted recruiting.

A diagram delineating the breakdown of responsibilities at the district level is shown in Figure 20.

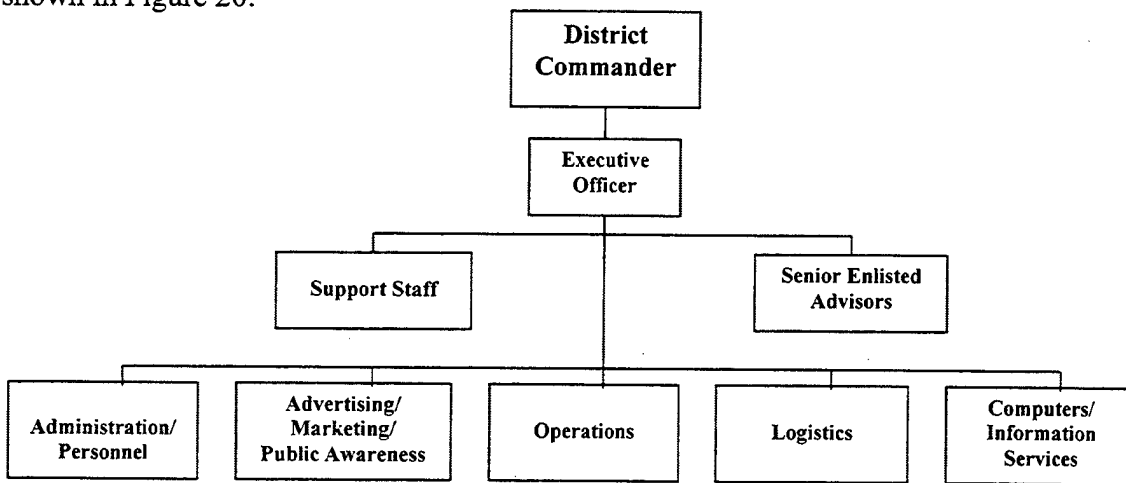


Figure 20. Proposed DoN Recruiting District Headquarters Organizational Chart

E. SAVINGS FROM CONSOLIDATION

Since most of the financial resources are assigned to areas that provide support to recruiters and their recruiting mission, i.e. vehicles, advertising, training, supplies, these areas would not be viable for resource savings. Therefore, savings from consolidation will generally occur in two areas: manpower and support resources that do not directly affect the recruiting mission.

1. Manpower

It would be difficult to determine the total reduction in manpower that could be realized by combining the two recruiting commands. Manpower requirements would vary depending on the new organization's size and structure. Consolidating the Navy and Marine Corps recruiting organizations could generate some manpower savings within the redundant support areas of public affairs, legal affairs, Inspector General, advertising, logistics and manpower. This proposal does not project any reductions in manpower for recruiters, only support personnel.

Another manpower cost savings consideration is the outsourcing or privatization of military billets. Outsourcing/privatization are both concerned with achieving cost savings by relying on private contractors. The idea is to contract with private companies to provide goods and services when it is less expensive for the government to purchase them than to provide them. Resource savings from outsourcing or privatization are being identified within many areas in the military.

The following functions within the recruiting organization, which are not inherently military, should be considered for outsourcing: Advertising/marketing,

LEADS generating, administrative functions, and information services. Any reductions in manpower derived from outsourcing/privatization could be redirected to other areas of the DoN that are experiencing personnel or resource shortfalls. The rule of thumb is that outsourcing/privatization can save a third of the manpower used in supporting elements of recruiting organizations.

2. Support Resources

The actual savings realized by combining the Navy and Marine Corps recruiting organizations would vary with the final choice of consolidated organizational structures. A study would have to be done to determine how many regions and districts would be required, and how many personnel are needed to manage the tasks at each hierarchical level.

There are several ways to analyze potential financial resources savings. First, the combined budgets from the two organizations contribute buying power in the areas involving information services and advertising/marketing. This kind of financial savings would be very hard to measure.

Secondly, savings would come from reducing facilities costs, after combining the commands at the different hierarchical levels. Further study is required to estimate the savings that could be achieved. It is expected that there would be a reduction in the number of facilities required to house the workspaces for a consolidated command, resulting in some savings in facilities costs.

F. SUMMARY

The objective of this chapter was to present a proposed consolidation of the current Navy and Marine Corps recruiting organizations into the DoN Recruiting Command. This proposal focused on the primary and support functions identified previously and is presented as a means of identifying areas where redundancies and excess personnel may be present in a combined DoN recruiting organization. The following chapter will give conclusions and recommendations for further study.

V. CONCLUSIONS

A. INTRODUCTION

Over the last two centuries, the Navy and Marine Corps team has exemplified the shared core values of honor, courage and commitment. At the beginning of the twenty-first century, the importance of a strong well-trained and well-equipped Navy and Marine Corps has never been greater. The overall readiness of the Navy and Marine Corps depends on the ability to recruit the very best men and women with the right mix of skills and experience.

One of the greatest risks the DoN faces in the future is that it will not react quickly enough as the environment changes. Ever-changing global crises complicate planning efforts for the Navy's future. The general military downsizing and decreasing defense budget require today's Navy and Marine Corps to do more with less. The past ways of doing business are a luxury no longer available. Subsequently, there is a search for a better way to do business. The Navy and Marine Corps can no longer maintain their insular and parochial attitudes and "go it alone". Synergy is required. Consolidating DoN recruiting resources may be one area where the DoN can strive to do business better. By striving to improve DoN's practices, the resulting savings would help fund readiness and modernization objectives.

B. CONCLUSIONS

This thesis has sought to develop justification for assessing the implications of

consolidating the Navy and Marine Corps recruiting organizations. Based on the analysis in Chapter III and the proposed consolidation in Chapter IV, the following conclusions to the thesis questions are provided.

1. Could resource savings be achieved by consolidating Navy and Marine Corps recruiting commands?

Diminished resources have driven the Navy to relentlessly search for more cost-effective ways to conduct business. Consolidating the Navy and Marine Corps Recruiting Commands would be a smarter and more efficient way to conduct business. Based on the information gathered during this study, a small amount of resource savings could be generated from consolidating the Navy and Marine Corps recruiting commands. These savings, by themselves, would not be sufficient to fund modernization or recapitalization. However, these savings, used collectively with savings from similar consolidations or cost-saving efficiencies, could make an impact in the future.

2. What are the functions and command structure of the Navy and Marine Corps recruiting commands?

The primary or core function for the recruiting organizations is operations and all other functions exist to support this core or primary function. The operations function exists at all structural levels of the organization. The support functions of training, manpower and personnel, information services, and advertising are all essential to the success of the operations function. These functions are present throughout the command

structures of CNRC and MCRC, as determined to produce the most efficient and effective organization.

3. What is a possible model for restructuring the Navy and Marine Corps recruiting commands into one organization?

The proposed model for a DoN recruiting command is very similar to the functional structures that currently exist separately for the Navy and Marine Corps. It was developed around the key functional areas of recruiting and the hierarchical structure of Headquarters, region and district was considered necessary for proper management of recruiting practices.

4. Is consolidating the Navy and Marine Corps recruiting commands a financially beneficial proposal?

It has become clear that large financial savings would not be derived from this consolidation. Most of the resource savings would come from reductions in personnel redundancies identified within the support organization structures and reductions in facilities needed to house the workspaces of the consolidated command. The majority of the personnel and resources in recruiting are devoted to operations and their supporting functions and it would be unlikely for reductions to occur in these critical areas.

Reductions due to redundancies in civilian personnel could be immediately viewed as resources saved. Reductions in military personnel would not result in actual dollar savings, but would result in freeing up personnel assets to be used elsewhere within the Navy and Marine Corps.

However, it has been determined that considerable benefits could be derived from consolidating these two commands, in keeping with the current guidance of the SECNAV. Shared lessons learned and best practices could only assist the task of recruiting.

C. FUTURE FACTORS TO CONSIDER

This thesis was exploratory rather than definitive, and has developed nearly as many questions as it attempted to answer. A number of issues would have to be thoroughly assessed before implementing full-scale changes. Therefore, areas for further research are numerous. Additional research in the following areas may prove beneficial:

1. Improved Operational Procedures

Improving operational procedures has the effect of creating best practices or increasing efficiency due to streamlined procedures, such as workload simplification due to information services automation. Comparing recruiting practices across the two recruiting commands could produce a best practices methodology and lead to a more efficient and effective recruiting force. Additionally, coordinating information services and automation resources for recruiting and processing applicants for the Navy and Marine Corps could increase efficiency and generate financial savings. Improving operational procedures could reduce the number of recruiters required, freeing up valuable personnel resources to be utilized elsewhere in the Fleet.

2. Competition Between Navy and Marine Corps Recruiters

As the Navy offers jobs consistent with its role as the "Sea" service and the Marine Corps opportunities are in line with its role as the "Expeditionary" service, there is little overlap of job types. Therefore, this consolidation proposal would not present significant conflict or competition problems for Navy and Marine Corps recruiters. The concept of consolidating recruiting functions across all of the military services (to include the Army, Air Force or Coast Guard) is not currently recommended. Any total consolidation of military recruiting would be very risky and would have to be studied in depth before implementing to ensure that competition and friction between the different service recruiters would not interfere with accomplishing the mission.

3. Command Opportunity

Consolidation could reduce command opportunity for the Marine Corps at the RS level. However, there would be more command opportunity at the district level, where ideally command would shift between Navy and Marine Corps officers, as it currently does at the Navy and Marine Corps ROTC units. Additional study could determine the impact on the Navy and Marine Corps' command opportunities.

D. SUMMARY

The initiatives for savings in this thesis reflect the intent of the SECNAV's proposal for a more unified Navy and Marine Corps team. Certainly his desire for increased synergy between the Navy and Marine Corps is driven by more reasons than just cost savings. SECNAV hopes to develop a more unified Navy and Marine Corps

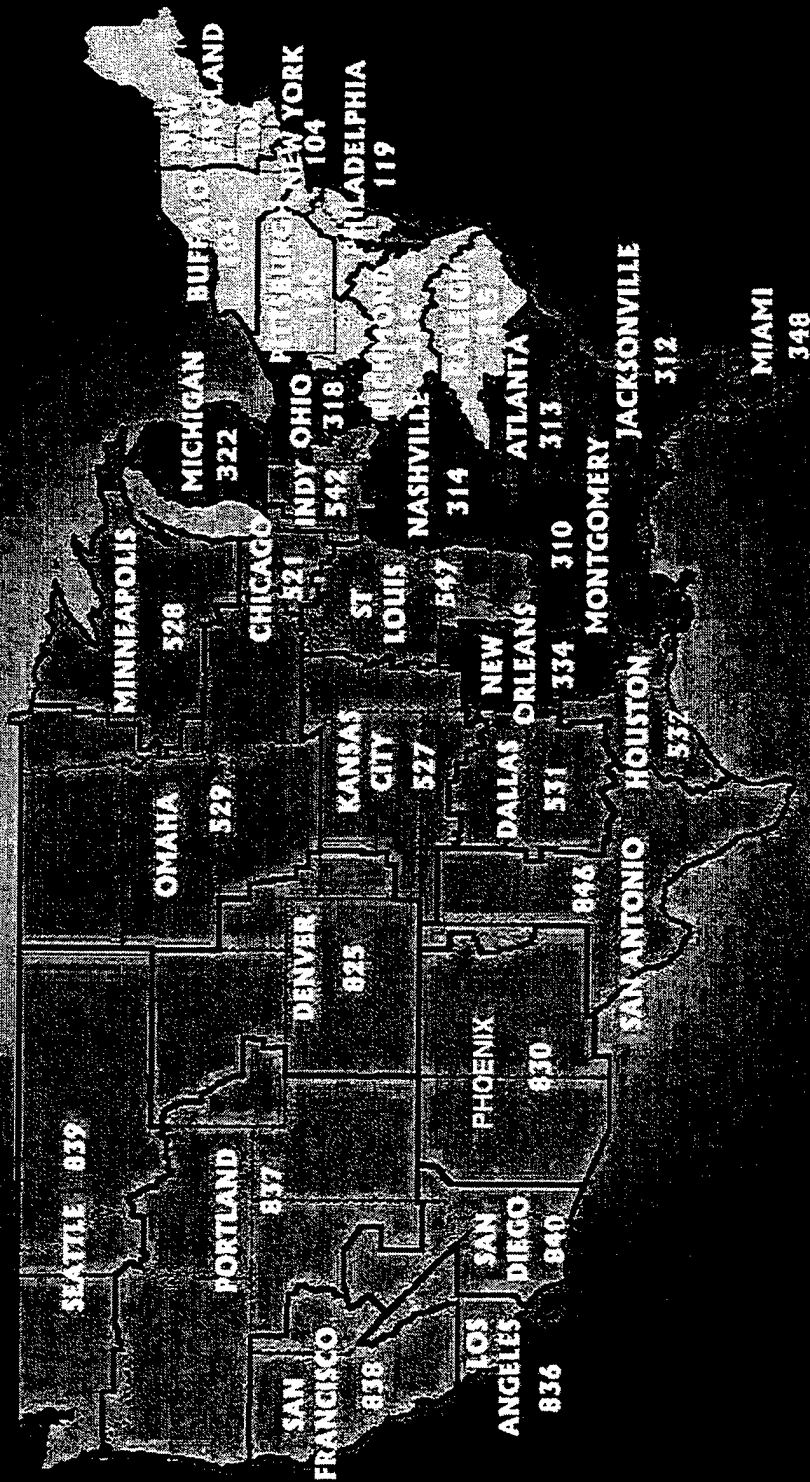
team. Therefore, the consolidation proposal for the DoN Recruiting Command should not be discounted due to minimal anticipated resource savings. The long-term benefits of increased efficiency, utilization of best recruiting practices, and most effective utilization of resources should be considered.

The DoN should identify key functions and define requirements to begin reengineering those functional areas that appear to offer the best opportunities for savings. Consolidating Navy and Marine Corps recruiting would not be easy, given the fierce protection of individual service roles and missions. With consolidation would come the necessity for both services to change the manner in which they do business. In a time when all facets of the military are being scrutinized for potential resource savings, it makes sense to consider a combined recruiting organization to build on the strengths of each and create a more efficient and stronger/unified recruiting organization.

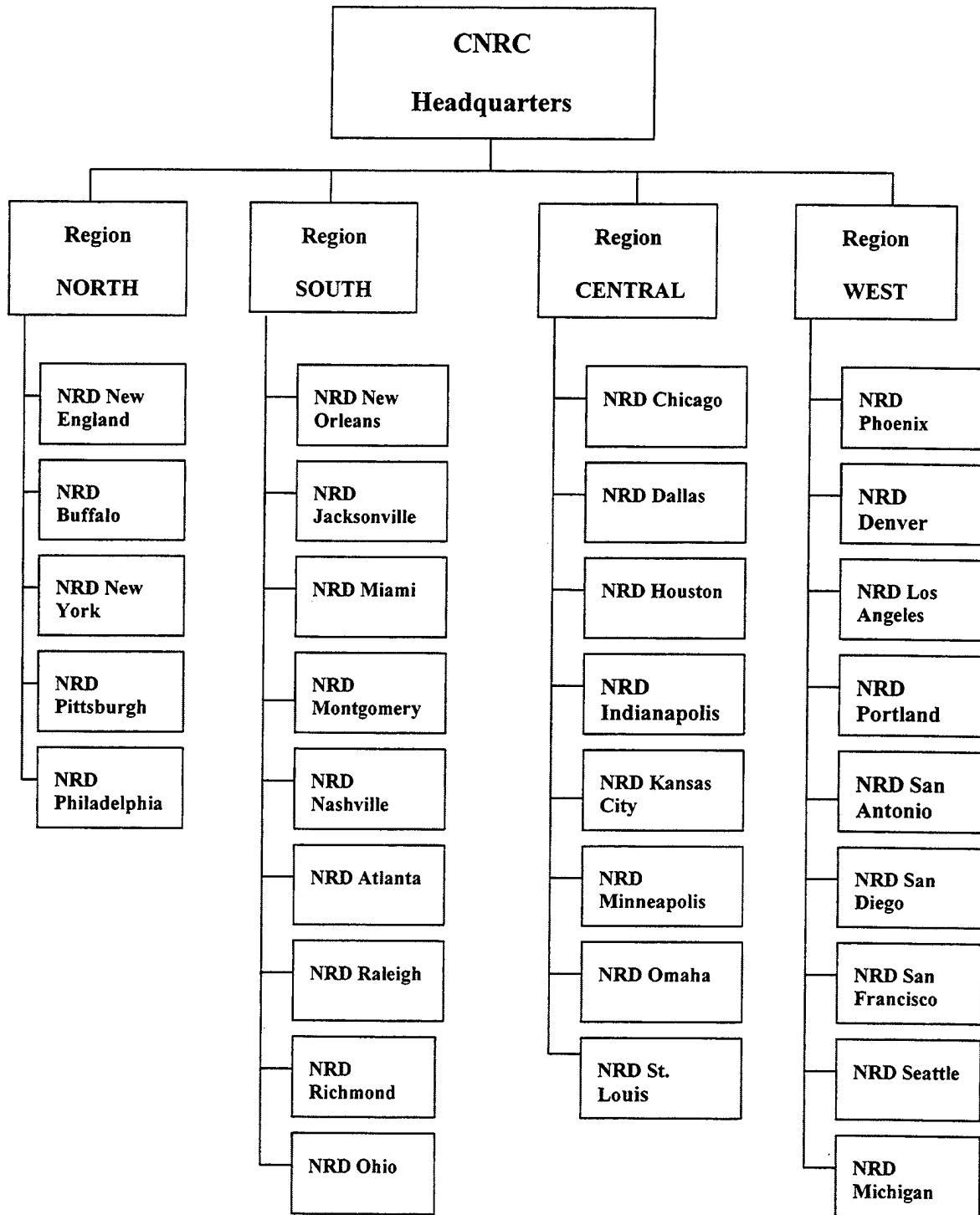
APPENDIX A. CNRC MAP

NAVY RECRUITING COMMAND

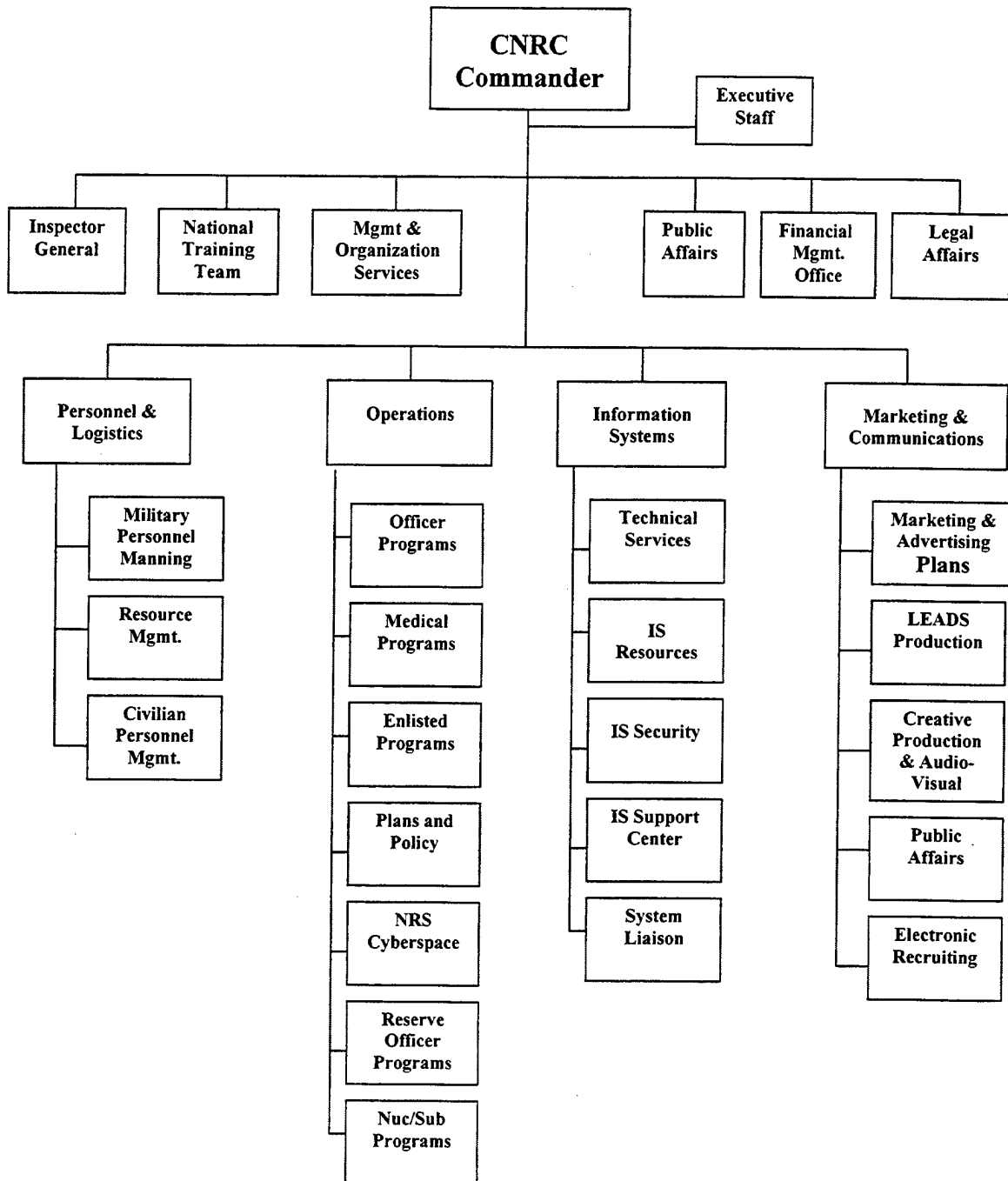
FY00



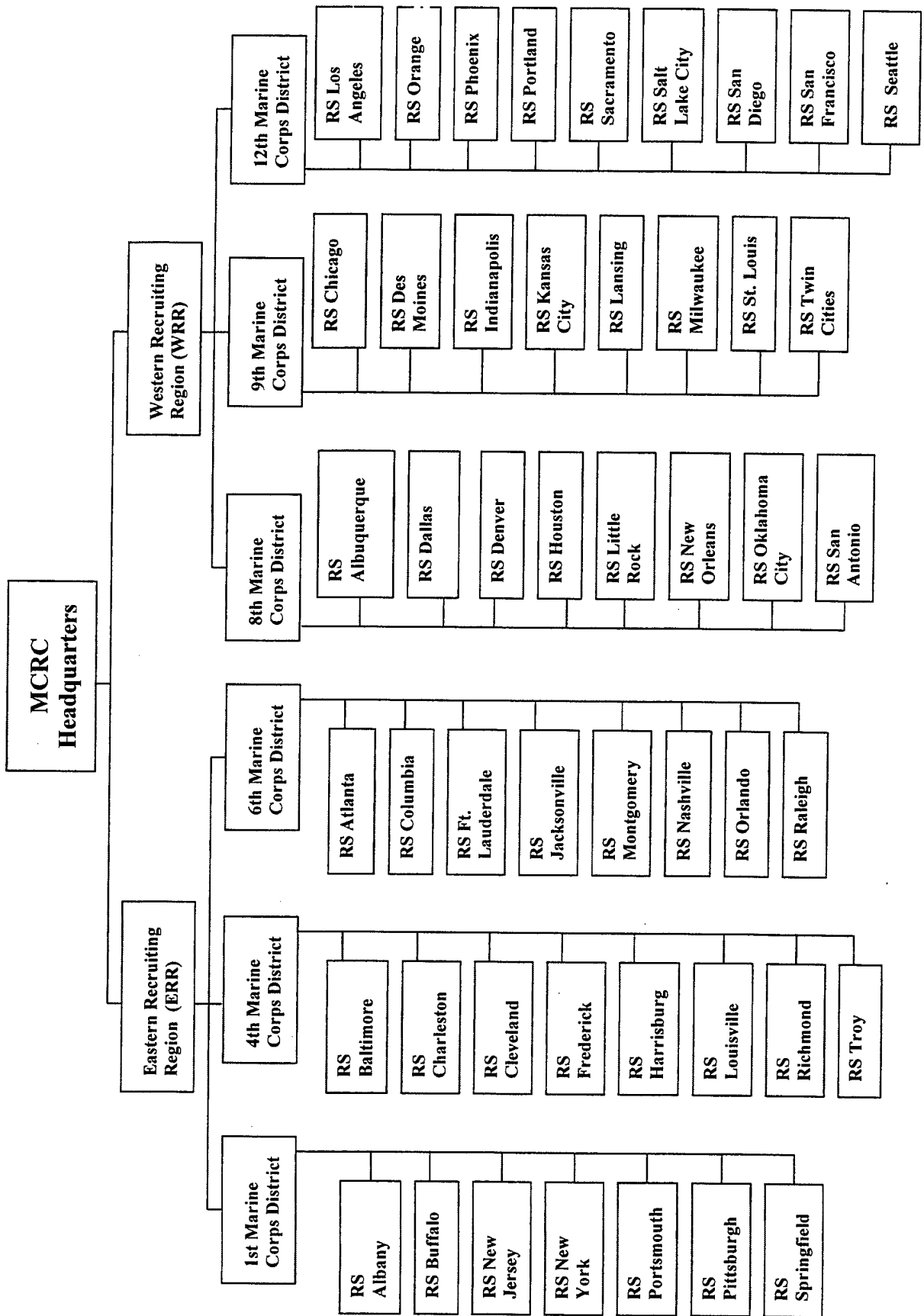
APPENDIX B. CNRC GEOGRAPHIC ORGANIZATION



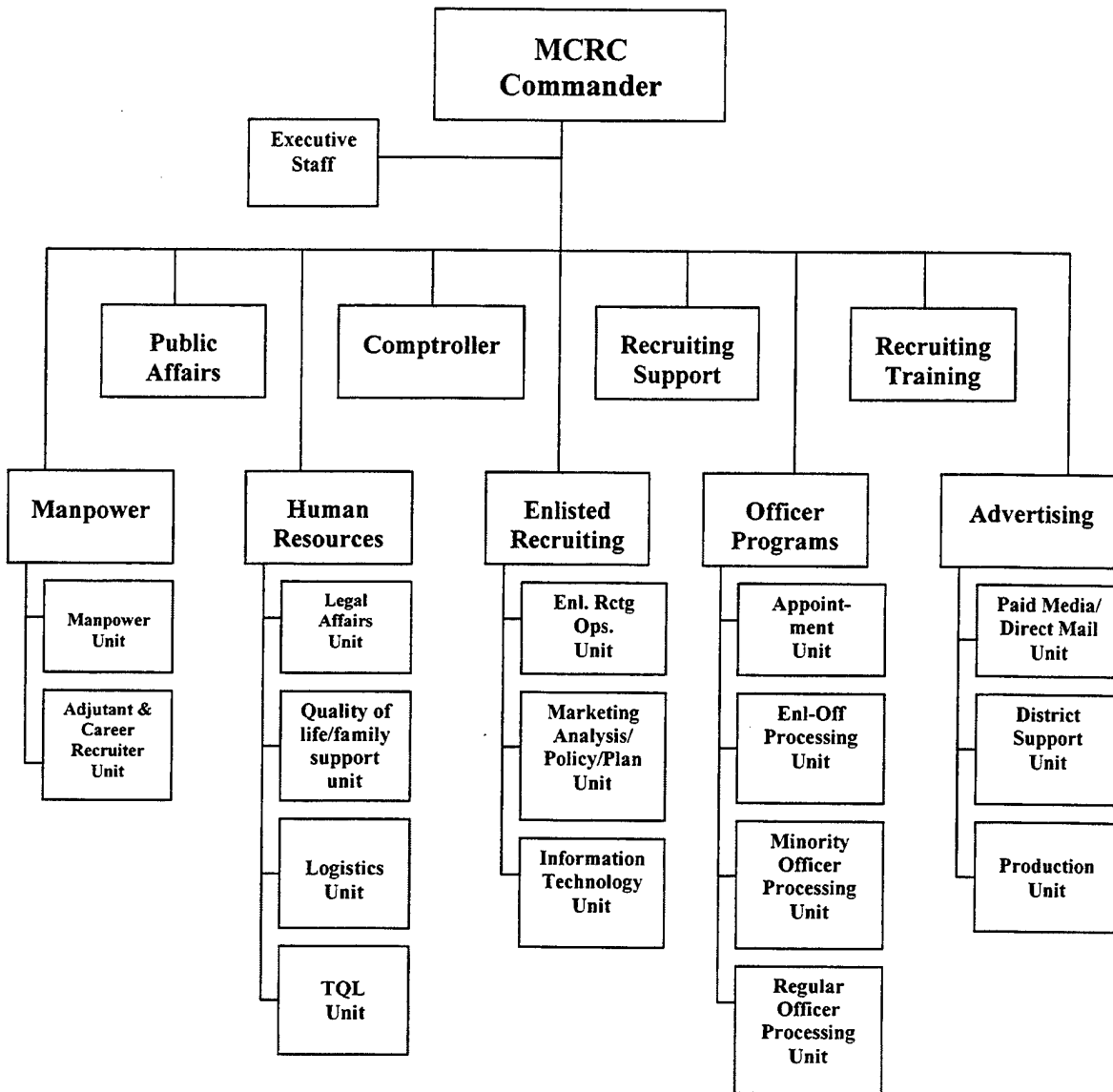
APPENDIX C. CNRC HEADQUARTERS STRUCTURE



APPENDIX E. MCRC GEOGRAPHIC ORGANIZATION



APPENDIX F. MCRC HEADQUARTERS STRUCTURE



LIST OF REFERENCES

1. Peterson, Gordon I., *Always There When the Nation Calls*, Sea Power Magazine, October 1999.
2. Department of the Navy Revolution in Business Affairs Web Site, rba.hq.navy.mil, April 16, 2000.
3. Department of the Navy, *Highlights of the Navy's FY 2001 Budget*, 1999.
4. Navy Recruiting Command Web Site, www.cnrc.navy.mil, March 7, 2000.
5. Reich, LtCol J. D. and Kozlusky, Maj G. R., *The New Recruiting Command and the Story of Marine Corps Recruiting*, Marine Corps Gazette, August 1994
6. Daft, Richard L., *Organization and Design*, 1998.
7. Organization of the U. S. Navy Web Site, www.navy.mil, May 5, 2000.
8. Marine Corps Gazette, Almanac 2000, vol. 28, no. 12
9. University of Connecticut Web Site, vm.uconn.edu/~budget8/function, May 25, 2000.
10. U. S. Department of Defense Defenselink Web Site, www.defenselink.mil, April 16, 2000

INITIAL DISTRIBUTION LIST

1. Defense Technical Information Center..... 2
8725 John J. Kingman Road, Ste 0944
Fort Belvoir, VA 22060-6218
2. Dudley Knox Library..... 2
Naval Postgraduate School
411 Dyer Road
Monterey, California 93943-5101
3. Professor William R. Gates, Code 36..... 1
Naval Postgraduate School
Monterey, CA 93943
4. Professor Lee Edwards, Code 36..... 1
Naval Postgraduate School
Monterey, CA 93943
5. Chief of Staff..... 1
Marine Corps Recruiting Command
Attn: Col Cunningham
3280 Russel Rd.
Quantico, VA 22134
6. Director, Information Technology..... 1
Marine Corps Recruiting Command
Attn: Maj Asmus
3280 Russel Rd.
Quantico, VA 22134
7. Navy Recruiting Command 1
5722 Integrity Dr.
Millington, TN 38054-5057
Attn: LT M. L. Thompson
8. Navy Recruiting Command 1
5722 Integrity Dr.
Millington, TN 38054-5057
Attn: Code 35
6. LCDR Anne G. Hammond 1
Naval Air Warfare Center Weapons Division Detachment
White Sands Missile Range, NM 88002-5510