



DEPARTMENT OF THE ARMY
OFFICE OF THE DEPUTY CHIEF OF STAFF FOR OPERATIONS AND PLANS
WASHINGTON, DC 20310-04



REPLY TO
ATTENTION OF

Foreign Area Officer
Proponent Team

28 NOV 1988

Lieutenant General Frederic J. Brown
Commanding General
Fourth United States Army
Fort Sheridan, Illinois 60037

Dear General Brown:

As the ARSTAF Director responsible to Lieutenant General Foss for managing the Foreign Area Officer (FAO) Program, I recently reviewed your correspondence to Lieutenant General Ono concerning the association of the FAO Program with the Olmsted Fellowship Program. Your misgivings about the Olmsted-FAO relationship had some validity in the past; however, the goals and philosophies of the "enhanced" FAO Program approved by the Chief of Staff in 1985 are almost identical to those of the Olmsted Program.

I wrote to General Ono about your observations of the FAO Program and he concurred that I should address them directly with you. I believe your concerns (paraphrased below) will be eased by examining the current record and policies guiding the FAO Program:

"The dominant orientation of Olmsted scholars toward the FAO specialty is dysfunctional."

--The purpose of the Olmsted Fellowship--to provide an understanding of a foreign culture/foreign nations to the Army's future leaders--is perfectly consistent with the goals of the FAO Program.

--Because the FAO Program is supported by Advanced Civil Schooling (ACS) quotas, officers who volunteer for designation into FA48 are afforded the opportunity to pursue a fully-funded graduate degree following their Olmsted Scholarship period. As you know, while the Foundation encourages this opportunity, it is not always available to Olmsted scholars from the other Services.

--Because the Olmsted experience may serve as constructive credit for the in-country training (ICT) phase of FAO development, Olmsted scholars who opt for FA48 only need the graduate degree to be fully qualified in the career field. Designation as a FAO ensures that the officer will be assigned

successively (alternating with branch material assignments) in positions utilizing his Olmsted skills and knowledge. Again, this goal is shared by the Foundation.

--Because of the complementary goals of the Olmsted and FAO Programs, it is understandable that an officer inclined to apply for an Olmsted Fellowship also would choose FAO as his/her functional area. Moreover, the period of eligibility to apply for an Olmsted Fellowship (3rd-7th YOS) coincides with the period officers are asked to choose a functional area (5th-6th YOS).

"The FAO functional area (48) is an intelligence career field designed to prepare officers for service in intelligence organizations."

--72% of YG 82 officers tentatively designated into FA 48 are combat arms (CA) officers; only 12% come from MI. This is consistent with policy that the majority of new FAOs come from CA branches and that no more than 20% come from MI. Although FAOs continue to serve with distinction (because of their military skills and regional knowledge) as attaches and political-military intelligence analysts with DIA and other intelligence analysis centers (IPAC, ITAC, etc.), less than 40% of FAO positions are located in intelligence organizations. There is no formal, direct tie between FAO and MI. Furthermore, only 5 of the 57 Army Olmsted scholars have been MI.

--The inclusion of FAO proponenty responsibilities under the DCSOPS and within this Directorate was intended to emphasize the unique role of functional area 48 among all officer career fields: to provide expert regional specialists to support the worldwide political-military initiatives of the Army and DoD.

--As a primary user of FAO talent on the ARSTAF, with more than 20 FAOs assigned to the Directorate, I can endorse strongly the benefits of this decision. Secretary Armitage, another major (nonintelligence) consumer of FAO talent, recently echoed this view in a letter to the DCSOPS, describing the FAO functional area as a "vital specialty."

"The Army is making a mistake directing combat arms talent into intelligence fields (e.g., FA48), particularly Olmsted scholars who have the experience of mastering a foreign culture--a precondition of successful senior combined/joint command."

--Because FAO positions call for officers with currency in operational doctrine, structure, and organization, the CSA wisely directed that FAOs must

"dual-track," i.e., serve alternating tours in branch material and functional area positions. In practice, this policy directs that each officer be given the opportunity to serve in at least one branch material position at grade 04 (e.g., battalion XO or S-3) and at grade 05 (battalion command, if selected, or other branch material billet). As you know, branch material assignments at the 06 level are more limited (e.g., brigade command); 06 positions are largely immaterial or call for functional area expertise.

--Obviously, producing a successful brigade commander (potentially, a future CINC) who is also a fully qualified, experienced FAO is not easy, given PCS constraints, reduced promotion opportunities, etc. However, it can be done, and we are working closely with the branch proponents, Major General Crysel and the assignment managers at TAPA, and Major General Peay and the Leader Development Office at Ft. Leavenworth to improve our success rate.

--We have made enormous strides in the last 5-6 years. FA48 is now favored above all other functional areas at the time of functional area designation: no officer with a quality file below "center-of-mass" is selected. FAO designees do not begin FAO development until they are fully qualified in their basic branch (e.g., completed successful command of a company). FAOs are exempted--on a case-by-case basis--from the normal requirement to serve a utilization tour immediately following graduate schooling. This decision is fully coordinated with the officers' branch managers. Finally, recent promotion statistics (to 04 and 05) reflect a FAO average significantly above the Army average; for example, the October 1989 05 list reflected a first-time-considered rate of 79% for FAOs versus a 65% rate Army-wide. We expect this trend to continue.

--We are committed to providing deserving officers the opportunity to earn the necessary qualifications for selection to brigade command. This policy will not ensure our future CINCs are fully-qualified FAOs, but it will not eliminate FAOs from contention: General Fred Woerner, a fully-qualified FAO, is an outstanding example of the Army's "soldier-statesman."

Moreover, because approximately 60% of FAO positions are JDA billets (more than 80% at the 06 level), FAOs can simultaneously fulfill Title IV requirements during their functional area assignment. This is particularly advantageous for the CA officer, since relatively few JDA positions are CA branch material billets.

"Functional area 48 designation appears to be a precondition to Olmsted participation."

--There is no mandatory linkage or "career tie" between the FAO and Olmsted Programs. However, both programs seek the highest quality volunteers who have excellent potential for promotion to the higher grades as well as an interest in foreign cultures and peoples.

--The separate but near equal prerequisites for the two programs are compatible and complementary. Hence, there is a natural tendency for the Olmsted scholar to select a functional area that supports his/her international interests. Records indicate that 43 of the 57 Army Olmsted scholars are FAOs.

Additionally, the Foundation has questioned the potential use of FAO training funds by newly designated FAOs who are serving abroad as Olmsted scholars. As part of their development as the Army's regional experts, FAO trainees are required to conduct extensive study and travel within their regional area of concentration according to priorities established by ODCSOPS. Olmsted scholars are provided insufficient funds to complete this extensive regional travel. Consequently, an Olmsted scholar who also happens to be a FAO can receive FAO funds to complete Army required travel not duplicated by Olmsted funds. Funding for regional travel for an Olmsted scholar/FAO is subject to a case-by-case review. The officer's only requirement is an unclassified trip report detailing his/her personal observations and conclusions pertaining to current local/regional issues. FAOs may not be tasked to collect intelligence.

Finally, I endorse your recommendation to General Ono that the Army expand the number of officers, particularly women and minorities, who apply for an Olmsted Fellowship. Again, this effort is consistent with our own campaign to publicize the enhanced FAO Program.

As a Rhodes scholar, I am particularly sensitive to supporting the goals and objectives of fellowships granted to Army officers. I believe the FAO-Olmsted relationship is natural, symbiotic, and serves the best interests of both the Army and the officer who voluntarily participates in both programs. I remain convinced that no change is necessary in Army policy related to the designation of Olmsted scholars as FAOs.

My FAO Proponent Team Chief, LTC(P) John Miller, (202) 697-3600, Autovon 227-3600, is available to provide you a complete laydown of FAO program policy, if desired. Please contact me or LTC Miller should you have any questions.

Sincerely,

Enclosures


John O. B. Sewall
Major General, GS
Director of Strategy,
Plans and Policy

Look forward to seeing you
on 13 Dec


06,

- You are scheduled to meet w/ MG Sewall
01400-1430/13 Dec.

- I have attached your ltr to +TS, OAO
to @ of folder.

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IN-COUNTRY EDUCATIONAL OBJECTIVES
FOR
FOREIGN AREA OFFICERS

The goal of in-country training (ICT) is for the officer to achieve regional expertise through the application of previous language and graduate schooling. Objectives of ICT are to attain language fluency; develop a detailed knowledge of the region; and acquire a firsthand practical sense of country and region that will provide the officer the means to serve effectively in key political-military positions. Specific educational objectives are divided into seven areas:

LANGUAGE PROFICIENCY:

- o Attain a professional foreign language ability through daily reading, listening, speaking, and writing.

MILITARY:

- o Know the service capabilities, present leadership, key military contemporaries, operational concepts, and force structure of host country forces.

- o Gain familiarity with regional forces.

GEOGRAPHY:

- o Acquire a detailed appreciation for the major physical features of the country and a general appreciation of key geographic features of the region.

- o Understand spatial relationships of political, cultural/ethnic, economic and transportation structures/patterns in the country/region.

ECONOMIC:

- o Gain a firsthand knowledge of the local economic structure and the key features of the regional economic system.

- o Understand the national demands placed upon the economic system and how economic issues are viewed by the local population.

CULTURE:

- o Gain an in-depth understanding of social, ethnic, political, religious, and economic issues perceived by the local populace.

POLITICAL:

- o Know in detail how the region/country functions, officially and unofficially (who decides what and how), including the mechanics of the bureaucracy in actual practice; know political leadership.

INTER-PERSONAL SKILLS/CONTACT:

- o Gain the ability to use conversations, news reports, visual observations, first person and second person contacts to form a clear understanding of the local/regional situation when integrated with other background data.

- o Develop professional contacts with both military and civilian representatives from the host country.

GRADUATE SCHOOL EDUCATIONAL OBJECTIVES
FOR
FOREIGN AREA OFFICERS

The goals of graduate schooling in area studies are to provide the officer with a solid base of regional knowledge across a range of disciplines; the ability to perform research, analysis, and synthesis; and, the capability to apply that knowledge to his/her development as an area expert. Specific educational objectives are divided into three general areas:

1. LANGUAGE AND RESEARCH SKILLS:

- LANGUAGE:

o Maintain expertise at the DLI graduation level in the given language for the area.

oo Read newspapers and journals written in the language of the area to be aware of current developments.

oo Use language as a tool of research.

oo Find courses or programs where oral expression in the language is required.

o If already fluent in the major language of the area, acquire an introductory knowledge of a second language used in the region.

- ANALYTICAL AND RESEARCH SKILLS:

o Demonstrate scholarly skills in research and analysis.

o Refine oral and written expression.

o Be able to interpret and evaluate data.

o Know the elements of problem solving and decision processes.

o Know modes of negotiation and debate.

2. SOCIAL SCIENCE PERSPECTIVES OF THE REGION:

- HISTORY:

o Understand in detail the region's political evolution, traditional enemies and conflicts, regional alignments and historical antecedents of domestic issues.

- CULTURE AND RELIGION:

- o Know the region's class structure, ethnic, cultural and religious values and ideologies.

- o Understand how the area's culture and religious power base impact on domestic and foreign affairs.

- GEOGRAPHY:

- o Know major aspects of the region's geography.

- o Relate the geography of the area to its national development, transportation systems, economic sufficiency and military posture.

- o Understand the geostrategic implications and geopolitical significance of the region.

- ECONOMICS:

- o Know the political economy and institutions as they affect society.

- o Understand the economic bases for military capabilities, industrial and social development.

- o Understand the relationships between the political, social, and economic environments.

- POLITICS:

- o Know the political culture of the region.

- o Understand current political institutions and processes.

- o Understand the interaction of the local political system with both western and communist governments.

3. U. S. FOREIGN POLICY AND CURRENT ISSUES:

- U. S. FOREIGN POLICY:

- o Obtain a basic understanding of U. S. foreign policy and the processes for its formulation.

- o Understand U. S. policy toward the region.

- o Know how U. S. policy towards the region/country affects relations with neighboring areas.

- CURRENT ISSUES:

- o Know present political, economic, and military issues that affect the region.

o Understand the impact of any social or economic reforms to the status and well-being of the area.

o Know key leaders in the region and their relationships to all elements of society.

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Functional Area **48**

**Foreign
Area
Officer**



U.S. ARMY