



DOD 2007 ANNUAL FOREIGN AREA OFFICER REPORT

April 2008



PERSONNEL AND
READINESS

UNDER SECRETARY OF DEFENSE
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

MAY 7 2008

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
DIRECTORS OF THE DEFENSE AGENCIES

SUBJECT: FY 2007 Annual Foreign Area Officer (FAO) Program Review and Report

I am forwarding the Department of Defense FY 2007 Annual Foreign Area Officer (FAO) Program Review and Report. This report reflects the great effort and progress made by the Services in developing FAOs that possess a unique combination of strategic focus, graduate-level education, foreign language proficiency, and broad regional expertise to meet the Department's needs.

The annual report examines the DoD FAO Program from two different perspectives – from the producers of FAOs (the Services) and from the users of FAOs (the Joint Staff, Combatant Commands, and Defense Agencies). Over 1,600 officers currently hold the FAO designation – an increase of about 200 from FY 2006 – and the Services plan to develop almost 1,000 new FAOs by 2013. The demand for FAOs is extremely high, reflecting a growing recognition from the COCOMs and Defense Agencies of the value and unique skills FAOs bring to the strategic environment we face today.

It is through your continued efforts that the Department's FAO program continues to improve and grow. Thank you for your attention and support to this important program.

A handwritten signature in blue ink that reads "David S. C. Chu".

David S. C. Chu

cc:

COMMANDER, USEUCOM
COMMANDER, USNORTHCOM
COMMANDER, USSOCOM
COMMANDER, USTRANSCOM
COMMANDER, USSTRATCOM
COMMANDER, USPACOM
COMMANDER, USSOUTHCOM
COMMANDER, USJFCOM
COMMANDER, USCENTCOM

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Department of Defense 2007 Annual Foreign Area Officer (FAO) Report Executive Summary

This report provides the Office of the Secretary of Defense a review of the Services' FAO programs and the Joint FAO Program. Information contained in this report is based on the Services', Joint Staff (including Combatant Commands (COCOMs)), and Defense Agencies' annual FAO program reviews as reported in their Annual FAO Reports.

The DoD FAO program continues to develop and expand its FAO population. Over 1,600 officers currently hold the FAO designation – an increase of about 200 from FY 06. The Services plan to recruit and train more than 170 a year, with almost 1,000 new FAOs entering the program by 2013.

The Department continues to exceed all FAO accession goals and the number and quality of FAO applicants remain strong. Total applicants across all Services exceeded requirements by 1,151 percent – an increase of 737 percent from the previous year – while qualified applicants exceeded requirements by 334 percent. Although the Services exceeded accession goals, fill rates are still low due to the lengthy training process.

The Army FAO fill rate fell from 98 percent in FY 06 to 86 percent in FY 07. Army requirements grew by 50 from the previous year, and although it accessed 49 officers, the gap widened due to the retirement and separation of about 72 officers. Manpower shortages will improve with availability of officers after training and increased accessions. To help bridge the gap, the Army added 12 additional officers into the program in FY 07 by utilizing non-traditional accession methods (i.e. branch transfers, call to active duty).

The Marine Corps continues to have a low fill rate of 49 percent but expects significant improvement after the current review and realignment of FAO billets. Although the Air Force and Navy fill rates are considerably low, 6 percent and 48 percent, respectively, they are moving in the right direction by deliberately developing officers as required in the directive and instruction. In FY 06, the Air Force reported one and the Navy had 12 fully qualified FAOs. In FY 07, the Air Force had 39 and the Navy had 23 fully qualified FAOs with about 115 and 30 officers, respectively, in the training pipeline. This is not enough officers to fill Service requirements at this time, but to help alleviate the low fill rate, the Air Force, Navy, and Marine Corps purposefully accessed a significant number of officers that already met the minimum program requirements, immediately making them available to fill vacant FAO billets.

The Army and Marine Corps promotion rates for O-5 exceeded Service average promotion rates by 5 percent and 23 percent, respectively, which is an improvement from the previous year. The Army and Marine Corps FAO O-6 promotion rates also improved over the previous year, but remain slightly under the Service average promotion rate at 1 percent and 2 percent lower, respectively. The Navy, which is providing promotion data for the first time, reported FAO promotion rates for O-5 and O-6 well below the service promotion rate average for officers in the primary zone at 40 percent and 35 percent lower, respectively. However, a large percentage of above zone officers were selected for promotion on these boards indicating the Navy is promoting the number of FAOs needed to meet near-term requirements. The Air Force will not report data until its first group of FAOs graduate in FY 08.

DoDD 1315.17 directs the Secretaries of the Military Departments to design “FAO programs to provide opportunity for promotion into the General/Flag officer ranks.” Two Army FAOs were selected to brigadier general in FY 07. These single tracked officers are currently the Defense Attachés in China and Russia. The recently published DoD Directive 5105.75, *Department of Defense Operations at U.S. Embassies*, which established the position of Senior Defense Official/Defense Attaché at U.S. embassies, should increase the demand for General/Flag officers with FAO skills. The Services and the Joint Staff also identified potential General/Flag officer requirements, but the billets have not been recoded specifically for FAOs.

Getting the requirements and validation process right continues to be an area of primary effort for all Components. The Air Force, with 217 FAO billets, continues to work the manpower process to address growing demand. The Army and Marine Corps will be coding additional billets in their Service Component Commands, 30 by FY 12 and 24 by FY 13, respectively. The Navy experienced success in FY 07, coding 29 billets and funding 239 billets through FY 14; 30 additional billets per year are scheduled for conversion to avoid gaps in operational Navy billets. Joint Staff and the COCOMs experienced a slight decrease in FY 07, but project a 20 percent increase from 322 to 385 billets by FY 14.

As the DoD Joint FAO program continues to mature and evolve, there are areas that require focused attention in the near term. Due to funding constraints, the Air Force is currently conducting two months of immersion training but plans to expand it to six months as required in the DoDI beginning FY 10. Other issues are sustainment training and the Services’ Reserve FAO Program. The Services recognize the limited number of opportunities for FAOs to conduct language and regional expertise sustainment training. All are evaluating several immersion programs and looking at utilizing the Defense Language Institute Foreign Language Center and the Regional Centers for training. The challenge is balancing the time required for refresher training with the demands of billets in the operating forces.

Although the Reserve FAO Program was addressed in the Services’ annual reports, they acknowledge there is still work to be done in managing and monitoring FAO personnel in the Reserve Components. The Army and Marine Corps’ are accessing Reserve FAOs that are already “fully qualified”; however, they have limited oversight over their respective Reserve FAO programs. The Navy is exploring a Reserve Component option for FAOs and is in the early stages of defining the Reserve FAO requirement, while the Air Force Reserve International Affairs Specialist Program is under development. The Services realize the Reserve Component FAOs are a key component to the success of the overall Joint FAO Program.

The DoD Joint FAO Program continues to make progress towards fulfilling the Department’s need for a highly trained and educated cadre of commissioned officers possessing regional expertise, language skills, and professional military experience essential to current and future national security requirements. The demand for FAOs is extremely high, reflecting a growing recognition from the COCOMs and Defense Agencies of the value and unique skills FAOs bring to the strategic environment we face today. The FAOs, developed under the Joint FAO program, are the model for how to build, train, and sustain a language capable, highly educated, culturally aware regional expert to successfully execute the U.S. National Security Strategy.

Department of Defense 2007 Annual Foreign Area Officer (FAO) Report

1. Background

This report provides the Department of Defense review of the Services' FAO programs and the Joint FAO Program. Information contained in this report is based on the Services', Joint Staff (including COCOMs), and Defense Agencies' annual FAO program reviews as reported in their 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).

DoD Directive (DoDD) 1315.17, *Military Department Foreign Area Officer (FAO) Programs*, signed by the Deputy Secretary of Defense on April 28, 2005, established the requirement for the annual review and report on the joint FAO Program for the Department. This is supplemented with the publication of DoD Instruction (DoDI) 1315.20, *Management of Department of Defense (DoD) Foreign Area Officer (FAO) Programs*, signed by the Under Secretary of Defense for Personnel & Readiness (USD(P&R)) on September 28, 2007, which provides the report format, procedures, 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.

DoDD 1315.17 required USD(P&R) to establish standard metrics and monitor FAO accession, retention, and promotion rates. The metrics provide the Services and OSD with a standard set of measurements to evaluate the success of Service programs to meet stated requirements in the areas of accession, retention, and promotion. This is the second annual report to cover an entire fiscal year and it documents data and progress through September 30, 2007. Data from the 2006 annual review and report was used to form a baseline of information to track and monitor FAO utilization and career progression, identify trends, and examine impacts of alternative practices among the Service programs.

2. Program Implementation

The DoD FAO Program, under the oversight of the Office of the Under Secretary of Defense for Personnel and Readiness (USD(P&R)), has used the guidance and policies in DoDD 1315.17 and in DoDI 1315.20 to reinvigorate and redirect efforts to better meet the Department's needs in the critical areas of language, cultural, and regional expertise. The FAO is the Department's uniformed expert that possesses a unique combination of strategic focus, regional expertise, cultural awareness, and foreign language proficiency. FAOs are managed to maximize their service in OSD, Joint, Combatant Command, and Service staffs and in select Defense Agencies.

The publication of DoDI 1315.20 in September 2007 further institutionalized changes made to the FAO Programs. This instruction implemented policies, assigned responsibilities, established timelines, and prescribed procedures directed in the Defense Language Transformation Roadmap and the DoDD 1315.17. It also established procedures to access, develop, retain, motivate, and manage all FAOs within the Department of Defense, and provided the report format, procedures, and reporting instructions for an Annual Report on DoD FAO Programs.

The review of Service reporting and their progress in transforming the FAO programs show that they are meeting their responsibilities in developing comparable programs, building requirements, and manning the force with trained FAOs in accordance with the policies and guidance in the DoDD 1315.17 and DoDI 1315.20. They have completed the structural changes that were outlined in the Service implementation plans submitted in June 2005 and discussed in the initial FAO report (March 2006) to meet the requirements of the Directive and the Joint FAO Program. This resulted in the modification of existing programs for the Army and Marine Corps, and the establishment of new FAO programs for the Navy and the Air Force. The Department has two programs with mature policies and experiences (Army and Marine Corps), and two newer programs that are gradually growing their cadres of language and regional professionals (Navy and Air Force). All are in the midst of building FAOs with a set of common training guidelines, developmental experiences, language, cultural, and regional expertise standards. Over 1,600 officers currently hold the FAO designation – an increase of about 200 from the previous year. The Services plan to recruit and train more than 170 a year, with almost 1,000 new FAOs entering the program by 2013 (Figure 1).

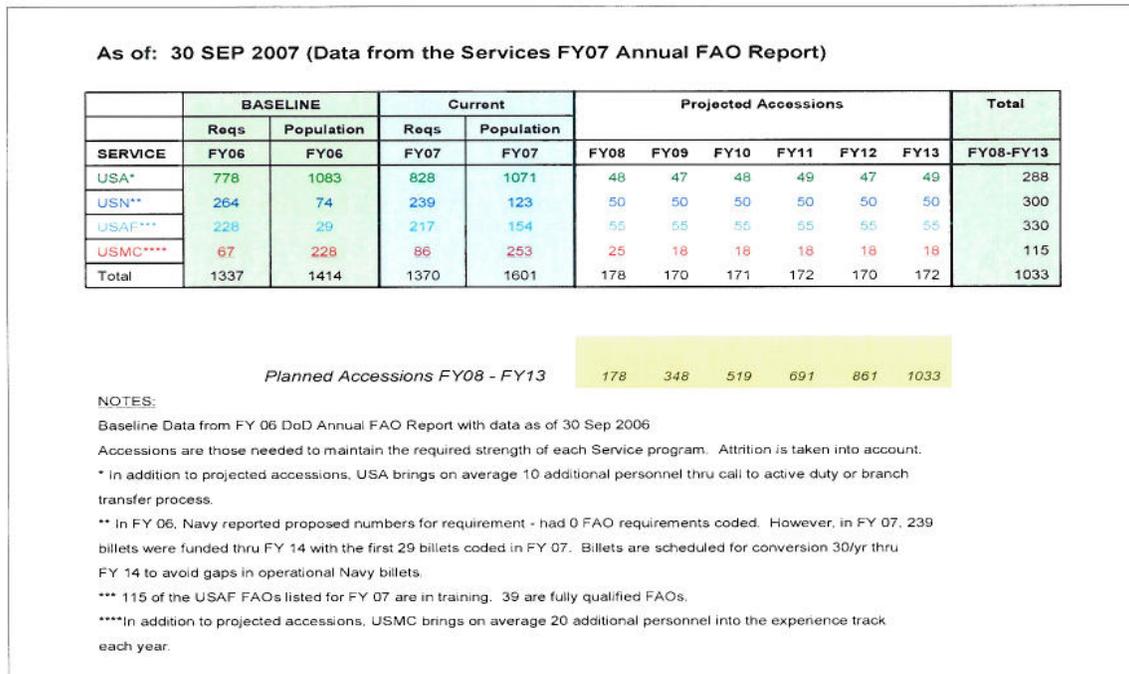


Figure 1 - FAO Requirements, Populations and Accessions

3. Career Structure

As described in their Annual Reports, the Army and Navy have a single-track approach to FAO career management and the Air Force and Marine Corps have a dual-track approach. In a single-track program, FAOs are managed in a restricted sub-specialty for assignments and career management. Once an officer is designated a FAO, he/she would generally serve only in FAO positions and compete for promotion and assignments primarily with other FAOs. In a dual-track program, a designated FAO would ideally serve alternately between their primary career field and FAO assignments. In the review of the FAO reports, the main impact and differences of the two tracks are time available for training and the possibility of repetitive assignments. Dual-track officers have a more limited opportunity (time available) for training to be a FAO due

to the requirements of their other career field. On the other hand, their opportunities to remain well-grounded in their basic military skill or designation may be greater. There is no clear indication at this time as to which is better, but the Department continues to monitor changes and trends in this area.

The Army has had experience with the single and dual-track systems, having originally developed their program as a dual-track, but later changing over to a single-track system. Since the inception of the single-track system, Army FAOs have become better experts on their regions of expertise due to more in-country time and service in repetitive FAO assignments. The Army envisions further growth as FAOs adapt to fulfill operational commander needs while executing contingency missions and conducting theater security cooperation with key partner nations. Currently, the Army is staffing a force design update (FDU) which could result in the placement of 30 additional Majors at Army Service Component Commands from FY 08 – FY 12. These officers will work in International Military Affairs divisions and support leadership efforts through the development of policy and the execution of theater security cooperation. They will be available to support operations across the entire spectrum of conflict including combat, humanitarian assistance, and training and assistance operations.

The Navy approach mirrors the Army as a single-track career field. Initially, Navy FAOs will be detailed to the Plans, Policy, and Operations directorates overseas at Fleet Headquarters, Naval Component Commands, and COCOM staffs. These officers will assume country desk duties while also serving as “on call” subject matter experts for theater crises/contingency operations. Acting independently when required, Navy FAOs will augment forward deployed Joint Task Forces (JTF), Expeditionary Strike and Carrier Strike Group staffs, American embassies, and coalition partners. To further expand its operational billet base, the Navy FAO community will seek to become a core part of the new Navy Expeditionary Combat Command (NECC). Navy FAOs will provide a core theater security cooperation (TSC) and humanitarian assistance (HA) capability within the Military Civil Affairs Group (MCAG), supporting the Joint Force Maritime Component Commander/Naval Component Commander. Navy FAOs will also be assigned as attachés, directors and action officers within the Offices of Defense Cooperation (ODC), Interagency Liaison Offices, the Joint Staff, and OPNAV staff as well as the Navy International Programs Office (NIPO).

The Marine Corps approach to dual-tracking appears to be working with its increased emphasis and closer management of Marine FAOs to ensure career paths and promotions are only positively effected by the demands of the FAO program. In the dual-track career paths that Marine FAOs follow, the imperative of keeping them competitive in both their primary and additional military specialties is understood and closely managed by both career monitors and FAO program managers. In 2007, the Marine Corps took a deliberate step to ensure that adequate language and regional expertise would be available in the future to Marine Component and Marine Expeditionary Force (MEF) commanders by creating 24 new FAO billets – 3 for each MEF and MARFOR. This significant expansion of the Marine FAO program is indicative of the growing appreciation within the Marine Corps and the Department of Defense for the value of linguistic and regional expertise brings to the new strategic environment.

The Air Force FAO program efforts appear to be maturing to meet DoD and Service needs. Officers designated as a Regional Affairs Strategist (RAS) – Air Force designation for FAOs –

embark on a dual career path, alternating between their primary career specialty and RAS assignments. While these officers will remain classified under their functional specialty's core - Air Force Specialty Code (AFSC) – they are considered as RAS officers throughout their career for tracking purposes. The Air Force is dedicated to developing FAO skills and ensuring this is a career-enhancing developmental path. RAS officers are assigned at COCOMs, Air Component Command, HQ USAF staff or “tip-of-the-international spear” attaché and security assistance offices (SAO).

	DoD	Navy (new program)	Army	Air Force (new program)	USMC
Accession	Broad Mil exp Primary MOS Qual Competitive Selection Commissioned Officers	8-12 Years URL/RL/Staff Board Select	7-10 Yrs Primary MOS Qual Board select	Regional Affairs Strategist (RAS) - 7-10 yrs Board select	3-11 yrs Possess Primary MOS Qual Study Track - Board select Experience Track - Board select
Education/ Training	Graduate education in a regional area Language 3/3/3 In-country/immersion	3 yrs Graduate Studies Language In-country Training (ICT)	3 yrs Language (1 st) In-country Training (ICT) Graduate Studies	2-3 yrs Graduate Studies Language In-country Training (ICT)	Study Track - FAO - 3 yrs (like Army) Regional Affairs Officer (RAO) - 18 months Experience track - N/A
Career Track (for promotion and assignment)	Ensure competitive career advancement	Single Track Own Restricted Line community and promotion category (1710 - FAO designator)	Single Track (FA 48 - FAO designator)	Dual Track Both tracks remain under Primary AFSC (16F - FAO AFSC)	Dual Track Both tracks remain under Primary MOS
Usage	US DoD Rep to foreign governments and military establishments	All FAO assignments	All FAO assignments	Alternate assignments with MOS	Alternate assignments with MOS
Sustain	Provide expertise sustainment and refresher training throughout lifecycle	Tailored training before 2 nd FAO assignment	Tailored training before 2 nd FAO assignment	Tailored training before 2 nd FAO assignment	Under development

Figure 2 – Service Program Comparison

4. Requirements/Utilization

The process of properly identifying and validating FAO requirements is a critical element in building and sustaining the program. With an average training time for a FAO of two to three years, it is imperative that the Services have an accurate picture, not only of current requirements, but also of mid-term needs (e.g., out to six years), in order to fulfill their responsibilities as force providers. Great progress has been made in refining requirements over this reporting period. Noteworthy is the great strides the Navy has made in coding FAO billets. In FY 06, the Navy reported a proposed requirement of 264 since they had zero FAO coded requirements. However, in FY 07, 239 billets were funded through FY 14, with the first 29 billets coded as FAO and additional billets of 30 per year scheduled for conversion to avoid gaps in operational Navy billets. Requirements for FAOs have grown from 1,073 (does not include Navy's proposed but not yet re-coded requirement in FY 06) in the baseline reporting period to 1,370 for FY 07 (Figure 1).

The Joint Staff report identifies a requirements and utilization issue and changes needed in the requirements for FAOs on the Joint Staff and in the COCOMs. Work on this has already begun. The COCOMs and Joint Staff have a total of 322 FAO billets with 273 of those filled. The total number of FAO billets in FY 07 represents a slight 4 percent decrease from the 337 total in FY 06. However over the FYDP, FAO billets will increase 20 percent to 385 billets by FY 14. The FY 07 fill rate shows a 5 percent decrease from FY 06. The Joint Staff reported that five

COCOMs have projected FAO increases for FY 08 – FY 14 with USCENTCOM and USEUCOM transferring billets to AFRICOM. During this reporting period, EUCOM included AFRICOM in its annual report; however, AFRICOM will be reporting separately in FY 08. The chart below shows FY 07 Service fill rates for COCOM and Joint Staff billets.

Overall Fill Rate	FY 06: 90%		FY 07: 84.8%	
	Army	Navy	Air Force	Marines
Total Positions Allocated to each Service	244	1	76	1
Billets Filled	232	1	39	1
Percentage of Billets Filled	95%	100%	51.3%	100%

Figure 3 – Service Fill Rates for Joint Staff and Combatant Commands

Army FAOs continue to fill majority of the FAO coded billets within the Defense Agencies. The significant difference is due to the Army having the largest and most mature FAO program, but the proper distribution and growth of the requirements for the new programs continues to be an area of emphasis for the Department. DSCA, for instance would like to see Navy, Air Force, and Marine FAOs employed throughout the security assistance community. Coupled with their service-specific knowledge and FAO skills, they would enhance mission accomplishment within the organization. In addition, DTRA’s expanding programs suggest a requirement for a more global FAO representation as opposed to the present steady-state requirement for almost exclusively Army FAOs. As new Service programs continue to develop and provide a pool of Navy, Air Force, and Marine FAOs, Defense Agencies are looking to broaden its expertise by either recoding existing positions or requesting additional Service augmentation.

5. Advancement

DoDD 1315.17 directs the Secretaries of the Military Departments to design “FAO programs to provide opportunity for promotion into the General/Flag officer ranks.” In order to achieve this, FAOs must first be competitive at the O-5 and O-6 levels. Several aspects of FAO careers will help contribute to making this a reality. Most FAO duty positions are in the Joint arena, where promotion rates are monitored to ensure the competitiveness of Joint Duty Officers compared to their Service contemporaries. The Joint Staff routinely reviews the results of Service promotion boards to ensure Joint duty is not a hindrance to promotion. While not all FAOs will qualify as Joint Duty Officers, repeated Joint assignments will increase the likelihood that they will be designated. The Goldwater-Nichols legislation that mandated this review of joint duty promotion rates also directed that General/Flag officers have attended a joint training course and had at least one previous Joint assignment before promotion to O-7. Many FAOs will meet this requirement through their routine career assignments.

The Annual Reports note a number of Service and Joint General/Flag officer billets that would be logical career progressions for FAOs. These positions include those Defense Attaché positions already coded for a General/Flag Officer (e.g., Russia, China, and the UK), as well as positions in Defense Agencies, Services, Combatant Commands, and the Joint Staff that require considerable political-military acumen (e.g., in the intelligence, international affairs, security assistance, and strategic plans and policy areas). The goal is to identify billets that would benefit

from a General/Flag officer with FAO skills and have the assignments rotate among the Services to allow equal opportunity and the time needed to identify, train, and promote a FAO to General/Flag Officer. The Joint Staff reported potential General/Flag officer billets in J-5; however, it noted that currently there is no intent to code any of these billets specifically for FAOs. The recently published DoD Directive 5105.75, *Department of Defense Operations at U.S. Embassies*, which established the position of Senior Defense Official/Defense Attaché (SDO/DATT) at U.S. embassies, will have an impact on the number of General/Flag officer positions that could be filled by qualified FAOs. DIA reported that this will increase the requirement for General/Flag officer who have the same attaché training and FAO skills as those officers currently serving in DAO Moscow, DAO Beijing, and DAO London.

During this reporting period, two Army FAOs were selected to General/Flag officer ranks. The Defense Attachés in China and Russia are single tracked FAOs selected for brigadier general to fill these billets.

6. Incentives

There are many incentives available to FAOs which make the program desirable initially and assist in retaining FAOs once in the program. The initial training for all FAOs is cited as a major inducement to attract the highest quality candidates to the FAO program. A fully funded graduate degree, learning a language at DLIFLC, and in-country immersion training are the premier incentives for FAOs to join the program. The recent improvement in career and promotion opportunities also encourage potential FAOs to select this career field.

Currently, there is only one monetary incentive provided to FAOs. The Foreign Language Proficiency Bonus (FLPB) program is designed to provide incentives which reward the acquisition, maintenance, and enhancement of foreign language skills at or above required proficiency levels. Based on the FLPB policy, FAOs are eligible to qualify for up to \$1,000 per month based on the number of languages spoken and proficiency levels. The Services have not identified a requirement to create any additional financial incentives for FAOs. DoD will continue to monitor Service FAO programs through Annual Reports and the application of metrics. Additional incentives for FAOs will be considered or developed, if deemed necessary.

7. Training

Each of the Services recognize the common set of skills needed to become a qualified FAO. The basic requirement of language at a professional level (i.e. Interagency Language Roundtable (ILR) Reading 3/Listening 3 and with a goal of Speaking 3, a post-graduate degree in applicable regional studies, and in-country experience in advance of assignment are found in each program and required in the DoD Joint FAO Program. This ensures that regardless of Service, a FAO will have common core competencies and capabilities. FAOs generally receive their language training from the Defense Language Institute (either in Monterey or Washington). Graduate-level education is obtained at the Naval Postgraduate School (NPS) for the Navy, Marine Corps, and Air Force while the Army continues to focus on civilian universities for graduate-level education. The greatest difference is in the length of in-country experience requirements of the programs, with the Army and Marine Corps providing 12 months (or more), the Navy 6 months, and the Air Force currently only 2 months. The Air Force will be expanding their cultural

immersion training to 6 months as required in DoDI 1315.20 with full implementation beginning FY 10. The Air Force realizes the demand for FAOs to fill worldwide requirements and is getting FAOs certified through the training pipeline as fast as they can grow them. Funding request has been submitted for this requirement. All are working to include related programs in-country (Program Exchange Positions, Foreign Professional Military Education, Olmsted/Mansfield Programs) that increase the time in-country, in recognition of the importance of the immersion training on language skills and experience in the region.

Following the initial period of training and education to become qualified under the DoD Joint FAO Program, FAOs attend Professional Military Education courses and pre-assignment courses that are standard for their Service and/or the Agency/Activity they are to be assigned. These courses allow the FAOs to study job-specific or joint subjects with their Service and other Service contemporaries. Some FAO duty positions require specialized pre-assignment training. These include assignments as an attaché and in an Office of Defense Cooperation or Military Assistance Group. FAOs assigned to one of these positions attend a course of instruction prior to their deployment in-country. These courses expand upon previous general military and FAO training, focusing on the unique aspects of the duty assignment, the country, and the bilateral relationship between the United States and the host country. In some cases, additional language training is part of the pre-deployment training regime. As noted by DIA, 80 percent of nominees for the Joint Military Attaché School arrive for attaché training with no proficiency in the principal language of the country to which they are being assigned. Rather than focusing available training time and money on moving an experienced, language-capable FAO up to a higher level of language skill, a significant amount of available resources must be devoted to gaining the basic language qualification (2/2/2) before an officer is deployed. The improvement in the Joint FAO program and its expansion to the Navy and Air Force will directly reduce this as the Services develop FAOs with a set of common training guidelines, development experiences, language, cultural, and regional expertise standards as prescribed in DoDD 1315.17 and DoDI 1315.20.

8. Inter-military Department Coordination

The Services, as directed by the DoDD 1315.17, are working to “coordinate efforts with the other Military Departments, where practical, to take advantage of established training programs and initiatives to achieve mutual benefits and resource efficiency.” An excellent example, and a best practice now being integrated into all FAO training is the Army’s FAO Orientation Course and Regional Conferences. These programs provide the newly selected FAO with an overview and understanding of the FAO program, career field, and regional/country-specific information.

The FAO Orientation Course, conducted twice a year for new FAOs in language training at DLIFLC or attending graduate school at NPS, was held in January and July 2007. 81 new FAOs from all Services attended the events in January and July and the number of participants doubled from the previous year. The Regional Conferences hosted by the Army has seen some participation from the Marine Corps and a likely interest from the Navy and Air Force as they gradually build their FAO population.

Although there is a significant amount of inter-military coordination on an informal basis, cooperation and successes are captured formally in a quarterly OSD FAO Proponent meeting.

These quarterly meetings are attended by representatives from the Service FAO Proponent offices, the Joint Staff, Defense Agencies (DIA, DTRA, DSCA), key OSD Staff and chaired by the Defense Language Office. This allows all the members to brief their FAO program's current status and share lessons learned or raise issues as they develop. As each program is in a different state of transition, there are very few challenges that have not been identified and resolved by at least one of the Service FAO programs. Each Service FAO program is able to advance and improve by sharing the best practices and lessons learned established by other programs.

9. Sustainment Training

DoDD 1315.17 and DoDI 1315.20 makes it clear that a dedicated and comprehensive sustainment effort must be instituted to insure language proficiency and regional expertise skills are not degraded or lost. Comprehensive sustainment training is an integral element of a FAOs career and lifecycle development; the higher language proficiency requirements make this even more essential.

The Services recognize the limited number of opportunities for FAOs to conduct language and regional expertise sustainment training. This is particularly a challenge for Air Force and Marine FAOs which has dual-track career paths and are expected to maintain their FAO skills while serving in their primary military occupational specialty. The Army and the Navy expect their FAOs to maintain their regional capabilities through repetitive FAO assignments in their regions.

Web-based language training programs such as Rosetta Stone, LingNet/GLOSS, and Transparent Language are commonly used by the Services. All are evaluating several immersion programs and looking at utilizing the Defense Language Institute Foreign Language Center (DLIFLC) and the Regional Centers to provide sustainment and refresher training. The challenge is balancing the time required for refresher training with the demands of billets in the operating forces.

10. Reserve FAO Program

Although the Reserve FAO Program was addressed in the Services' annual reports, they acknowledge that there is still work to be done in managing and monitoring FAO personnel in the Reserve Components. The Army and Marine Corps are accessing Reserve FAOs that are already "fully qualified"; however, they have limited oversight over their respective Reserve FAO programs. Because of the nature of their Reserve FAO programs, these officers remain current in their basic branch functions until they are assigned to FAO billets. The Army reported 49 and Marine Corps had 33 Reserve FAOs in their respective programs. The Navy is exploring a Reserve Component option for FAOs and is in the early stages of defining the Reserve FAO requirement while the Air Force Reserve International Affairs Specialist Program is under development. The Services realize the Reserve Component FAOs are a key component to the success of the overall Joint FAO Program.

11. FAO Metrics (Data as of September 30, 2007)

DoDD 1315.17 requires the USD(P&R) to establish standard metrics and monitor FAO accession, retention, and promotion rates. The initial set of eight metrics was 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, retention, and promotion. This is the second annual report to cover an entire fiscal year and it documents data and progress through September 30, 2007. Data from the 2006 annual review and report was 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.

The analysis of the data submitted by the Services for FAO metrics are useful in measuring the effectiveness of the FAO program initiatives and identifying trends, though a complete picture and larger trends will take a number of years to develop. There are no required changes to the metrics identified during this reporting period. The metrics will continue to be reviewed and will be updated and adjusted as new trends, requirements, or issues are identified.

FAO Accession. The metrics on accession applicant rate is designed to measure the volume of applicants to determine if each FAO program is receiving a sufficient number to maintain a healthy program. DoD-wide focus on the importance of FAOs and corresponding incentives has greatly increased the number and quality of applicants. As a result, the Department exceeded all FAO accession goals. Applicants, in all Services, exceed requirements by a DoD-wide average of 1,151 percent with over 2,094 officers applying for 182 required FAO accessions (Figure 4). The applicant rate more than doubled from FY 06 (414 percent) with over 708 officers applying for 171 required FAO accessions (Figure 6). The Services attribute the high accession rate to a concerted and aggressive outreach programs such as speaking engagements, publication of newsletters, and websites.

The FAO applicant quality metric is designed to measure the quality of FAO Program applicants in order to maintain a quality program. As Figure 5 shows, the quality of applicants is strong, providing FAO selection panels with more than three qualified applicants per requirement. Qualified applicants exceed requirements by 334 percent with over 608 qualified officers applying for 182 required FAO accessions (Figure 5).

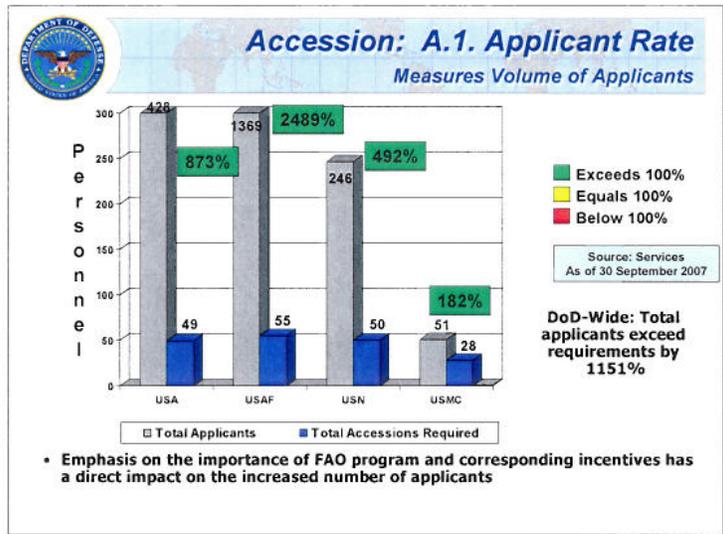


Figure 4 - FAO Accession: Applicant Rate

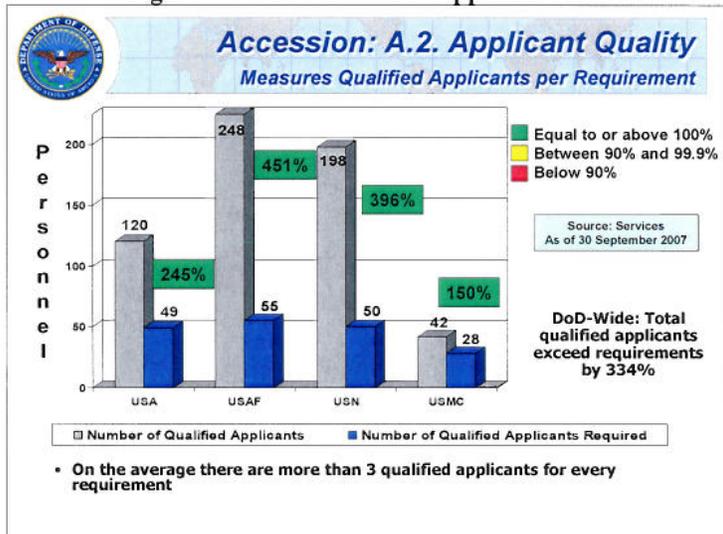


Figure 5 - FAO Accession: Applicant Quality

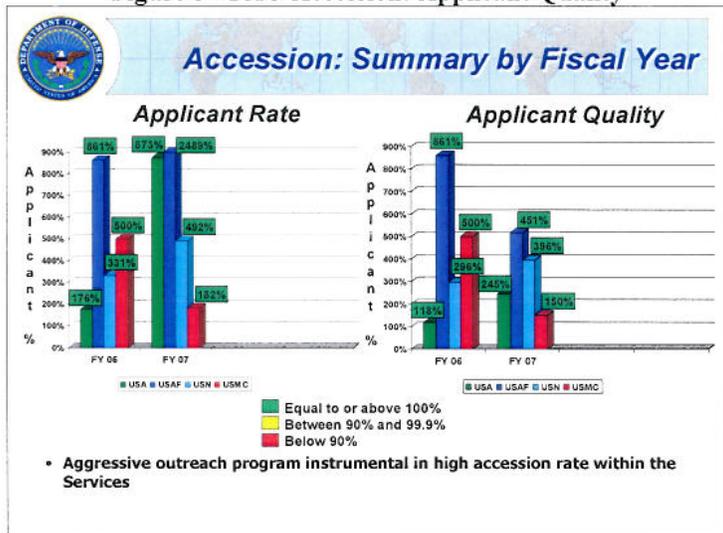


Figure 6 - FAO Accession Summary

The FAO completion of training metric is designed to measure the ability of Service training programs to successfully produce the required numbers of FAOs. As Figure 7 illustrates, the Army and Marine Corps' average of 95 percent for training completion statistics indicate that the competitive selection process is ensuring candidates are capable of meeting the rigorous FAO training requirements. This is unchanged from the previous year. The Air Force and Navy will be providing additional data for this metric in the next reporting period given that the initial class of FAOs began their training in summer 2006 and will be graduating during FY 08.

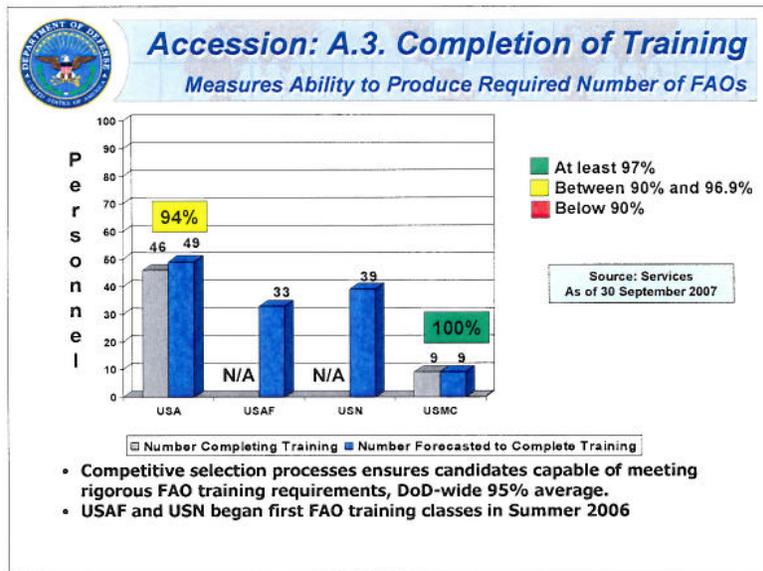


Figure 7 - FAO Accession: Training Completion

FAO Promotion & Retention. Promotion and retention of FAOs of the highest caliber are critical to the viability of the program. The FAO promotion rate metric is designed to measure the selection rate of primary (in) zone FAOs compared to the overall Service average for that board to ensure a viable and competitive program (Figures 8-12). The FAO requirement promotion rate metric is designed to measure if FAO selections for promotion meet FAO promotion requirements (Figures 13-16). The Army and the Marine Corps reported enhanced promotion rates for O-5 and O-6. However, the Navy, which is providing promotion metric data for the first time, did not do extremely well in the O-5 and O-6 promotion boards. The Navy FAO promotion rates for O-5 and O-6 are well below the service promotion rate average for officers in the primary zone; however, they have met their selection requirements indicating that the Navy is promoting the number of FAOs needed to meet current and near-term requirements.

Promotion and requirement promotion rate for the Air Force is not yet available; however, it will have FAOs at O-5 thru O-7 competing for promotion in FY08. The Department will continue to carefully monitor promotion rate trends particularly for new programs such as the Navy and Air Force as they develop their FAO programs.

The FAO O-5 promotion rate for Army and Marine Corps (96 percent and 93 percent, respectively) exceeded Service promotion rate average (91 percent and 70 percent, respectively) which is an improvement from the previous year. This was notably a major accomplishment for the Marine Corps since the FAO promotion rate to O-5 has been a difficult threshold for Marine FAOs to overcome with their dual-track program. On the other hand, the Navy FAO promotion

rate for O-5 in the primary zone is 40 percent below the Navy average of 78 percent. When the Navy FAO community was established in 2006, it allowed the selection of officers that had conducted FAO-type assignments but had failed to be promoted in their current community where FAO skills were not fully appreciated. These officers are now in a community where their skill sets and experience made the majority of them the best qualified and fully qualified officers being considered for promotion. Subsequently, a larger percentage of these above zone officers were selected for promotion. This was also the case for the Navy O-6 promotion board.

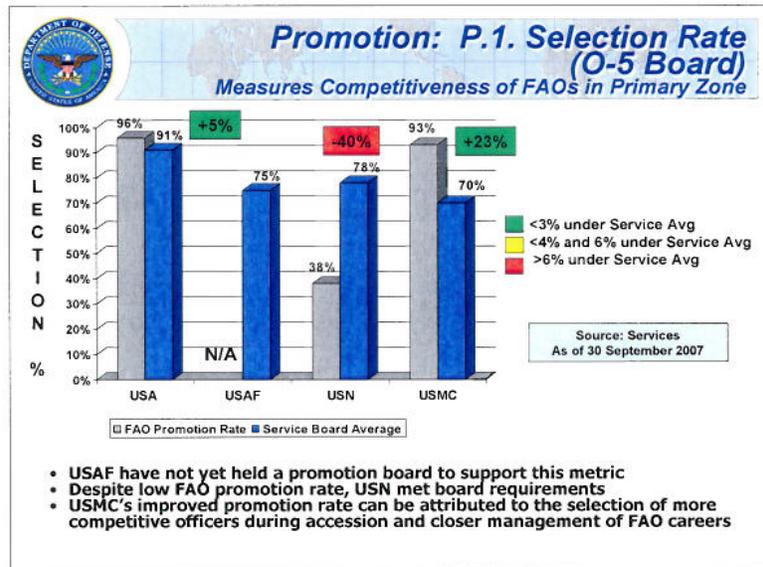


Figure 8 - FAO Promotion: O-5 Selection Rate

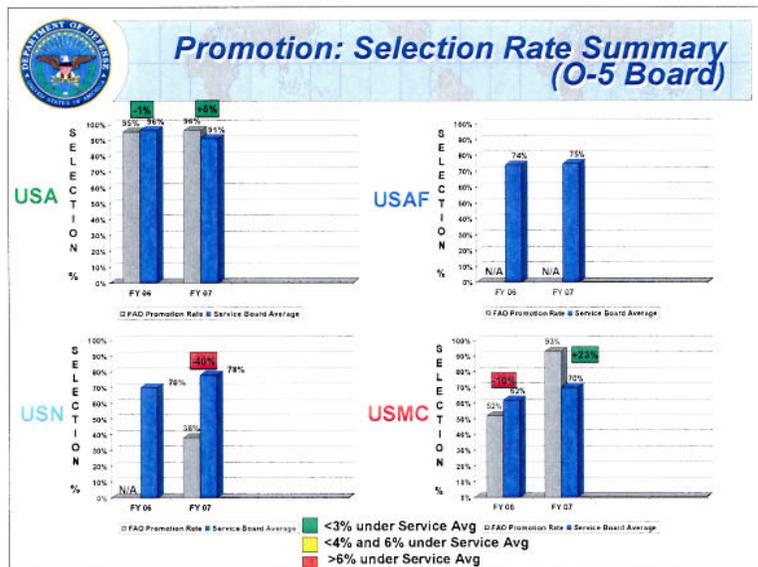


Figure 9 - FAO Promotion: O-5 Selection Rate Summary

FAO O-6 promotion rates for the Army and Marine Corps (60 percent and 50 percent, respectively) are near Service promotion rate averages of 61 percent and 52 percent, respectively. The O-6 promotion board rate for Army FAOs in FY 07 is a significant improvement since they were well below Service promotion average in FY 06.

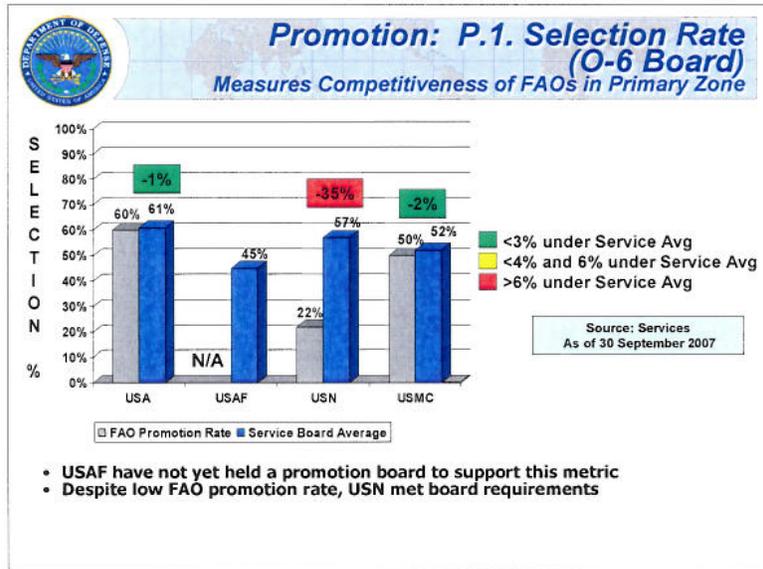


Figure 10 - FAO Promotion: O-6 Selection Rate

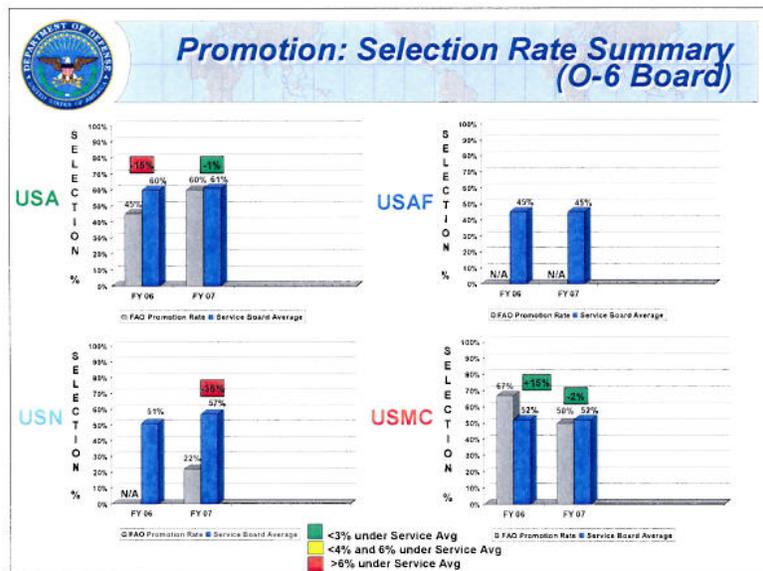


Figure 11 - FAO Promotion: O-6 Selection Rate Summary

During this reporting period, two Army O-6 FAOs were selected to General/Flag officer ranks. The Defense Attachés in China and Russia are single tracked FAOs selected for brigadier general to fill these billets. This is a significant improvement from the previous year since no FAOs were selected to O-7 in the FY 06 boards.

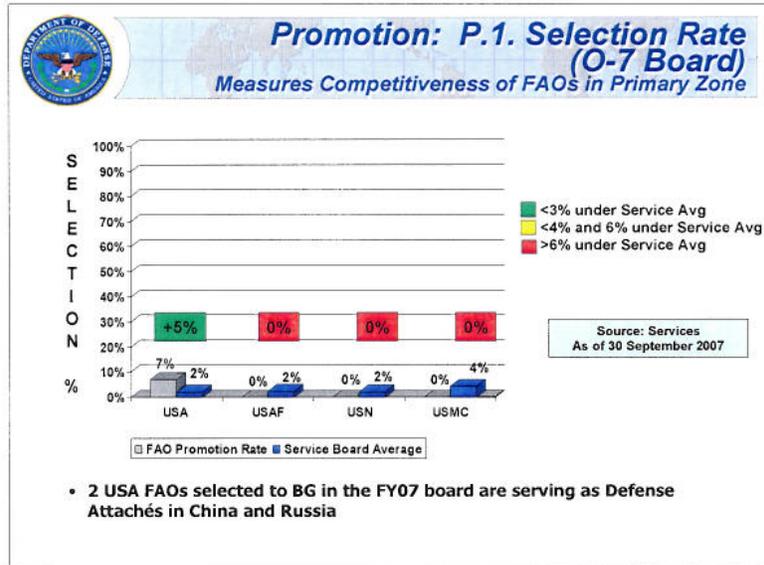


Figure 12 - FAO Promotion: O-7 Selection Rate

As illustrated in Figures 13-16, the Army and Navy promoted the number of FAOs needed to meet current and near-term requirements in the ranks of O-5 and O-6. In the case with the Army O-6 board, it selected eight more officers than was required which was attributed to a large number of senior officers retiring in FY 07 (Figure 15). The Air Force and Marine Corps do not promote officers to meet FAO requirements in their dual-track system. Instead, officers compete for promotion against the total general officer population as a group. This is an issue with the Services because it is difficult to track year to year if sufficient officers are being promoted to fill the requirements for the FAO program. Both the Air Force and Marine Corps will have to make a concerted effort within their proponent offices to track the requirement promotion rates.

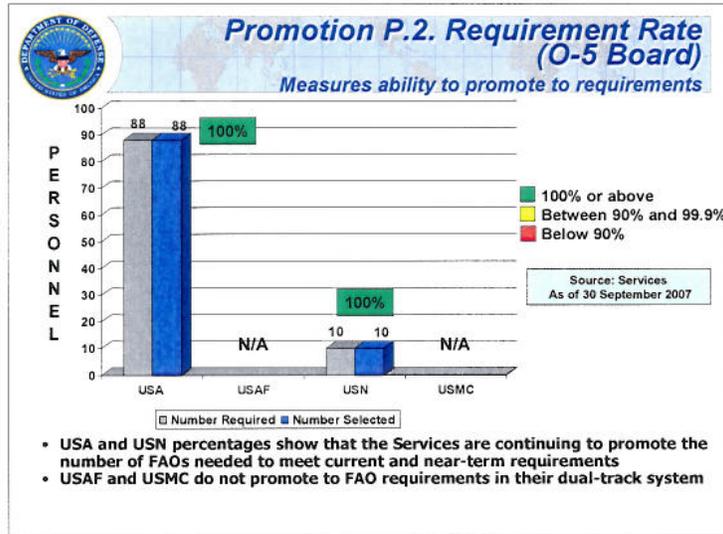


Figure 13 - FAO Promotion: O-5 Requirement Rate

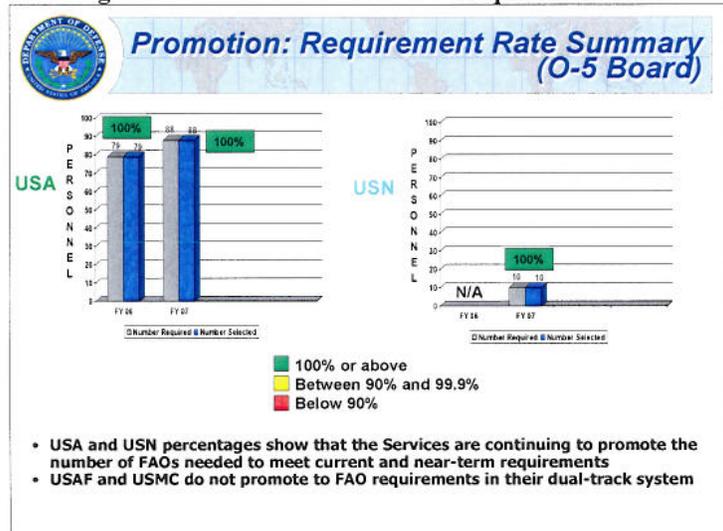


Figure 14 - FAO Promotion: O-5 Requirement Rate Summary

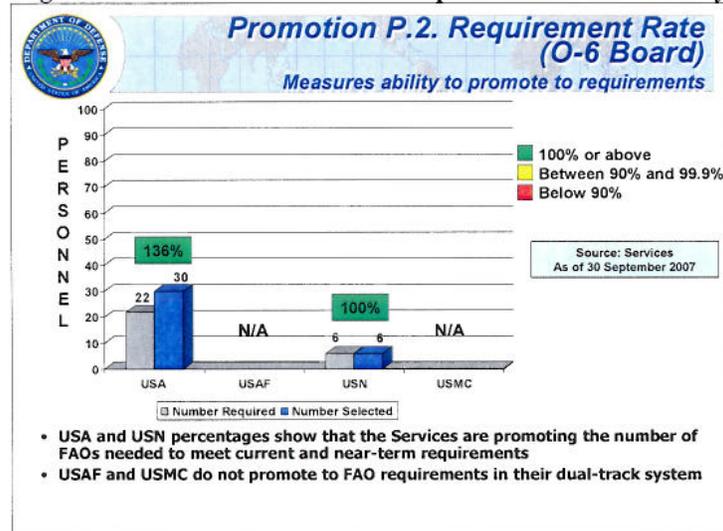


Figure 15 - FAO Promotion: O-6 Requirement Rate

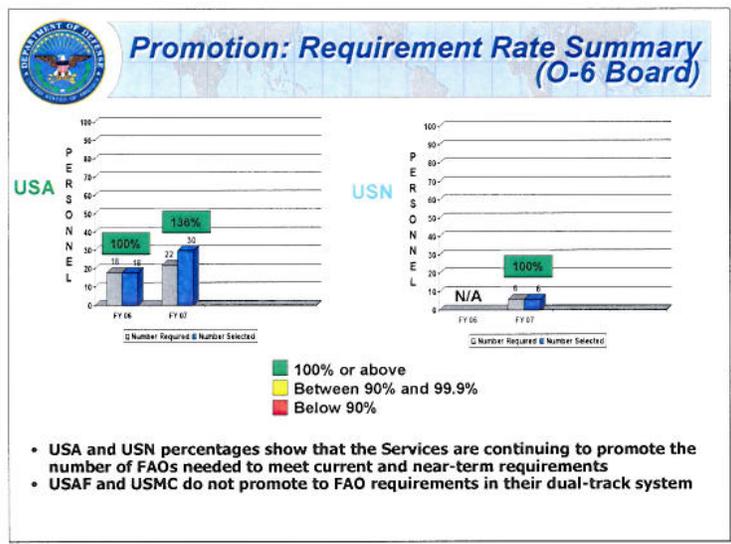


Figure 16 - FAO Promotion: O-6 Requirement Rate

FAO Attrition. The Department’s attrition goal for the FAO program is that it is equal to or less than the Service average. This metric is designed to measure whether FAOs depart the Service at a faster rate than non-FAO officers. The metric does not focus on why an officer departed, but a number higher than the Service average will indicate that additional analysis is needed. The current report shows that attrition within the Army and Marine Corps FAOs is less than the Service average (Figure 17). The Marine Corps had a significant improvement in their retention rate from the previous year as shown in Figure 18. Marine Corps notes in their report that improved retention rates may be an indicator that FAOs perceive improved career prospects in these promotion rates as well as an overall strategic climate change that increasingly places a premium on FAO-type skills. Retention data for the Air Force and Navy are not currently available; however, the Navy anticipates some attrition in the next reporting period due to senior officers retiring and a potential for field grade officers twice failing to be selected for promotion. Previous data suggested that when FAO promotion rates are higher than the Service average, FAO attrition is generally lower.

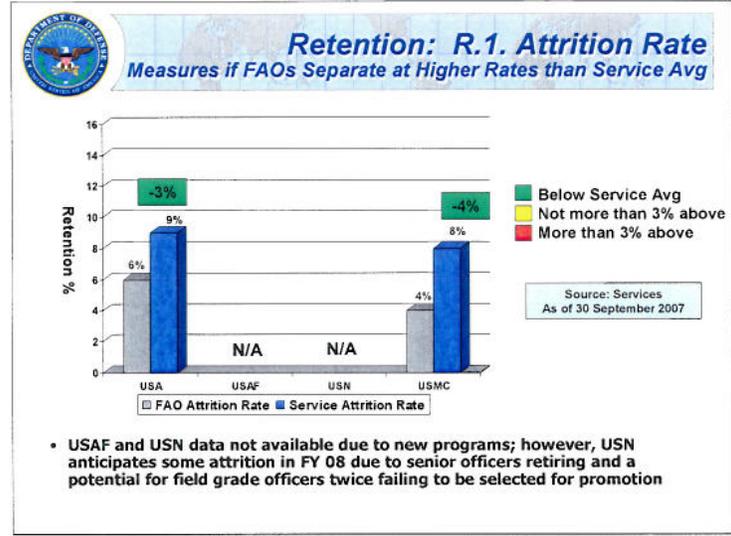


Figure 17 - FAO Retention: Attrition Rate

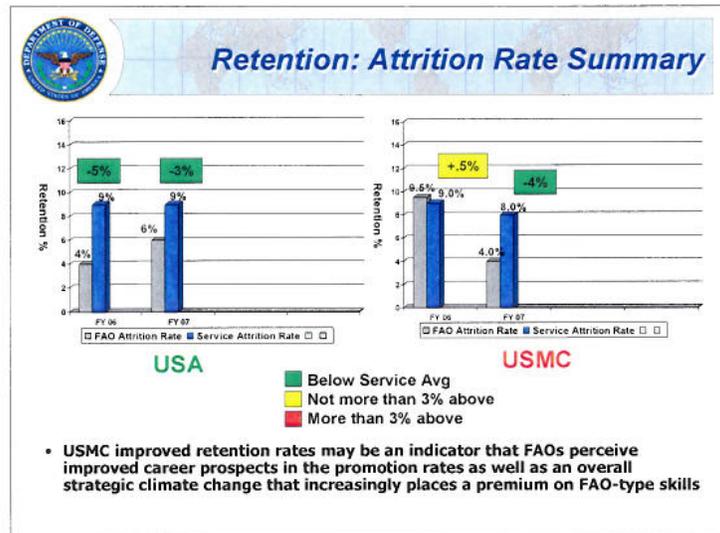


Figure 18 - FAO Retention: Attrition Rate Summary

FAO Utilization. This metric is designed to measure whether Services are filling FAO-coded billets and encourage COCOMs and others to accurately identify their FAO requirements. The Department’s goal is to fill at least 95 percent of all FAO-coded billets with FAO-qualified personnel. As shown in Figure 19, all the Services did not meet the Department’s goal of at least 95 percent. The Army FAO fill rate fell from 98 percent in FY 06 to 86 percent in FY 07 while the Marine Corps rate was steady at 49 percent (Figure 20). The Army lost about 72 officers due to retirement and separation while at the same time it accessed a steady state of approximately 49 officers in FY 07. Despite utilizing alternate routes to access additional officers in to the program, such as branch transfers and call to active duty, this did not close manpower gaps since FAO billets increased by 50 from the previous year. Manpower shortages will only improve if accession requirements are increased to meet further growth within the Army . The Marine Corps is in the process of reviewing and recoding their FAO billets designating only where FAO skills are urgently required in order to maximize valuable, limited assets. They expect to see significant improvement in the utilization metric as FAO billet requirements are realigned to better reflect needs within the Marine Corps.

The Air Force reports 217 FAO-coded billets that will eventually be filled with FAOs trained to the standards of the DoD FAO program. They are currently filling 175 of those billets with “best fit officers” (non-qualified FAOs) until they develop enough Air Force FAOs to fill these billets. The Navy established a proposed FAO requirement of 264 billets in FY 06; however, a total of 239 funded billets were submitted for conversion thru FY 14 with 29 of these billets recoded in FY 07. Additional billets are scheduled for conversion at a rate of 30 per year to avoid gaps in the operational Navy billets.

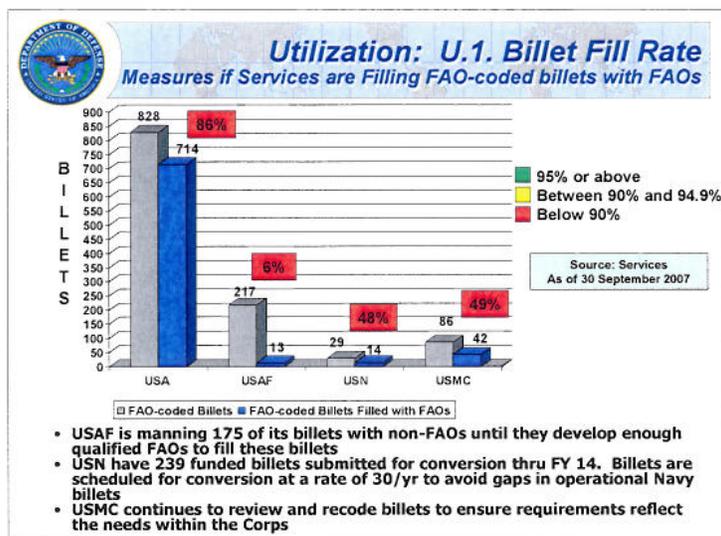


Figure 19 - FAO Utilization: Billet Fill Rate

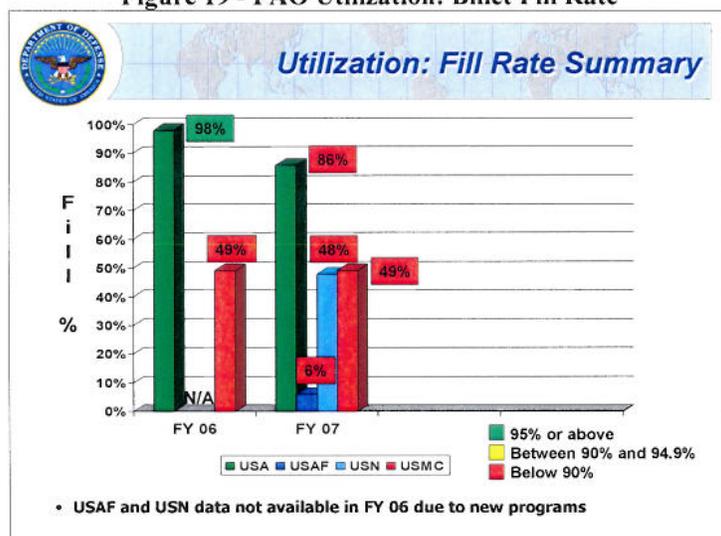


Figure 20 - FAO Utilization: Billet Fill Rate Summary

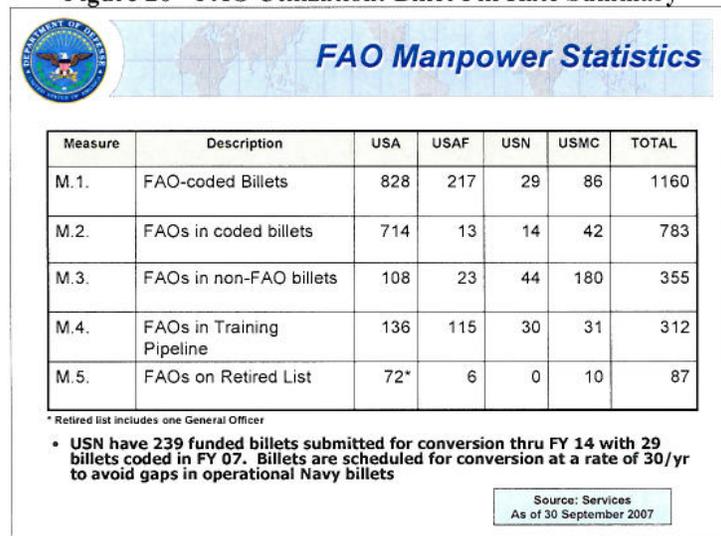


Figure 21 - FAO Manpower Statistics

FAO Training Costs. The average costs for language training and Graduate-level education are generally the same for those at DLI/NPS and paid by the Executive Agent for those institutions (respectively the Army and the Navy). The Army continues to extensively use civilian education graduate programs, so the cost per individual vary greatly, but the average cost is at the same level as the other services. Service differences in language training costs are primarily from additional funds used for language sustainment training. The in-country training (ICT) program is an area where Service approaches have been different, primarily in the length of time spent in the country/region. The Army and Marine Corps programs use a 12-month model, with the Army allowing up to 18 months in some cases. The Navy model uses a 6-month plan while the Air Force provides 2 months of ICT modeled on their Language and Area Study Immersion (LASI) program. The Air Force will be expanding their ICT to 6 months as required in DoDI 1315.20 with full implementation beginning FY 10 and funding request has been submitted for this requirement.

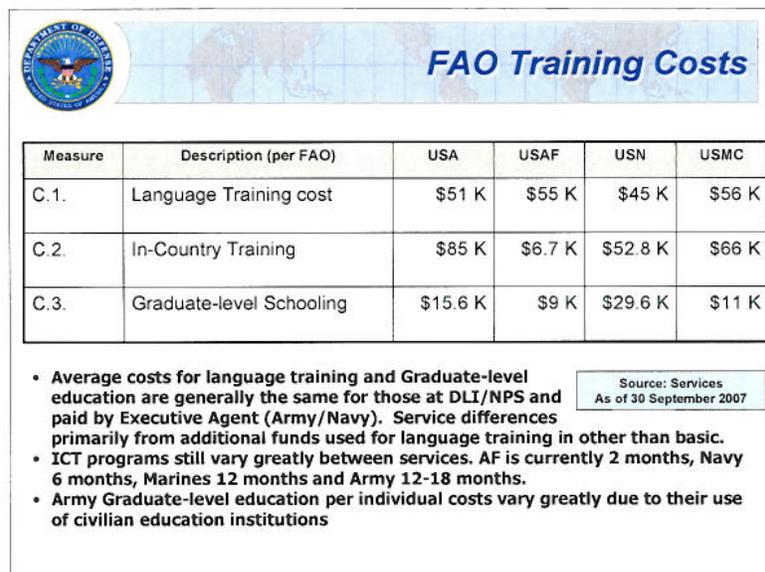


Figure 22 - FAO Training Costs

12. Conclusion

The DoD Joint FAO Program continues to make progress towards fulfilling the Department’s need for a highly trained and educated cadre of commissioned officers possessing regional expertise, language skills, and professional military experience essential to current and future national security requirements.

Critical analysis of the overall program review and reporting reveal that the Services are committed to meeting the joint FAO program standards for competitive selection, training and qualifications, language proficiency, regional knowledge, and graduate level education as well as the unique mission requirements of their Service. Interest in becoming a FAO continues to be strong and this is marked by the Services exceeding FAO accession goals for the second consecutive year. The demand for FAOs is extremely high, reflecting a growing recognition from the Combatant Commands and Defense Agencies of the value and unique skills FAOs bring to the strategic environment we face today.

The analysis of the metrics on FAO accession, retention, promotion and utilization rates confirm that while the measurements are useful in tracking Service progress, more time will be needed to develop a full picture, especially as Navy and Air Force programs mature.

The joint FAO program is building a warfighter capable of advising, leading, and engaging in military contingencies ranging from security cooperation to Stability, Security, Transition, and Reconstruction Operations. The transformed joint FAO program has resulted in a focused program, which is embraced by the Services, Joint Staff, and Combatant Commands as an essential warfighter capability.

The Department is committed to ensuring that the joint FAO professionals meet its needs for global military operations. The FAOs, developed under the Joint FAO program, are the model for how to build, train, and sustain a language capable, highly educated, culturally aware regional expert to successfully execute the U.S. National Security Strategy.

Services, Joint Staff, and Agencies Executive Summaries

The Annual Report is broken into three distinct parts. Part A is focused on the Military Departments and covers the issues associated with the accession, training, development and career progression and utilization of the FAO. Part B in turn looks at the users of FAOs and allows the Joint Staff, Combatant Commands, and Defense Agencies to provide input on their requirements for FAOs, the level to which these requirements are met by the Services, and any significant issues. Part C focuses on the Military Departments and records the FAO Metrics which measure program progress in the major areas of accession, promotion, retention, and utilization (analysis and review was included in the previous section under metrics). Included below are the executive summaries submitted for each section.

Part A. Secretaries of Military Departments Summaries.

ARMY

The Army's Foreign Area Officer Program continues to be the acknowledged leader amongst FAO programs in the Department of Defense. For nearly 60 years, Army FAOs have formally studied foreign languages, cultures, and regions to become the Army's repository of regional military expertise. These officers are carefully selected, trained, and managed within Army Functional Area 48. The Army FAO training and assignment process is what sets our officers apart from the other Services and international counterparts. After attending basic language training, FAOs are immersed in a foreign country and then sent to an accredited graduate program – a process that takes from 3 to 4.5 years. It is a significant time investment, but the result is a versatile and adaptable mid-career officer with both real world and academic experiences that make him uniquely qualified to serve in remote places with little supervision – capable of making strategic decisions that impact on national policy formulation and execution. By virtue of their training and reputation, Army FAOs are credible with their peers, superiors, and international counterparts alike. Army FAOs are called Strategic Scouts or Soldier-Statesmen for a reason – they are the eyes and ears of the Army and the Department of Defense in the international political-military arena.

The Army continues to enhance its FAO program to make FAOs even more effective in a strategic environment of uncertainty and persistent conflict where cultural awareness, regional knowledge, and language skills are vital combat multipliers. FAOs are warriors well grounded in their core competencies and capable of handling multiple complex tasks across the entire spectrum of conflict.

The Army envisions further growth of the FAO population as it adapts to fulfill operational commander requirements while executing contingency missions and conducting theater security cooperation with key partner nations. Currently, the Army is staffing a force design update (FDU) which could result in the placement of 30 additional Majors at Army Service Component Commands from FY08 to FY12. These officers will work in International Military Affairs divisions and support leadership efforts through the development of policy, and the execution of theater security cooperation. They will be available to support operations across the entire spectrum of conflict including combat, humanitarian assistance, and training and assistance operations.

Recently, the Army approved a proposal to allow a select number of FAOs to attend the resident Intermediate Level Education Common Core course at Fort Leavenworth and the Advanced Operations Warfighting Course at the Western Hemisphere Institute for Security Cooperation (WHINSEC). FAOs will attend classes with Maneuver, Fires and Effects officers in these one-year courses in order to better remain well-grounded in Army operations and maintain their relevancy as Army and DoD senior military advisors to other agencies and foreign militaries. They will also provide needed cultural and regional expertise to their seminar groups.

DoDD 1315.17 directs the Service Secretaries to, “Ensure Service FAO programs provide a career path and develop officers who have opportunities for promotion into the General/Flag officer ranks.” The Army selects the best qualified Colonels for service at the General Officer rank. All FAO Colonels who meet eligibility requirements are considered by these selection boards. FY 07 saw the second and third FA48 coded Colonels selected for BG. The DATT in China and the in-bound DATT in Moscow are singled tracked FAOs selected for BG to fill these billets.

In 2007, FAO Proponent conducted In-Country Training (ICT) conferences for all FAOs conducting the ICT phase of training. These conferences updated ICT FAOs, as well as operational FAOs, on current initiatives, trends, and challenges concerning the FAO profession. Conference objectives included a comprehensive overview of strategic-level issues affecting their regions, and a mid-year review of individual training objectives. The conferences were conducted in a non-attributable atmosphere, encouraged by strong operational FAO participation. All of these conferences were supported by multi-service agencies, interagency members, and geographic combatant commanders.

Noteworthy this year, FAO Proponent conducted their first multi-regional conference in Cairo, Egypt 25-28 February 2007 that included 48C (Europe), 48E (Eurasia), 48J (Sub-Sahara Africa) and 48Gs (Middle East). Attendees were able to discuss a number of seam issues that FAOs from each region share in a changing security environment. The U.S. Ambassador to Egypt noted the criticality of U.S. Army FAO ICTs in developing Army officers that understood how U.S. country teams operate. Also attending and providing senior leadership and guidance was the Director of the Army’s Strategy, Plans and Policy Division.

Additionally, FAO Proponent conducted a conference in Addis Abba, Ethiopia, for 48J from 1-9 November 2007. Foreign Area Officers, along with Chief, G-35-F, met with Commander, U.S. Africa Command, General Ward and Commander, Combined Joint Task Force – Horn of Africa, Admiral Hart. Both commanders discussed current events, the direction of their commands, and their expectations of what a FAO should be. The U.S. Ambassador to Ethiopia provided FAOs with an overview of strategic operations and planning at the Embassy as well as a detailed analysis of Ethiopia’s involvement in Somalia.

AIR FORCE

The Air Force develops its International Airmen under the International Affairs Specialist (IAS) Program. The IAS Program meets DoD Foreign Area Officer (FAO) program standards through the competitive selection and development of a cadre of commissioned officers with regional and political-military knowledge, cultural competence, and language expertise. Within the IAS Program there are two development specialties: Regional Affairs Strategist (RAS—16F Air

Force Specialty Code (AFSC)), which equates to the DoD FAO and creates a cadre of officers with regional expertise and professional language skills; and Political-military Affairs Strategist (PAS—16P AFSC) which creates a cadre of officers with broad international affairs and political-military experience.

In its third year of implementation, the IAS Program met all RAS accession targets due to an aggressive outreach campaign. There were nearly 250 qualified applicants for only 48 required accessions in 2007. This trend is expected to continue as we expand our outreach programs and the demand for RAS continues to increase. Air Staff General Officers and Senior Executive Service (SES) civilians continue to oversee the progress of IAS Program implementation through quarterly IAS Senior Steering Group meetings. Air Force FAO program efforts are maturing correctly to meet DoD and Service requirements.

NAVY

In an era characterized by new and diverse security challenges compounded by pervasive globalization, rapid changes in communications technology, and evolving regional demographics, the Navy Foreign Officer (FAO) Program is a core element in our nations' Cooperative Strategy for 21st Century Seapower. Consistent with the Strategy's major themes, Navy FAOs will bring enhanced knowledge of international maritime relations, cultural expertise with respect to emerging partner nations and their navies, and critically-needed skill in strategic foreign languages.

As members of the U.S. Navy's newest professional community, FAOs will enable and execute the strategy through assignments with Combatant Commanders, their Navy components, the Joint Staff, U.S. embassies, and in forward deployed forces of the fleet and the Navy Expeditionary Combat Command. Since the Secretary of the Navy's formal establishment of the community in 2006, the FAO cadre maintains its goal of building to 400 officers by FY2015. Fleet demand for FAOs is extremely high, reflecting a growing recognition among forward commanders of the value and potential of FAOs to influencing Navy engagement objectives. Equally impressive, interest among Naval officers – both active and reserve – in becoming FAOs is strong with an average of four applicants for every FAO quota. Similarly, the aggregate set of critical skills within the community has markedly improved, with the number of foreign languages in the inventory doubling, and the overall level of linguistic proficiency increasing.

As documented in the attached report, FY2007 was an exceptional year in the growth of this nascent but increasingly crucial officer community. Without question, it is viewed as a key enabler of the Maritime Strategy and core function of the Navy's global engagement mission.

MARINE CORPS

With one of the two longest-standing FAO programs in the Department of Defense, the Marine Corps continues to evolve its program of accessing, training, employing, advancing, and retaining FAOs to meet the needs of the Corps and the nation. FY-07 was a significant year as Marine FAOs saw improved promotion and retention rates, and the Marine Corps made plans to create twenty-four new FAO billets at the Regional Component Commands and MEF headquarters. The effect of this move will significantly expand the presence of Marine FAOs at the higher headquarters level and more than double the annual accession of FAOs to meet

growing demand. Some of the achievements, lessons learned, and significant issues yet to be addressed include:

a. Promotion/Retention. The FY-07 promotion boards saw Marine FAOs being promoted at rates comparable to or exceeding that of their non-FAO peers. Of particular note was the FAO promotion rate to O-5 (93.3%) which in the past has been a particularly difficult threshold for Marine FAOs to surmount. Credit in part for this improvement can be attributed to the selection of more competitive officers for FAO accession over the past several years, and, more recently, the closer management of FAO careers. In the dual-track career paths that Marine FAOs follow, the imperative of keeping them competitive in both their Primary and Additional (FAO) Military Specialties is understood and closely managed by both career monitors and FAO program managers. Although it is too early to tell, the improved retention rates from the FY-06 report may be an indicator that FAOs perceive improved career prospects in these promotion rates as well as an overall strategic climate change that increasingly places a premium on FAO-type skills.

b. Program Expansion. In 2007 the Marine Corps took a deliberate step to ensure that adequate language and regional expertise would be available in the future to Marine Component (MARFOR) and Marine Expeditionary Force (MEF) Commanders by creating 24 new FAO billets - 3 for each MEF and MARFOR. This capability was included in the overall plan to expand the Marine Corps to 202,000, and is programmed to reach an initial operating capability by FY-11. To meet this demand, the Marine Corps accessed an additional 17 officers in FY-07 to supplement the normal 10 who will begin formal FAO training this year. It is envisioned that these 27 officers will be followed by a like number in 2008, and a smaller – though still significantly enhanced – figure in 2009 and beyond. This significant expansion of the Marine FAO program is indicative of the growing appreciation within the Marine Corps and the Department of Defense for the value linguistic and regional expertise brings to the strategic environment we face today. Further expansion may be contemplated in the future as the role of FAOs becomes clearer in new force employment strategies like the Marine Corps' newly adopted Long War Concept.

c. Room to Improve. As the Marine FAO program continues to mature and evolve, there remain areas that require focused attention in the near term. Two of those areas – skill sustainment training and more efficient utilization of FAOs – are already under the microscope.

(1) Skill Sustainment. Because of their dual-track career paths, Marine FAOs are particularly challenged to maintain their FAO skills when serving in Primary MOS billets. A combination of technological improvements and the DoD-wide emphasis on language study is making it easier for FAOs to have language training and refresher material available to them at their home stations via newly established language labs and the internet. Likewise, the ability to keep abreast of political-military developments in their regions of expertise is greatly enhanced by vast amounts of information available on-line. What is lacking, and under examination at this time, is the opportunity to conduct short periods of immersion, whether at conferences or short courses both at home and abroad, where FAOs are able to converse and attend lectures on regional issues in their target languages. As a means of overcoming this, the Marine Corps FAO proponent is looking at ways to fund FAO participation at appropriate conferences and lecture series offered by the DoD Regional Security Centers and private sector think-tanks. The trick of

this endeavor will be balancing the time required for this refresher training with the demands of billets in the operating forces.

(2) FAO Utilization. Of the metrics presented in the FY-07 FAO Report the area of most concern is the relatively low number of FAO-coded billets currently being filled by FAOs. This deficiency is already receiving attention as the Marine Corps examines the role of the FAO in the above-mentioned Long War Concept. Additionally, the number of unfilled FAO billets is artificially high, because many billets on the list should not be coded as FAO billets while others currently not coded for FAOs should be. All of these billets are in the process of being reviewed and re-coded. Our intent is to designate FAO billets only where FAO skills are urgently required, in order to maximize these valuable, limited assets. As FAO billet requirements are re-aligned to better reflect needs within the Marine Corps, we expect to see significant improvement in the utilization metric.

Part B. Heads of DoD Components and Chairman of the Joint Chiefs of Staff (for the Combatant Commands) Summaries

DEFENSE INTELLIGENCE AGENCY (DIA)

The Defense Intelligence Agency (DIA) remains the largest single user of FAOs in the Department of Defense. While DIA's utilization rate of the Army's trained FAO population has dropped from the historic average of 40% to slightly under 30%, this is still more than all the Combatant Commands combined. As the Air Force Foreign Area Officer program has grown, so has the number of USAF FAOs/International Pol-Mil Officers assigned to DIA (from 125 authorized billets in Sep 2006 to 140 in Sep 2007). During the same period, the number of Marine Corps FAOs assigned to DIA has declined (from 24 to 18). At present, there are five Navy FAO billets in DIA, with another eight projected in the next two years.

All attaché billets require FAO skill sets and some level of proficiency in the principal language of the country of assignment. The same is true for select analyst and international engagement billets. Regional and host-country knowledge, an understanding of the culture and appropriate language skills are vital to the performance of officers in these assignments. For attachés, the desired language skill level is 3/3/3 (listening, reading, speaking) in the principal language, but available training time often precludes achieving that level. This is compounded by the fact for the past three years, approximately 80% of officers nominated to attend the Joint Military Attaché School arrive for attaché training with no proficiency in the principal language of the country to which they are being assigned. Rather than focusing available training time and money on moving an experienced, language-capable FAO up to a higher level of language skill (e.g. from 2/2/2 to 3/3/3), a significant amount of available resources must be devoted to just gaining the basic language qualification (2/2/2) before the officer is deployed. In addition, the time allocated for officers to attend JMAS and language training is seldom sufficient to include adequate language training before they must report to their duty station overseas.

DIA uses the following criteria to determine which other DIA billets require FAOs:

- Does it involve significant engagement with foreign nationals of a particular region or country?
- Does it require in-depth regional or country expertise?

While the fill rate for FAOs being assigned to attaché positions remains strong, the fill rate for FAOs assigned elsewhere in DIA has been significantly lower and continues to decline.

DEFENSE SECURITY COOPERATION AGENCY (DSCA)

FAOs assigned to DSCA and subordinate commands continue to be an integral part of the security assistance community in the furtherance of U.S. national security objectives. They directly manage and facilitate the successful implementation of security assistance/cooperation programs with our friends and allies world wide in support of the DSCA mission to build relationships that promote U.S. interests, to build partner capacities for self-defense and coalition operations in the global war on terrorism, and to promote peacetime and contingency access for U.S. forces. At the tip of the spear, FAOs serve in Security Assistance Organizations (SAOs) around the world representing the Department of Defense, engaging the host nation senior military and defense officials to promote mutual defense cooperation, and managing Foreign Military Sales, Foreign Military Financing, and International Military Education and Training programs.

Due to their extensive education, training, and experience, FAOs bring a wealth of knowledge to the positions they hold at DSCA, whether as country program directors at the Headquarters or as regional seminar directors/instructors at the Defense Institute of Security Assistance Management (DISAM). They come to us with a knowledge gained by working programs in the field, ready and able to do the job on day one. They know the language of security assistance, the policies and procedures, and what is required to get the major players at DoD, State, and the host nations to buy into mutually supportive defense relationships.

During this past year, DSCA has sent one of its FAOs to Iraq for extended temporary duty to assist both the U.S. and Iraqi military commands in the establishment of a new SAO and in the training of U.S. and Iraqi personnel in the management of security assistance programs. This effort was further augmented by quarterly training teams from DISAM that included a Middle East FAO. At the Headquarters, the country program director for Iraq is a FAO who has been instrumental in leading DSCA efforts to build the security assistance programs the previously mentioned FAOs support. The successes made to date are a direct result of the dynamic skills that these FAOs possess and are able to bring to bear to surmount all challenges.

Additionally, DSCA employs a number of retired FAOs who have served overseas as security assistance officers and/or attachés, and on the staffs of the Geographic Combatant Commands (GCC). These DoD civilians bring a wealth of knowledge, providing first-hand experience in implementing and managing security assistance programs.

DEFENSE THREAT REDUCTION AGENCY (DTRA)

Foreign Area Officers (FAOs) serve in a variety of critical assignments within the Defense Threat Reduction Agency (DTRA). FAOs conduct strategic arms verification inspection missions in Russia and the former Soviet Republics as Inspection Team Chiefs in support of the Strategic Arms Reduction Treaty (START) and the Conventional Armed Forces in Europe Treaty. FAOs serve as Site Commanders at a remote monitoring facility in Votkinsk, Russia, policy analysts, and interagency liaison officers. DTRA FAOs have additionally branched out to conduct new missions in support of our Combatant Commanders (COCOMs) and the global war on terrorism. FAOs are now being leveraged to execute missions in support of various programs

such as International Counter Proliferation (ICP) and the Small Arms Light Weapons (SALW) programs, Plutonium Production Reactor Agreement, enhanced end use monitoring, and support to the Korean Arms Verification Agency (KAVA). FAOs have also served as DTRA's lead in developing the Agency's Regional Counter Proliferation Strategy that supports the COCOMs in identifying key regions with the greatest weapons of mass destruction (WMD) threat. DTRA FAOs also continue to develop close working relationships with arms control counterparts in Canada, Germany, Korea, Russia, and the states of the former Soviet Union. Senior FAOs are posted to premier leadership positions within the Agency. The three O-6 level FAOs serve as Commander of an Arms Control Detachment in Germany, Chief of the Arms Control Unit, U.S. Embassy Moscow, and the Agency's Chief of Staff.

There are a number of dynamic factors that will shape DTRA's future FAO requirements. In FY 2010, the START is subject to either expiration or continuation, and the framework for the latter is still ambiguous. DTRA is prepared to shift FAOs from START to focus on other combating WMD roles within DTRA and to assist the COCOMs in future counter-proliferation missions. In addition, DTRA's expanding ICP, SALW, and other programs suggest a requirement for a more global FAO representation as opposed to the present steady-state requirement for almost exclusively Army 48Es. Finally, as new Service programs continue to develop and provide a pool of Navy, Air Force, and Marine Corps FAOs, DTRA will look to broaden its expertise by either recoding existing positions or requesting additional Service augmentation.

JOINT STAFF

This report assesses the health of the Foreign Area Officer (FAO) program within the Joint Staff and the Combatant Commands. It focuses on FAO manning requirements, identifies FY 07 authorized billets and fill rates, and addresses projected changes to requirements from FY 08 through FY 14. Service reports will be sent directly to OSD and will include accession, retention, promotion, utilization, manpower statistics, and cost information.

Within the Joint Staff, the Intelligence Directorate (J-2), Operations Directorate (J-3) and Strategic Plans and Policy Directorate (J-5) have FAOs on their staffs. J-2 submits their report through the Defense Intelligence Agency and neither their billets nor their comments will be provided in this report. Operations, Plans and Joint Force Development Directorate (J-7) reported having a FAO assigned to a non-FAO billet, but there is no plan to re-code the billet to require a FAO.

Seven of the nine Combatant Commands have formal FAO programs. Both Joint Forces Command (USJFCOM) and Strategic Command (USSTRATCOM) have no FAO billets or plans to add any to their manning. This is unchanged from last year's report.

The Combatant Commands and Joint Staff have a total of 322 FAO billets with 273 of those filled. The total number of FAO billets in FY 07 represents a slight 4 percent decrease from the 337 total in FY 06. Over the FYDP, FAO billets will increase 20 percent to 385 billets by FY 14. The FY 07 fill rate shows a 5 percent decrease from FY 06. The fill rate is anticipated to increase as the Air Force FAO program matures.

In response to the request to identify General Officer/Flag Officer billets, only J-5 reported potential billets. While the potential has been identified, there is no intention to re-code those billets.

Five Combatant Commands project changes. USCENTCOM and USEUCOM are transferring billets to AFRICOM. The Navy FAO Program continues to grow with USEUCOM and USSOUTHCOM adding Navy FAO billets.