

OFFICE OF THE  
CHIEF OF STAFF



23 AUG 1989

MEMO TO: *CG 2*

This is the paper Bruce Menning referred to during your visit to SASO. The paper had not been forwarded past TRADOC.

~~XO  
Send to DARCSOAS,  
Lt Col Sullivan, 7  
9 Oct. 1989~~

*Wm. Patrick*



REPLY TO  
ATTENTION OF

DEPARTMENT OF THE ARMY  
U.S. ARMY COMBINED ARMS CENTER AND FORT LEAVENWORTH  
FORT LEAVENWORTH, KANSAS 66027-5000



ATZL-SAS

17 August 1989

MEMORANDUM FOR Secretary of the General Staff, US Army Training  
and Doctrine Command, ATTN: LTC Draudt, Fort Monroe, VA 23651-  
5000

SUBJECT: The FAO System

1. As the last item of the Soviet Army Studies Office (SASO) briefing for CG, TRADOC, on 14 Aug 89, Dr. Menning broached the issue of improving the Army FAO system.
2. Subsequently, HQ, TRADOC, requested information copies of various SASO-generated materials on the FAO system.
3. Over the last several years, SASO has raised the FAO issue with both the present CSA and the previous CG, TRADOC. The appended materials are a compendium of briefings and proposals made to them.

Encl  
as

*Bruce W. Menning*  
 BRUCE W. MENNING  
 Director, Soviet Army  
 Studies Office

*28 Aug 89*  
 LTG Sullivan . DC SOPS.

*Gudy,*  
 Am forwarding this to you as  
 the Proposed for FAO policy review  
 and consideration. The Army has avoided  
 single track. While I realize  
 any change is controversial and different  
 than you would use this to re-examine  
 issue. You get some things for Lohi  
 America -



## ISSUES

### BUILDING AND SUSTAINING EXPERTISE: THE FAO SYSTEM

#### 1. WEAKNESS OF CURRENT FAO SYSTEM

- Lack of military focus and quality control in current FAO education
- Inability of dual-track system to produce real expertise
- Excess of FAO "managers" and shortage of "experts"
- Difficulty in staffing and sustaining Soviet analytical agencies (including SASO)
- Dysfunction in language program

#### 2. DRAFT SASO WHITE PAPER

#### 3. SUGGESTIONS FOR SOVIET FAO DEVELOPMENT

## DRAFT WHITE PAPER

### The U. S. Army Foreign Area Officer (FAO) Program

**PURPOSE:** The intent of this paper is to propose that the U. S. Army reinforce one of its successes, the Foreign Area Officer (FAO) Program. Unlike its sister services, the Army has for several decades successfully developed officers with foreign area expertise to support mission accomplishment in various regions against various potential adversaries. However, as the Army evolves to meet the challenges of warfare in the 21st century, it should also recognize that the FAO system must also evolve to accommodate change. New circumstances and new demands mandate adaptation to make the FAO Program a more effective, integrated system corresponding with the Army's diverse and growing regional responsibilities. The assumption is that, given the probable range of possible future foes and theaters of military action, a strengthened FAO Program will retain crucial significance far into the next century.

**DEFINITION OF NEED:** Current demands for fully qualified area and military specialists extend across a variety of departments and agencies, including OSD, DIA, DA DCSINT, MACOMS, schools, and integrating centers. These requirements will likely grow as the ever-accelerating pace of change and its military consequences dictate expanded need. Each area of the world in which the United States has strategic interests must be understood on its own terms by members of the military. Complex security-related matters must be subjected to rigorous analysis by officers who possess an in-depth understanding of both issues and adversaries. For instance, the arms control and verification processes will likely levy new and expanded requirements for foreign area officers with solid Soviet expertise. In addition, as the lessons of direct combat experience recede farther into the past and as the effects of technological change gather increasing momentum, the demand for military specialists on the USSR who can truly "think Red" will become even more pressing. Similarly, as disparities grow between "haves" and "have nots" in the northern and southern hemispheres, the need for military specialists on Latin America and other areas will also increase. And, without doubt, the Middle East and South Asia will figure prominently in multiplying future demand for foreign area officers. Failure to address these and similar challenges with a sophisticated FAO Program will mean that the Army and the nation could confront new challenges and fight their next war half-blind.

For a number of reasons, neither the system itself nor external agencies can fulfill future needs with predictable consistency. Academia and civilian contractors lack either persistent military focus or the necessary stable resource and personnel base to provide more than episodic (though important)

support. Worse still, the FAO system itself lacks a solid and integrated institutional foundation on which to build for the future. Briefly, the Program requires a greater sense of coherence and control not only to insure systematic officer preparation and utilization but also to guide successful adaptation. The present system affords only a loose framework under diverse agencies for language training, master's degree-level area studies, in-country experience (or its equivalent), and alternating periods of use and disuse of hard-won expertise. Without more centralized managerial vision, each stage holds its own promises and delivers its own perils.

**A SYSTEM FOR FAO EXCELLENCE:** To meet future needs, the present system requires refinement to impart greater focus and to provide a logical career progression track that will meet the Army's requirements. On the lower (preparational) rungs of the FAO ladder, the Army need only stress the continuing importance of sound language training as the primary requisite for subsequent success. On the middle (continued preparation and initial assignments) rungs of the ladder, the system must strike a judicious balance between officer career development and added requirements of military and area education. A mixture of advanced course and staff college preparation answers the needs of military education, while a more integrated combination of area studies and military studies should satisfy the need for FAO education with a military emphasis. Stress at the mid-career level should always fall on imparting a sound foundation for military-analytical thinking. On the higher rungs of the ladder, as an officer proceeds through a succession of assignments, his growing expertise should receive due utilization, with an occasional opportunity for additional education. In particular at the O-5 and O-6 levels of utilization, the fully-prepared FAO should receive the opportunity to serve not primarily as a manager but as a subject-matter authority having knowledge and skills of vital importance to government and the military.

A logical part of the system should include a feedback loop that would provide reliable information on attainment and exercise of FAO expertise in the Army's interests. Such a loop would utilize a number of indicators of expertise, including language facility, analytical capabilities, and production results. In addition, the feedback loop would include the capacity to ascertain proper utilization. In a word, the Army should have a reliable method for determining the course and cost effectiveness of its FAO Program. Commanders and managers at all levels deserve better guidelines to assist them in FAO utilization.

**ELEMENTS OF A SYSTEM FOR FAO EXCELLENCE:** Most of the elements of a system for excellence are already in place. What is required

is a surer institutional means of managing and monitoring the system to produce predictable results. Such a system would necessitate some reorganization and regrouping of assets under more centralized control. The principal alterations would include:

- 1) Bringing the FAO proponenty into the U. S. Army Training and Doctrine Command (TRADOC).
- 2) Centralizing Army FAO educational assets under TRADOC.
- 3) Orchestrating a more systematic participation of civilian academic institutions into the FAO program at both the M.A. and Ph. D. degree levels. The strongest aspects of area studies and military studies must be married to provide the highest degree of FAO expertise.
- 4) Instituting sounder and more predictable FAO career management practices, including a rational method of striking a balance both between dual- and single-tracking for both combat arms officers and others.
- 5) Specifying career tracks which make sense to the Army and do not force highly-qualified (and valuable) officers into making choices between precipitous retirement and undesirable assignments.
- 6) Differentiating --with attendant institutional emphasis-- between training and education at successively higher rungs of the FAO ladder.
- 7) Monitoring with a stress on consistency and need the requirements for FAO utilization throughout the system.

THE 48E (SOVIET AND EAST EUROPE) FAO AS POTENTIAL MODEL FOR THE SYSTEM: This track could serve as prototype for the development of the entire FAO Program. Because the in-country training experience for the Soviet FAO is accomplished by a unique two-year course at the U.S. Army Russian Institute (USARI) in Garmisch, FRG, this program presents special management challenges. Training and educational standards do not always reflect an accurate portrayal of current and future requirements. Compounding the difficulty is a multiplicity of major commands and staffs which control separate elements of the training and educational program for the Soviet FAO. Diverse utilization requirements often impose special needs on the controlling headquarters to insure that parochial demands are met without consideration to the overall program.

In order to maintain unity of command and develop a single standard for Soviet FAOs, all pertinent training and educational agencies should be brought under TRADOC control. This requires that USARI be placed under TRADOC rather than the Intelligence Command (INSCOM). The 48E proponentcy should be further managed by a qualified organization involved in all aspects of Soviet FAO usage as it relates to other 48s (perhaps the School of International Studies at the JFK Center, Ft. Bragg). Additionally, the managing agency must develop a comprehensive program of civilian and military education that allows the FAO to continue Soviet studies while the serving in capacities outside his specialty. This should include, as a minimum, the opportunity to be refreshed in recent Soviet developments prior to assuming a position that requires current analytical expertise.

Perhaps the greatest advance the Soviet FAO program could make is to identify through need rather than current usage those places in government that require area expertise. The next most important change would be to identify specific positions and manage them in the context of one of two categories: either specialists or generalists. This understanding will require a departure from the presently mandated system of "dual tracking." For a revamped system to be effective, the Army must make a commitment to the officer who is selected for either the specialist or generalist path. This would require that at a certain point in a person's career, the managing agency would identify the track for which the officer is best suited and provide the opportunities for him to continue the fulfillment of a career.

BUILDING A "WORLD CLASS"  
TEAM OF SOVIET FAOs

INDEX

BUILDING A "WORLD CLASS" TEAM OF SOVIET FAOs

- 1 - OVERVIEW
- 2 - COMPONENTS OF THE SYSTEM
- 3 - SYSTEM OPERATION
- 4 - VARSITY SQUAD
- 5 - VARSITY BENCH
- 6 - POTENTIAL EXPERTS (Preliminary)
- 7 - "WORLD CLASS TEAM"
- 8 - SUGGESTIONS FOR SOVIET FAO DEVELOPMENT
- 9 - "SINGLE TRACK" PROPOSAL
- 10- SASO-SAMS PROPOSAL
- 11- SASO-NET PROPOSAL

## OVERVIEW

### I. Purpose: (vision)

Build and maintain an enduring  
"World Class" team of Soviet FAO's.

-Restructure  
existing  
system

-Selection  
-Education  
-Utilization  
-Replacement

### II. Objectives

1. Begin now within existing system

-Components  
of the  
system

-Schools  
-Individuals  
-TDA, & TOE PSN  
-DCSOPS  
-TADA  
-Players  
-TRADOC  
-INSCOM

2. Build for the future by laying  
foundation for redesigning system

-System  
Operation

Old      New

3. Capture and reorient selected  
individuals within system

-Varsity  
squad

-Established  
authorities  
(military and  
civilian)

4. Identify future requirements and  
educate individuals to satisfy  
both new and old system needs

-Varsity  
bench

Potential  
experts  
selected by  
varsity squad  
input

5. Merge "Varsity Squad" with  
replacements from the bench

-"World  
Class" team

-Plug holes  
-Backups

6. Institutionalize the new process  
for lasting value

-Tomorrow's  
team

-Selected  
-Educated  
-Utilized  
-Improved  
-Replaced

COMPONENTS OF THE SYSTEM

1. Individuals
  - Military: 300 plus Soviet FAO's on active duty
  - Civilians: indeterminant number of intelligence and foreign military affairs specialists
2. Schools
  - Military: DLI--TRADOC asset  
Graduate Schools--limited by DCSOPS and Title IX Slavic centers  
USARI--INSCOM asset
  - Civilians: Primarily OJT  
Intern Program--base line education
3. TDA's/TOE's positions
  - Military: No systematic positioning which precludes cross-referencing or fertilization.
  - Civilians: Same, if not more random
4. Players
  - Military:
    - DCSOPS is proponent of all, including Soviet FAOs
    - TRADOC educates-language plus graduate school
    - TAPA selects and utilizes
    - INSCOM provides substitution in-country training
    - Branches influence continued promotion
  - Civilians: CPO and TDA's

SYSTEM OPERATION  
(SOVIET FAO's)

PRESENT

PROPOSED

1. Selection:

Branch screens candidates based on education, DLAT scores, individual preference, branch qualifications

Same and interview for screening (now only 25/yr not too demanding)

Permits experience to be considered at a date beyond normal selection time for an individual (interates young and old officers)

2. Education:

DLI to graduate school and USARI.  
No mandatory or guided areas of interest or study at any point

Select some for branch specialty. That is, FA nominates individuals for FAO. Have 1 out of 4 FA's study Soviet artillery and become experts on Soviet artillery. However, keep to a percentage to permit for composite expertise as well.

3. Utilization:

FAO all at TAPA fills against requisitions subsequently assignments not made against a management criteria. Often pre-empted by hand-managing because of demands and insufficient supply.

Differentiates between "knowlegable" and expert.

Identify positions accordingly.

Fills positives (requisitions) with knowledgeable or experts.

4. Progression:

Dual Track system prevents continuity of subject expertise and fosters conditions which

Single Track those identified as "experts."

select generalist (knowlegeables) by design but require specialists (experts) by demand.

Staff College and Senior Service College boards are filled for branches but not specialties.

Allow them to reach a level of continuous work in Soviet military area.

Then promote them and school them in an equivalent manner to branch material. (This will probably require a specialty promotion board or insistance that specialty "floors" are met by names of experts submitted to APL by the Soviet military experts)

Equate Soviet military education to military education and allow for "equivalent" selection. (i.e. 48Es = MEL4 and Ph.D in Sov. Mil Affairs-CEL 1 = MEL1)

5. Replacements:

There is no management system except by aggregate number versus all open requisitions.

Positions would be linked in all associated manner both horizontally and vertically.

Individuals would be educated to the degree necessary to fill either lateral or higher positions. Positions would be identified as to the level of continuity required for mission fulfillment (--Some would be "knowlegeable" and filled by "dual-

trackers" others  
"experts" filled by  
"single trackers".

VARSIITY SQUAD  
(total effort=present for duty)

SOVIET MILITARY EXPERTS	Military	+	Civilians
-characterized by:	continuous study/ experience in FAO and MI related jobs		either intelligence trained or academics in similar jobs over the years
-are found in:	various locations in DIA, DA, NATO, JCS,etc		DOD defense contracting or think tanks and universities
-can be named by consensus (reputation)	not many (see next sheet)		some (see next sheet)
-managed by:	basic branch		individual preference
-area of expertise:	based on individual preference or by positions occupied (3 yrs only)		based all individual or job position

VARSIY SQUAD (CON'T)

MILITARY

CIVILIAN

VARSIY BENCH  
(The bench is weak)

\*some education  
\*little or no  
experience

\*some education  
\*little or no  
experience

MILITARY

- Dual Tracking prevents continuous study and analysis
- Dual Tracking creates managers, not Soviet military experts
- Today's 0-3/04 FAO's are at a decision point whether to dual track?
- Tomorrow's experts must be able to progress in the system
- Must decide now for those in the decision cycle & those to be selected for educations

CONTINUOUS  
EDUCATION  
+  
INCREASING  
EXPERIENCE

CIVILIAN

-Personal interest and job availability in government has pooled a large civilian bench

Further refinement of methodology is required

Fill in missing areas of expertise through education and experience (need an education system)

POTENTIAL EXPERTS

P. Hockensmith	USARI + 3 Yrs DMI, USARI + 2 Yrs DIA
R. E. Lee	USARI + 3 Yrs DCSI
L. Grau	AFCENT 3 Yrs + 2 Yrs CTAC
R. Mahlum	2 Yrs USAWC
J. Schull	USARI + 1 Yr DCSINT
T. Purcell	DCSINT 2 Yrs
N. Cabannis	USAREUR DCSI 3 Yrs + NET ASS'T 1 Yr

"WORLD CLASS TEAM"

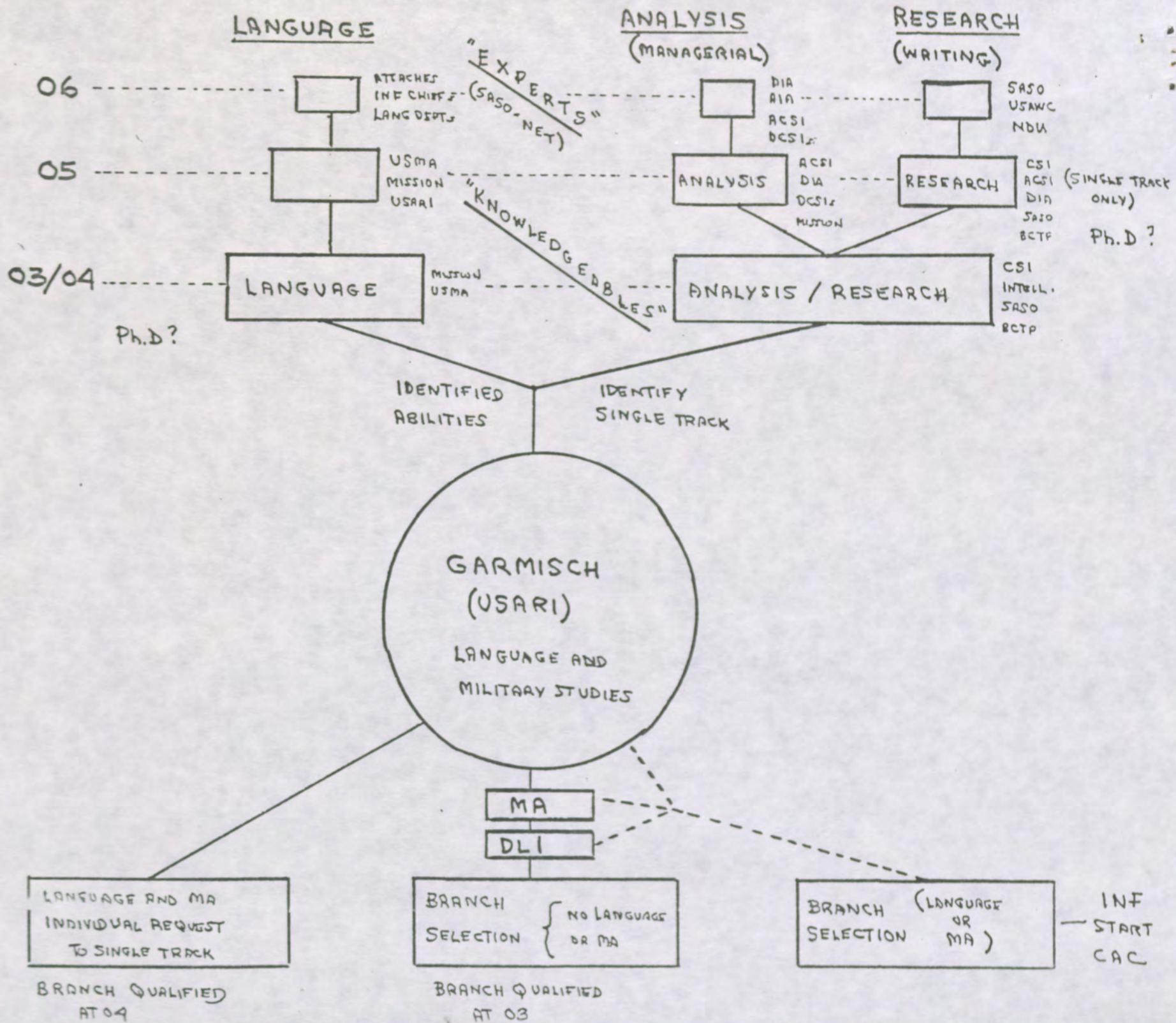
- Combination of military and civilian "experts" as a nucleus.
- Covers classified and unclassified works.
- Uses varying methodologies for cross-checking.
- Covers range of issues.
- Talks with other groups via various communications means.
- Is sustained by systematic replacement of nucleus.
- Endures into tomorrow.

SUGGESTIONS FOR SOVIET FAO DEVELOPMENT

- \* Identify demand for Soviet FAOs
  - Educate FAOs according to demand
- \* Differentiate between "knowledgeable" and "expert"
  - Develop a Soviet "skill identifier" course for "knowledgeable"
  - Accentuate the education and utilization of the "expert"
  - Single-track the "expert" (appendix 2)
- \* Place US Army Russian Institute (USARI) under TRADOC
- \* Strengthen Army, Navy and Air Force Soviet programs
  - Coordinate efforts among services
  - Provide for "Joint" assignments within Soviet specialty
- \* Expand SASO concept to NATO (appendix 3)

"SINGLE TRACK" PROPOSAL

- \* Develop single-track alternative for Soviet-FAOs
  - Branch qualified at 0-4 level
  - Individual area of expertise identified through master's degree
- \* Insure Soviet FAOs are promoted
  - Develop specialty promotion board
- \* Provide MEL 1 equivalent for Soviet FAO's
  - 1-2 year Ph.D. dissertation fellowship  
(CEL 1 = MEL 1)
- \* Define Soviet FAO "Joint" assignments



SASO CONCEPT

Serves DA through TRADOC

Aspects of Support

ARMY

SASO, CAC

Serves Army Commands  
Army Staff

Operational-Tactical

JOINT (DOD)

SASO, USAWC

Serves JCS  
DOD agencies

Strategic-Operational

COMBINED (TOTAL)

SASO, SHAPE

Serves SACEUR  
Allied nations

Strategic-Operational  
Tactical