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13. ABSTRACT (Maximum 200 words) Operations Iraqi Freedom has stressed the Command Element (CE) of the Marine Expeditionary Forces (MEFs) deployed to Iraq. The deployed MEFs required the services of numerous individual augmentees (IAs) to fill billets and perform functions found in a unit's Table of Organization and Equipment (T/O&E), and in some cases, not found in the T/O&E. The objective of this study is to determine the accuracy (defined as the correct functionalities identified for the unit) and adequacy (defined as sufficient structure) of the T/O&Es for the MEF, CE, MEF Headquarters Group (MHG), Intelligence Battalion (Intel Bn), and Communications Battalion (Comm Bn) for the conduct of current operations in support of the Global War on Terrorism. The methodology for determining the adequacy of the T/O&Es was to compare the T/O&Es to the unit Manning Documents, to determine if the Military Occupational Specialties (MOSs) were present on the unit T/O&Es in adequate numbers. The accuracy of the T/O&Es was determined by comparing the T/O&Es to the Manning Documents to determine if the required MOSs were present on the unit T/O&Es. The four unit T/O&Es were inadequate and the MHG T/O&E in inaccurate.				
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UNITED STATES MARINE CORPS
MARINE CORPS COMBAT DEVELOPMENT COMMAND
3300 RUSSELL ROAD
QUANTICO, VA 22134-5001

IN REPLY REFER TO

3902
C 191
7 Jul 06

From: Commanding General, Marine Corps Combat Development
Command, 3300 Russell Road, Quantico, VA 22134-5130
To: Director, Total Force Structure Division, Marine Corps
Combat Development Command, 3300 Russell Road, Quantico,
VA 22134-5130
Subj: STUDY COMPLETION LETTER - EVALUATION OF THE TABLES OF
ORGANIZATION FOR THE MARINE EXPEDITIONARY FORCE COMMAND
ELEMENT, MEF HEADQUARTERS GROUP, INTELLIGENCE BATTALION
AND COMMUNICATIONS BATTALION STUDY

Ref: (a) MCO 3902.1C

Encl: (1) Sample Study Completion Letter
(2) Quality Control Checklist
(3) DTIC Distribution Statement

1. The Evaluation of the Tables of Organization for the Marine Expeditionary Force Command Element, MEF Headquarters Group, Intelligence Battalion, and the Communications Battalion Study, approved by the FY06 Studies Board, has been completed. The final report was delivered on 30 June 2006. IAW reference (a), the study close out process requires the sponsor to complete enclosures (1) and (2) in order to finalize the study and complete distribution. Enclosure (3) is provided to assist you with selection of a distribution code for the Defense Technical Information Center (DTIC).

2. Request your office provide completed enclosures (1) and (2) to the Operations Analysis Business Center, point of contact (POC) indicated below, no later than 21 July 2006. Please contact Mr. James Evans at (703) 432-8124 if you have any questions regarding the study close out.

3. Thank you for participating in the Marine Corps Studies System and allowing us the opportunity to serve you and your organization. Please don't hesitate to call upon us for future support, analysis, and assistance.


G. C. REUSS
By direction



UNITED STATES MARINE CORPS
MARINE CORPS COMBAT DEVELOPMENT COMMAND
3300 RUSSELL ROAD
QUANTICO, VA 22134-5001

IN REPLY REFER TO
3902
C18

From: Director, Total Force Structure Division
To: Commanding General, Marine Corps Combat Development
Command (C191)

Subj: STUDY COMPLETION LETTER FOR THE EVALUATION OF THE TABLES
OF ORGANIZATION FOR THE MARINE EXPEDITIONARY FORCE
COMMAND ELEMENT, MEF HEADQUARTERS GROUP, INTELLIGENCE
BATTALION AND COMMUNICATIONS BATTALION STUDY

Ref: (a) MCO 3902.1C

Encl: (1) Executive Summary for the Evaluation of the Tables of
Organization for the Marine Expeditionary Force
Command Element, MEF Headquarters Group, Intelligence
Battalion and Communications Battalion Study
(2) Quality Control
(3) Abstract

1. Study Information

a. Background. This study was conducted under the auspices of the Marine Corps Studies System per the reference and at the request of the Command Element Advocacy Board due to the alarming number of Individual Augment (IA) requests stemming from the prosecution of the Global War on Terrorism (GWOT).

b. Purpose. The purpose of this study was to assess the effectiveness of the Tables of Organization and Equipment (T/O&E) of the Marine Expeditionary Force (MEF) Command Element, MEF Headquarters Group, Intelligence Battalion, and the Communications Battalion to support the efforts of the Marine Corps in the GWOT.

c. Objectives. The Evaluation of the Tables of Organization for the Marine Expeditionary Force Command Element, MEF Headquarters Group, Intelligence Battalion and Communications Battalion study has been completed and the objectives of the study have been met. The study objectives follow:

(1) Determine the accuracy (defined as the correct functionalities identified for the unit) of the T/O&Es for the

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MEF Command Element, MEF Headquarters Group, Intelligence Battalion, and Communications Battalion for the conduct of the current operations in support of the GWOT.

(2) Determine the adequacy (defined as a sufficient number of Marine billets) of the T/O&E for the MEF Command Element, MEF Headquarters Group, Intelligence Battalion, and Communications Battalion for the conduct of the current operations in support of the GWOT.

d. Results. The following major points or recommendations were produced by the study:

(1) When compared to the Forward Manning Documents (FMD) utilized for manpower sourcing by II MEF to execute Operation Iraqi Freedom (OIF) tasks, the T/O&Es for each unit in the study were found to be inadequate.

(2) Only the MEF Headquarters Group T/O&E was found to be inaccurate, that is, skills were requested on the FMD that were not resident on the T/O&E.

(3) If commands continue to utilize FMDs vice their T/O&Es, the study recommends that a linkage be established between the FMD and the T/O&E (such as utilizing the Billet Identification Code).

(4) The study also recommends linking the disparate information systems currently housing the Corps operational architecture, T/O&Es, and individual training standards in order to more accurately build requirements -- tasks should be more easily translatable into accuracy and adequacy of skills.

(5) The staffing of contingency coded billets within the affected units' T/O&Es would have aided in the execution of OIF tasks. In order to staff these billets, the study recommends improving the tracking of Individual Ready Reserve (IRR) Marines and exercise IRR re-call to improve unit readiness. It is also proposed that individuals be assigned to contingency coded billets by name.

(6) Literal application of the MCO 1001.61 Policy and Procedures for Sourcing Personnel to Meet Individual Augmentation (IA) Requirements is also mentioned favorably by the study team -- "Requests to support operational requirements

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are based on approved structure (e.g., an approved [T/O&E] or a Joint Manning Document) and justified for a specific crisis / contingency."

(7) The study also encourages incorporating the T/O&E Change Request (TOECR) process with the Joint Capabilities Integration and Development System (JCIDS). If a structural change is required due to a change in the Unified Joint Task List or Marine Corps Task List, the analytical rigor that precedes any JCIDS solution should also be applied to that solution's accompanying TOECR.

(8) There are numerous units that have contingency coded billets for high-demand / low-density skills. The study suggests selectively shifting some of the low-demand / high-density skills into contingency requirements while moving these high demand skills into chargeable structure.

(9) The MEF Command Element's Individual Mobilization Augmentees were an important part to their success in prosecuting OIF. It would be a reasonable assumption that it would be effective for more units as well.

2. Sponsor Intent. Prior to the date of this letter, preliminary findings were briefed to the Capabilities Assessment Group (CAG). The CAG scrutinized every organization in the Marine Corps to include the commands subjected to this study. Major force structure changes were recommended by the CAG, and are currently being reviewed by the senior-most leadership in the Marine Corps. The sponsor concurs with the areas for further study contained in Encl (1) and recommends pursuing these initiatives.

3. Distribution. Approved for public release; distribution is unlimited.


K. G. HERRMANN

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Distribution:

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MEF II

MEF III

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Executive Summary

Operation Iraqi Freedom (OIF) has stressed the Command Element (CE) of the Marine Expeditionary Forces (MEFs) deployed to Iraq. The deployed MEFs required the services of numerous individual augmentees (IAs) to fill billets and perform functions found in a unit's Table of Organization and Equipment (T/O&E), and in some cases, not found in the T/O&E. This large IA requirement has put a strain on the supporting establishment, reserves, and other units that provide Marines to fill the IA needs of the MEF. The objective of this study is to determine the accuracy (defined as the correct functionalities identified for the unit) and adequacy (defined as a sufficient number of Marine billets) of the T/O&Es for the MEF Command Element (CE), MEF Headquarters Group (MHG), Intelligence Battalion (Intel Bn), and Communications Battalion (Comm Bn) for the conduct of current operations in support of the Global War on Terrorism (GWOT). The methodology for determining the adequacy of the T/O&Es was to compare the T/O&E (total number of billets) and T/O&E (total number of chargeable billets) to the Forward Manning Document (FMD) requirements and, where possible, the rear manning requirements, to determine if the Military Occupational Specialties (MOSSs) required by the FMDs were present on the unit T/O&Es in adequate numbers. The accuracy of the T/O&Es was determined by comparing the T/O&Es to the FMDs to determine if the MOSSs required by the FMDs were present on the unit T/O&Es. Additionally, the IA list was examined to determine if the IAs requested correlated to the structural and on board shortfalls of the T/O&E compared to the forward and rear manning documents.

Each of the units examined had T/O&E shortfalls. These shortfalls meant that the units did not possess the structure to meet the forward and rear manning requirements. This leads to the conclusion that the T/O&Es for these units are inadequate (an insufficient number of structural spaces assigned to meet the requirements of the FMDs) for prosecuting the GWOT. Based on the T/O&E structure, the requirements of the FMDs, and the IA requests, the T/O&E of the MHG may be inaccurate (does not contain the correct MOSSs). The MHG requested and received IAs for MOSSs that are not contained on the MHG T/O&E.

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The MEF CE, MHG, and Intel Bn would have benefited greatly from the activation of c-coded billets and the associated inventory. The MEF CE T/O&E has 201 c-coded billets, the MHG has 27, and Intel Bn has 83. In the case of the Intel Bn, the benefit of having their 83 c-coded billets activated, or reclassified as chargeable, would have been significant and only minor structural shortfalls would have remained. The Comm Bn would not have benefited from the inclusion of c-coded billets as they did not require IAs to meet any requirements for the only MOS in the Comm Bn that has c-coded billets.

The Marines fighting the GWOT have proved to be more agile and adaptable than their supporting doctrine and human resources development process (HRDP). The Marines were able to adjust within their personnel constraints and adapt to the mission. Currently, the T/O&Es are not able to adjust to a rapidly evolving operational environment.

A comprehensive list and description of potential actions that should reduce the number of IAs requested by units deploying to support the GWOT is included in Chapter 5.1. The recommended potential actions are:

- Ensure Manning Documents Have T/O&E Linkage
- Information Systems Linking Operational Architecture (OA), T/O&E, Training Information Management System (TIMS)
- Improve Tracking of Individual Ready Reserve (IRR) Marines and Exercise the Recall Capability
- Assign Individuals to C-coded billets by Name
- Literally Apply the IA Order
- Use the Joint Capabilities Integration and Development System (JCIDS) Process to Adjust T/O&Es
- Selectively Shift C-Coded Structure
- Increase the Use of Individual Mobilization Augmentees (IMAs)
- Service Headquarters Provide Clarification on Rear Requirements

The potential actions that may be implemented most rapidly with the greatest impact on the number of IA requests received are:

- Ensure Manning Documents Have T/O&E Linkage

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- Improve Tracking of IRR Marines and Exercise the Recall Capability
- Assign Individuals to C-coded billets by Name
- Selectively Shift C-Coded Structure
- Service Headquarters Provide Clarification on Rear Requirements

This study has found that dynamic human resource requirement generation and sourcing during time of war is happening due to the heroic efforts of everyone involved in the HRDP. It is recommended that further study address the issue of manpower requirement modulation during a contingency. More specifically, a study should review how the HRDP could better plan an inventory that spans all levels of conflict - from training through escalation to resolution. Additional recommended areas for further study include a review of manning documents and the IA order, a feasibility study for linking all systems in the HRDP, a study to evaluate ways to increase the number of Marines in High Demand/Low Density MOSs, and a study to evaluate the best way to shift c-coded structure.

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Quality Control

Study Title: Evaluation of the Tables of Organization for the Marine Expeditionary Force Command Element, MEF Headquarters Group, Intelligence Battalion and Communications Battalion Study

Sponsor Command: Deputy Commandant for Combat Development and Integration

POC for the checklist: Mr Kevin Herrmann, Director, Total Force Structure Division

Question	Remarks
Does the study cover the topic area adequately?	Yes
Do you believe the analyses were thorough?	Yes
Are the briefing and executive summary useful?	Yes
Were the briefing and executive summary written so that a non-expert can clearly understand the study and its issues?	Yes
Did the study performer keep you informed about the status of the project?	Yes
Were your original expectations satisfied?	Yes
Was the project team knowledgeable in the areas covered by their research?	Yes
Did the analysis fully and fairly address the problem you wanted to solve?	Yes
Were deliverables provided on schedule?	Yes
Was the Study System responsive?	Yes
How can the Study System improve?	It would be great if the study completion response process were purely electronic (web-

Enclosure (2)

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	based).
Was the project completed in time to be useful to your organization?	Yes
Additional comments: The efforts of Mr Jim Evans and the Operations Analysis Division were top-notch. Their purely objective approach to the study was refreshing and produced excellent recommendations as to how the entire Human Resource Development Process could improve on their findings. In addition, the assistance from LtCol Peter Phillips and the II MEF staff was crucial to the success of the study. I would like to sincerely thank them for taking time out of their busy operational schedule to aid in the improvement of the Marine Corps as a whole.	

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Abstract

Operation Iraqi Freedom has stressed the Command Element (CE) of the Marine Expeditionary Forces (MEFs) deployed to Iraq. The deployed MEFs required the services of numerous individual augmentees (IAs) to fill billets and perform functions found in a unit's Table of Organization and Equipment (T/O&E), and in some cases, not found in the T/O&E. The objective of this study is to determine the accuracy (defined as the correct functionalities identified for the unit) and adequacy (defined as sufficient structure) of the T/O&Es for the MEF CE, MEF Headquarters Group (MHG), Intelligence Battalion (Intel Bn), and Communications Battalion (Comm Bn) for the conduct of current operations in support of the Global War on Terrorism. The methodology for determining the adequacy of the T/O&Es was to compare the T/O&Es to the unit Manning Documents, to determine if the Military Occupational Specialties (MOSs) were present on the unit T/O&Es in adequate numbers. The accuracy of the T/O&Es was determined by comparing the T/O&Es to the manning documents to determine if the required MOSs were present on the unit T/O&Es. The four unit T/O&Es were inadequate and the MHG T/O&E is inaccurate.