



READINESS AND FORCE
MANAGEMENT

OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE

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MEMORANDUM FOR ASSISTANT SECRETARY OF THE ARMY
(MANPOWER AND RESERVE AFFAIRS)
ASSISTANT SECRETARY OF THE NAVY
(MANPOWER AND RESERVE AFFAIRS)
ASSISTANT SECRETARY OF THE AIR FORCE
(MANPOWER AND RESERVE AFFAIRS)
DIRECTOR, JOINT STAFF
DIRECTORS OF THE DEFENSE AGENCIES

SUBJECT: Department of Defense Foreign Area Officer Program Report for Fiscal Year 2011

Attached for your review is the Department of Defense (DoD) Fiscal Year (FY) 2011 Foreign Area Officer (FAO) Annual Program Report. It provides a review of the DoD FAO Program, the DoD Components' reports on their respective reviews, and fiscal year end data and resultant metrics.

The DoD FAO Program has overcome a number of obstacles and continues to mature. Services are working to reach the Department goal of a fully trained FAO Corps capable of meeting all joint mission requirements. With forecasted budget cuts, the FAO Program will increase in importance as FAOs serve around the world and continue their crucial role in Building Partnerships, a role that has assumed additional importance with the Fiscal Year (FY) 2012 Defense Planning Guidance.

The number of officers from all four Services designated as FAOs was 2,046 at the end of FY 2011, an increase of 31% since implementation of the Joint FAO Program in 2005.

Fill rates for FAO coded billets are a major concern for Combatant Commands (COCOMs), which have seen these rates decline for the past three years. COCOM fill rates in FY 2011 fell two percent as 56 new FAO billets were added to their manning documents. Service FAO Proponents see the FAO fill rates increasing in the future; however, the growing number of requirements and the time it takes to train a fully qualified FAO will continue to impede improvement of these rates. Services are urged to explore the potential benefits of providing their Reserve FAOs the training required to augment the FAO Corps.

Although language proficiency in reading and listening at the professional level increased for the sixth consecutive year, oral proficiency has not. Attainment of oral proficiency at the professional level must be a matter of senior level emphasis, as the ability to speak the language of a host region is critical to Building Partnerships. The Services must better assist their FAOs in maintaining or improving their oral proficiency to meet DoD requirements for professional level speaking skills.

The DoD FAO Program continues to make progress, but Service leadership must strongly endorse this program in order for DoD to have the qualified FAOs needed to meet joint mission requirements. In the future, I will be asking to meet with the Service two-stars with direct oversight of Service FAO programs to discuss areas of concern and to determine how we can better support your efforts to improve this program.

Thank you for your important work in support of the DoD FAO Program.



Frederick E. Vollrath
Principal Deputy Assistant Secretary of Defense
(Readiness and Force Management)
Performing the Duties of the Assistant
Secretary of Defense (Readiness and Force
Management)

Attachment:
As stated

cc:
DEPUTY COMMANDER, USAFRICOM
DEPUTY COMMANDER, USCENTCOM
DEPUTY COMMANDER, USEUCOM
DEPUTY COMMANDER, USNORTHCOM
DEPUTY COMMANDER, USPACOM
DEPUTY COMMANDER, USSOCOM
DEPUTY COMMANDER, USSOUTHCOM
DEPUTY COMMANDER, USSTRATCOM
DEPUTY COMMANDER, USTRANSCOM

Department of Defense (DoD) 2011 Annual Foreign Area Officer (FAO) Report

Executive Summary

This report provides the Office of the Secretary of Defense an assessment of the DoD FAO Program, based on the 2011 reviews conducted by the Services, Joint Staff (including Combatant Commands) and Defense Agencies. (Note: the Air Force designates their FAOs as RAS - Regional Affairs Strategists.) The DoD FAO Program consists of the four Services' FAO programs, under which they select, train, and assign their officers. These four programs are overseen by the FAO Program Management within the Defense Language and National Security Education Office in the office of the Under Secretary of Defense for Personnel and Readiness (USD P&R). In addition to the Services' individual training pathways for their FAOs, DLNSEO through Service executive agents, provides a Joint FAO Course – Phase I and II, orientation and sustainment, and FAOWeb – an on-line resource for language, regional, cultural, and interagency materials geared for the FAO community.

The DoD FAO Program, in its seventh year of implementation, continues to mature. As called for in DoD Directive 1315.17, the program directed all Services to develop a corps of FAOs with a broad range of military skills and experiences; qualification in their primary military occupational specialty and/or designator; knowledge of political-military affairs; familiarity with political, cultural, sociological, economic, and geographical factors of a region; and professional proficiency in one or more of the dominant languages in their region of expertise. FAOs currently serve in over 130 countries as Senior Defense Officials (SDOs), Defense Attachés (DATTs), Security Cooperation Officers (SCOs) and liaison officers to partner nations and coalition partners. They also use their regional expertise from the political-military and strategic perspectives in assignments as political-military planners and other positions in Service Headquarters, Office of the Secretary of Defense organizations, the Joint Staff, Combatant Commands, and Defense Agencies.

At the end of FY 11, the Department had 2,046 officers from all Services holding the FAO designation, an increase of 5% from FY 10 and 31% since implementation of the Joint FAO Program in 2005. The Services have made progress in some critical areas of the program, to include FAO utilization, in-country and sustainment training, and language proficiency. However, the Services still have not achieved all DoD mandated standards. With forecasted budget cuts reducing the size of the military, the FAO program will increase in importance as FAOs will see an increased role in representing the DoD as forward presence of military units decreases. More emphasis is being given to their crucial role in Building Partnerships, a role that has taken on additional importance with the Defense Planning Guidance for Fiscal Years 2014-2018. The following bullets provide a summary of the conclusions reached based on the review of the Service and Agency FAO reports:

- Service plans continue to show growth for the FAO Corps and current projections have Services looking at recruiting and training close to 200 new FAOs yearly from 2012 to 2017. However, fiscal and manpower constraints may affect the projected growth.

- Combatant Commands rely on FAOs' ability to promote Security Cooperation and are concerned that the percentage of filled FAO billets has dropped for three consecutive years. This forces the Commands to place unqualified officers into essential overseas billets heavily degrading the implementation of U.S. policy in support of the Global Employment of Forces, Strategy of Active Security and the command's Theater Campaign Plan, resulting in degradation of Building Partner Capacity (BPC) missions.
- The Defense Intelligence Agency (DIA) has identified a requirement for all attachés to have General Professional Proficiency (Interagency Level Roundtable (ILR) Level 3) in a language of the country to which they are assigned. Currently, only 45% of FAOs have this proficiency level. (Note: The ILR language skill level descriptions are used by all U.S. Government agencies to measure language proficiency.)
- The Defense Security Cooperation Agency (DSCA) relies on FAOs to run a number of sensitive programs with U.S. friends and allies: Pakistan, Iraq, Afghanistan, Saudi Arabia and the United Arab Emirates, to name only a few. DSCA's demand for FAOs from all Services is increasing significantly due to the implementation of the Senior Defense Official/Defense Attaché program and the expansion of Security Cooperation programs worldwide. Apart from the Army, the other Services still cannot fill senior positions with experienced and fully trained FAOs as defined in DoDI 1315.20.
- FAOs assigned to the Defense Threat Reduction Agency (DTRA) continue to be at the forefront of arms-control verification inspection missions in Russia and the former Soviet Republics, and have deployed to support critical billets in Iraq and Afghanistan.
- Program oversight of the Air Force RAS program is an area of concern. There are currently four (of five) unfilled program management positions, three of which are designed to provide better oversight of RAS officers and billets assigned to each individual region.
- The Air Force has no Reserve FAO program. Without central management, Reservists must search for FAO assignments, training and mentoring on their own.
- While the number of FAOs is increasing, the fill rates are not, due in part to the fact that FAO billet numbers continue to increase. This demand for FAOs is coming mostly from the COCOMs.
- Army, Navy and Marine Corps filled their billets with qualified FAOs at around the 80% mark while the Air Force made progress and filled their billets at 43% as compared to 35% last year.

- Language proficiency statistics are deceptive in that they are based upon the last recorded Defense Language Proficiency Test. A significant number of FAOs have not tested in the last year (some due to legitimate operational deployments) and therefore the data is not truly indicative of current proficiency.

The Department recognizes the ongoing progress the Services have made in FY 11. However, some areas still require additional emphasis in order for the Department to have a fully trained FAO Corps that is capable of effectively carrying out all assigned missions and is at the forefront of Building Partnerships. These are:

- Meeting the growing demand for qualified FAOs remains the prime challenge;
- Improving the FAO utilization to the DoD requirement of 95% fill-rate will require emphasis from senior leaders;
- Improving language proficiency so that a preponderance of FAOs are at the General Professional Proficiency (ILR Level 3) in language skills in the listening, reading and speaking modalities (3/3/3) and certification is current. In general, the Services need to enact and enforce policies for testing and overall proficiency standards;
- Creating a FAO Reserve Corps that is fully trained and can be deployed to perform FAO missions.

The Services have come a long way in filling a critical need for the Department, but additional work still needs to be done in order for the FAO Corps to continue maturing to meet the mission demands it faces. FAOs fill a current and future critical need for the Department and the Services should strongly consider the value of the FAO Corps to the Department and continue to nurture its growth.

INTRODUCTION

Language, regional and cultural skills are enduring warfighting competencies that are critical to mission readiness in today's dynamic global environment. Our forces must have the ability to effectively communicate with and understand the cultures of coalition forces, international partners, and local populations.

- SecDef Panetta memo
August 2011

Background

This annual report provides the Office of the Secretary of Defense (OSD) a review of the DoD FAO Program. Information contained in this report is based on the Services', Joint Staff's (including Combatant Commands (COCOMs)), and Defense Agencies' annual FAO program reviews as reported in their 2011 Annual FAO Reports. The annual review and report process looks at the DoD FAO Program from two different perspectives – from that of the producers of FAOs (the Services), and from the users of FAOs (the Joint Staff, Combatant Commands, and Defense Agencies). In addition, this report also provides an independent analysis of the FAO Program from the Defense Language and National Security Education Office (DLNSEO) perspective, the Department's office that provides oversight of the DoD FAO Program.

DoD Directive (DoDD) 1315.17, *Military Department Foreign Area Officer Programs*, signed by the Deputy Secretary of Defense on April 28, 2005, established the requirement for the annual review and report on the FAO Program for the Department. This is supplemented with the publication of DoD Instruction (DoDI) 1315.20, *Management of DoD Foreign Area Officer Programs*, signed by the Under Secretary of Defense for Personnel & Readiness (USD(P&R)) on September 28, 2007, which provides formatting, procedural, and reporting instructions for an annual report on DoD FAO Programs. It also establishes procedures to access, develop, retain, motivate, and manage all FAOs within the Department.

The 2011 Annual FAO Report is the sixth published report since the Department established reporting requirements and FAO metrics in 2005. This year's report has three distinct sections: DoD FAO Program Status, Areas of Concerns, and FAO Metrics. The first section of the report is the DLNSEO analysis of the overall status of the DoD FAO Program and initiatives currently underway to improve the program. The second section addresses Areas of Concerns identified by the principal users of FAOs (Combatant Commands and Defense Agencies) and how Service FAO action plans are addressing these areas of concern and other significant issues raised by the 2010 Annual Report. The third section covers FAO metrics. This area measures historical program progress in the major areas of accession, utilization, promotion, and retention.

FY 2011 is only the fourth year all four Services provided the required FAO metrics. Previously, the Navy and Air Force were unable to provide complete metrics data as their FAO programs were not formally established. Data from 2006 form the baseline from which the Department measures compliance with mandated standards for Service FAO Programs.

The executive summaries from the annual reports submitted by the Services, Joint Staff (includes COCOMs) and Defense Agencies are included in Annex A.

DoD FAO Program Background

The DoD FAO Program completed its seventh year of implementation in 2011, overseen by DLNSEO in the Office of the Under Secretary of Defense for Personnel and Readiness (OUSD (P&R)). The program established accession, education, and utilization policy for FAOs. Although FAO programs existed in the Services prior to 2005, no uniform standards existed across the Services to provide the Department with the trained FAOs necessary to meet the Department's needs in the critical areas of linguistic, cultural, and regional experts. The FAO is the Department's uniformed expert who possesses a unique combination of strategic focus, regional expertise, cultural awareness, and foreign language proficiency. FAOs are critical to the Building Partnerships mission of the Department and serve as Senior Defense Officials, Defense Attachés, Security Cooperation Officers and liaison officers to partner nations or coalition allies in over 130 countries. They also use their expertise in assignments as political-military planners and other positions requiring regional expertise in Service Headquarters, at Office of the Secretary of Defense organizations, at the Joint Staff, at Combatant Commands, and at a Defense Agency. In the future, FAOs will play a key role in the new Defense Strategy by shaping and accomplishing U.S. strategic imperatives of Building Partnerships while working side by side with international partners in preventing and containing local conflicts. In addition, they will continue to perform Security Cooperation missions, with the goal of strengthening the security posture of our regional partners.

Requirements and utilization continue to be focus areas for the FAO program. The process of properly identifying and validating FAO requirements is a critical element in building and sustaining the program. The average training time for a fully trained FAO is two to three years; therefore, it is imperative that the Services have an accurate picture not only of current requirements, but also of out-year needs (e.g., up to six years) in order to fulfill their responsibilities as force providers.

DoD FAO Program Status

The DoD FAO Program continues to develop and expand its FAO population. Approximately 2,046 officers currently hold the FAO designation. This is a 31% increase from the 2006 baseline. Service plans continue to show growth for their FAOs. The Services are looking at recruiting and training close to 200 FAOs per year, with 1,260 new FAOs projected to enter into the program from 2012-2017 (see Figure 1). However, fiscal and manpower constraints could possibly affect the projected growth. The Navy has already indicated it may not be able to reach its goal of 400 FAOs and we expect the other Services will also be examining their projected end strengths and possibly cut back on their projections.

Service	Projected Accessions						Total FY 12-17
	FY 12	FY 13	FY 14	FY 15	FY 16	FY 17	
USA	79	79	79	79	79	87	482
USN	35	37	34	26	14	14	160
USAF	63	63	63	63	63	63	378
USMC	40	40	40	40	40	40	240
Total	210	212	209	201	189	245	1260

Figure 1 – FAO Projected Accessions FY 12 - FY 17

Projected accessions are key to meeting FAO requirements (see Figure 2), which are growing. The FAO Program is still maturing and striving to fill requirements as the Services implement the changes needed to create the Corps of trained regional experts needed by the Department. However, the goal of filling 95 percent of the FAO billets with fully trained FAOs could be hindered if Services cannot provide the number of officers needed. This would impact the Department’s FY 2014-2018 Defense Planning Guidance, in the Building Partnerships and Security Cooperation arenas.

Service	Requirements	Population
USA	924	1245
USN	226	243
USAF	301	256 (Note 1)
USMC	124	302 (Note 1)
Total	1575	2046 (Note 2)

Figure 2 – FY 11 FAO Requirements and Population

Notes:

1. Army and Navy single track. Air Force and Marines Corps dual track, which requires greater numbers to fill FAO billets on a rotational basis.
2. Population also includes FAOs in the training pipeline and FAOs in non-FAO billets.

Some Services have recognized the Reserve Component (RC) FAOs as a key factor to the success of the overall FAO Program. With the exception of the Marine Corps, the Services still have a ways to go towards transforming their RC FAO programs into operational, responsive programs. In FY 11, the Navy addressed the DoD requirement to establish an RC FAO program by authorizing the execution of a two-phase plan. The first phase is identifying approximately 200 RC officers desiring to be FAOs. The second phase will be in FY 15, when the RC FAO program will switch to a single-track community.

As the Army Reserve Components have transformed from a strategic reserve force to an operational partner of the active Army, the RC Army FAO program is exploring the same transition. Through development of an RC-FAO Concept Plan and revision of Army Regulation

135-11, the RC-FAO will be fully qualified and prepared to assume FAO responsibilities from day one of assignment.

In 2011, there was no Air Force Reserve FAO program. Without central management, Reservists must search for FAO assignments, training, and mentoring on their own. The Air Force needs the manpower and financial resources dedicated to career field development in order for the Air Force Reserve to supply qualified RC FAO officers in the future. There are no indicators that the Air Force is moving in this direction.

As a result of the FY 11 Marine Corps-wide FAO billet review, 25 Individual Mobilization Augmentee (IMA) personnel billets will be re-coded for FAO in FY 12. The Marine Corps will strive to fill the current and future Reserve FAO billets with trained FAO personnel by coordinating with Reserve Affairs and the Operational Sponsors of each organizational IMA detachment. The Marines maintain a database of all Reserve FAOs in order to locate them for emergent needs.

It is imperative that FAOs maintain their status as the Department's premier regional and language experts to meet operational needs, by sustaining and enhancing their language proficiency and regional expertise in their particular region. As part of the Department's reporting requirements, the Services provide FAO language capabilities annually. Figure 3 illustrates the language proficiency ratings by fiscal year. Despite continued improvement in language proficiency levels, the Services reported that there are still a number of FAOs with less than ILR 2/2 proficiency level skills. The Services acknowledge that FAOs need a high quality, comprehensive language sustainment program to maintain and, more importantly, to enhance their language proficiency skills. The Services must track oral proficiency skills, as this skill is critical for many high-level FAO positions.

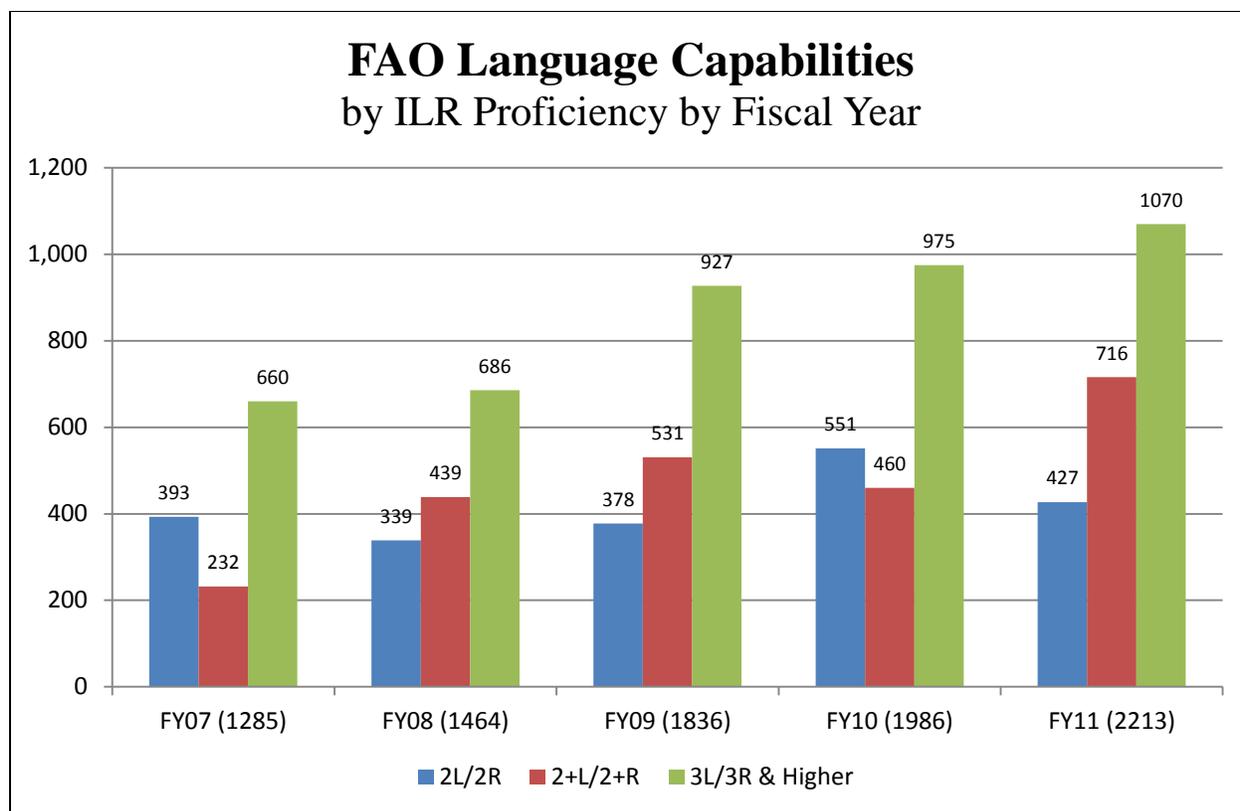


Figure 3 – FAO Language Rating by Fiscal Year (FAO language capabilities exceed the FAO population because a number of FAOs are proficient in more than one language.)

KEY AREAS OF CONCERN FOR FAO USERS

COCOM and Joint Staff

The Combatant Commands (COCOMs) rely on FAOs’ abilities to promote security cooperation, encourage peaceful development, respond to contingencies, deter aggression, and enhance the effectiveness of their commands. The COCOMs have long understood the value of FAOs, a fact readily apparent in the steady increase in FAO billets during the recent years. However, while the number of billets increased, FAO fill rates fell for the third straight year. In addition, some FAOs do not meet all of the requirements for their positions, which force the COCOMs to place unqualified FAOs or best-fit officers into essential overseas billets. The Joint Staff strongly recommends the Services continue their efforts to recruit, train, and assign FAOs to meet the demand.

As of the end of FY 11, there were 492 FAO billets at the COCOMs, an increase of 56 billets since the prior year and a 14 percent increase since FY 09. However, the fill rate decreased slightly from 82% in FY 10 to 80% in FY 11. The number of FAO billets will continue to

increase over the next five years; USAFRICOM alone will add 20 new billets in FY 12, as it increases the number of Security Cooperation Offices (SCOs).

Fill rates for FAOs ranged from over 90% at EUCOM, NORTHCOM and SOUTHCOM to 70% or less at PACOM, AFRICOM and SOCOM. A significant increase in billets, lag time between approval of manning documents, and the implementation of the new authorizations were cited by SOCOM as possible causes for the low fill rate in FY 11.

Some of the commands described the impact of insufficient FAO manning. One said that without FAOs, their analytical and engagement directorates miss a vital part of the “whole picture” approach. Another stated that, depending upon the country, manning FAO billets at less than the DoD goal of 95% heavily degrades or precludes altogether the implementation of U.S. policy in support of the Global Employment of Forces, Strategy of Active Security and the command’s Theater Campaign Plan.

Adequate training to sustain a FAO’s skills is very important. One command recommended that FAOs, who will ultimately fill foreign language coded billets or serve downrange for the majority of their time assigned to the command, receive “in-route to assignment” language and culture immersion training.

Defense Intelligence Agency (DIA)

The majority of DIA FAO requirements are within the Defense Human Intelligence and Counterintelligence Center for operation of the Defense Attaché System. DIA desires that all FAOs serving as attachés have a General Professional Proficiency (ILR Level 3) in listening, reading and speaking skills in one of the principal languages of the country of their assignment.

DIA is authorized 475 FAO billets, of which 370 are filled for a 78% fill rate. Billets are broken down as follows: Army-281, Air Force-149, Navy-16 and Marine Corps-29. There is a planned billet increase of 28 billets over the next four years.

In reply to the question posed by DLNSEO of how mission accomplishment is affected by less than 95% fill of FAO-coded billets, DIA responded that the language skills, regional expertise, cultural awareness, and political-military experience that fully-qualified FAOs offer cannot be easily replicated by non-FAO officers. FAOs greatly benefit from the 2-4 years of preparation, including formal language training, graduate education in area studies and experience in the region.

Defense Security Cooperation Agency (DSCA)

The filling of FAO-coded billets at less than 95% has a negative impact on overall mission accomplishment of DSCA and its subordinate agencies. Non-FAOs cannot serve as substitutes for qualified FAOs because their lack of expertise, regional experience, and operational knowledge in Security Cooperation (SC). DSCA relies on FAOs to run a number of sensitive programs with U.S. friends and allies – Pakistan, Iraq, Afghanistan, Saudi Arabia and UAE, to name only a few. Their on the ground experience, contacts, and FAO skills are critical to

ensuring that U.S. national security interests are met successfully during interactions with our global partners. The demand for qualified FAOs, from O-4 to O-8, in all Services, is increasing significantly due to the implementation of the Senior Defense Official/Defense Attaché program and the expansion of SC programs worldwide. Apart from the Army, which has the most mature program, the other Service programs still cannot fill all senior positions with experienced and fully trained FAOs, due in part to the relative newness of their programs.

The DSCA Global SCO Review identified the requirement for an additional 288 personnel to perform SC functions worldwide and the COCOMs want more FAOs to fill them. This remains especially true in the AFRICOM and CENTCOM areas of responsibility, where qualified African and Middle Eastern FAOs are still in short supply.

Defense Threat Reduction Agency (DTRA)

FAOs assigned to the Defense Threat Reduction Agency continue to be at the forefront of arms-control verification inspection missions in Russia and the former Soviet Republics and have deployed to support critical billets in Iraq and Afghanistan. During FY 11, FAOs served as team chiefs and deputy team chiefs for the newly implemented New Strategic Arms Reduction Treaty and the Conventional Armed Forces in Europe Treaty inspection teams. DTRA FAOs also served to great effect as policy analysts, regional specialists, Cooperative Threat Reduction program managers, and liaison officers to the COCOMs. FAOs provide cultural, political, military, and economic insight into foreign regions that allow Senior Leaders at DTRA to make the right decisions as well as advise policymakers on key Cooperative Threat Reduction efforts.

DTRA has 56 FAO billets, and taking into account the administration's continuing emphasis on arms-control activities across the board, DTRA's workload for its FAO population remains heavy and will continue to require a high fill rate of FAO authorizations well into the future. DTRA will continue to review its current Air Force and Navy non-FAO authorizations and will attempt to recode some of these billets to FAO positions to receive officers with the commensurate level of capability for the mission.

OVERVIEW OF SERVICE FAO ACTION PLANS

The Services have developed and implemented action plans that address the key concerns, which include resolving manpower shortfalls, meeting and sustaining current and emerging joint mission requirements with qualified personnel, and other significant issues raised in the previous annual reviews and reports. Below are synopses from the Services' action plans submitted for the FY11 FAO report. The Service Executive summaries are at Annex A.

Army

In FY 2011, the Army had 1,245 active duty FAOs serving in 44 U.S. Government organizations in 135 different countries. This number includes 105 FAOs deployed in support of contingency operations in Afghanistan, Iraq, and elsewhere.

The Army filled 745 out of 924 authorized billets. The 81% fill rate is 5% lower than the FY 10 fill rate. The number of FAOs not available for assignment includes both those in the training pipeline and those assigned to billets not coded for FAOs, such as assignments in Afghanistan and Iraq. The not-available-for-assignment number should decrease as the number of Army troops participating in contingency operations decreases, thus increasing the fill rate. Army FAO branch can meet current and projected requirements, while increasing its fill rate, as long as they can maintain the target of accessing 75 FAOs annually. In FY 11, the Army accessed 87 officers. This is a significant improvement from the 73 officers accessed in FY 10.

The Army FAO Proponent will work to identify and recode, if possible, billets that would benefit from the FAO skill set, which would in turn drive Army requirements to regularly select more FAOs into the flag officer ranks. Nearly 80 percent of the Army's senior leader assignments require talent in more than just the operational art. FAO Proponent must identify and seek opportunities in key developmental assignments in Army positions requiring FAO-related skills.

Army FAOs attend a graduate program at one of 46 accredited U.S. universities where they earn a Masters degree in a regionally focused discipline, which provides the requisite academic foundation for regional expertise. It is vital to the FAO community that Army FAOs possess diverse academic backgrounds representing a multitude of disciplines to build diversity and adaptability within the FAO population and to allow FAOs to demonstrate Army values and professionalism to civilians with whom they interact at these schools.

FAOs are responsible for sustaining their language skills. Upon completion of training, FAOs must maintain DLPT minimum of 2/2 (listening and reading modalities) to qualify for Foreign Language Proficiency Pay. They are encouraged to pursue a DLPT score of 3/3 with a goal of attaining a speaking score of 3 using the Oral Proficiency Interview. The Army's current policy for Foreign Language Proficiency Bonus Pay is based only on a FAO's performance on the reading and listening tests for the DLPT, the difficulty of the language, and whether or not it appears on the DoD Strategic Language List. Thus, oral proficiency is not currently part of the FAOs formal foreign language assessment or incentive pay once he or she has met the minimum standard to move beyond initial FAO training. Recognizing the importance of foreign language speaking skills to success as a FAO and the recent emphasis placed on them by DoD, the Army FAO Proponent is studying ways to ensure that the Army captures and enhances the skills already demonstrated by its FAOs worldwide. To this end, the Army has been supportive of efforts by the DoD FAO Community and the Defense Language Institute Foreign Language Center (DLIFLC) to form specialized classes for FAOs and other language professionals who rely heavily on oral proficiency.

As the Army Reserve Components have transformed themselves from a strategic reserve force to an operational partner of the active Army, the RC FAO program is exploring the same transition. Through development of an RC-FAO Concept Plan and revision of AR135-11, the RC-FAO will be fully qualified and prepared to assume FAO responsibilities from day one of assignment.

Air Force

The Air Force Regional Affairs Strategist (RAS) – Air Force designation for their FAO program continued to make significant improvements in 2011. Although the Air Force continued to increase the number of certified (fully trained) RAS officers, it remains challenged in utilizing all accessions directly after their scheduled training. Due to the unique makeup of accession sources and the dual-track nature of the RAS program, direct placement into a RAS billet competes with the officer’s core Air Force Specialty Code development, resulting in far fewer individuals available than have been trained. The Air Force is pursuing a number of initiatives to help ensure that there are a sufficient number of RAS personnel to meet requirements. Promotion statistics from 2011 show RAS officers make Lieutenant Colonel and Colonel at rates significantly higher than the Air Force average and significantly higher than promotion statistics under their previous FAO program.

The Air Force certified 61 RAS officers in FY11, increasing their total RAS strength by 32% to 256. As anticipated, the total number of certified RAS officers did not meet the Air Force goal of significantly improving their billet fill rates. This shortfall will continue until younger, deliberately developed officers reach more senior stages in their careers. Until that time, the Air Force will continue to fill RAS-coded O-5 and O-6 billets with “best-fit” officers and provide just-in-time training when possible. The Air Force will take a global look at current RAS requirements to determine any possible realignments and disbursements across the COCOMs. This will ensure that newly accessed officers receive training relative to current focus regions.

The Air Force anticipates continued future growth of the RAS inventory, due to an increased focus on Building Partnerships and Security Cooperation DoD-wide. This anticipated growth poses two identifiable programmatic challenges – funding and program oversight. As the demand and supply of RAS officers continues to grow, overall cost development and sustainment training will continue to increase. One possible approach would be to establish a cap on billet growth based on regional priorities. The Air Force is also seeking low-cost opportunities to continue to train and equip RAS officers. Program oversight manning of the larger supply of RAS officers is also an area of concern. There are currently four (of five) unfunded program management positions, three of which are designed to provide better oversight of RAS officers and billets assigned to each individual region.

In 2011, the Air Force fully implemented its six-month in-region immersion program. This immersion program consists of basing officers in one country and conducting two-week visits to four other countries in the region. In addition, the RAS officer participates in language and cultural classes at a local language school and then works from the embassy.

In 2011, the Air Force remained committed to the dual-track RAS system in which certified officers alternate assignments between RAS positions and primary career field assignments. Most importantly, this allows RAS officers to remain competent and competitive in their primary career field.

In 2011, there was no Air Force Reserve FAO program. Without central management, Reservists must search for FAO assignments, training, and mentoring on their own. The Air

Force would need to dedicate the manpower and financial resources dedicated to career field development in order for the Air Force Reserve to supply qualified FAO officers in the future.

Navy

With over 230 officers, the Navy FAO community is past the mid-point in achieving the Chief of Naval Operations (CNO) directed goal of 400 FAOs by FY 15. At the end of FY 11, 268 of the 300 operational billets identified for conversion have been reassigned to FAO.

In FY 11, the Navy FAO Board of Directors made significant changes to the FAO Program including a screening process for O-5 milestone billets. Additionally, the Board approved the implementation of a FAO In-Country Training Program and the establishment of a FAO Reserve Component.

The Navy also addressed the DoD requirement to establish a RC FAO program by authorizing the execution of a two-phase plan. The first phase is identifying approximately 200 Reserve Component (RC) officers desiring to be FAOs to receive the Navy Officer Billet Classification (NOBC). In FY 15, when there are sufficient officers and billets designated with the FAO NOBC, the RC FAO program will switch to a single-track community.

The Navy is developing individual language training plans to be completed and revised annually by each officer based upon their training needs. Current methods for language sustainment include classroom instruction for up to 160 hours.

Marine Corps

Marine Corps planning guidance specifically identified the FAO program for expansion and increased integration into Marine Corps institutions. As a result, FY 11 was a watershed year for the Marine Corps FAO program, which made great strides in refining and expanding all aspects of selection, training, utilization, and sustainment. Of particular note, the FAO selection process has been codified to screen a larger population of Marines, increasing the pool from which to select the best-qualified officers. By selecting only the most competitive officers and subsequently managing their assignments and career progression, the Marine Corps will continue to develop an elite cadre of international affairs officers who are fully prepared to meet the significant challenges that our nation will face throughout the international community.

Promotion statistics to O-5 and O-6 for FAOs in FY 11 were lower than the average Marine Corps promotion rate. However, promotion statistics over six years reflect that FAOs do in fact continue to remain competitive with their peers.

The Marine Corps has been aggressively expanding the number of billets coded for FAO assignments. Even with the growth in FAO billets, FAO utilization rate increased from 80.2% to 82.2%. With the implementation of the annual FAO Payback and Utilization Slating Panel in FY 12, FAO utilization rates should continue to increase in the coming years. This panel looks

at all FAOs who have not served a FAO tour but have undergone FAO training and owe a FAO billet payback assignment.

Opportunities for language and regional skill sustainment are becoming more prevalent and accessible. The Marine Corps has actively sought out new and innovative avenues to help FAOs maintain vital language and regional expertise when they are not directly assigned as FAOs. Additionally, the Marine Corps has undertaken a coordinated effort to assign FAO designated officers to areas of interest associated with their region of specialty.

As a result of the FY 11 Marine Corps Reserve FAO billets review, 25 Individual Mobilization Augmentee (IMA) personnel billets will be re-coded for FAO in FY 12. The Marine Corps will strive to fill the current and future Reserve FAO billets with trained FAO personnel by coordinating with Reserve Affairs and the Operational Sponsors of each organizational IMA detachment. The Marines maintain a database of all USMC Reserve FAOs with contact information needed to locate Reserve FAOs for emergent needs.

FAO METRICS

DoDD 1315.17 requires the USD (P&R) to establish standard metrics and monitor FAO accession, promotion, retention, and utilization rates. Standard metrics were developed in coordination with the Military Services and the Joint Staff. The metrics provide the Services and OSD with a standard set of measurements to determine the success of Service programs to meet stated requirements in the areas of accession, promotion, retention, and utilization. This is the sixth annual report to cover an entire fiscal year and documents data and progress through September 30, 2011. Data from the 2006 annual review and report were used to form the baseline of information to track and monitor FAO utilization and career progression, identify trends, and examine impacts of alternative practices among the Service programs.

OUSD (P&R), in coordination with the Services, will continue to review and monitor the metrics and will update and adjust as new trends, requirements, or issues are identified.

FAO Accession

Accession Applicant Rate

The metric for FAO accession applicant rate measures the volume of applicants against the applicant requirement to determine if each FAO program is receiving a sufficient number of applicants to maintain a competitive program. Historically, the DoD-wide focus on the importance of FAOs has meant an increase in the number and quality of applicants for most Services. Though the total number of applicants declined in three Services, overall, the Department exceeded all FAO accession goals in the number of applicants for the sixth consecutive year. The number of applicants did fall significantly for the Army and the Navy. The applicant to requirements ratio DoD wide was 22.4 applicants for each accession requirement with the highest ratio in the Marine Corps with 166 applicants for each required accession and the lowest being the Army at 1.7 applicants per required accession. The Air Force came in at 13.7 and the Navy at 3.1 (Figure 4).

The number of applicants for the Marine Corps was unusually high because in 2011, the Commandant of the Marine Corps instituted a new policy to screen all eligible officers for eight graduate education and special programs, to include the FAO Program. Eligible officers are those who are due for Permanent Change of Station (PCS) orders the following year. Of the 3,000 eligible applicants, approximately 600 had qualifying DLAB scores or current DLPT scores on file and were considered to meet FAO accession qualifications. The other three Services do not screen all officers and FAO accessions rely on officers from certain year groups voluntarily applying for the FAO career track.

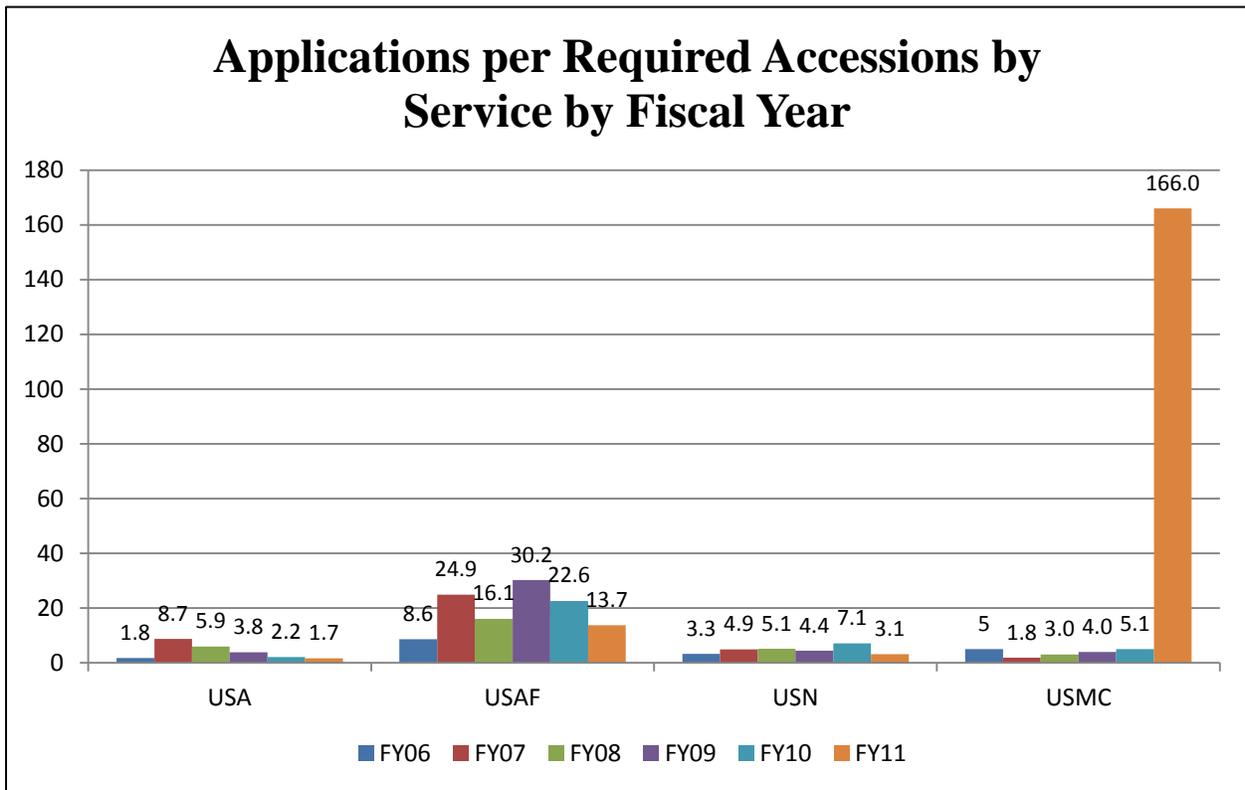


Figure 4 – FAO Accession: Applicant Rate by Service by Fiscal Year

Applicant Quality Measure

The FAO applicant quality metric measures the qualified FAO applicants needed to fill FAO accessions requirements. Qualified applicants are those that have solid performance files in their military specialty and meet DLAB requirements or have a DLPT on file. Although on the surface the quality of applicants appears to have increased slightly from the previous year (6.6 versus 6.1), the quality declined for three of four Services: the Army and Navy both had fewer than two quality applications per required accession while the Marine Corps surpassed everyone

with 33.3 qualified applicants per required accession. The Air Force came in at 7.0, a noticeable decline from years past. (Figure 5).

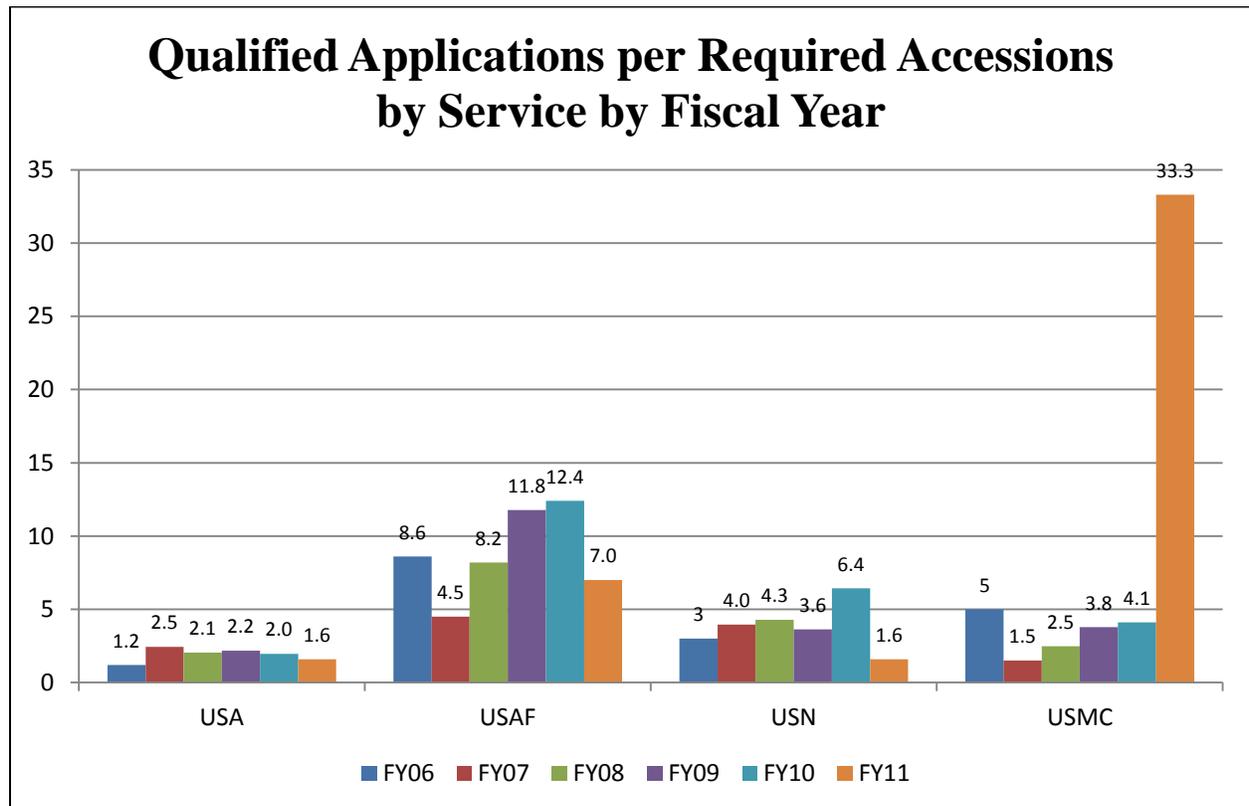


Figure 5 – FAO Accession: Quality Applicants per Required Accession by Fiscal Year

FAO Completion of Training

The FAO completion of training metric measures the ability of Service training programs to successfully produce the required number of trained FAOs. The Services average for training completion statistics have historically been over 90 percent. The high completion percentage indicates the Services are selecting highly qualified as well as motivated officers. For FY 11, this trend was close to 100 percent for three of the Services and above 90 percent for the Army. This metric clearly indicates Services are selecting individuals who have the ability to learn a foreign language and meet the requirements to serve overseas. The primary reason for most officers not completing the training was failing language training.

FAO Promotion

Promotion and retention of FAOs of the highest caliber is critical to the viability of the program. The FAO promotion rate metric reports the selection rate of primary (in) zone FAOs compared to the overall Service average for that board to ensure a viable and competitive program.

FAO O-5 Promotion Rates

FAO promotion rates for O-5 were mixed among the Services in FY 11. Army and Air Force did well, while the Navy and Marine Corps were significantly below their Service average. (Figure 7).

Marine Corps O-4 FAOs did not fare very well in FY 12 promotions. In-zone promotions were at 54.5% compared to an overall Marine Corps promotion rate of 73.0%. The small number of FAOs eligible for promotion in comparison with the overall population magnifies the effect of even one non-selection.

Navy FAO promotion rates to O-5 continue to be below the service average for in-zone officers. In-zone selection for FAO Navy O-5s was 56% while overall in-zone Navy promotion rate was 66%. This can partly be attributed to the high number of above-zone officers in the Navy's FAO inventory. As the community matures, the need to access senior O-4s and O-5s should ease and the promotion picture will begin to mirror the overall Navy average.

In-zone selection for Army O-5s was 86% while overall Army promotion rate was 89%. However, the overall Army FAO promotion rates to O-5 were 89%.

Air Force RAS promotion rates to O-5 were 86%, mirroring the overall Air Force promotion rate.

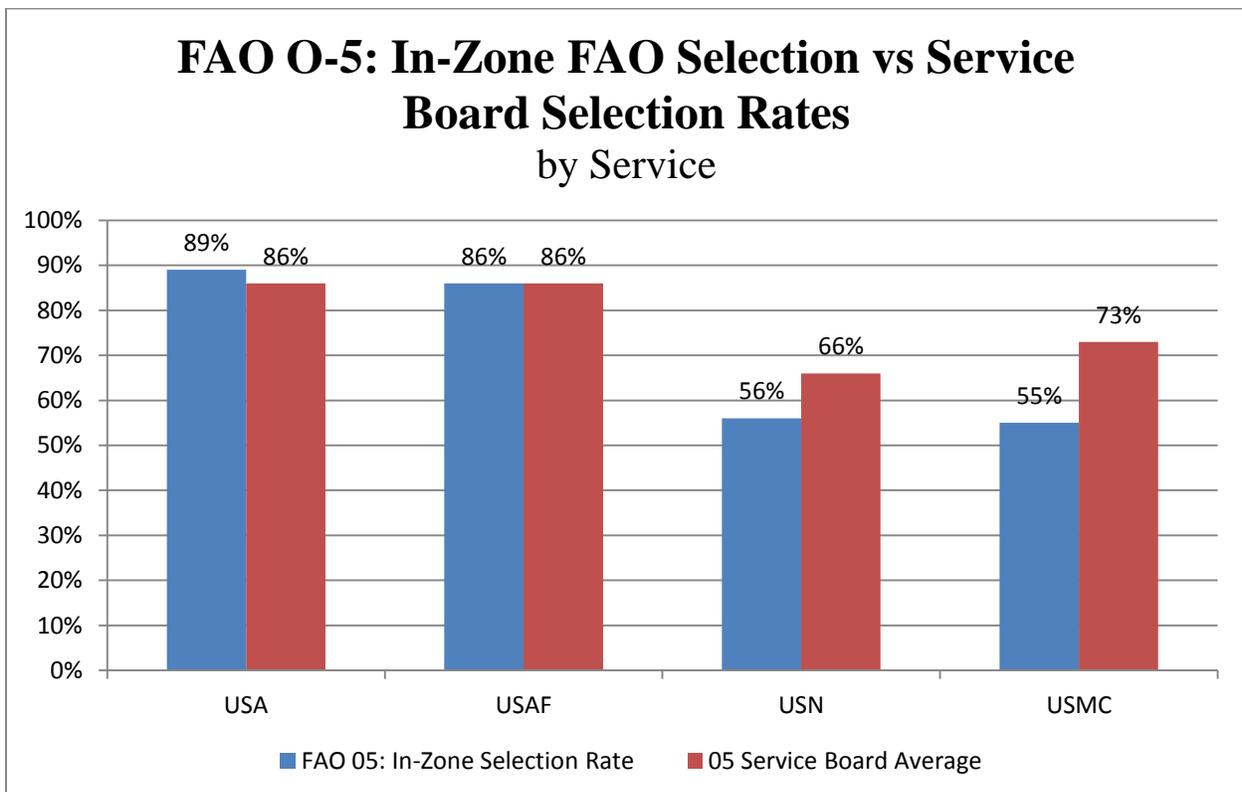


Figure 6 – FAO O-5 Selection Rate vs. Service Board Selection Rates

FAO O-6 Promotion Rates

Fiscal Year 2011 FAO selection rates for O-6 for the Air Force and the Army exceeded the Service Board average for in-zone selection. Marine Corps and Navy both lagged significantly behind the Service Board averages.

Marine Corps O-5 FAOs lagged behind in FY 11 promotions to O-6. In-zone promotions were at 13% compared to an overall Marines Corps promotion rate of 54%.

Navy FAO promotion rates to O-6 were very disappointing and continue to be below the Service average for in-zone officers. In-zone selection for Navy O-6s was 0% while overall Navy promotion rate was 64%. Of nine in-zone FAOs eligible for promotion, none were selected. However, the Navy did select seven FAOs for Captain above the zone. As with the promotion to O-5, the Navy's need to access senior O-5s should ease as the FAO community matures and the promotion picture will begin to mirror the overall Navy average.

Army O-6 FAOs remained very competitive for promotion. In-zone selection for Army O-6s was 49% while overall Army promotion rate was 47%.

Air Force RAS promotion rates to O-6 were 88%. In-zone selection for Air Force O-6s was 46%. This success rate indicates AF promotion boards to Colonel value the varied experiences that RAS dual-trackers have.

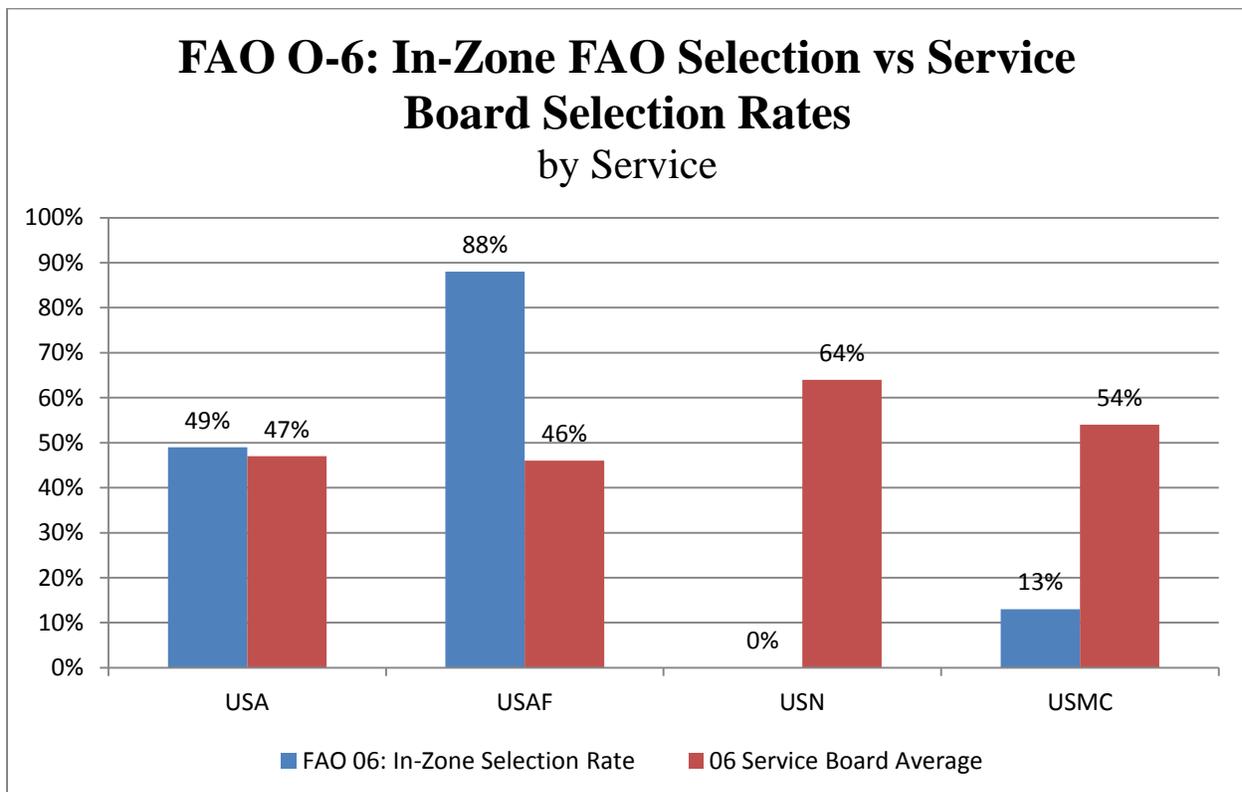


Figure 7 – FAO O-6 Selection Rates vs. Service Board Selection Rates

FAO Attrition

This metric measures whether FAOs depart service at a faster rate than non-FAO officers. The Department's attrition goal for the FAO program is that it be equal to or less than the Services' average. Since the collection of data for the DoD FAO Program began in 2006, FAO attrition rates across the Services have been lower than the Service Average. This trend continues for all Services except the Marine Corps.

All Services FAO attrition rates increased from FY 10. Given the force drawdown, we expect the FAO attritions to continue increasing. OUSD(P&R) will continue to monitor this metric to ensure it does not affect program performance and is in line with Service attrition rates.

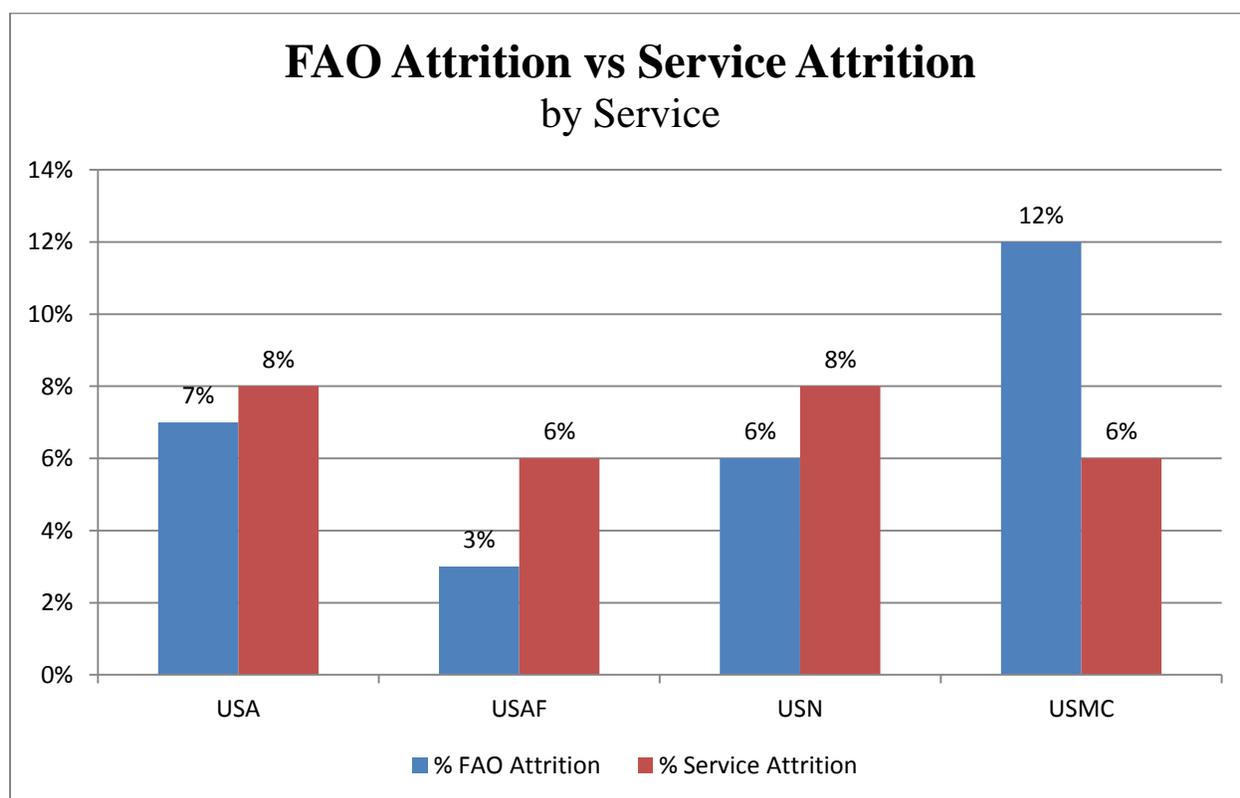


Figure 8 – FAO Attrition Rate

FAO Utilization

This metric measures how well Services are filling FAO-coded billets with FAO fully qualified personnel. The Department goal is to fill at least 95% of these billets with FAO-qualified personnel. While the number of FAOs is increasing, the fill rates are not, due in part to the fact

that FAO billet numbers continue to increase. The increased demand for FAOS is coming mostly from the COCOMs.

Army, Navy and Marine Corps filled their billets around the 80% mark while the Air Force made progress and filled their billets at 43%. The DoD overall fill rate showed improvement, but none of the Services met the goal of at least 95%, as shown in Figure 9.

The 105 Army FAOs assigned to serve in support of contingency operations in Afghanistan, Iraq, and elsewhere affect the Army’s fill rate. In most cases, these FAOs are performing FAO-type missions but are not considered to be filling FAO billets. If these FAOs counted, the Army fill rate would have been reported as 92%.

The Navy greatly increased its fill rate from 52% to 79% and also reduced the number of FAOs in non-FAO billets. The Air Force continues to improve but is still filling billets by “best fit officers” (non-qualified FAOs or officers with some FAO-type experience) until enough RAS officers are developed to fill these billets.

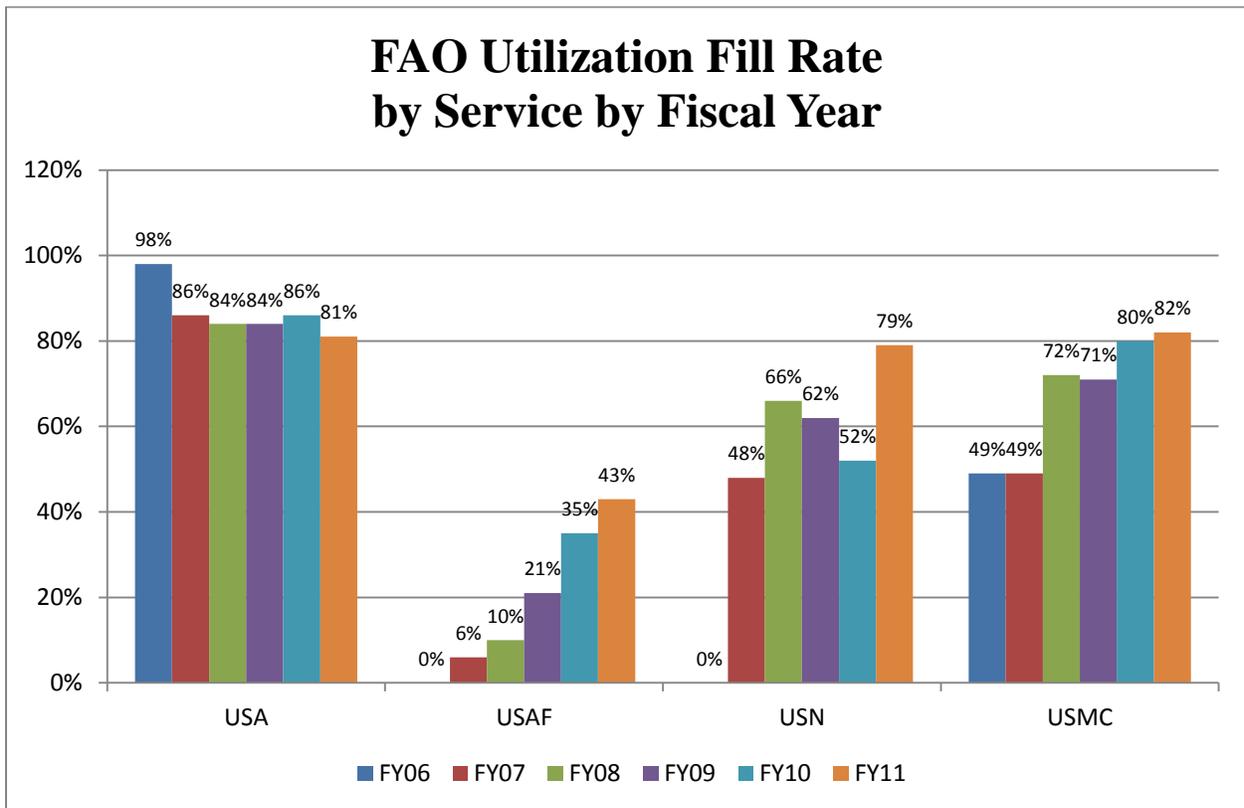


Figure 9 – FAO Utilization Fill Rate

FAO Training Costs

This metric measures the cost each Service incurs to produce a fully trained FAO. The purpose of this metric is to determine if all the Services, on average, are spending about the same amount of money to train FAOs in accordance with Department guidance. The average costs for language training and graduate-level education are generally the same for those at DLIFLC and NPS, and paid by the Executive Agent for those institutions (respectively, the Army and the Navy).

Figure 10 shows the training costs by Service. There are great discrepancies in the language training cost because the Navy and the Marine Corps do not show those costs borne by the Executive Agent (Army) in their totals, while the Air Force does. The most accurate figure for DLIFLC language training cost is \$131K, which includes overhead costs.

The in-country training (ICT) program is an area where Service approaches are different, primarily in the length of time spent in the country/region. The wide variance of costs among the Services for this portion of training reflect this. The Army and Marine Corps programs use a 12-month model, while the Navy and Air Force use a 6-month plan. The Navy has started an ICT Program for immersion based language study but fiscal difficulties might prevent them from full implementation. In FY 11, only five Navy FAOs conducted ICT.

Graduate-level schooling for the Air Force, Navy and Marine Corps should not vary widely because these three Services send the majority of their FAOs to the Naval Post Graduate School. The Army continues to use civilian education graduate programs extensively, so the cost per individual varies, but the average cost is at the same level as the other Services on a per annum basis.

Measure	Description (per FAO)	USA	USAF	USN	USMC
C. 1.	Language Training Cost	\$131.0 K	\$132.3 K	\$43.2 K	\$56.4 K
C. 2.	In-Country Training	\$103.2 K	\$48.0 K	\$15.8 K	\$99.0 K
C. 3.	Graduate-level Schooling	\$25.2 K	\$16.0 K	\$21.0 K	\$13.0 K

Figure 10 - FAO Training Costs per Individual

Initiatives for the Future of the DoD FAO Program

In recognition of the shortfalls identified in previous annual reports, DLNSEO, in coordination with the Services, implemented a number of programs such as the Joint FAO Courses and a pilot language sustainment program to enhance FAO skills by providing them much needed training and sustainment opportunities in order to improve both their language and regional expertise skills. The Joint FAO Course, Phase 1 conducted for the first time in June 2012, provides new FAOs from all Services an introduction to FAO missions and working in the interagency and

with foreign militaries. The Joint FAO Course, Phase 2 was designed for FAOs who are more senior and it provides them an opportunity to hone their regional expertise and examine case studies from real-world FAO experiences.

DLNSEO also sponsored a pilot language sustainment program aimed at improving the language capabilities of all FAOs. This program afforded FAOs an opportunity to participate in immersion programs and other language intensive programs. The Department goal is to have all FAOs at the 3/3/3 level in language proficiency. As shown in Figure 3, on page 8, the FAO community has a ways to go before it can achieve this goal. Accomplishment of this goal requires the Services to recognize the importance of this skill and hold FAOs accountable for reaching this goal. In this regard, DLNSEO, in conjunction with the Services and Defense Agencies, is conducting a review of DODI 1315.20 to see what policies can be enacted to promote increased language proficiency. Expected changes to existing policy will include mandatory annual language testing including the Oral Proficiency Interview and minimum requirements for continuing language training, whether sustainment or enhancement.

Several programs are underway which broaden the methods by which FAOs are produced. Most FAOs receive their language training at DLIFLC or through the State Department's Foreign Service Institute in short duration, but extremely intense language programs. The DLNSEO funded Language Flagship is working with ROTC and partner universities to produce cadets graduating college at up to level 3 language proficiency in 10 critical languages. This initiative includes ROTC Flagship pilot programs in Chinese at three campuses. In addition, the Air Force and Army have created scholarships for ROTC cadets who are studying languages in Flagship programs and are developing agreements with The Language Flagship for cadets to receive a fifth year of language immersion at an Overseas Flagship center. These cadets will provide a future pool from which FAOs can be selected, requiring far less and in some cases, no initial language training. The key will be to systematically sustain their language, through policy, incentives, formalized training, and chain of command support, until they can be assessed into the FAO program. The Service Academies are also strengthening their language offerings and many cadets are getting summer immersions on real world missions. With high level language and valuable in country experience, the Department should see two major dividends: officers who have more global horizons even at junior levels, and FAOs whose training requires far less time away from the operational forces.

DLNSEO is also conducting a comprehensive evaluation of the current DoD Foreign Area Officer program and career path and examining alternatives for strengthening and building a stronger and more adaptable program that incentivizes recruitment and retention while rewarding commitment and sustained proficiency. This study was conducted with a Federally Funded Research and Development Corporation. It has identified over 100 Flag Officer billets across the Joint Community, for which FAO skills would be appropriate. This report also will provide some strong, independent recommendations for professionally strengthening the FAO community. DLNSEO looks to share and socialize this report in Fiscal Year 13.

ANNEX A

SERVICES, JOINT STAFF, AND DEFENSE AGENCIES' REPORTS

The Executive Summary from each of the DoD Component FY 11 Annual Reports is included as an enclosure to this Annex.

Enclosure 1.

- ARMY
- NAVY
- MARINE CORPS
- AIR FORCE
- DEFENSE INTELLIGENCE AGENCY (DIA)
- DEFENSE SECURITY COOPERATION AGENCY (DSCA)
- DEFENSE THREAT REDUCTION AGENCY (DTRA)
- JOINT STAFF (INCLUDING THE COMBATANT COMMANDS)



United States Army Foreign Area Officer Annual Report – Fiscal Year 2011

Executive Summary

The Army's Foreign Area Officer (FAO) program produces soldiers who are regionally focused experts in political-military affairs with advanced foreign language skills, intercultural competence, and regional expertise. Using these skills, foreign area officers inform the development and execution of U.S. foreign policy and provide sound advice to senior decision-makers throughout all phases of military operations.

Army FAOs perform the following functions:

- Advise senior leaders on the political-military and socio-cultural context of joint, interagency, intergovernmental, and multinational (JIIM) operations.
- Employ advanced intercultural competence, regional knowledge and foreign language skills to inform the design and delivery of U.S. foreign security policy.
- Build and maintain long term relationships with foreign leaders.
- Develop and coordinate security cooperation with other JIIM partners.
- Develop and execute security cooperation programs to build partner nation capacity.
- Collect and report on foreign nation diplomatic, information, military, and economic activities.

1,245 active duty Army FAOs served the Nation in 44 Department of the Army and JIIM organizations in 135 different countries in fiscal year 2011 (FY11).

- The Army deployed 105 FAOs from assigned positions to serve in support of contingency operations in Afghanistan, Iraq, and elsewhere.
- Of the 924 authorizations coded for Army FAOs throughout the Force, 745 were filled by FAOs for an 81% fill rate.
- The Army accessed 87 officers into Functional Area 48 through the following methods:
 - 20 through the Critical Skills Retention Bonus (CSRB) for YG 2003 and 2004 officers.
 - 66 through the Voluntary Transfer Incentive Program (VTIP) for YG 1999-2007 officers.

- 1 officer through the Call to Active Duty (CAD) process for reservists from multiple YGs.
- Army FAOs remained competitive for promotions. For primary zone promotion to Colonel (COL), FAOs were selected at a rate of 49% while the Army average was 47%.
- Army FAOs maintained 667 foreign language proficiency ratings at the R3/L3 or higher level in 40 different languages, and 1,273 ratings at the R2L/2 or higher level in 47 different languages.
- Initial FAO training in FY11 cost an average of \$259,392 per officer. This cost includes language training, advanced civil schooling and completion of an in-region training (IRT) immersion experience.
- The Army held two iterations of the 3-day, FAO Orientation Course (FAOOC) at the Defense Language Institute in Monterey in February and August 2011. This course introduced newly accessed FAOs in language training and their spouses to their new career field, to their regional areas of concentration (AOC), and to living overseas as a part of the diplomatic community. It also provided an opportunity for them to receive initial individual counseling with training and career managers. FAOs from the other services and their leadership also attended.
- In March, May, June, and July 2011, Army FAOs participated in the Joint FAO Skills Sustainment Pilot Program (JFSSPP) for Africa, Asia, Near East, and Latin America sponsored by the Office of the Secretary of Defense (OSD) and the Naval Postgraduate School. The Army fully supports this initiative and intends to continue to send FAOs to future iterations. It also recommends a review of the curriculum and mix of students to ensure that the program is relevant to experienced FAOs.
- The Army continued the process of expanding FAO capacity in Africa, the Middle East, South Asia, and Southeast Asia by 25% (96 officers) between FY11 and FY13.
- The Army supports initiatives to develop FAO-specific foreign language curricula at the Defense Language Institute (DLI), align joint graduation standards from DLI, and improve verbal proficiency skills for the FAO corps.



Annual Navy Foreign Area Officer (FAO) Report FY 2011

In 2010, CNO directed that the FAO Community will consist of a total of 400 officer billets and officers by FY15. This direction was reaffirmed in April and June 2011, with CNO guidance to N1 to build the FAO Community utilizing offsets from other Restricted Line and Staff Corps community billets. Competition to become a FAO remains high, with less than one in three applicants being accepted. In FY11, the Navy selected 28 FAOs through two Lateral Transfer/Redesignation Boards held in November 2010 and June 2011. By close of FY11, there were 243 FAO officers designated, including a FAO Flag officer. An additional eight officers selected for redesignation are currently completing assignments in their source community and will redesignate to FAO in FY12.

FY11 areas of focus:

Community Shaping

Starting in 2009, an accession strategy was designed to balance near-term capacity requirements with a longer term sustainment plan. The FAO community further adjusted accessions in FY11 to keep pace with the rate of community billet growth and requirements and to ensure optimal promotion opportunities and community shaping.

Community Governance

In FY10, the Navy established a FAO Board of Directors at the 2-star level to ensure all major stakeholders were represented in community governance. In FY11, the Board made significant changes to the FAO Program including a screening process for 0-5 milestone billets. Additionally, the Board approved the implementation of a FAO In-Country Training Program, establishment of a FAO Reserve Component (RC FAO), and the implementation of an Additional Qualification Designation (AQD) system to designate FAOs as either Fully Qualified or Under Instruction.

Meeting DoD Directives

The Navy addressed the DoD requirement to establish a RC FAO program by authorizing the execution of a

two-phase plan. The first phase, initiated this year, is identifying approximately 200 qualified (and nearly qualified) RC URL and RL officers desiring to be FAOs to receive the Navy Officer Billet Classification (NOBC). These officers would retain their current designator but be preferentially detailed to billets requiring strong Language, Regional Expertise, and Cultural (LREC) skills. Subsequently, billets appropriate for FAOs will gain the NOBC. Officers holding the FAO NOBC will be detailed to these billets. In FY15, when there are sufficient officers and billets designated with the FAO NOBC, the RC FAO program will switch to a single track community mirroring the AC Community - NOBCs will be replaced with the 1715 designator.

Increasing FAO Billet Base

With over 230 officers, the Navy FAO community is past the mid-point in achieving the CNO-directed goal of 400 officers by FY15. At the close of FY11, 268 of the 300 operational billets identified for conversion have been reassigned to FAO. The overall FAO community billet base is currently on a path to reach 300 operational billets and 100 training billets by FY15.



DEPARTMENT OF THE NAVY HEADQUARTERS
UNITED STATES MARINE CORPS
3000 MARINE CORPS PENTAGON
WASHINGTON, DC 20350-3000

IN REPLY RBPER TO:
1315
PL
16 DEC 11

From: Commandant of the Marine Corps (PPO/PL)
To: Under Secretary of Defense for Personnel and Readiness,
Department of Defense

Subj: ANNUAL REPORT ON FOREIGN AREA OFFICER (FAO) PROGRAMS

Ref: (a) DoD Directive 1315.17 Military Department Foreign Area
Officer (FAO) Programs
(b) DoD Instruction 1315.20 Management of Department of Defense
(DoD) Foreign Area Officer (FAO) Programs
(c) USD(P&R) Memo dtd 23 Sep 11

Encl: (1) Additional Reporting for FY11 Annual Report

1. Per the references, this report detailing the status of the USMC Foreign Area Officer Program for FY11 is provided.

2. Executive Summary. In his October 2010 planning guidance to the Marine Corps, General James F. Amos, the Commandant of the Marine Corps (CMC), specifically identified the Foreign Area Officer program for expansion and increased integration into Marine Corps institutions. As a result, FY11 has been a watershed year for the Marine Corps FAO program, which has made great strides in refining and expanding all aspects of selection, training, utilization, and sustainment. Of particular note, the FAO selection process has been codified to screen a larger population of Marines, increasing the pool from which to select the best qualified officers. A recent study commissioned by the Marine Corps analyzed all facets of the USMC FAO program and verified that the program provides valuable and timely expertise in support of Marine Air Ground Task Force (MAGTF), Joint and Coalition operations. Although promotion statistics in FY11 are lower than in previous years, statistics for the last six years show that Marine Corps FAOs are competitive with their peers. Currently, there are 24 Marine FAOs serving in command billets at the O-5 and O-6 level, which is an all-time high. Additionally, utilization rates for FAOs serving in FAO billets are becoming more accurately aligned with the needs of the operating forces. Opportunities for foreign language and regional skill sustainment are becoming more prevalent and accessible. In short, USMC FAOs are providing a return that is estimated at ten times the investment cost of the program, and the Commandant has charged the program to find new and more effective ways to infuse the Operating Forces with the Language, Region and Culture expertise of the FAO community.

a. Accessions. Accessions continue to outpace the staffing requirement for FAOs, which creates a robust "stable" of qualified FAOs for assignment. This year marked a change in policy with regard

Subj: ANNUAL REPORT ON FOREIGN AREA OFFICER (FAO) PROGRAMS

to accession. In accordance with CMC guidance, the Marine Corps screened all available captains and majors via the Commandant's Career Level Professional Education Board and the Commandant's Professional Intermediate Level Board to select the best qualified officers for assignment to a large variety of Professional Military Education programs. For the International Affairs Program (IAP), this resulted in a significantly larger population of qualified candidates for accession into the FAO study track program. This has resulted in a ratio greater than thirty-to-one of qualified applicants for each school seat and ensured that the 18 officers selected for the FAO study track are of the highest quality. This continues a significant, sustained improvement in qualified accession ratios over the past three fiscal years. Additionally, the Experience-Track FAO panel accepted another 39 applicants whose credentials met the Department of Defense-directed requirements for immediate designation as FAOs.

b. Promotions. This report covers the period for Fiscal Year 12 promotion selection. FAOs in-zone for 0-5 were selected for promotion at a rate 54.5% compared to an overall Service promotion rate of 73.0%. FAOs in-zone for 0-6 were selected at a rate of 33.3% compared to an overall rate of 42.3%. Due to the small population of FAOs in each promotion zone, even a small number of non-selections skews promotion statistics for a given year; therefore, it is essential to maintain a long-term view of the generally competitive USMC FAO promotion statistics.

c. Utilization Rates. The Marine Corps IAP has been aggressively expanding the number of billets coded for FAO assignment. Despite a 126% increase in the number of FAO billets in FY11, the USMC FAO utilization rate increased from 80.4% in FY10 to 82.2% in FY11. The dominant factor accountable for this success is the close coordination between the USMC FAO Program Manager and the Officer Assignments Branch of Manpower and Reserve Affairs. With the implementation of the annual FAO Payback and Utilization Slating Panel in FY12, FAO utilization rates are forecasted to continue to increase in the coming years.

d. Skill Sustainment. The USMC FAO program has actively sought out new and innovative avenues to help maintain vital language and regional expertise for officers when they are not directly assigned as FAOs. Additionally, the Marine Corps had undertaken a coordinated effort to align FAO-designated officer assignments to non-FAO positions/organizations that are within the area of interest associated with their area of specialty. This supports skill sustainment, allows the operating forces to leverage the skill sets of FAOs when assigned within their primary military occupational specialty (PMOS), and provides skilled Language, Region and Cultural (LRC) expertise in operational planning and execution.

(1) In FY11, nine Marine FAOs participated in four iterations of the Joint FAO Skills Sustainment Pilot Program (JFSSPP). This DoD-supported initiative continues to be the pinnacle of skill sustainment training for FAOs, and Marine applications for subsequent iterations **continue to increase.**

Subj: ANNUAL REPORT ON FOREIGN AREA OFFICER (FAO) PROGRAMS

(2) The FAO program office continues to explore various initiatives and has coordinated closely with the Marine Corps Intelligence Department to leverage funds allocated in support of the Marine Corps Intelligence Foreign Language Program (MCIFLP). During FY11, 19 FAOs conducted immersive regional travel and received foreign language tutoring to maintain language expertise. We will continue to plan and budget for such effective programs in the future. Other programs, such as those that rely heavily on web-based distance learning and interaction - such as Rosetta Stone and the University of Maryland's Center for Advance Study of Language (CASL) - are also heavily leveraged as options for our FAOs.

3. While FAOs represent the pinnacle of Marine Corps LRC expertise, the CMC has placed great emphasis on all aspects of this important area. CMC approved a new initiative for Staff Noncommissioned Officers called the Foreign Area Staff NCO/Regional Affairs Staff NCO (FAS/RAS) program. The FAS/RAS program will provide advanced LRC expertise to Marine Corps units at the tactical level. The program will include a compressed version of the FAO training regime and is currently undergoing a proof-of-concept test. Also, every career Marine (officers and NCOs on second and subsequent enlistments) is assigned a focus region, which they target for elective study during professional military education, professional reading, and basic language study throughout their careers. Finally, all deploying Marine Corps units are assisted in predeployment training by the Center for Advanced Operational Culture Learning (CAOCL). The CAOCL provides human terrain education, basic language instruction, training and operational aids, and other resources that familiarize units with the LRC factors important in their area of deployment.

4. In summary, 2011 saw significant improvements in the already excellent Marine Corps FAO program. The CMC has singled out the program as a key to future success and directed additional investment in it. By selecting only the most competitive officers and subsequently managing their assignments and career progression, the Marine Corps will continue to develop an elite cadre of International Affairs Officers who are fully prepared to meet the significant challenges that our nation will face throughout the international community.

5. The Headquarters, U.S. Marine Corps point of contact for the Foreign Area Officer Program is LtCol A. C. Bolden, PLU-8, (703)614-0322 or anthony.bolden@usmc.mil.

M. A. ROCCO
Brigadier General
Director
Strategy and Plans Division
Plans, Policies and Operations

Executive Summary

The Air Force Regional Affairs Strategist (RAS) program continued to make significant improvements in 2011. Although the Air Force continued to increase the number of certified RAS officers, it remains challenged in utilizing all accessions directly after their scheduled training. Due to the unique makeup of accession sources (Mansfield, Olmsted, International Professional Military Education etc.), direct placement into a RAS billet, at times, competes with the officer's core AFSC development, resulting in fewer individuals available than have been trained. The Air Force is pursuing a number of initiatives to help ensure that there is a sufficient number of RAS personnel to meet the requirements.

The Air Force continues to stand behind the success of the dual-track model, evident in 2011 promotion statistics--RAS officers are promoted to Lieutenant Colonel and Colonel at rates significantly higher than the Line of the Air Force and significantly higher than promotion statistics under the previous Foreign Area Officer (FAO) program. Additionally, we refocused our training to place an even greater emphasis on language skill development and maintenance, with primary focus on the speaking modality.

This fiscal year the Air Force certified 61 RAS officers, increasing our total RAS corps by 32 percent, to a current total of 256 officers. An additional 91 officers are currently in training. As in previous years, there was a very strong showing of interest in the RAS program with 862 total applicants (qualified/unqualified) for the 36 required deliberately developed training slots, a rate of 17 applicants for each opening. Of this total, 442 were qualified applicants for the 36 slots, a rate of more than 11 qualified applicants for every opening. The disparity between qualified and unqualified applicants was caused largely by incomplete applications to the program, most notably the failure to have a Defense Language Aptitude Battery (DLAB) score on file, as well as permanent change of station timing.

The Air Force reports all required FAO metrics on both newly developed and previously certified RAS officers. For the third year in a row RAS promotion rates to Major, Lieutenant Colonel, and Colonel, both in-the-zone and below-the-zone, exceeded Air Force averages. As anticipated, however, the total number of certified RAS officers promoted to these ranks did not meet our sustainment needs. This shortfall will continue until our younger, deliberately developed officers reach more senior stages in their careers. Until that time, the Air Force will continue to fill RAS-coded Lieutenant Colonel and Colonel billets with best-fit officers (non-RAS officers) and provide just-in-time training when possible. Using a mix of best-fit and certified RAS officers, the Air Force has maintained a manning level of 85% for its 301 RAS billets. We currently have 129 RAS officers filling the RAS billets for an approximate 43% fill rate. Due to the 43% RAS officer fill rate and the expected growth time to develop a RAS officer, the program office is looking into new initiatives. One of those initiatives includes taking a global look at current RAS requirements to determine any possible realignment and disbursements across the Combatant Commands. Currently the program office annually validates requirements, internal to each command, but given the recent shift in regional strategic focus it is time to analyze RAS billets from a global perspective. This will ensure newly accessed officers are targeted for training in relation to today's focused regions.

The RAS inventory grew as expected in 2011. Continued future growth is anticipated due to an increased focus on Building Partnerships and Security Cooperation DoD-wide. This

anticipated growth poses two identifiable programmatic challenges -- funding and program oversight manning. As the demand for and supply of RAS officers continues to grow, overall cost for development and sustainment training will continue to increase. With the availability of advanced academic degrees stressed across the Air Force, taking a new look at how and where our RAS officers are utilized is a high priority for 2012. Possible focus would be to establish a cap on billet growth based on regional priorities mentioned above. The Air Force is seeking several low-cost opportunities to continue to train and equip RAS officers, while ensuring high- quality language, region and culture training is available. Program oversight manning of the larger supply of RAS officers will also be an area of concern. There are currently four unfunded program management positions, three of which are designed to provide better oversight of RAS officers and billets assigned to each individual region. The other one provides on-site support to RAS and PAS officers attending Naval Postgraduate School (NPS), and RAS officers at the Defense Language Institute (DLI), and RAS on immersions.

In 2011 the Air Force fully implemented its six-month in-region immersion program, known as the Regional Affairs Strategist Immersion (RASI). During a RASI the RAS officer is based primarily in one country and conducts two-week visits to four other countries in his region. The RAS officer participates in language and cultural classes at a local language school during the first half of his immersion and then works from the Embassy for the remainder of the temporary duty (TDY). This mix provides a balance of language skills with regional perspective and initial experience in the inter-agency. Ideally, the RAS officer's lodgings are provided via home stay to increase cultural understanding and provide the most authentic immersion experience possible.

In 2011, the Air Force remained committed to the dual-track RAS system in which certified officers alternate assignments between RAS positions and primary career field assignments. Although this adds an additional layer of complexity to program management, its benefits far outweigh its costs. By serving alternating assignments, RAS officers increase the relevancy and the credibility of their military *bona fides* in the international affairs environment. It ensures RAS officers can translate their regional expertise and insight into military utility. Most importantly, it allows RAS officers to remain competent and competitive in their primary career field

Continuing in 2011, oversight of the RAS program was accomplished by the International Affairs Specialist Advisory Panel (IASAP). The IASAP is chaired by the Functional Manager, an SES, of the 16F and 16P career fields, and includes senior leaders in international affairs, force development, and personnel management. The panel meets semi- annually to directly manage the dual-track careers of RAS officers. By synchronizing assignments in line with the officers' core Air Force Specialty Codes (AFSC) Development Teams (DT), the IASAP ensures RAS officers are utilized appropriately in their 16F and 16P career paths and as effectively as possible in their primary AFSC. Additionally, the IASAP provides a senior-level review of the entire IAS program management and execution.

As an engagement force, RAS officers require the ability to communicate in their target language. Because of current testing norms, RAS officers take the listening and reading portions of the Defense Language Proficiency Test (DLPT) but are not tested in speaking. New for FY11, in order to baseline the speaking ability of our force, all RAS officers will be required to test via an Oral Proficiency Interview (OPI) in addition to the DLPT. Further, new training

opportunities have been created to ensure RAS officers are able to maintain all modalities of their language skills.

Air Force RAS program efforts are maturing to meet DoD and Service requirements. This report summarizes these efforts in 2011 and the current state of the RAS career path as part of the IAS program.

**Defense Intelligence
Agency
FY 11 Annual Report on the Foreign Area Officer
Program**

This report follows the reporting requirements specified in Enclosure 2 of DoD Instruction 1315.20, "Management of Department of Defense (DoD) Foreign Area Officer (FAO) Programs" and includes responses to additional special interest questions concerning the Reserve FAO program.

Introduction.

The Defense Intelligence Agency (DIA) has a total of 461 authorized FAO positions as of 30 September 2011. Currently only 80% of these positions are filled with 370 officers including 205 Army FAOs, 124 United States Air Force Regional Affairs Strategists (RAS), 15 United States Navy FAOs, and 26 United States Marines Corps FAOs.

DIA requires FAOs to fulfill critical attaché, attaché training, analysis, collection management and international engagement/foreign liaison functions. Fully qualified FAOs offer a unique blend of skills to include military operational experience, knowledge of US national security policy, foreign language proficiency, regional and country expertise, as well as cross-cultural awareness. The majority of these positions support the Defense Attaché System (DAS) where FAOs serve as military attaches, representing US national security interests in American embassies worldwide. FAOs are also required for DIA analytical effectiveness. Due to their balance of operational military and foreign regional experience, they complement our civilian analytical workforce and enrich the DIA analytical process by providing valuable practical context. Other FAOs are required to manage DAS attaché training, operations, and policy, and to serve in International Engagement roles, among others.



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JAN 2 a 2012

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR PERSONNEL
AND READINESS

Subject: Annual Report on Foreign Area Officer Programs

- References: (a) Under Secretary of Defense for Personnel and Readiness Memorandum, "Annual Report on Foreign Area Officer Programs," September 14, 2011
(b) DoD Directive 1315.17, "Military Department Foreign Area Officer (FAO) Programs," April 28, 2005
(c) DoD Instruction 1315.20, "Management of Department of Defense (DoD) Foreign Area Officer (FAO) Programs," September 28, 2007

Per the above references, the Defense Security Cooperation Agency (DSCA) provides input to the annual report on FAO programs (TAB A).

My point of contact is Paul S. Gendrolis, SCO Program Analyst,
DSCA/DBO/Comptroller, 703-604-0051, email paul.gendrolis@dscamil.

A handwritten signature in black ink that reads "William E. Landay III".

William E. Landay III Vice
Admiral, USN Director

Attachment:
As stated

cc:
DUSD(PICOS)

DSCA Annual Report on Foreign Area Officer Programs

This report for the Under Secretary of Defense for Personnel and Readiness (USD(P&R)) is prepared and submitted pursuant to DoD Instruction 1315.20, "Management of Department of Defense (DoD) Foreign Area Officer (FAO) Programs," and in response to USD(P&R) memorandum, Annual Report on Foreign Area Officer Programs, dated September 14, 2011.

1. Focus Issues.

a. The manning of FAO coded billets at less than 95% would have a negative impact on overall mission accomplishment of DSCA and its subordinate agencies. The FAOs employed by DSCA hold key positions at the Headquarters, at DISAM, and at the Regional Centers for Strategic Studies (RCs). Their expertise, regional experience, and operational knowledge in Security Cooperation (SC) cannot be substituted for by non-FAOs. DSCA relies on FAOs to run a number of sensitive programs with U.S. friends and allies- Pakistan, Iraq, Afghanistan, Saudi Arabia, and UAE, to name only a few. Their on-the-ground experience, contacts, and FAO skills are critical to ensuring that U.S. national security interests are met successfully in dealing with our global partners.

b. DSCA works closely with the Service personnel commands to not only get FAO billets filled, but to get the right category of FAO assigned that can best meet DSCA regional requirements. Over the last several years, DSCA has seen improvement in the assignment process, especially with the Army and the challenges it faces in meeting the growing demand for FAOs globally. DSCA pays attention to detail in working FAO requirements to ensure that the personnel requisitions we submit to the Services reflect the needs of this command.

c. To date, DSCA has not employed Reserve FAOs. However, Reserve FAOs with overseas experience could augment the DISAM staff on a temporary basis. This past year, a DISAM regional director was deployed to Iraq, presenting an opportunity to employ a Reserve FAO. Although we were unable to take advantage of the Reserve FAO program at that time, it is an option we plan to explore further.

d. As reported last year, the demand for qualified FAOs, from O4 to O8, in all Services, is increasing significantly due to implementation of the Senior Defense Official/Defense Attaché (SDO/DATT) program in U.S. Embassies and the expansion of SC programs worldwide. The governing regulations for SDO/DATT require that these officers be FAOs. Full implementation requires over 140 FAOs serving overseas in SDO/DATT positions, with up to an additional 140 in various phases of training in preparation for assignment. While processing over 75 SDO/DATT nominations this past year, we found that, apart from the Army, the other Services still cannot fill senior positions with experienced and fully trained FAOs. Instead, the Services fill the positions

with the best qualified officers available – capable, professional individuals, but not FAOs. The DSCA Global SCO Review identified the requirement for an additional 288 personnel to perform SC functions in SCOs worldwide and the Geographic Combatant Commands (GCCs) want more FAOs to fill them. This remains true in the AFRICOM and CENTCOM areas of responsibility where qualified African and Middle Eastern FAOs are still in short supply. These growing requirements necessitate the availability of more FAOs to serve as SDO/DATTs and SC officers.

e. Through their foreign language skills, country/regional expertise, and host nation contacts, FAOs play an integral role in the successful implementation of SC programs and in promoting U.S. national security objectives. They are critical in all aspects of establishing and promoting U.S.-host nation military-to-military relationships and in conveying American ideals and our military values. As SDO/DATTs, senior FAOs represent the entire structure of the DoD in dealing with host nation counterparts and defense organizations. Their training and experience also make them valuable to the Ambassadors they serve in their respective countries. In order to ensure FAOs are fully prepared to manage SC programs and to perform the missions expected of them, we all must make every effort to ensure that FAO accession, training, and promotion policies provide a steady stream of qualified FAOs to fill these high visibility positions.

2. FAO Achievements.

a. The FAOs assigned to DSCA and subordinate agencies continue to create relationships with U.S. strategic partners that promote our national interests, build partner capacities for self-defense and coalition operations, and promote peacetime and contingency access for U.S. forces. They engage partner nation senior military and defense officials in promoting mutual defense cooperation, and manage Foreign Military Sales (FMS), Foreign Military Financing, and International Military Education and Training (IMET), and numerous DoD SC programs. FAOs are essential force multipliers whose capabilities augment the strategic roles the GCCs play in their areas of responsibility.

b. At DSCA Headquarters, FAOs play a significant role in the coordination, management, and execution of SC programs globally, holding important positions as Country Program Directors (CPDs) in the Operations Directorate. In FY 2011, they developed, implemented, and supported SC programs to meet critical requirements in key countries, as previously noted. They continue to play a major role in the interagency effort to fully stand up CENTCOM's Office of Security Cooperation Iraq in FY 2012. DSCA's senior FAOs helped develop and implement programs in the major interagency effort to expedite FMS case development and deliveries of defense goods and services to partner countries, as directed by the Under Secretary of Defense for Policy (USD(P)). DSCA also has a number of retired FAOs who serve as CPDs, manage the SDO/DATT and FAO programs, and work with the Services' acquisition and logistics commands in the transfers of major defense equipment to our allies and friends.

c. At DISAM, FAOs instruct new SC officers, many of whom are also FAOs, in Security Assistance management and in what they need to know to be successful in SCOs or as SDO/DATTs. Not only are these FAOs well versed in all aspects of SC management, but they come to us from SCOs where they performed the work they now instruct. They also conduct the Regional Seminars, aligned with each GCC, to provide an awareness of the full range of military, political, economic, historical, and cultural FAO skills needed to successfully interact with host nation militaries.

d. At the RCs, FAOs are engaged in international executive education/ Expanded IMET, regional alumni outreach programs, professional exchanges, and policy-relevant research. They establish and maintain close professional relationships with their FAO counterparts in their respective GCCs, SCOs, and Defense Attaché Offices, and with partner country personnel. They manage the International Military Fellows Program, coordinate GCC long term engagement plans with select countries, and participate in Building Partnership Capacity activities. They help advance regional security sector development; provide input to GCC Theater Campaign Plans and Embassy Mission Strategic Plans, joint planning groups, and security cooperation conferences; and provide pre-deployment opportunities to other FAOs and personnel en route to assignments in the regions.

3. Lessons Learned.

a. DSCA continues to work with the Services to expand the number of non-Army FAOs assigned to DSCA and subordinate agencies. This is a challenge since DSCA requires experienced O-5s and O-6s for most of billets and the Services are still growing their FAO corps. As the Service FAO programs continue to mature, DSCA expects to see greater opportunities to assign more Navy, Marine, and Air Force FAOs to the GCCs and SCOs, and with follow-on assignments to DSCA and subordinate agencies.

b. Many FAOs returning stateside from SCO assignments become CPDs at DSCA, regional directors/instructors at DISAM, and comprise the senior staff of the RCs. Their recent experience working SC programs significantly impacts overall mission accomplishment at all levels. Assignment to DSCA provides them with an opportunity to increase their FAO skills by being active members in the interagency process, dealing with counterparts in Policy, the Joint Chiefs of Staff J-5, and the State Department. FAOs with tactical-level field experience or an operational GCC-level tour gain an OSD strategic-level perspective, further enhancing their FAO value.

c. Beyond the strong analytical, political-military, and foreign language skills FAOs bring to DSCA, they also bring a wealth of personal contacts with host nation and

regional players. When the Director and Deputy Director travel overseas, the FAO CF'Ds who travel with them may already know the senior military and civilian leadership. When DISAM teaches Security Assistance courses to foreign personnel both in the U.S. and in host nations, the FAO instructors reestablish contact with counterparts. The FAOs in the RCs implement programs with senior host nation leadership, many of whom they worked with in-country. Due to the small size of the FAO community, they know their FAO counterparts in the countries they manage, in the GCCs, on the Joint Staff, and in other government agencies. Their interpersonal and networking skills are an intangible asset to the organization.

4. Significant Issues.

a. The DSCA Global SCO Review validated the demand for more SC officers. Numerous Ambassadors have approached DSCA with the request to either open a new SCO or increase the staffing in their SCO. Over the past decade, FMS increased over three hundred percent, and the range and scope of DoD SC programs grew significantly, all without a corresponding increase in SCO staffing. The GCCs also require personnel to serve in the SCOs who are well versed in irregular warfare issues, contingency operations, joint training and exercise planning, and bilateral affairs. FAOs have the required skills sets and are best suited for all of these requirements; their demand is increasing. The technical knowledge required by FAOs and personnel performing these SC activities must be tracked, nurtured, and used effectively. The GCCs must translate field-level FAO demand into FAO manpower requirements via their joint staffing documents to ensure the Joint Staff and Services know exactly what they need and why they need it. This necessity to fully document increased FAO SCO staffing requirements is critical in today's fiscally constrained environment.

b. SC knowledge and expertise are core skills for FAOs, increasingly important throughout the range of military operations, as emphasized in GCC engagement plans. FAOs provide the avenue to insert SC realities, as well as critical factors of cultural impacts, into both the planning and execution of GCC and senior DoD interaction with allies and friends. A large part of FAO value is in the ability to advise the senior leadership of the constraints and opportunities in SC, and in helping them to understand how to deal with the host nation militaries in a more effective and productive manner.

c. Improved SC training is one of the top ten priorities of the Secretary of Defense, DSCA and DISAM are working closely with all DoD elements to ensure that the most appropriate level of SC training reaches the entire SC work force. This program is critical for new SDO/DATTs, SC officers, and the FAO community at large. In coordination with DIA, DSCA ensures that new SDO/DATTs complete SC training as part of their mandatory qualification for the position. DISAM is also coordinating with DIA to expand the level of SC training new attaches receive in the JMAS course.



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DEC 23 2011

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE (PERSONNEL AND
READINESS)

SUBJECT: Annual Report on Foreign Area Officer Programs

References: (a) Under Secretary of Defense (Personnel and Readiness) Memorandum, "Annual Report on Foreign Area Officer Programs," September 14, 2011
(b) DoD Directive 1315.17, "Military Department Foreign Area Officer (FAO) Programs," April 28, 2005
(c) DoDI 1315.20, "Management of Department of Defense (DoD) Foreign Area Officer (FAO) Programs," September 28, 2007

As requested by Reference (a), and in accordance with References (b) and (c), attached is the Defense Threat Reduction Agency's Fiscal Year 2011 Annual Report on Foreign Area Officer Programs.

My point of contact for this matter is Ms. Mirna Flowers, Chief, Manpower Branch, Program and Budget Division, Comptroller Office, Business Enterprise, 703-767-4749 or mima.flowers@dtra.mil.

A handwritten signature in cursive script, appearing to read "Shari Durand", is positioned above the typed name.

Shari Durand
Associate Director
Business Enterprise

Attachment:
As stated

Defense Threat Reduction Agency
Fiscal Year 2011
Annual Report on Foreign Area Officer Programs
Executive Summary

Foreign Area Officers (FAOs) assigned to the Defense Threat Reduction Agency (DTRA) continue to be at the forefront of arms-control verification inspection missions in Russia and the former Soviet Republics and have deployed to support critical billets in Iraq and Afghanistan. During fiscal Year (FY) 2011, they served as team chiefs and deputy team chiefs for the newly implemented New Strategic Arms Reduction Treaty (START) and Conventional Armed Forces in Europe Treaty (CFE) inspection teams. Additionally, DTRA FAOs serve to great effect as policy analysts, regional specialists, DTRA action officers in the U.S. Government interagency process, Cooperative Threat Reduction (CTR) program managers, and liaison officers to the Combatant Commands (COCOMs).

FAOs can also be found developing the Agency's Regional Counter Proliferation Strategy that supports the COCOMs in identifying key regions with the greatest threat from weapons of mass destruction. Due to their interagency and international experience, DTRA FAOs continue to cultivate close working relationships with arms-control counterparts in Canada, Germany, Korea, Russia, and other nations of the former Soviet Union. In addition to the type of positions outlined above, DTRA FAOs execute missions in support of critical DTRA programs such as the International Counter Proliferation and the small Arms/Light Weapons Programs, the Plutonium Production Reactor Agreement, and the Enhanced End Use Monitoring Program, and provide expertise and support to the development of the Korean Arms Verification Agency.

As the CTR Program continues to grow in various geographical directions, the demand for the skill and experience that the FAO brings to this effort becomes greater than ever before. Russian-Eurasian FAOs have been critical to the success that the current CTR Program has and continues to experience in the former Soviet Union. The Cooperative Threat Reduction Directorate, as well as all of DTRA, places a very high value on receiving the quality FAOs that the services provide.

FAOs provide cultural, political, military, and economic insight into foreign regions that allow Senior Leaders at DTRA to make the right decisions as well as advise policymakers on key CTR efforts. It is crucial that DTRA's offices abroad be led by these officers. They are trained and experienced in bridging the distance between host nation, COCOMs, State Department, Office of the Secretary of Defense (OSD), U.S. Embassy, and a variety of other U.S. Government Agencies; all require cooperation and coordination to make our CTR Program effective.

DTRA will continue to rely heavily upon its FAO population to support the implementation of various arms-control regimes. Despite a Russian moratorium on the implementation of its responsibilities under the CFE Treaty, our FAO population in Europe continues to be fully engaged in executing responsibilities with the Russians under the Vienna Document of 1999. The New START Treaty (NST) went into effect in February 2011; as a result, DTRA FAOs involved with this

treaty have been extremely busy. During FY 2011, they hosted two exhibitions in the United States and attended one in Russia. Our NST teams conducted 11 NST inspections in Russia and escorted 10 Russian Inspection Teams as they conducted NST inspections throughout the United States. FY 2012 will be even busier, as each side will be permitted to conduct the full complement of 18 inspections. Taking into account the administration's continuing emphasis on arms-control activities across the board, DTRA's workload for its FAO population remains heavy and we will continue to require a high fill rate of our FAO authorizations.

Throughout FY 2011, DTRA continued its use and support of assigned personnel from the emerging U.S. Navy and U.S. Air Force FAO programs. The ability of FAOs from sister Services to interact with each other provides a key element in the FAO development process. As DTRA continues to expand its mission scope to include other countries it will require FAOs with skill sets to support its activities in these new areas. These areas include: Sub-Saharan Africa, Latin America, and Southeast and Northeast Asia. We continue to monitor the situation in North Korea and Northeast Asia, and currently assigned FAOs play an extremely important role in fulfilling that mission. Finally, with the continued emphasis on support to ongoing operations in Iraq and Afghanistan, DTRA provided several FAOs to both areas of operation during FY 2011.

MEMORANDUM FOR THE DEPUTY ASSISTANT SECRETARY OF DEFENSE
(READINESS)

Subject: Annual Report on Foreign Area Officer (FAO) Programs

1. In response to your request, I enclose the annual report on the combatant command and Joint Staff FAO programs. The combatant commands rely on FAOs' ability to promote security cooperation, encourage peaceful development, respond to contingencies, deter aggression, and enhance the effectiveness of their commands. The combatant commands have long understood the value of FAOs, a fact readily apparent in the steady increase in FAO billets during recent years.
2. While the number of billets increased, FAO fill rates fell for the third straight year. In addition, some FAOs do not meet all of the requirements for their positions, which forces the combatant commands to place unqualified FAOs or best-fit officers into essential overseas billets. The Joint Staff strongly recommends the Services continue their efforts to recruit, train, and assign sufficient FAOs to meet the demand.
3. The Joint Staff point of contact is Mr. Scott Brokaw; J-1/DAG; 703-571-3376.

A rectangular box containing a handwritten signature in black ink. The signature is cursive and appears to read 'Craig A. Franklin'. In the bottom right corner of the box, there is a small yellow circular icon with a question mark.

CRAIG A. FRANKLIN
Major General, USAF Vice
Director, Joint Staff

Reference:

- 1 DASD(Readiness) memorandum, 14 September 2011, "Annual Report on Foreign Area Officer Programs

Executive Summary

Foreign Area Officers (FAO) are recognized throughout the combatant commands (CCMDs) and Joint Staff as indispensable assets. One report stated that FAOs' contributions to the overall effectiveness of that command could not be overstated. Another command stated its FAOs are force multipliers in the implementation of the command's Theater Security Cooperation Strategy and that they represent the most concentrated source of foreign language capabilities and regional expertise in uniform.

FAOs possess a unique combination of language proficiency, regional expertise, and country perspective. Their depth of experience and unique understanding of political-military relationships and cultural norms and their familiarity with Defense Attaché Offices, Security Assistance, the U.S. Country Team and U.S. interagency processes make FAOs invaluable, particularly when addressing strategic planning, international policy, partner nation engagement, interagency cooperation, and security cooperation.

CCMDs have long understood the value of FAOs, a fact readily apparent in the steady increase in FAO billets during recent years. As of the end of FY 11, there are a total of 492 FAO billets at the CCMDs, a 14 percent increase since FY 09. The number of FAO billets will continue to increase over the next five years; USAFRICOM alone will add 20 new billets in FY 12 as it increases the number of Offices of Security Cooperation (OSCs).

The Joint Staff had 25 FAO billets in FY 11, 22 in the Strategic Plans and Policy Directorate (J-5) and 3 in the Operations Directorate (J-3). There was no increase in the number of Joint Staff FAO billets from FY 10 to FY 11; however, the Navy is scheduled to add two new FAO billets in the J-5 in FY 12.

FAO skills take years to develop and cannot be easily replaced or replicated. Because of this, the supply has struggled to keep pace with the demand. The overall fill rate for FAO billets at the CCMDs dropped for the third straight year, from 93 percent in FY 08 to 87 percent in FY 09 to 82 percent in FY 10 to 81 percent in FY 11.

Some of the commands described the impact of insufficient FAO manning. One said that without FAOs, their analytical and engagement directorates miss a vital part of the "whole picture" approach. Another stated that, depending upon the country, manning FAO billets at less than the DOD goal of 95 percent heavily degrades or precludes altogether the implementation of U.S. policy in support of the Global Employment of Forces, Strategy of Active Security, and the command's Theater Campaign Plan.

As USAFRICOM continues to establish relationships on the African continent, OSCs will increase and mature, promoting stability and partner-nation capacity. Because most of the command's OSCs are small-typically with one to three assigned personnel-filling FAO positions at less than 100 percent is extremely detrimental to the mission. Billet gaps, even for a short period of time,

result in the loss of relationships developed and cultivated over the entire tour of the FAO.

USTRANSCOM reported that as a functional combatant command, it has a limited need for FAOs. In its FY 10 report, USTRANSCOM reported requirements for two FAOs (one Army and one Air Force). As of FY 12, the Army billet was removed from the manning document due to a Management Headquarters Baseline reduction, and the Air Force position never came to fruition.

Another concern is that some FAOs do not meet all of the requirements for the positions. At some commands, Services have assigned personnel who do not possess the requisite language skills, in-country training, cultural training, or political-military experience. These shortages force the commands to place unqualified FAOs or best-fit officers into essential overseas billets.

Adequate training to sustain a FAO's skills is very important. One command recommended that FAOs, who will ultimately fill foreign language coded billets or serve downrange for the majority of their time assigned to the command, receive "in-route to assignment" language and culture immersion training.