



**DOD 2009
ANNUAL
FOREIGN AREA
OFFICER
REPORT**

August 2010



PERSONNEL AND
READINESS

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

SUBJECT: DoD Foreign Area Officer (FAO) Program Review and Report for FY 2009

This Department of Defense (DoD) FY 2009 FAO Program Report contains a review of the DoD FAO Program, the DoD Components' reports with their respective reviews, and fiscal year data and metrics. Progress has been made in FAO initial in-country and sustainment training, language proficiency and accessions. The Air Force implemented 6-month in-country training while the Navy launched a Joint FAO Skill Sustainment Pilot Program, in July 2009, to address the need for joint comprehensive sustainment training. Language proficiency, measured across more than 50 languages, significantly improved in reading and listening at the professional level. Lastly, the Services continue to enjoy an abundance of FAO applicants, exceeding goals in number and quality of applicants for the fourth consecutive year.

While some improvements were realized in accessions, it was not enough to meet current mission needs in total number and quality, and keep up with the continued growth in demands. The Joint Staff and Combatant Commands reported, along with many organizations, that the lack of qualified FAOs continues to significantly degrade mission capability. Providing qualified FAOs remains a critical element to ensuring the Department is able to meet mission requirements. Combined with continued efforts to access, train, sustain, promote and retain FAOs, leveraging the Reserve Component appears to offer a viable way forward. I encourage the Services to explore the potential benefits of this valuable resource.

Progress has been achieved but additional work remains to ensure that the Department is producing qualified FAOs to meet joint mission requirements. Through your efforts the Department's FAO program continues to improve and grow. Thank you for your attention and support to this important program.

Clifford L. Stanley



cc:

COMMANDER, USEUCOM
COMMANDER, USAFRICOM
COMMANDER, USNORTHCOM
COMMANDER, USSOCOM
COMMANDER, USTRANSCOM
COMMANDER, USSTRATCOM
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Department of Defense (DoD) 2009 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, based on the 2009 reviews conducted by the Services, Joint Staff (including Combatant Commands (COCOMs)), and Defense Agencies. In addition to reporting on the health of the program, this year's report focuses on the question posed in the November 2008 House Armed Services Subcommittee on Oversight and Investigations Report, "How will the Services' FAO and FAO-like programs be improved?"

The DoD Joint FAO Program, in its fifth year of implementation, has seen growth in the number of designated FAOs with nearly 1,860 officers currently holding the FAO designation, an increase of about 90 from FY 08. Substantial progress has been made to date in the areas of FAO initial in-country and sustainment training and language proficiency.

- The Air Force implemented a 6-month in-country training program for Regional Affairs Strategist officers in development (i.e., Air Force's designation for FAOs).
- The Navy, although faced with FY 09 funding obstacles, worked to secure funding to provide training in FY 10 and laid a foundation for outyear resourcing solutions.
- The Army conducted regional conferences (in France, the Philippines and Argentina), to bring together FAOs conducting initial in-country training and those serving in FAO assignments, regardless of Service designation, to exchange information and receive timely information presentations.
- The Navy launched a Joint FAO Skill Sustainment Pilot, in July 2009, to address the need for joint comprehensive sustainment training for FAOs to maintain their professional level language and regional expertise.
- Language proficiency, representing language capability in more than 50 languages, significantly improved in reading and listening at the professional level, up 29 percent from 660 in FY 07 to 927 in FY 09.

Progress in the area of accessions was mixed. Services continue to enjoy an abundance of participants eager to become FAOs, exceeding goals in number and quality of applicants for the fourth consecutive year. Despite the numerous high quality of applicants, it still takes approximately 2 to 3 years (depending on the language) to produce a qualified FAO.

One measure implemented by all the Services in FY 09 to reduce time in the training cycle and accelerate delivery of qualified FAOs was accession of "best fit" officers into the program. That is, officers already meeting all or some of the FAO qualifications. The compromise in quality when only some of the FAO qualifications are met can have a detrimental impact on national security objectives. The Joint Staff noted, "*Combatant Commands appreciate the Services' effort to provide officers who have the "best fit" for the position but continue to report degraded mission capability due to a lack of fully trained personnel to support requirements.*"

The Department recognizes the progress the Services have done during this reporting period however, additional work remains in the following areas:

- Meeting the demand for qualified FAOs remains a systemic challenge.
- Work remains in achieving the Department's goal of professional level oral proficiency. Improvement in the speaking modality will be a special focus in the next reporting period.

Preliminary evaluation of using the Reserve component represents a promising solution for increasing the number of qualified personnel, trained and available, to meet current and growing requirements across the Department. As an added benefit, incorporating the use of Reservists would provide a new level of FAO program stability and continuity. Establishing Reserve FAO programs as Reserve component billet requirements are documented and stood up will help fill the Services, Joint Staff and the Combatant Commands' priority going forward.

Progress has been achieved but additional work is required to ensure the Department is producing qualified FAOs fast enough to meet the mission demands for this critical capability, made essential by the present security environment. Failure now could eliminate the momentum achieved and set back the Department's progress in Irregular Warfare and Building Partner Capacity efforts.

INTRODUCTION

Operating in partnership with host-nation security forces and among local populations puts a premium on foreign language skills and regional and cultural knowledge. Today's operating environment demands a much greater degree of language and regional expertise requiring years, not weeks, of training and education, as well as a greater understanding of the factors that drive social change.

- Quadrennial Defense Review
February 2010

Background

This report provides the Office of the Secretary of Defense (OSD) a review of the Services' FAO programs and the DoD 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 2009 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.

The 2009 Annual FAO Report is the fourth published report since reporting requirements and FAO metrics were established in 2005. This year's report focuses on answering the question posed on the House Armed Services Subcommittee on Oversight and Investigations Report dated November 2008, "How will the Services' FAO and FAO-like programs be improved?" and is broken into three distinct parts.¹

First, the report will cover action plans submitted and developed by the Services in September 2009 as a way ahead to resolve manpower shortfalls, meet and sustain current and emerging joint mission requirements with qualified personnel, and address other significant issues raised on the Services FY 2008 Annual Review and Report. This will be followed by a section focusing on

¹ U.S. House of Representatives Armed Services Subcommittee on Oversight & Investigations Report on Building Language Skills and Cultural Competencies in the Military: DoD's Challenge in Today's Educational Environment, November 2008.

specific issues such as FAO requirements and utilization, the Reserve FAO Program, initial skills and specialized training, FAO language proficiency and sustainment training. Lastly, FAO metrics will be covered, which measure program progress in the major areas of accession, utilization, promotion, and retention. This is the second year all four Services provided the required FAO metrics. The Navy and Air Force were unable to provide complete metrics data in previous annual reports due to early development of their FAO programs. 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.

Additionally, the executive summaries from the annual review and report submitted by the Services, Joint Staff and Defense Agencies are in Annex A and a year-end review of the Joint FAO Skill Sustainment Pilot Program, which was launched in July 2009, is in Annex B.

Program Implementation

The DoD FAO Program is currently in its fifth year of implementation since it was reinvigorated and restructured in 2005 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 serve as defense attachés, security assistance officers, political-military planners in Service Headquarters, at the Joint Staff, at Combatant Commands, or at a Defense Agency. They also serve as arms control treaty inspectors and liaison officers to host nations or coalition allies. In summary, FAOs play a key role in shaping and accomplishing U.S. strategic imperatives of fostering and sustaining cooperative relationships with international partners while preventing and containing local conflicts.

The Department has two programs with mature policies and experiences (Army and Marine Corps), and two programs growing from their early stage of development (Navy and Air Force). All are in the midst of building FAOs with a set of common training guidelines, developmental experiences, and language, cultural, and regional expertise standards. Under the oversight of the Office of the Under Secretary of Defense for Personnel and Readiness (OUSD(P&R)), the DoD FAO Program continues to develop and expand its FAO population. Approximately 1,860 officers currently hold the FAO designation, including the 29 percent that are still in training, an increase of about 90 from the previous year. The Services plan to recruit and train more than 190 a year, with almost 1,160 new FAOs entering the program by 2015 (Figure 1).

The Army and Navy have a single-track approach to FAO career management, while 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 serve alternately between their primary career field and FAO assignments. In the review of the FAO reports, the main difference of the two tracks are time available for training and the possibility of repetitive assignment as illustrated in Figure 2, which depicts a FAO's career lifecycle development. Dual-track officers have a more limited opportunity (time

available) for training to be a FAO due to the requirements of their primary career field. On the other hand, the dual-track FAOs may have greater opportunities to remain well-grounded in their basic military skill or designation. 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. However, the Marine Corps plans to commission a study by the Center for Naval Analyses that will examine the efficient utilization of officers who hold the FAO designation. With the dual-track nature of Marine Corps FAOs, the study will specifically focus on the number and types of utilization tours completed by individual Marine FAOs over the course of a career. The Department will work with the Marine Corps to ensure results from the study are shared with other Services.

As of: 30 SEP 2009 (Data from the Services FY09 Annual FAO Report)

SERVICE	Requirements				Population ¹				Projected Accessions ²						Total FY10-FY15
	FY06 ³	FY07	FY08	FY09	FY06 ³	FY07	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	
USA ⁴	778	828	893	879	1083	1071	1122	1145	70	70	70	70	70	70	420
USN ⁵	264	239	228	218	74	123	168	174	50	50	50	50	50	50	300
USAF	228	217	237	248	29	154	209	274	55	55	55	55	55	55	330
USMC ⁶	67	86	67	66	228	253	270	264	18	18	18	18	18	18	108
Total	1337	1370	1425	1411	1414	1601	1769	1857	193	193	193	193	193	193	1158

Planned Accessions FY10 - FY15 | 193 386 579 772 965 1158

NOTES:
¹ Population data includes FAOs who are in the training pipeline. On the surface, it appears there are enough FAOs to fill current requirements, however, 29% of officers are in training and an additional 23% are filling non-FAO coded billets/basic branch assignments.
² Accessions are those needed to maintain the required strength of each Service program. Attrition is taken into account.
³ FY 06 is used as baseline data with data as of 30 Sep 06.
⁴ Army requirements decreased in FY 09 due to a billet review conducted during the fiscal year.
⁵ The Navy has a total of 218 funded billets submitted for conversion in FY 09 - a decrease of 10 from the previous year. However, there are 97 FAO coded operational billets in FY 09 - an increase of 33 from FY 08.
⁶ Marine Corps recoded a billet after conducting an internal review which accounted for a decrease of 1 requirement in FY 09.

Figure 1 – FAO Requirements, Populations and Accessions

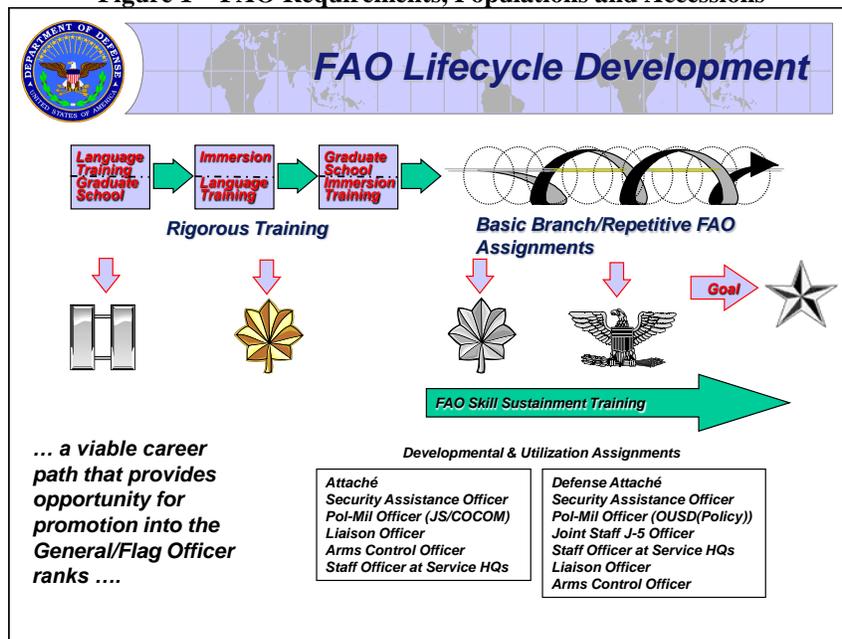


Figure 2 – FAO Lifecycle Development Model

SERVICE FAO ACTION PLANS

With the growing need to increase the number of FAOs within the Department ... the Services need to take proactive steps now to meet the demand. Inaction by the Services could hamper the growth of the program which is a critical strategic asset needed by the Department to face the challenges of our present security environment

-2008 DoD Annual FAO Report
dated July 2009

In response to the issues identified on the 2008 DoD Annual FAO Report dated July 16, 2009, the Services developed action plans to resolve manpower shortfalls, meet and sustain current and emerging joint mission requirements with qualified personnel, and address other significant issues raised in the FY 08 annual reviews and reports. Below are synopses from the Services' action plans submitted in September 2009.

Army

Army FAO fill rate has been an area of concern in the last two reporting periods. Army fill rate fell from 86 percent in FY 07 to 84 percent in FY 08 and remains steady in FY 09 (84 percent). For the past few years, Army accessions have not and were not programmed to keep pace with increasing requirements resulting in roughly a 150 officer shortfall. To bridge the gap, the Army plans to increase the number of FAOs it accesses into the program to an average of 75 officers per year over the next several years using a multi-pronged approach.

First, the Army plans to increase the number of FAOs it accesses into the program by utilizing the Career Field Designation (CFD) process. The Army expects to bring approximately 50-55 officers per year into the program using this approach. Additionally, the Army plans to increase its post-accession opportunities through calls to active duty, inter-service transfers and branch transfers and expects to bring in 25-30 officers per year using these methods. Finally, the Army plans to increase recruitment of officers who already possess one or more FAO skills, therefore reducing training time. A resulting savings in training man-years will put an additional 5-10 fully trained FAOs into utilization assignments each year, enabling the Army to fill billets that would otherwise remain unfilled.

The Army reported that a total of 134 officers were accessed into the program in FY 09 through the following methods:

- 63 through the FY 09 CFD board for Year Group (YG) 2002 officers
- 15 through the Captain's Skills Retention Bonus for YG 02 officers
- 35 through the Functional Designation request or individual transfers
- 21 through Call to Active Duty process for Reservists from multiple YGs

This year's accession success is attributed to the Army FAO Proponent's aggressive efforts as they worked with Army staff to keep this issue at the forefront in addressing FAO manpower

shortfall. However, with the lengthy training program of FAOs, improvement in FAO fill rate will not be visible until FY 11 and only if the Army continues to implement and maintain an accession rate of at least 75 per year as reported in their action plan.

Air Force

The Air Force has made some gains in Regional Affairs Strategist (RAS) – Air Force designation for FAOs – manning since the program was restructured in FY 05. However, the fill rate of qualified RAS officers filling RAS billets is still quite low (6 percent in FY 07; 10 percent in FY 08; 21 percent in FY 09). To help increase overall RAS production, the Air Force is utilizing pre-existing programs such as the Olmstead Scholar and Mansfield Fellowship Programs, foreign Professional Military Education Programs and Military Personnel Exchange Programs as alternate accession sources. Additionally, the Air Force is identifying officers with previously existing skills and certifying them into the RAS Program to help reduce training time, making these officers immediately available to fill a RAS billet.

To further increase RAS manning, the Air Force is conducting a worldwide program review with the COCOMs, Air Force Major Commands, and other organizations that utilize RAS officers. This review will ensure that officers are placed in the highest priority positions that truly require language, cultural, and regional expertise. Finally, the Deputy Under Secretary of the Air Force for International Affairs (SAF/IA) will coordinate with the Deputy Chief of Staff for Manpower and Personnel on ways to increase the total RAS pool to meet emerging COCOM requirements.

The Air Force noted in their FY 09 annual review and report that it will be able to fill all RAS positions with certified RAS officers by FY 16 given the current “steady state” accession rate of 55 RAS officers per year. With increasing RAS requirements of 217 in FY 07 to 237 and 248, respectively in FY 08 and FY 09, the Air Force should consider increasing their accessions beyond the “steady state” of 55 officers annually if they are to meet the demands in the near term. To help fill the gap, the Air Force is currently filling RAS billets with “best fit officers” (non-qualified FAOs) until they grow more RAS officers in their program.

Navy

The Navy reported that it is on track with executing its accession plan of building a community of 400 officers by 2015. The Navy currently accesses approximately 50 officers a year into the FAO program. There has been slight improvement in filling Navy FAO billets by qualified personnel from 48 percent in FY 07 to 66 percent and 62 percent, respectively, in FY 08 and FY 09. However, this still falls short of meeting current requirements. In FY 06, the Navy did not have any FAO-coded billets. In FY 09, there were 97 FAO-coded requirements with billets scheduled for conversion at a rate of approximately 30 per year to avoid gaps in operational Navy billets. As the Navy continues to develop and build its FAO population, it expects to see an upward trend in the FAO utilization rate.

The Navy conducted a comprehensive billet review in June 2009 and identified an additional 109 billets to be converted from the overall Navy billet base to FAO billets in order to achieve a community end strength of 300 operational and 100 training billets by 2015. The billet

expansion plan will be phased in from FY 11 to FY 15, with the majority of billet gains occurring between FY 13 and FY 15.

Additionally, FAO promotion rate is an issue of concern for the Navy. In the last two reporting periods, FAO promotion rates for O-5 and O-6 were below the service rate averages although a large percentage of above zone officers were selected for promotion on these boards. The Navy attributed two major factors to the high above zone selection rate. The first is the age of the community, and the second is attributed to the accession policies of the FAO community. Since the Navy FAO Program was restructured in FY 05, the community focused on quickly building a cadre of officers to fill the ranks and to meet operational demands. Many of the newly selected officers in the FAO inventory had critical international engagement or foreign language skill sets considered vital to the viability of the FAO community. However, a large number were senior O-4s and O-5s and were passed over in their original community. As the community matures, there will be less reliance on lateral accessions of senior O-4s and O-5s, with the focus of accessing more junior officers who are competitive and who will develop into the career FAO of the future.

The Navy has conducted a review of its promotion policies and steps have been taken to bring the in-zone selection rate of FAOs to levels equal to or better than Fleet Average. The high inventory of above zone O-5 officers is projected to remedy itself by FY 13 as “natural force-shaping” begins to take effect. This, coupled with an accession scheme that weighs heavily on junior officers, will have the effect of creating a uniform cadre of FAOs that will promote from within, and increase in-zone selection rates first at O-5 and eventually at O-6 promotion boards. In the near term, Navy FAO promotion rates will continue to be below service rate averages as noted in their FY 09 annual review and report until “natural force-shaping” measures take effect.

Lastly, the Navy FAO Program currently does not have any Reserve Component, but is researching a Maritime Partnership Program, which would employ and promote Reserve FAOs. The Navy has undertaken a billet review to define Reserve requirements and to identify a cadre of Reserve officers who may have the “FAO DNA” consisting of international engagement experience, foreign language and cultural proficiency, and professional or educational background to complement and support the active FAO community. Efforts are currently ongoing and courses of action will be established as a result of this review of requirements, as well as the capacity to determine community size, accession strategies, and targets for full mission capability.

Marine Corps

The Marine Corps utilization rate improved from 49 percent in FY 06 to 72 percent in FY 08 and remains steady in FY 09 (71 percent). The Marine Corps noted that officer accessions into the FAO program have been above their accession ceilings from FY 07 through FY 09. By sustaining this increase in FAO numbers, it is anticipated that utilization numbers and existing billet fill rates will improve. Moreover, closer collaboration between the International Affairs Officer Program Coordinator and the Officer Assignment Branch for the purpose of matching FAOs to FAO positions earlier in the annual assignment cycle will result in a more focused effort

to identify all available FAOs for utilization. This will provide better visibility on the career progression of all FAOs, not just those who owe payback tours for their initial training.

Efficient utilization of all officers who hold a FAO designation is an immediate concern for the Marine Corps, especially with its dual-track career field. The dual-track nature of Marine Corps FAOs creates an environment where tracking and assigning FAOs to a billet at appropriate times can be complicated and somewhat inefficient. In order to gain better visibility on the breadth and depth of this problem, the Marine Corps plans to commission a study by the Center for Naval Analyses that will examine the return on investment the Marine Corps gains from its FAOs. Specifically, it will focus on the number and types of utilization tours completed by individual Marine FAOs over the course of a career. From this study, it is anticipated additional adjustments to Marine Corps FAO assignment policies will follow.

FAO FOCUS AREAS

We need our foreign area officers to be highly trained, adaptable, prominent and effective in the joint environment today and in the uncertain environment of tomorrow.

-General William E. Ward
Commander, U.S. Africa Command
2009 DoD FAO Conference Keynote Address
July 21, 2009

Requirements and Utilization

FAO requirements and utilization continues to be a focus area for the FAO program. 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 outyear needs (e.g., up to six years), in order to fulfill their responsibilities as force providers.

Services - Requirements and Utilization

The Army envisions further demand as FAOs adapt to fulfill operational commander needs while executing contingency missions and conducting theater security cooperation with key partner nations. The Army staffed a force design update (FDU), which resulted in the placement of additional positions at Army Service Component Commands from FY 09 to FY 12. These officers will work in Security Cooperation Divisions and support leadership efforts through the development of policy and the execution of theater security cooperation activities. The Army also initiated action to increase FAO requirements by 25 percent (approximately 96 billets) in Africa, the Middle East, South Asia and Southeast Asia between FY 10 to FY 13.

In the past few years, Army accessions have not and were not programmed to keep pace with increasing requirements, which impacted current and future demands. However, in FY 09, the Army had tremendous success by accessing a total of 134 officers into the program – 58 more than required. These officers were accessed through the following methods:

- 63 through the FY 09 CFD board for Year Group (YG) 2002 officers
- 15 through the Captain's Skills Retention Bonus for YG 02 officers
- 35 through the Functional Designation request or individual transfers
- 21 through Call to Active Duty process for Reservists from multiple YGs

Improvement in the Army FAO fill rate will not be evident until FY 11 due to the lengthy training and education program of FAOs and then only if the Army continues to implement and maintain an accession rate of at least 75 per year, as reported in their action plan. Of special note, the Army is exploring the possibility of combining language immersion and advanced civilian schooling at an approved host nation university with FAOs who have a level of fluency, which will allow them to conduct graduate level work in the respective language. This will cut

down training time and thus enable an officer to be immediately available to do a FAO assignment.

The Marine Corps currently has 66 FAO-coded billets but anticipates 24 additional billets during FY 11 to FY 12 as part of the overall expansion of the Corps. In FY 09, the percentage of Marine FAO billets filled by FAOs was 71 percent. This is slightly lower than the 72 percent reported in FY 08. Measures have been taken to improve this shortcoming by: 1) Reviewing and, as necessary, recoding internal USMC FAO billets in order to align FAO assignments with only those billets that strictly require FAO skills; and 2) Refining procedures for screening and assigning FAOs to billets. This has been accomplished through close coordination between the International Affairs Office Program (IAOP) and the Officer Assignments Branch of Manpower and Reserve Affairs at Headquarters, Marine Corps. It is anticipated that this coordination, which includes an agreement to fill FAO billets exclusively with FAOs, will substantially increase the billet fill rate. Additionally, IAOP continues to seek additional O-6 level FAO billets in both the operating forces and the Defense Attaché System (DAS) in order to make FAOs more competitive for promotion not only to O-6, but also to O-7 and above. Currently, there is only one FAO-coded O-6 billet in the Marine Corps.

The Air Force had 248 RAS requirements in FY 09. The Air Force projects a near-term requirement of 250 active duty RAS positions and a long-term need for approximately 300 RAS positions. The number of RAS requirements is expected to increase as some security assistance/security cooperation (SA/SC) offices in security cooperation organizations (SCO) are converted and filled by RAS-qualified officers. The Air Force is working with the COCOMs to convert appropriate SAO positions to RAS positions.

In order to have the resources necessary to fill RAS requirements as a secondary career specialty, the Air Force has a steady-state requirement to develop 55 RAS officers annually. At this accession rate, the Air Force states they will be able to fill all of its RAS positions with certified officers in seven years (FY 16). To help fill the gap, the Air Force is currently filling RAS billets with “best fit officers” (non-qualified FAOs) until they grow more RAS officers in their program.

The Air Force fill rate in FY 09 was 21 percent – an increase of 11 percent from the previous year. In order to further increase RAS manning, the Air Force is conducting three simultaneous efforts. First, to address RAS officer utilization and demand, the SAF/IA office is conducting a worldwide program review with the COCOMs, Air Force Major Commands, and other organizations that utilize RAS officers. This review will ensure that RAS officers are placed in the highest priority positions that truly require their language, cultural, and regional expertise. Additionally, SAF/IA is undertaking a thorough review of all officers with previous RAS or RAS-like experience. The goal is to identify officers for RAS certification with little or no additional training due to their previous assignments or experience. Finally, SAF/IA will coordinate with the Deputy Chief of Staff for Manpower and Personnel on ways to increase the total RAS pool to meet emerging COCOM requirements.

The Navy continues to work on their FAO requirements process. Currently, there are 284 total billets identified for conversion through FY 15. This billet base falls short of the initially

envisioned billet base of 400 (300 operational and 100 training) required for community growth and development.

The Navy coded the first 29 FAO billets in FY 07, their first year with FAO-coded requirements. An additional 35 FAO billets were coded in FY 08, and in FY 09, there was a total of 97 FAO-coded operational billets. Plans are underway for additional billet conversions. Considerable work remains to finish identifying billets needed to reach the target end strength of 300 operational billets. This continued growth also must be “shaped” to align with the Chief of Naval Operations’ strategic priorities in which Navy FAOs play a key role in accomplishing the strategic imperatives of fostering and sustaining cooperative relationships with international partners while preventing and containing local conflicts.

Joint Staff and COCOMs - Requirements and Utilization

Even though progress has been made by the Services in refining their requirements, the Joint Staff reported that fill rate of billets by qualified FAOs continues to be an ongoing concern. The COCOMs and Joint Staff reported 421 FAO billets, which remained unchanged from FY 08. However, the fill rate by qualified FAOs decreased from 92 percent in FY 08 to 87 percent in FY 09. U.S. Central Command (USCENTCOM) was the most affected COCOM with only 49 percent of its billets filled by qualified FAOs in FY 08. There has been slight improvement in filling and sourcing USCENTCOM’s requirements in FY 09 where the fill rate was 67 percent – an increase of 18 percent. Despite this increase, a significant gap remains as reported by the Joint Staff. The Joint Staff noted, “Combatant Commands appreciate the Services’ effort to provide officers who have the “best fit” for the position but continue to report degraded mission capability due to a lack of fully trained personnel to support requirements.” USCENTCOM and U.S. Special Operations Command (USSOCOM) have particularly highlighted the fact that FAO fill rate continues to lag behind and hinders mission accomplishment. Overall, the Joint Staff urges continuing efforts across OSD and all Services to recruit, train, and assign sufficient FAOs to meet its demand.

Despite the steady decline in fill rate by qualified FAOs, the Joint Staff reported that five COCOMs project adding 34 new FAO billets over the next six years. The increases are distributed as follows: 12 Army, 10 Navy, 3 Air Force, and 9 Marine Corps.

Defense Agencies - Requirements and Utilization

The Quadrennial Defense Report (QDR), published in February 2010, highlighted the importance of revitalizing defense relationships with allies and partners in key regions and building partners’ security capacity as an increasing vital mission. Security cooperation/security assistance (SC/SA) activities are part of this essential mission. The Defense Security Cooperation Agency (DSCA) reported that the expansion of SC/SA programs and the planning for other missions such as Security Force Assistance (SFA) has increased the Service requirements for highly qualified FAOs in the grades of O-4 to O-8. DSCA has seen an increase in requests from the Geographic Combatant Commands to expand existing Security Cooperation Organizations (SCOs) and to establish new ones to meet the growing DoD requirements overseas. This has been especially true in the U.S. Africa Command and U.S. Central Command

areas of responsibility where qualified African and Middle Eastern FAOs are in high demand but in short supply. This potential growth will require not only more FAOs to serve as Senior Defense Officials/Defense Attachés (SDOs/DATTs), but also to serve in expanded and new SCOs.

In FY 09, DSCA conducted a global SCO review of all missions and manpower requirements at overseas locations. The goal is to determine the full range of mission requirements at each SCO and if they are properly staffed with the right number of people with the right skills sets to accomplish the mission. The results of this study may provide further insight into more expanded FAO requirements in the SC/SA arena. DSCA is urging the Services to press ahead in identifying the types of FAOs in highest demand and increasing the accession/training programs to build a more robust FAO corps.

The Defense Threat Reduction Agency's (DTRA) expanding programs portend a requirement for a more global FAO representation as opposed to the present steady-state requirement for almost exclusively Army FAOs. Turning to new mission requirements, DTRA will require FAOs with skill sets to support its activities in new areas. These areas include: sub-Saharan Africa, Latin America, and Southeast and Northeast Asia. As an initial first step, DTRA began the process of recoding a Combat Arms Generalist to a Northeast Asia FAO position in response to increased presence and activities on the Korean peninsula. In the event the situation in North Korea evolves to the point where a confidence and security building measure framework can be implemented, DTRA will require additional FAOs over and above its present authorizations, and thus will formulate a request for an increase of FAOs for the Agency. To the fullest extent possible, DTRA will use assigned personnel from the emerging Navy and Air Force FAO programs, and will undertake a study of the current manpower documents to assess the merit in reclassifying some current Navy and Air Force positions as FAO billets.

In response to growing intelligence community demand for enhanced understanding of the geopolitics, culture(s) and language(s) of key countries/regions/non-state actors, the Under Secretary of Defense for Intelligence (USD(I)) initiated the Civilian Foreign Area Specialist (CIVFAS) Program in FY 09. The program leverages the Service FAO model in terms of developing, sustaining and enhancing a career cadre with highly specialized skills and knowledge, but concentrates exclusively on foreign language, area knowledge and cultural expertise as it pertains to intelligence. Moreover, the cadre is composed only of career civilians of the Defense Intelligence Enterprise (DIE) (i.e. Combat Support Agencies, COCOMs, Intelligence Centers and the Services). After a preliminary exploration of CIVFAS capabilities by a dedicated Tiger Team in 2009, USD(I) tasked the Director of the Defense Intelligence Agency (DIA) with further developing the program in FY 10, with implementation and selection of the initial cohort in FY 11. The Director of DIA has established a CIVFAS Program Management Officer (PMO) for the purpose of coordinating the program's implementation across the DIE. Although separately managed and functionally distinct from the DoD FAO Program, CIVFAS shares the common objective of increasing the Department's expertise in foreign languages, area knowledge and cultural understanding.

Reserve FAO Program

The Services have recognized the Reserve Component (RC) FAOs as a key factor to the success of the overall Joint FAO Program and there is momentum in the Army, Navy and Air Force toward transforming their RC FAO Individual Mobilization Augmentee (IMA) and unit programs into operational, responsive programs.

The Army, Marine Corps, and Air Force have until recently managed their Reserve FAOs as a dual-track career field. The Army is considering converting the RC FAO program to a single-track career field. The Navy has already determined a single-track RC program best suits its needs. The Marine Corps does not currently have an active RC FAO program, but continues to explore regional expertise sustainment training through the IMA program to expand FAO-qualified manpower in support of the Active Component operations and mission.

The Navy is researching the creation of a RC FAO career path focusing on the Maritime Partnership Program (MPP). The proposal is for currently existing Reserve units that support regional Navy Component Commands to redesignate billets within the units to FAOs, placing critical language skills and regional expertise as close as possible to where it is needed. These units would be charged with planning and executing mil-to-mil exercises and training events with foreign navies in their specific area of responsibilities. These units will mirror the active component FAO community and serve as a force multiplier for enhanced responsiveness to changing conditions in theater. When complete, the Navy will have forward deployed a CONUS FAO capacity to surge for crisis response or mobilize for other contingencies.

The Navy Reserve has also started a Language and Culture Pilot Program to provide a monetary award to eligible members of the Navy Selected Reserve who complete accredited academic courses in critical foreign languages and cultural studies. The program intent is to provide incentives to Selected Reserve members to expand language skills, regional expertise and cultural awareness to improve interaction with foreign nationals. This program could be a basis for possible recruitment of Reserve FAOs.

During FY 09, the Army RC FAO Proponent began an assessment of the current structure and determined that the emphasis must be on developing an operational force. The RC FAO Proponent is revising the Army Regulation 135-11, the governing document for the Army RC FAO program, and is also developing an RC FAO concept plan for a new billet structure and FAO mission focused on security assistance and security cooperation with increased support directly to Army units. In FY 09, there were 99 billets worldwide, with 47 of those billets vacant for a fill rate of only 53 percent.

The Air Force Reserve International Affairs Specialist (IAS) Program is still under development to produce a Total Force RAS program. There are currently 45 Reserve IAS billets, with 39 filled indicating an 86 percent fill rate.

In an effort to assist the Services with the transformation and shaping of their RC FAO Programs, the Defense Language Office (DLO) has convened a working group with representatives from each Service to consolidate best practices, assure compliance with DoDD

1315.17, and help the Services meet Joint FAO requirements with the best-qualified Reserve FAOs across the Department.

Services manage their IMA billets and Reserve units, but these billets only reflect a portion of the available Reserve FAO manpower available to support in contingencies, gapped active duty billets, or emergent needs. Reservists occupying these RC FAO billets typically support the Service/Department for a 12-day annual training tour and 0-48 inactive duty for training drills (or 0-24 days per year) for a total of 36 days. Between the Army and the Air Force alone (Navy numbers not available), there are over 200 RC FAOs who are not assigned to FAO IMA billets or units who could be leveraged to fill unmet requirements. The Army reports 150 RC FAOs, 99 RC FAO billets, and only 52 of those billets filled; therefore, there are approximately 98 Army RC FAOs who could possibly be tapped in times of need. The Air Force data reflects 150 RC RASs, yet only 45 RC RAS billets with 39 of those billets filled; therefore, approximately 111 Air Force RC RASs might also be available. Because the Navy numbers are not available, the total potential Reserve FAO manpower could be even higher (upwards of 300). The Defense Language Office is working with the Service Reserve FAO program representatives and respective Service personnel offices to further identify potential candidates.

To this end, the following actions are being considered:

1. Centrally manage Joint FAO requirements across the Department and compile a database of all Services' FAO-qualified Reservists to query when FAO requirements are not filled by the Services, or those RC FAOs occupying billets or assigned to units. Because the majority of the FAO billets are Joint, it would be more efficient to canvass the largest swath of available candidates from all Services to fill emergent FAO requirements across the Department instead of leaving it only to the Service-specific Reserve vacancy advertisement systems.
 - a. FAOweb or other joint web-based application could be leveraged to establish this FAO vacancy advertisement system.
 - b. FAO consumers such as regional COCOMs could access the system to query a greater number of potential applicants.
 - c. Qualified RC FAOs could apply for tours as their availability permits, and not be tied to a Reserve billet or a requirement from the gaining command that owns the billet.
 - d. Sustainment training opportunities could be advertised to all RC FAOs, not just those currently reached randomly or by word-of-mouth.
 - e. Centrally managing all Reserve FAOs and FAO requirements would allow for a wider, joint selection of candidates to determine the best-fit officer for the requirement. If the RC FAO was needed for an extended timeframe, the Service has the option of recalling to Active Duty or placing the member on an Extended Active Duty (EAD) tour. This solution would satisfy immediate emergent needs, mitigate the need to "build" a particular flavor of FAO, and grow the RC FAO community and allow FAOs to hone their skills by offering enhanced language and career training and more active duty tour opportunities.

- f. By having visibility of all available FAO manpower and adding management flexibility, the gapped billets and unmet needs of an ever-growing FAO requirement across the Department would be rectified.
2. Research the feasibility of a Joint Reserve FAO unit to support Joint Reserve billets in the Joint Staff, COCOMs, and OSD.
3. Research leveraging the National Guard State Partnership Program and FAO/language-qualified National Guard members as a pool of potentially FAO-qualified personnel. DLO has been made aware of a number of language-qualified Guardsmen who could be utilized to fill FAO billets.
4. Encourage all the Services to utilize a recall/return to active duty of Reserve FAOs to fill gapped active duty requirements.

Joint Staff noted in its report that “accelerating the growth of Active and Reserve FAO programs would go a long way to ensure regional expertise is available in the Combatant Commands. With the continued strain on the active duty force, more emphasis needs to be placed on the training, education, and utilization of Reserve FAOs.”

Initial Skills and Specialized Training

The Services recognize the common set of skills needed to become a qualified FAO, as established by the Department in 2005. These include: foreign language skills 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 a FAO assignment. All of the above are found in each program and required in the DoD Joint FAO Program. These common skills standards ensure that, regardless of Service, all FAOs should bring the same high value core competencies and capabilities to Joint operational as well as Service-specific assignments. FAOs generally receive their language training from the Defense Language Institute Foreign Language Center (DLIFLC), either in Monterey, CA or Washington, D.C. 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 in levels of training is in the length of in-country training (ICT). The Army and Marine Corps policies provide 12 months (or more) while the Navy and Air Force provide six months (the minimum required in DoDI 1315.20).

In previous years, Air Force officers on the RAS development path typically accomplish a 2-3 year education and training program. The Air Force made significant enhancements to this training pipeline in 2009. All officers who started RAS training in 2008 or 2009, and therefore will complete language training in 2010 and 2011, will participate in a 6-month in-country Regional Areas Studies and Immersion (RASI) program. This will ensure that 100 percent of deliberately developed RAS officers have a minimum of 6 months in-country experience.

Officers that start RAS training in 2010, and later, will be developed under a completely redesigned training program. These officers will accomplish their language training at DLIFLC first, followed by a 3-month immersion training. Upon returning from immersion training, the

officer will attend NPS for four quarters, followed by a second 3-month immersion, and RAS certification. According to the Air Force, this new timeline yields many benefits. For officers with language acquisition difficulties, it provides early identification and flexible options of extended training or reprogramming into an alternative language and/or region. Providing two separate immersions - the first to reinforce language training and the second to reinforce language and academic training - will increase the overall language skills and the political-military comprehension levels of RAS officers. Additionally, the new training pipeline provides benefits from a program management perspective. It increases flexibility in DLIFLC start dates, and the possibility of programming more RAS officers for graduation and follow-on assignments in the heavy summer move cycle. The Department will closely monitor the Air Force's restructured training program and examine any impacts, if any, on alternative practices.

As noted earlier in this report, the Army is exploring the possibility of combining language immersion and advanced civilian schooling at an approved host nation university with FAOs who have a level of fluency that will allow them to conduct graduate level work in the respective language. If implemented, this will cut down training time and thus enable an officer to be immediately available to do a FAO assignment.

Following the initial skills 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 to which they are to be assigned. These courses allow FAOs to study job-specific or Joint subjects with their Service and other Service contemporaries. Some FAO duty positions require specialized pre-assignment training, to include assignments as an attaché or as a security assistance officer. 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.

FAO Language Proficiency

As the Department moves to build language, cultural, and regional capabilities throughout the general purpose forces, it is important for FAOs to maintain their professional relevance by sustaining and enhancing their language proficiency and cultural and regional expertise in their particular region. As part of the reporting requirements in DoDI 1315.20, the Services provided FAO language proficiency ratings by language, rank and ILR ratings. Figure 3 illustrates the language proficiency ratings by fiscal year.

DoD-wide, there has been a marked increase in foreign language proficiency of officers with at least an ILR level of 2 listening/2 reading and above from FY 07 to FY 09, representing a language capability in more than 50 languages. Of special note is the significant increase of ILR 3 listening/3 reading proficiency from FY 07 to FY 09 (660 to 927 – a 29 percent increase). The Marine Corps reported that two of its officers have a 4 listening/3 reading ILR proficiency in Spanish. Despite some improvement in language proficiency levels, the Services reported that there are still a number of FAOs – at least 37 – with less than ILR 2/2 proficiency level. The Services attributed this to FAOs attempting the DLPT in other languages (aside from their

primary language) who studied it on their own initiative. Although the Department encourages officers to acquire additional foreign language skills in the area or region of their specialty, a higher level of language proficiency of each language is highly desired. The Services acknowledge that a good comprehensive language sustainment program is needed to ensure FAOs maintain and sustain their language proficiency skills.

Unfortunately, the Services were only able to provide language proficiency ratings for listening and reading modalities in their annual reports. One of the core competencies of a FAO is the ability to speak a foreign language. DoDD 1315.17 and DoDI 1315.20 state that FAOs must possess foreign language skills at the professional level with the goal of ILR 3 in all modalities. More Service focus and emphasis is needed to ensure the speaking modality is captured, reported, documented, and, as needed, improved upon, so that sufficient oral foreign language capability exists across the Department.

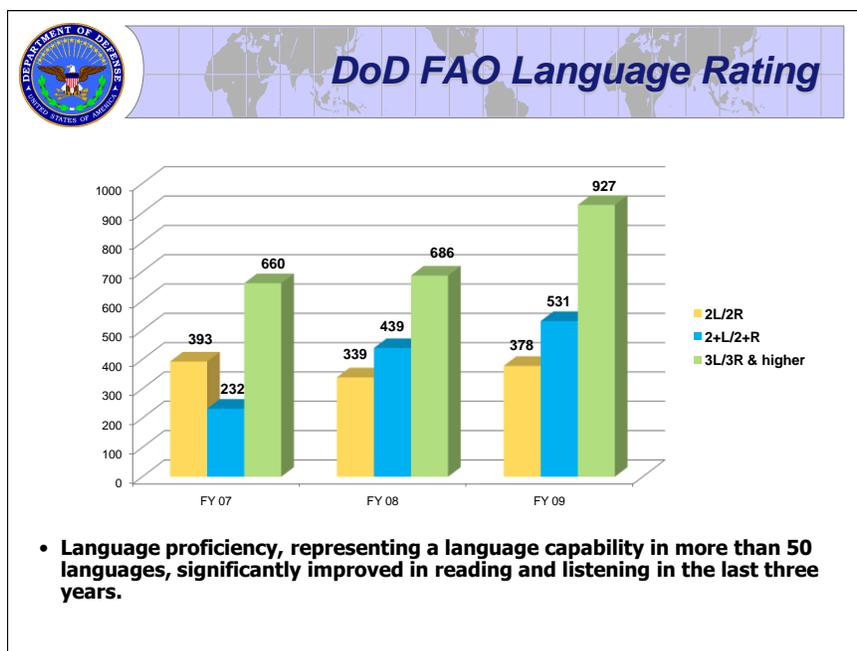


Figure 3 – FAO Language Rating by Fiscal Year

Sustainment Training

DoDD 1315.17 and DoDI 1315.20 directs that a dedicated and comprehensive sustainment effort must be instituted to insure language proficiency and regional expertise skills are not degraded or lost so that officers can operate at peak performance. Comprehensive sustainment training is an integral element of a FAO’s career and lifecycle development; the higher language proficiency requirements make this even more essential.

There have been initial strides made in regards to FAO sustainment training. The DoD 2007 Annual FAO Report highlighted sustainment training as one area that needed focused attention. It was noted that there was no Joint, comprehensive sustainment training and education program available for FAOs to maintain and/or enhance their professional level language and regional expertise. The Joint FAO Skill Sustainment Pilot Program was developed to address this gap.

This three-year pilot was approved by USD(P&R) in December 2008 with a goal of finding innovative ways to provide foreign language and regional sustainment training and education for seasoned FAOs to enable them to meet growing joint mission requirements. The Navy took the lead for overseeing this program and established the pilot at the Naval Postgraduate School (NPS) due to its unique combination of extensive regional studies and access to, and partnerships with, advanced language resources in the Monterey, California area.

The pilot program commenced with a first ever-DoD sponsored FAO Conference in July 2009 with over 100 FAOs and FAO stakeholders in attendance. Participants discussed the foundation and framework for the pilot, which includes training modalities, intervals, and performance measures. Annex B provides a year-end review of the Joint FAO Skill Sustainment Pilot Program, which outlines the conference proceedings, foundation and framework of the program, as well as significant milestones that were accomplished since the program was officially launched in July 2009.

To meet the challenge of balancing time and operational requirements, the pilot program utilizes advanced, innovative delivery techniques such as short-term classroom training and distance learning modules delivered through a newly developed tool called FAOweb. FAOweb is an internet portal designed to provide distance learning and community networking to FAOs within the Department. Distance learning modules are self-paced and job relevant, addressing topics ranging from the interagency process to security assistance as well as customized language resources developed by the Defense Language Institute Foreign Language Center.

The in-resident course is focused on regional issues, security policy, and international politics with approximately 30 fellows per class. The course includes a program overseas that centers specifically on regional security affairs for a particular area. Since the program's inception last year, two in-resident courses have been offered – Europe/Eurasia and Latin America – with participants ranging from Active and Reserve FAOs to civilians doing FAO-like assignments. Additional in-resident courses are scheduled throughout the year with the goal of offering at least one in-resident course for a particular region per quarter.

The Services also utilize web-based language training programs such as Rosetta Stone, LingNet/GLOSS, Transparent Language, Broadband Language Training System and SCOLA as a means of delivering language sustainment training. Moreover, depending upon timing and assignment, some FAOs will receive additional refresher language training between assignments.

Besides web-based language programs, the Air Force provides a Language and Area Studies Immersion (LASI) training program for its RAS officers. LASI is a 1 to 2-month intensive area studies immersion with classroom learning, one-on-one tutoring, and cultural excursions. The Air Force also offers their RAS officers the opportunity to attend a regional study program at the Air Force Special Operations School, Foreign Service Institute, and/or at a DoD Regional Security Studies Center.

FAO METRICS

DoDD 1315.17 requires the USD(P&R) to establish standard metrics and monitor FAO accession, promotion, retention, and utilization rates. The 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 fourth annual report to cover an entire fiscal year and documents data and progress through September 30, 2009. 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 is useful in measuring the effectiveness of the FAO program initiatives and identifying trends. This is the second year all four Services provided the required FAO metrics. The Navy and Air Force were unable to provide complete metrics data in previous annual reports due to early development of their FAO 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. Appendix C provides additional analysis of program trends in the areas of accession, promotion, retention, and utilization.

FAO Accession

The metric 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 robust 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 in the number and quality of applicants for the fourth consecutive year. Applicants in all Services exceeded requirements by a DoD-wide average of 1,127 percent (an increase of 309 percent from FY 08) with approximately 2,243 officers applying for 199 required FAO accessions (Figure 4). The Services attribute the high accession rate to concerted and aggressive outreach programs such as speaking engagements, publication of newsletters, and websites.

During this reporting period, the Army and Marine Corps accessed more officers than their required accession goal. Notable is the Army's success in accessing 134 officers into its program – 58 more officers than required. This is a major achievement for the Army FAO Program since accessions have not kept pace with increasing requirements in the last few years. This was due to the Army's goal to rebalance its force by FY 10 to give priority to building the brigade combat teams, thereby negatively impacting all functional areas to include the FAO career field.

Additionally, the Marine Corps accessed 11 additional officers via the Experience Track path in addition to the 18 required accessions selected via the Study Track. These officers either have documented foreign language proficiency and/or a graduate degree focused on, but not limited to, the political, cultural, sociological, economic, and geographic factors of specific foreign

countries and regions; consequently shortening the training program and immediately making these officers available to fill a FAO billet.

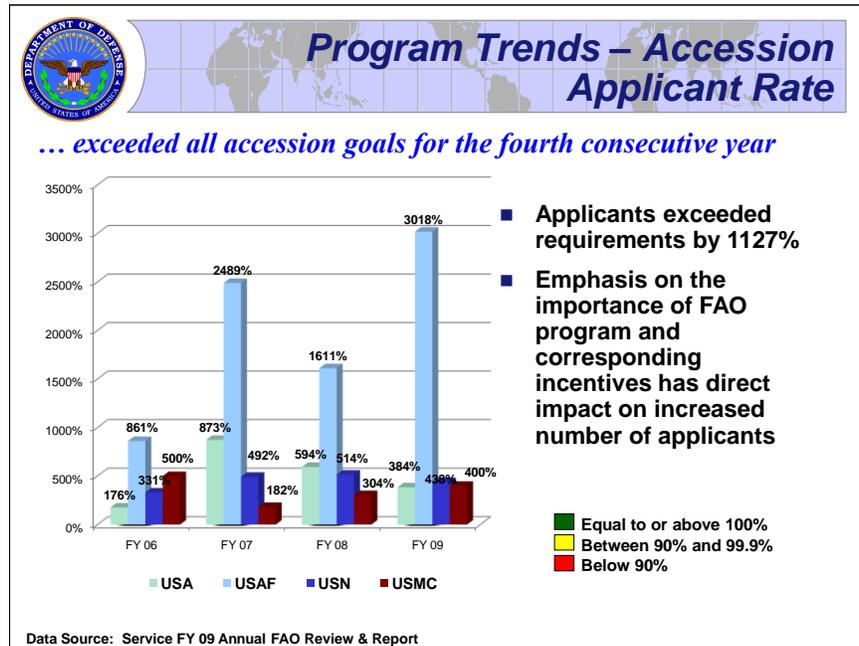


Figure 4 – FAO Accession: Applicant Rate by Fiscal Year

The FAO applicant quality metric is designed to measure the quality of FAO applicants in order to maintain a quality program. The quality of applicants remains strong, providing FAO selection panels with more than five qualified applicants per requirement – an increase of one from FY 08 (Figure 5).

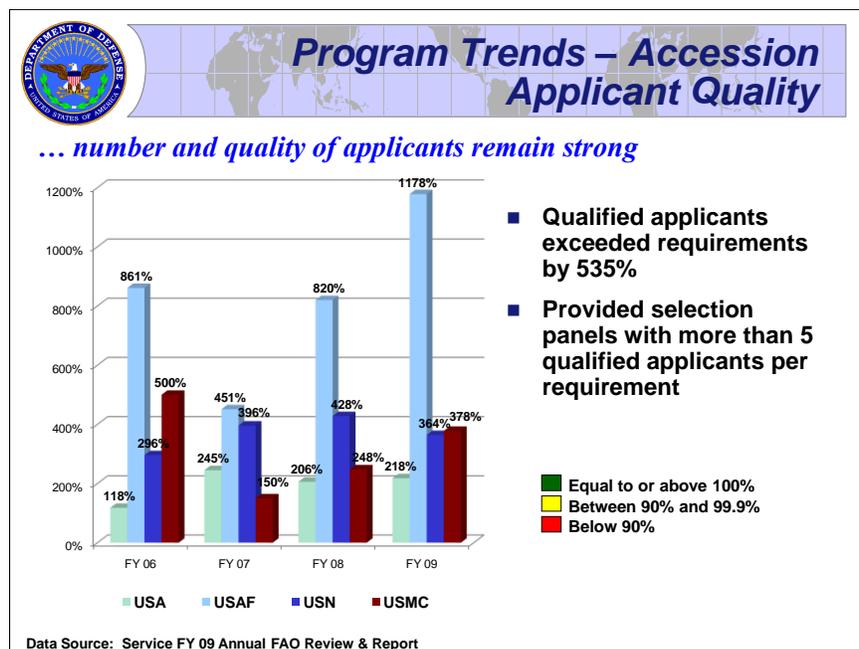


Figure 5 – FAO Accession: Applicant Quality Rate by Fiscal Year

The FAO completion of training metric is designed to measure the ability of Service training programs to successfully produce the required number of FAOs. For the second year in a row, the Services averaged 100 percent for training completion statistics as shown in Figure 6. This indicates that the competitive selection process is ensuring candidates are capable of meeting the rigorous FAO training requirements.

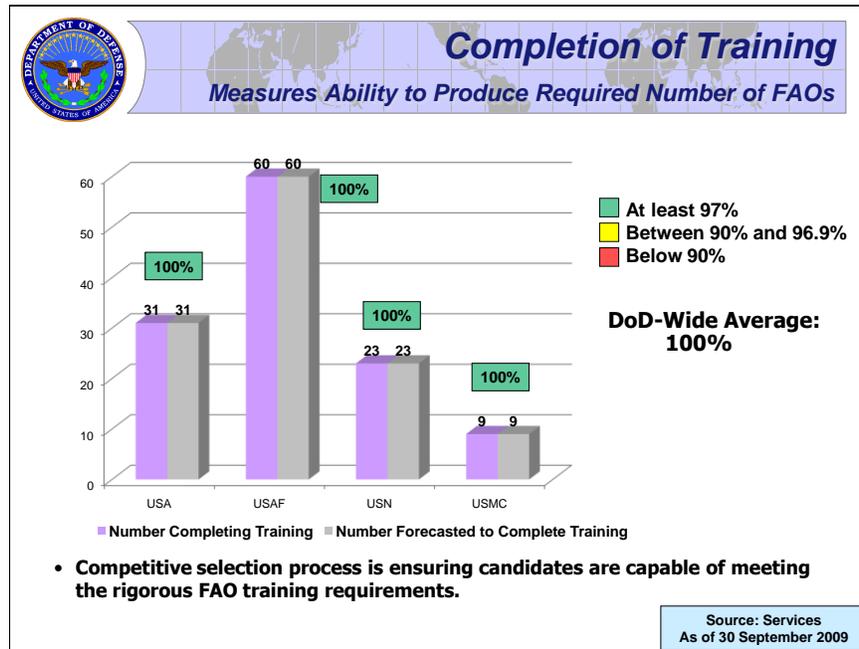


Figure 6 – FAO Accession: Training Completion

FAO Promotion

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. The FAO requirement promotion rate metric is designed to measure if FAO selections for promotion meet FAO promotion requirements.

FAO promotion rates for O-5 and O-6 varied among the Services in FY 09 with the Air Force the only Service meeting and exceeding promotion averages for O-5 and O-6 for the second year in a row. In FY 09, two RAS officers eligible for promotion to O-5 were selected, yielding 100 percent promotion rate, while nine of the fourteen eligible for promotion to O-6 were selected, yielding 64 percent promotion rate. This is an achievement for the Air Force with their dual-track program where RAS officers compete for promotion in their basic branch (Figure 7).

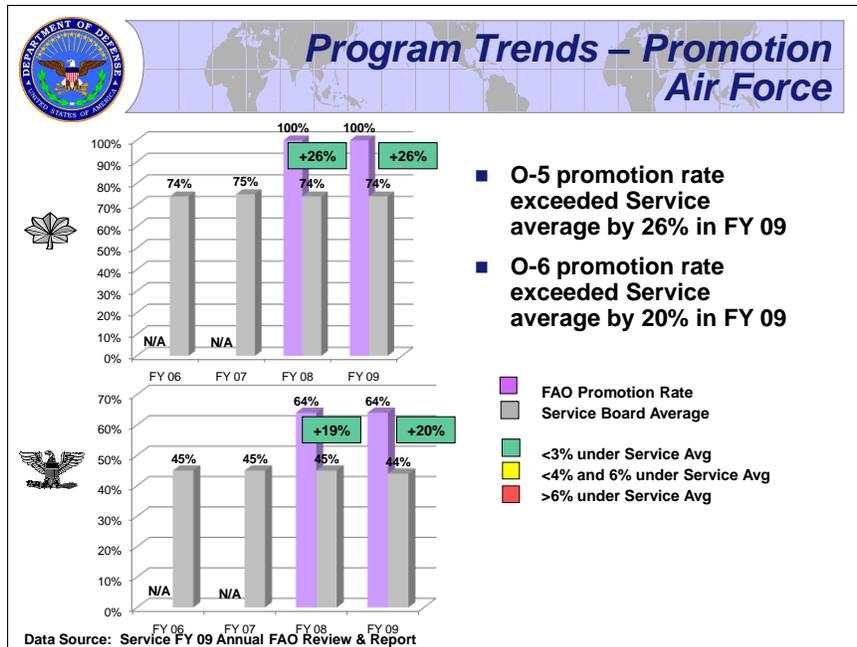


Figure 7 – Air Force O-5 and O-6 FAO Promotion Rate

The Army FAO promotion rate for O-5 in the primary zone was 82 percent – 7 percent below the Service promotion average of 89 percent. The Army’s low FAO promotion rate to O-5 was due to more officers being considered in the primary zone for roughly the same number of FAO requirements. However, the FAO promotion rate for O-6 was 56 percent – 2 percent higher than the Service promotion average of 54 percent (Figure 8).

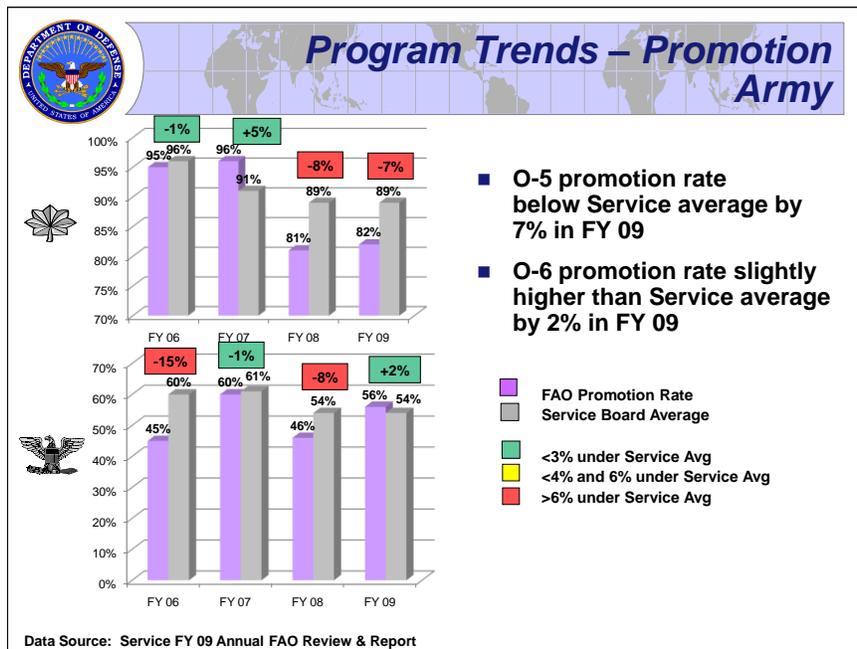


Figure 8 – Army O-5 and O-6 FAO Promotion Rate

The Marine Corps FAO O-5 promotion rate was equivalent to the Service average of 72 percent. However, FAOs in the primary zone for O-6 were selected at a rate of 20 percent compared to an overall rate of 53 percent. This low percentage was due to a small number of eligible officers (5), with one officer selected for promotion (Figure 9).

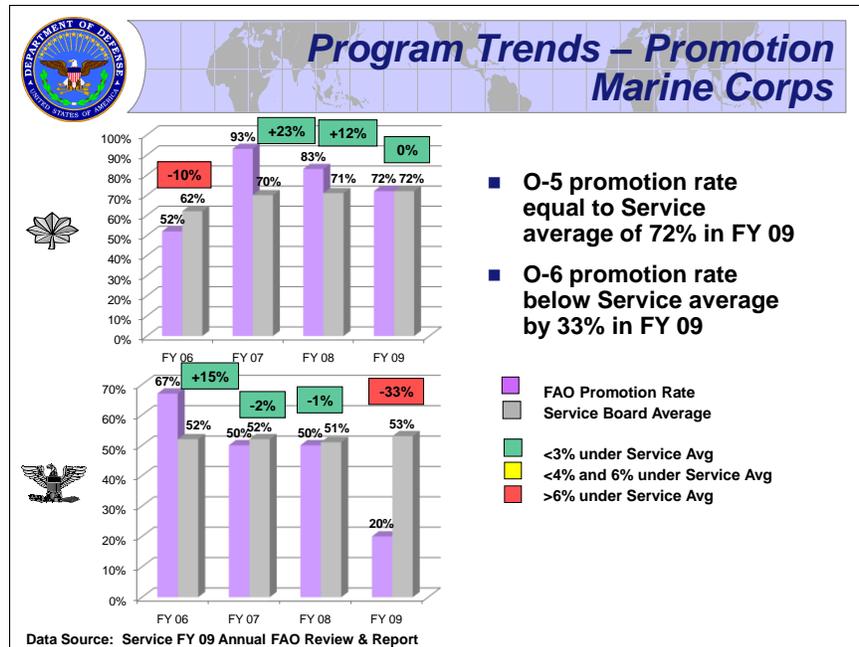


Figure 9 – Marine Corps O-5 and O-6 FAO Promotion Rate

The Navy FAO promotion rates for O-5 and O-6 continue to be well below the Service 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. The Navy FAO promotion rate for O-5 in the primary zone was 33 percent – 47 percent below the Service average of 80 percent – while O-6 FAO promotion rate was 40 percent – 28 percent below the Service average. The Navy addressed this issue in its action plan and has conducted a review of its promotion policies. Steps have been taken to bring the in-zone selection rate of FAOs to levels equal to or better than Fleet Average. In the near term, Navy FAO promotion rates will continue to be below Service rate averages, as noted in their FY 09 annual review and report, until “natural force-shaping” measures take effect (Figure 10).

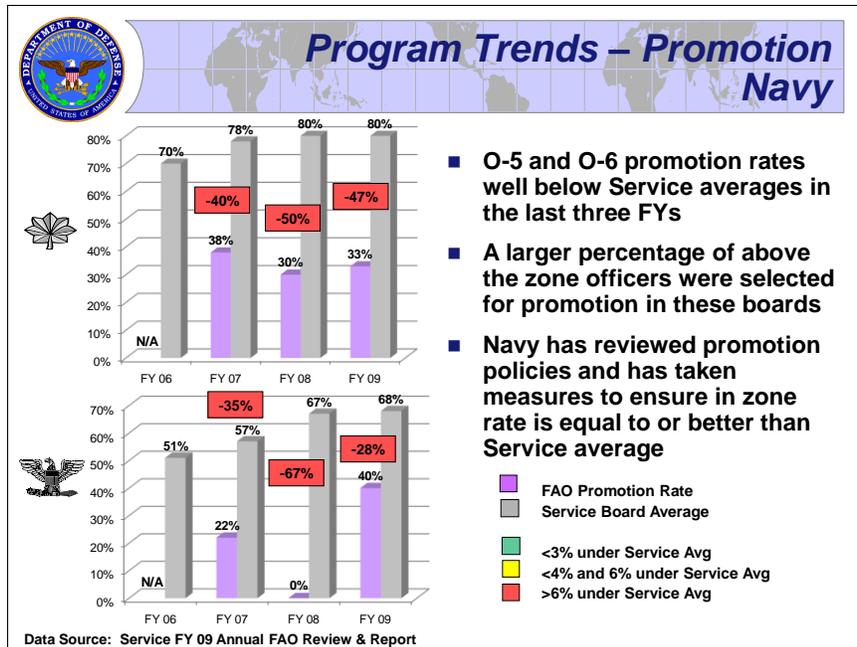


Figure 10 – Navy O-5 and O-6 FAO Promotion Rate

Unfortunately, there were no FAOs selected to General/Flag officer ranks during this reporting period. The last time a FAO was selected to General/Flag officer ranks was in FY 07 when two Army O-6 FAOs were selected to brigadier general.

As illustrated in Figures 11-12, the Navy promoted the number of FAOs needed to meet current and near-term requirements in the ranks of O-5 and O-6; however, the Army did not. The Army is currently researching if this is an anomaly since it has always met its selection requirements for the past three years for O-5 and O-6. 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. The Air Force noted that despite the RAS promotion rate to lieutenant colonel and colonel for both in the zone and below the zone exceeding Air Force averages, the total number of certified RAS officers promoted to these ranks did not meet their sustainment needs. This shortfall will continue until junior, deliberately developed officers reach those stages of their careers.

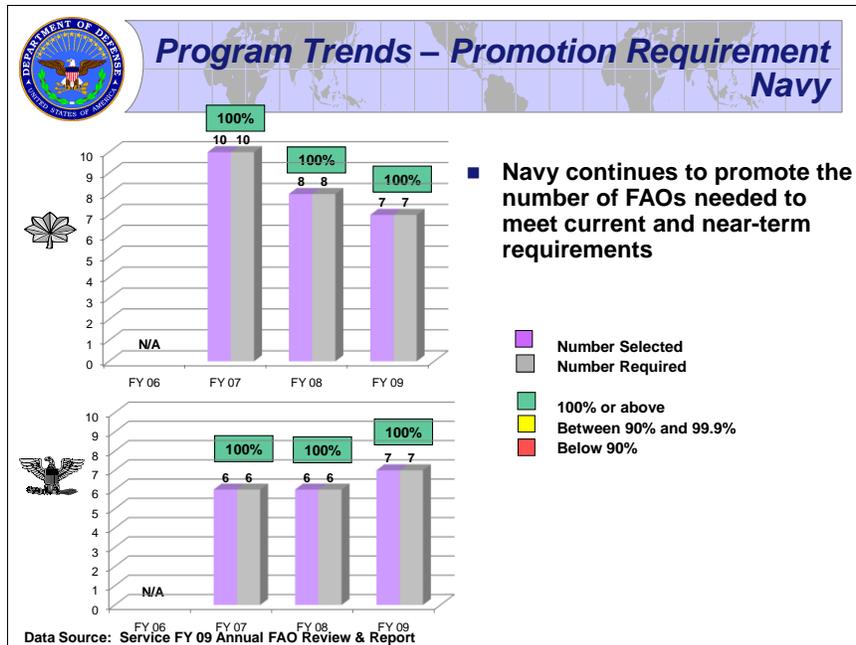


Figure 11 – Navy FAO Promotion Requirement Rate

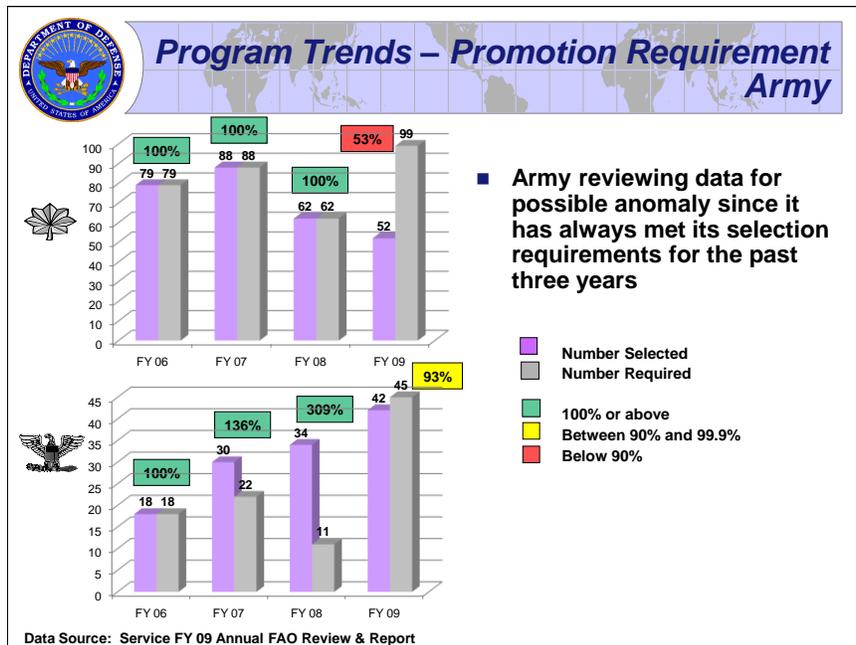


Figure 12 – Army FAO Promotion Requirement Rate

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. This is the first report the Department have retention data for all the Services since the Navy and Air Force were

not able to provide data previously due to the early development of their programs. As Figure 13 illustrates, attrition rates varied across the Services. Army and Navy FAO attrition rates are less than the Service average, whereas, the inverse is true for the Air Force and Marine Corps. Air Force and Marine Corps attribute slightly higher attrition rates to a higher number of officers retiring in FY 09. OUSD(P&R) will monitor this metric to ensure this does not affect the growth of the program.

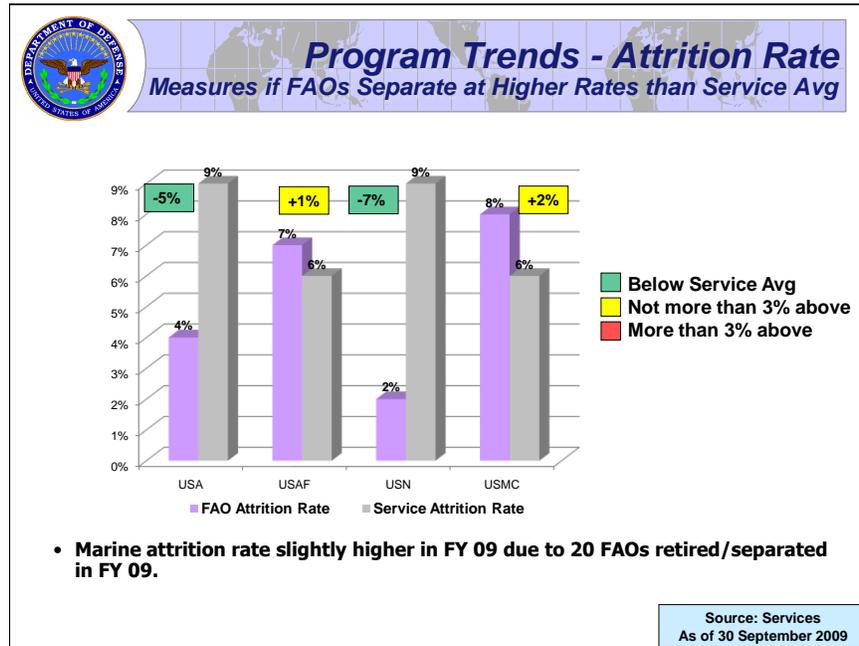


Figure 13 – FAO Attrition Rate

FAO Utilization

This metric is designed to measure whether Services are filling FAO-coded billets and encourage COCOMs and others to accurately identify FAO requirements. The Department goal is to fill at least 95 percent of all FAO-coded billets with FAO-qualified personnel. For the second year in a row, the Services did not meet the goal of at least 95 percent, as shown in Figures 14-17, although fill rates remained steady in FY 09 (with the exception of the Air Force). Army, Navy and Marine Corps fill rates held steady around 84 percent, 62 percent and 71 percent, respectively. The Air Force had an 11 percent increase in fill rate from FY 08 to FY 09 from 10 percent to 21 percent. The Air Force reported that out of the 248 RAS billets, 176 billets are currently filled by “best fit officers” (non-qualified FAOs) until enough RAS officers are developed to fill these billets. Again, as noted by the Air Force, a steady state accession requirement of 55 RAS officers a year will enable the Air Force to fill all its RAS positions with certified RAS officers in seven years.

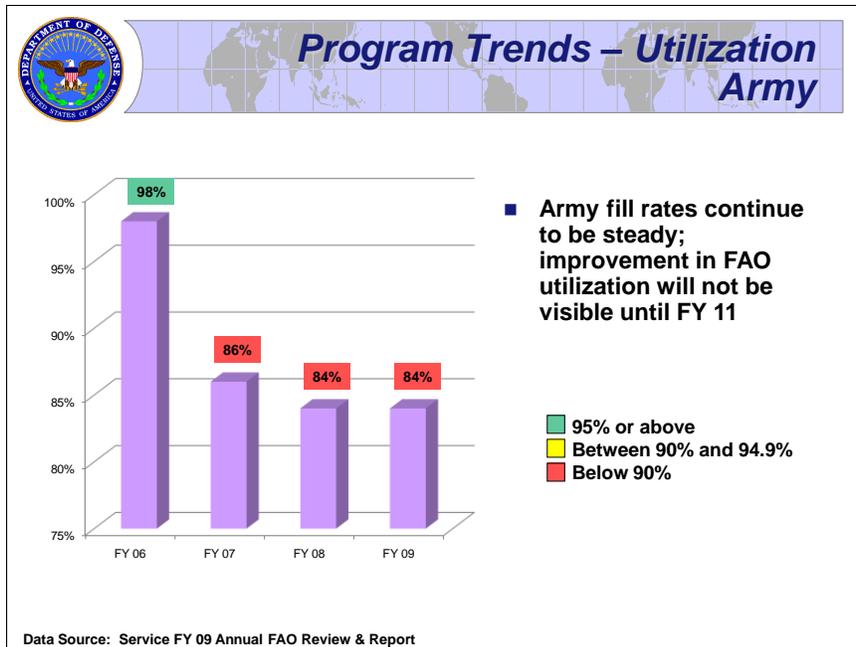


Figure 14 – Army FAO Utilization

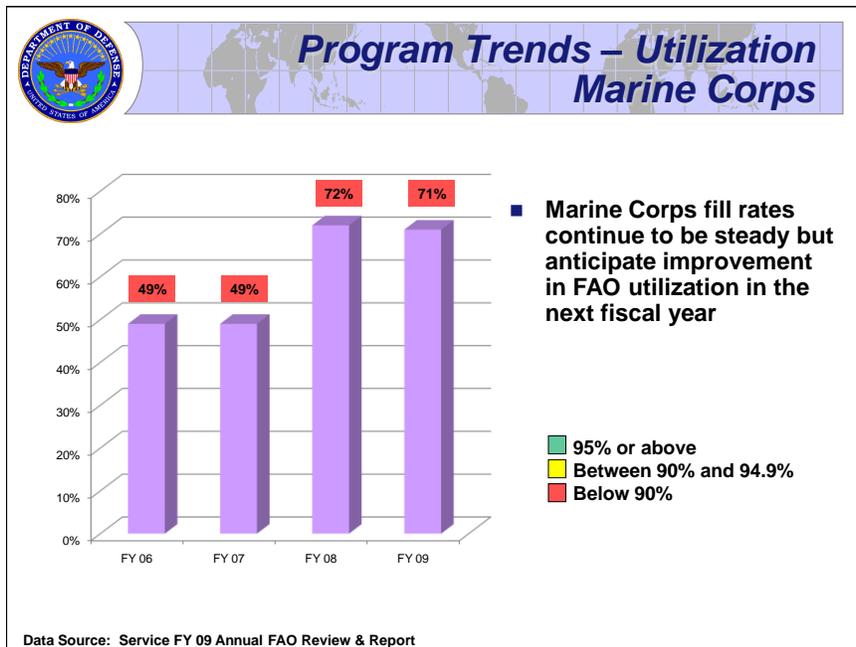


Figure 15 – Marine Corps FAO Utilization

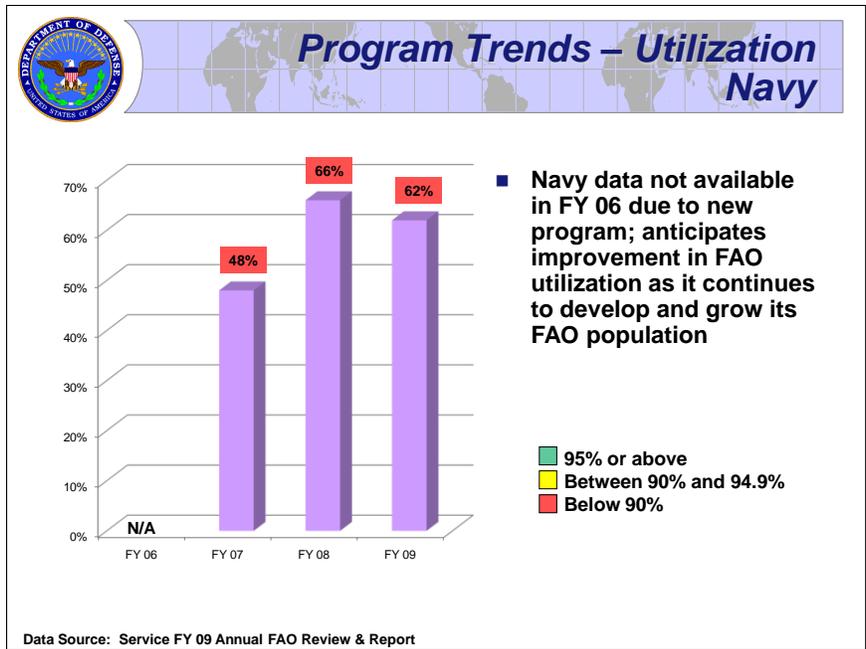


Figure 16 – Navy FAO Utilization

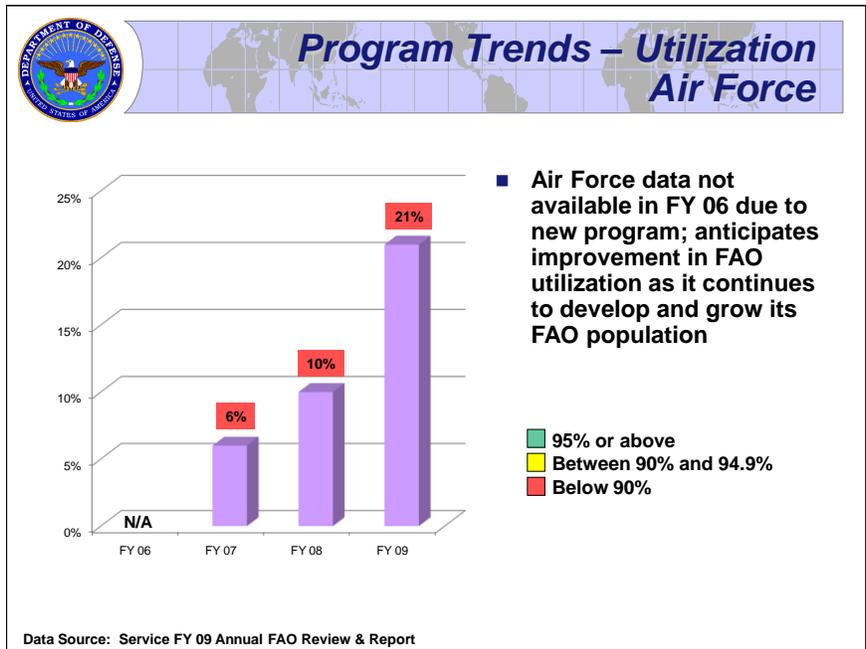


Figure 17 – Air Force FAO Utilization

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). Figure 18 shows the training costs by Service. The Army continues to use extensively civilian education graduate programs, so the cost per individual varies greatly, but the average cost is at the same level as the other Services. Service differences in language

training costs are primarily derived from additional funds used for language sustainment training. 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 Army and Marine Corps programs use a 12-month model, while the Navy and Air Force use a 6-month plan. The Air Force noted it had fully implemented its 6-month in country immersion program known as the Regional Affairs Strategist Immersion (RASI) in FY 09. The Air Force was unable to implement an immersion program in previous years due to funding constraints. As reported earlier, the Air Force is restructuring its RAS training program. Starting in FY 10, officers who enter RAS training will begin with language training at DLIFLC, followed by a 3-month RASI. Upon return, officers will accomplish their academic studies at NPS before departing on a 3-month RASI. This model pushes the officer to tackle the most difficult part of training first, allows ample time to build on language skills after DLIFLC, and incorporates the RASI program in such a way as to maximize language acquisition and cultural application. The Navy is the only Service unable to implement a 6-month in-country training program due to lack of funds. However, the Navy anticipates fully implementing an immersion program in FY 10.

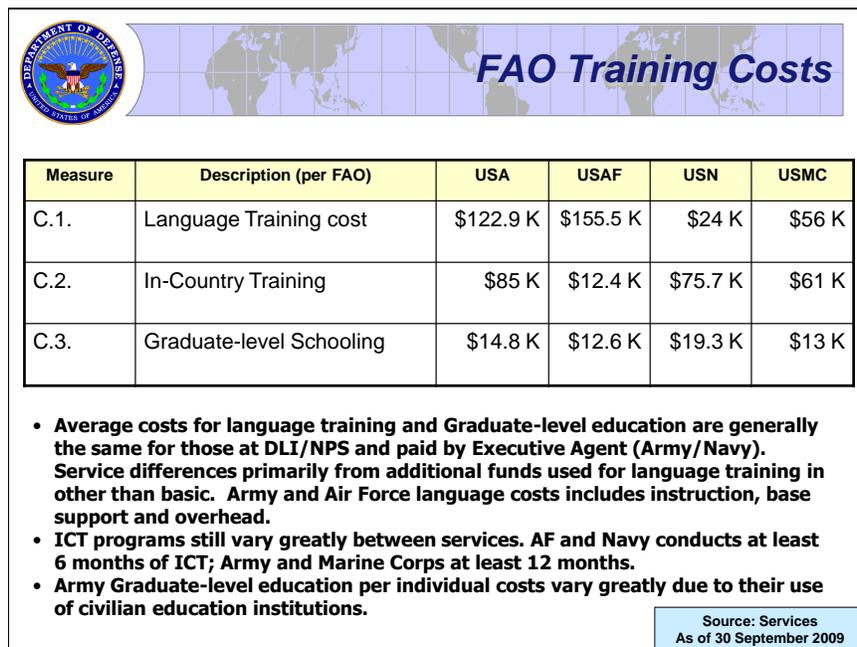


Figure 18 – FAO Training Costs

ANNEX A

SERVICES, JOINT STAFF, AND DEFENSE 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 produces Soldiers who are regionally focused experts in political-military operations with advanced foreign language skills and cultural understanding and provide advice to senior decision-makers throughout all phases of military operations.

Army FAOs perform the following functions:

- Advise senior leaders on pol-mil operations with other nations.
- Provide cultural expertise – Regional and JIIM – to deployed commanders throughout military operations.
- Build and maintain long-term relationships with foreign leaders.
- Develop and coordinate security cooperation.
- Develop and execute security assistance programs to build partner nation capacity.
- Collect and report on foreign nation DIME activities.

In 2009, 1145 Army FAOs served the Nation in 41 Department of the Army and Joint Interagency Intergovernmental Multinational (JIIM) organizations in 135 different countries.

- The Army accessed 119 officers in the FAO program in 2009
- The Army trained 248 FAOs in skills that will enable them to give expert Political-Military advice to senior leaders in the Department of Defense, Embassy Country-Teams and throughout the Interagency.
- The Army assigned 741 FAOs to FAO-coded billets worldwide.
- The Army deployed 83 FAOs from assigned positions to serve rotations in support of warfighters and allies in Afghanistan, Iraq and elsewhere in the world.

The Army's FAO Program continues to receive praise from the highest echelons of the Army and the Combatant Commands. These accolades validate the program as a combat multiplier and recognize it as the top program of its kind in the Department of Defense.

2009 Highlights

- The Army accessed 134 officers into Functional Area 48 through the following methods:
 - 63 through the FY 09 Career Field Designation Board (CFD Board) for YG 02 officers
 - 15 through the Captain's Skills Retention Bonus (CSRB) for YG 02 officers
 - 35 through Functional Designation requests (FD) or individual transfers from multiple YGs
 - 21 through the Call to Active Duty (CAD) process for reservists from multiple YGs
- Of the 879 authorizations coded for Army FAOs throughout the Force, 741 were filled by FAOs for an 84.3% fill rate.
- Army FAOs remained competitive for promotions. For primary zone promotion to COL, FAOs were selected at a rate of 55.6% while the Army average was 53.7%. For primary zone promotion to LTC, FAOs were 82.4% and the Army average was 88.8%.
- Army FAOs maintains 537 General Professional proficiency (3/3) ratings in 36 different languages. There are 1249 ratings at the Limited Working proficiency (2/2) or higher.
- Initial FAO training in FY 09 cost an average of \$222,878 per officer. This cost includes language training, advanced civil schooling and serving abroad on an in-country immersion experience.
- The Army increased and standardized positions on Army Service Component Command (ASCC) staffs so that 15 positions are coded in the Numbered Armies for FAOs. This represents a net gain of 21 FAO billets in the transformed ASCCs.
- FAO ICT Conferences were held in France (February 2009), the Philippines (March 2009), and Argentina (March 2009). These conferences were designed to inform both serving FAOs in the region and FAOs on ICT about the latest information from the Army, the COCOMs and the ASCCs while affording them the chance to network, mentor, and receive career guidance.
- The Army led two iterations of the 3-day, FAO Orientation Course (FAOOC) at the Defense Language Institute in Monterey in February and in July 2009. Newly accessed FAOs in language training and their spouses were given an opportunity to familiarize with their functional area, regional areas of concentration (AOC), living overseas as a part of country teams, receive initial counseling one-on-one in meetings with training and career managers. FAOs from the other Services and their leadership also attended this event.
- In September 2009, 3 Russian-speaking Army FAOs participated in the first Joint FAO Skills Sustainment Pilot Program (JFSSPP) sponsored by OSD and the Naval Postgraduate School. The Army fully supports this initiative and intends to continue to send FAOs to future iterations.
- The Army initiated action to increase FAO requirements in Africa, the Middle East, South Asia and Southeast Asia by 25% (96 officers) between FY 10 and FY 13.

AIR FORCE

The Air Force Regional Affairs Strategist (RAS) program continued to make significant improvement in 2009. We greatly increased the number of certified RAS officers and RAS officers filling RAS billets, maintained promotion rates above the Air Force average, enhanced the RAS training pipeline, and fully incorporated a 6-month, in-country immersion program. Lastly, our RAS governing body transitioned from a temporary senior steering group to a permanent advisory panel, as called for in our force development instructions.

This fiscal year the Air Force certified 64 RAS officers, increasing our total RAS corps by 80 percent, to a current total of 145 officers. With an additional 129 officers in training, we will nearly double our RAS officers in three years. New accessions to the RAS training pipeline remained strong. There were 648 qualified applicants for 55 required accessions, a rate of more than 11 applicants for every opening and an increase of 44 percent in qualified applicants.

The Air Force reports all required FAO metrics on both newly developed and previously certified RAS officers. For the second year in a row, the RAS promotion rate to major, lieutenant colonel, and colonel, both in-the-zone and below-the-zone, exceeded Air Force averages. As anticipated, 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 those stages of 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. Using a mix of best-fit and certified RAS officers, the Air Force has maintained a manning level of 92 percent for its 248 RAS billets. We currently have 52 RAS officers filling RAS billets, an increase of 120 percent as compared to our utilization rate last year. This highlights the importance we place on these critical, primarily joint, positions.

The Air Force has now fully implemented its six-month in-country immersion program, known as the Regional Affairs Strategist Immersion (RASI). We have sent our first five officers to three different regions for a total of six months each: two to Southeast Asia, one to Eurasia, and three to Middle East-North Africa. The officers will be primarily based in one country, but also conduct four separate two-week visits to four other countries in their respective regions. Over the next six months, we will send 12 more RAS officers to five different regions.

The Air Force has completely restructured the RAS training program. Starting in FY10, officers that enter RAS training will begin with language training at the Defense Language Institute (DLI), followed by a 3-month RASI. Upon return, they will accomplish their academic studies at the Naval Postgraduate School (NPS) before departing on a second 3-month RASI. This model pushes the officer to tackle the most difficult part of their training first, allows ample time to build on their language skills after DLI, and incorporates the aforementioned RASI in such a way as to maximize language acquisition and cultural application.

The Air Force remains committed to the dual-track RAS system, where certified officers alternate assignments between RAS positions and those in their primary career field. This adds

an additional layer of complexity to the program, but the benefits far outweigh the costs. By serving alternating assignments, RAS officers increase the relevancy and the credibility of their military bona fides in the international affairs environment. Additionally, we ensure that RAS officers can translate their regional expertise and insights into military utility. Lastly, it allows RAS officers to remain competent and competitive in their primary career field, to include command opportunities. This enhanced training should alleviate the low promotion rates experienced under the old FAO program and is currently substantiated by our initial promotion rates to Lieutenant Colonel and Colonel.

This year has also seen the full implementation of the International Affairs Specialist Advisory Panel (IASAP). The IASAP is chaired by the Functional Manager of the 16F and 16P career fields and includes senior leaders in international affairs, force development, and personnel management. The panel meets bi-annually to directly manage the dual-track careers of RAS officers. By communicating directly with 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.

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

NAVY

In FY 09, the Navy selected 47 FAOs through two Lateral Transfer/Redesignation boards held in November 2008 and June 2009. By close of FY 09, there were 174 officers with the FAO designator. An additional 37 officers selected from previous boards are currently completing assignments in their source community and will redesignate to FAO in FY 10 and beyond. The competition to become a FAO remains very high, allowing Navy to select exceptional officers with strong international engagement portfolios and solid professional qualifications from their source communities.

FY 09 areas of focus:

Community Shaping

The Navy FAO community is approaching the mid-point in its build plan. Starting in 2009, we initiated an accession strategy designed to balance near-term capacity requirements with a longer term sustainment plan. A great deal of attention has been paid to the composition of the FAO community, from initial qualifications of new accession officers to current inventory behavior. Accession and promotion plans are being adjusted for projected billet growth and to ensure that career progression milestones are being met.

Strategic Alignment

The FAO program began aligning to the Navy's Maritime Strategy, A Cooperative Strategy for 21st Century Seapower, in 2008. In June 2009, a FAO working group under the guidance of OPNAV N52 conducted a comprehensive billet review that adjusted the billet base to better

support the Maritime Strategy. This effort validated the community's end-state plan for 400 offices and identified several legacy billet mismatches which are now being converted to FAO-coded fills.

Meeting DoD Directives

The Navy FAO community is addressing the DoD requirement to establish a reserve component (RC) FAO program and in-country training (ICT) for immersion based language study. The Navy was able to convert some FY 10 funding to pilot programs for ICT.

Increasing FAO Billet Base

Given the strong demand signal for Navy FAOs, the identification and conversion of billets to support steady state will continue to be a high priority for community leadership. The Navy continued to build towards an overall FAO community goal of 400 billets and at the end of FY 09, 193 of the 284 billets identified for conversion by FY 15 were redesignated to FAO. Future growth must adhere to the Defense Officer Personnel Management Act (DOPMA), reflect Maritime Strategy and CNO strategic priorities, and account for FAO community inventory behavior to ensure adequate capacity to meet billet base requirements, especially in the more senior ranks of Captain and Commander.

MARINE CORPS

During FY-09, the Marine Corps continued to develop and expand its FAO program. Of particular note, qualified applications for the program increased by 10% from FY-08; promotion numbers indicated that FAOs continue to enjoy competitive advancement opportunities; fill rates for FAOs serving in FAO billets continued to hold at a rate nearly equal to FY-08; and increased skill sustainment opportunities are proceeding.

a. Accessions. In anticipation of 24 new FAO billets coming online in FY-11 and FY-12 as part of the overall increase in Marine Corps end-strength, the FAO program began its third year of general expansion and experienced an increase in both the number and quality of applicants. Seventy-two officers applied for the 18 school seats offered by the Study-Track FAO Board in 2009. Although that number was reduced to 68 when the applicant pool was screened against Naval Postgraduate School (NPS) admission standards, there remained a ratio of better than three-to-one of qualified applicants for each school seat. This is a significant improvement over the 62 qualified applicants who applied for 25 seats in FY-08. Additionally, the Experience-Track FAO panel accepted another 11 applicants whose credentials met the requirements for immediate designation as FAOs per the DoD Directive and Marine Corps Order.

b. Promotions. FAOs in-zone for O-5 were selected for promotion at a rate of 72.2% compared to an overall O-5 promotion rate of 71.8%. However, FAOs in-zone for O-6 were selected at a rate of 20% compared to an overall in-zone rate of 53.4% (note: only 5 FAOs were in-zone for O-6 in FY-09).

c. Utilization Rates. The rate at which FAO billets are filled by qualified FAOs remained at a level nearly equal to that in FY-08. Of note, the decrease in billet fill-rates from 72% in FY-08 to 71% in FY-09 was a difference of one billet, which resulted from previous assignments of

non-FAOs to attaché postings. As the FAO assignments process continues to evolve – and as current non-FAO attachés eventually complete their tours – USMC FAO fill-rates are expected to noticeably increase.

d. Skill Sustainment. To address this challenge, the USMC FAO program is pursuing the following initiatives designed to ensure that perishable FAO skills remain viable when officers are not directly assigned as FAOs.

(1) In FY-09, the three Marine FAOs participated in the pilot course of the Joint FAO Skills Sustainment Pilot Program (JFSSPP). Developed by NPS at the direction of, and funded by, USD(P&R), JFSSPP includes language refresher training, courses on current, regional political-military affairs, and site visits abroad. Following the positive reception of this pilot course, NPS is planning subsequent courses scheduled for spring 2010 and beyond.

(2) The Marine Corps is pursuing a variety of programs designed to sustain Marines' language skills. These programs include both online and resident classroom training. Online training includes Rosetta Stone software (offered through the MarineNet learning portal); CL-150 (offered through Transparent Language); Tactical Language Training Systems (TLTS, available through the Program Manager for Training Systems); and the Broadband Language Training System (BLTS), which has been developed and implemented by the Continuing Education Department at Defense Language Institute Foreign Language Center (DLIFLC).

In summary, the Marine Corps FAO program remains robust, relevant, and flexible in order to meet the emerging needs of the Marine Corps and the Joint Community. As demand for linguistic and cultural expertise continues to increase in the current operating environment, senior Marine leadership has shown its commitment to maintaining a credible pool of Marine Foreign Area Officers ready to serve our Corps at all levels.

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) has a total of 426 authorized FAO positions on the books as of 30 September 2009. Currently only 89% of these positions are filled with 342 officers including 216 Army, 79 Air Force, 19 Navy and 28 Marine Corps.

Most of these positions are for Military Attachés who represents US interests in our Embassies worldwide. All attaché billets require FAO skill sets and some level of proficiency in the principal language of the country assignment. The same is true for the rest, which are 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. We continue to struggle with an inadequate supply of skilled FAOs to fill these critical positions; while highly capable officers are nominated by each Service, most do not have adequate, if any, foreign language skills. 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. A continuing trend is that approximately 80% of the officers who arrive for training with the Joint Military Attaché School (JMAS) do not have any exposure to the language required for their country of assignment. Significant time and funding is required to allow them to acquire the language; however, they do not gain the professional knowledge necessary for them to perform accurately in the foreign language. This leads to lost opportunities in almost every aspect of the military attaché's role.

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)

Focus Issues

DSCA currently has no role in the Reserve FAO program. However, we are discussing this program with the Defense Language Office to determine how we might participate.

The implementation of the Senior Defense Official/Defense Attaché (SDO/DATT) position in U.S. Embassies worldwide, the expansion of Security Cooperation/Security Assistance (SC/SA) programs, and the planning for other new missions, such as Security Force Assistance (SFA), has increased the Service requirements for highly qualified FAOs in the grades O-4 to O-8. The governing regulations for SDO/DATT mandate that those officers so approved by the Secretary of Defense be FAOs, thereby increasing the demand. Full implementation will require over 140 FAOs serving overseas in SDO/DATT positions, with up to an additional 140 in various phases of training in preparation for assignment. In the area of SC/SA, DSCA has seen an increase in requests from the Geographic Combatant Commands (GCCs) to expand existing Security Cooperation Organizations (SCOs) and to establish new ones to meet the growing DoD requirements overseas. This has been especially true in the AFRICOM and CENTCOM areas of responsibility where qualified African and Middle Eastern FAOs are in high demand, but in short supply. This potential growth will require not only more FAOs to serve as SDO/DATTs, but also to serve in expanded/new SCOs and Defense Attaché Offices.

Through their foreign language skills, country/regional expertise, and host nation contacts, FAOs play an integral role in the successful implementation of SC/SA programs and in promoting US national security objectives. They are critical in all aspects of Building Partnership Capacity (BPC) programs and in understanding the complex environment of areas characterized by irregular warfare. In the absence of an operation commander and upon issuance of governing DoD instructions, it is expected that SDO/DATTs will assume primary in-country responsibility for implementing SFA activities. In order for these activities to work as intended with selected host nations, officers who are either FAOs or possess FAO-like skills will be key to the type of cooperation envisioned.

DSCA is currently conducting a Global SCO Review of all missions and manpower requirements at our overseas locations. The goal is to determine the full range of mission requirements at each SCO and if they are properly staffed with the right number of people with the right skill sets to accomplish those missions. The results of this study, expected in the April/May 2010 timeframe, may provide further insight into more expanded FAO requirements in the SC/SA arena. We expect to report the results to the Joint Staff, Services, and GCCs. The results notwithstanding, DSCA encourages the Services to press ahead in identifying the types of FAOs in highest demand and increasing the accession/training programs to build a more robust FAO corps. Additionally, DSCA encourages GCC staffs to keep FAO requirements updated on respective joint table of distribution/joint manning documents (JTDs/JMDs).

DSCA strongly supports the USD(P&R) Joint FAO Skill Sustainment Pilot Program (JFSSPP) as a means of providing a higher level of training and information sharing for senior FAOs. Recommend that the course of instruction include the role of the SDO/DATT in expanded Security Cooperation missions in the SCOs/DAOs. Based upon informal positive feedback we have received from senior FAOs, we also urge OSD to make this a permanent course for senior FAOs and to expand course offerings to enable more FAOs to participate.

FAO Achievements

The FAOs assigned to DSCA and its subordinate components play critical roles in the management of security cooperation/security assistance programs in the furtherance of US national security objectives. The skills they employ on a daily basis with our friends and allies create the relationships that promote US interests, build partner capacities for self defense and coalition operations in the global war on terrorism, and promote peacetime and contingency access for US forces. As previously mentioned, FAOs serve as SDO/DATTs and as SC/SA officers in SCOs around the world, representing the DoD, engaging partner nation senior military and defense officials in promoting mutual defense cooperation, managing programs such as Foreign Military Sales (FMS), Foreign Military Financing, and International Military Education and Training (IMET), and BPC – a Secretary of Defense essential national security requirement. FAOs are essential force multipliers whose capabilities augment the strategic roles the GCCs play in their areas of responsibility.

At DSCA Headquarters, FAOs continue to play a significant role in the coordination, management, and execution of SC/SA programs globally. In FY 2009, they developed, implemented, and supported SC/SA programs to meet critical requirements in key areas, such as Iraq, Afghanistan, Pakistan, and Lebanon. We have senior FAOs leading special teams managing the major interagency efforts to expedite FMS case development and deliveries of defense goods and services to these countries, as directed by the Under Secretary of Defense for Policy (USD(P)). We have FAOs responsible for the management and implementation of the SDO/DATT program and as the OUSD(P) representative in this process. We have FAOs who work with the Services' acquisition and logistics commands in the transfers of major defense equipment to our allies and friends. We have FAOs at the Defense Institute of Security Assistance Management (DISAM) who instruct new SC/SA officers, many of whom are FAOs, 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/SA management, but they often come from SCOs where

they performed the work they now instruct. Additionally, they conduct the Regional Seminars, aligned with each GCC, to provide an awareness of the full range of FAO-like skills needed to successfully interact with host nation militaries.

We have FAOs serving at the Regional Centers for Security Studies (RC) engaged in many aspects of security cooperation, including international executive education/Expanded IMET, regional alumni outreach programs, professional exchanges, and policy-relevant research. FAOs assigned to the RCs establish and maintain close professional relationships with their FAO counterparts in their respective GCCs, SCOs, and DAOs, and with partner country personnel. They manage the International Military Fellows Program, coordinate GCC long term engagement plans with select countries, and participate in BPC activities. They are instrumental in advancing regional security sector development in key countries, in providing input to GCC Theater Campaign Plans and Embassy Mission Strategic Plans, in joint planning groups and security cooperation conferences, and in providing valuable pre-deployment opportunities to other FAOs and personnel en route to assignments in the regions.

Many of DSCA's DoD civilian employees are retired FAOs who continue to serve the agency well using their FAO skills in areas as diverse as country program management, end use monitoring, financial management, DSCA FAO program management, and SC/SA plans and programs development. All deal with multiple countries and programs, providing immediate credibility from first-hand experience working country/regional SC/SA programs.

Lessons Learned

Although more FAOs from the other Services are being trained and are entering the work force, most FAOs assigned to DSCA continue to be Army. Although the other Services provide military personnel, the lack of FAO-type experience typically results in a steep learning curve in the political-military implications of our mission and in the process issues of SC/SA. We continue to work with the Navy, Marine Corps, and Air Force to bring their FAOs into the SC/SA community, at DSCA Headquarters and our subordinate commands, and in the SCOs.

The knowledge base FAOs hold is a significant asset since they provide recent real-world experience that other members of this organization use. Many of our Country Program Directors are FAOs recently reassigned to DSCA or DISAM from SCOs. We tap into their knowledge base by assigning them to the management of countries with highly visible programs and interagency interest. Not only do they apply what knowledge they have gained in the field, but they share their expertise gained by in-country/regional assignments, across directorates and throughout the organization, which only improves the overall ability of DSCA to accomplish its mission.

Our FAOs bring strong analytical, political-military, and foreign language skills to the table; a wealth of personal contacts with host nation and regional players; and an unrivaled "on the ground" level of expertise that is critical in promoting US interests. 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.

Significant Issues

As previously mentioned, the demand for SCOs is increasing, along with an increasing demand for FAOs to fill the new and expanding offices. Every GCC is seeing the requirement to increase SC/SA operations at the request of both the host countries and the US Ambassadors. Funding the IMET programs has increased from \$49M in FY00 to over \$100M in FY09; FMS has increased from \$12B in FY00 to \$38B in FY09. This upward trend has increased the demand for skilled FAOs to serve in the SCOs where these and other SC/SA programs are managed on a daily basis. FAO staffing and community capacity have not kept pace with this growth requirement. Although the increase in need is greatest in countries and regions affected by irregular warfare (AFRICOM, CENTCOM), where SC/SA programs play a vital role in building the capabilities and capacities of partner countries and regional security forces, the other GCCs are equally seeing new requirements (EUCOM – Kosovo, Montenegro; PACOM – Vietnam, Indonesia). Personnel filling SCO positions in these areas have the greatest need for foreign language, cultural, and regional knowledge skills that are characteristic of FAOs. The result is the expanded requirement for FAOs to fill these SCO positions.

Security Cooperation requirements continue to grow. The GCCs require personnel to serve in the SCOs who are well versed in not only irregular warfare issues, but contingency operations, joint training and exercise planning, and bilateral affairs. FAOs are well suited to perform these missions. Additionally, DSCA is working with the Joint Staff to develop a surge capability for SCOs to enable DoD to better respond to emergent crises and contingencies requiring increased cooperation with partner countries. An effective surge capability is dependent upon personnel with the foreign language skills and cultural understanding necessary for rapid integration into the partner country setting. Competent FAOs cannot be produced when crises emerge; advanced planning is critical to meeting emerging requirements. The technical knowledge for these SC activities must be tracked, nurtured, and used effectively. FAOs have the required skill sets and are best suited for this requirement; demand for their use when surging SCOs will only increase.

SC/SA knowledge and wisdom 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/SA 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 the FAO value is in the ability to advise the senior leadership of what can and cannot be done under the constraints and opportunities of SC/SA, and in helping them to understand how to deal with the host nation militaries in a more effective and productive manner.

Recommend DoD FAO career management be standardized across the Services. In the Army, once an officer has been selected for the program and has completed all training, he/she is designated a FAO, remains in the FAO career field for the duration of his/her career, and is managed for promotions and assignments by FAO career managers. Some other Services dual track their FAOs with their primary career fields, a practice the Army moved away from because it degraded FAO skills, often forced officers to choose to stay in the loss of fully qualified FAOs. In order to make a fully trained and qualified FAO corps, it makes good business sense for each Service to establish FAO as a distinct career field and single track its FAOs accordingly. In this way, FAOs compete for promotions and key assignments against their FAO peers and not

against pilots or infantrymen; they are managed by FAO professionals; and each Service will build its own cadre of highly skilled FAOs from O4 to General/Flag Officer level.

Standardized DoD FAO management includes standardized FAO training, preferably in keeping with the Army model: language training, 1 year of in-country training, and graduate school. This tried and true methodology has produced highly qualified and skilled FAOs for the Army for 50 years. We have heard anecdotal remarks of how a GCC rejected another Service FAO in favor of an Army FAO simply because they knew the quality of the Army product. With a standardized DoD FAO training program, this argument would not work. Over the past decade, the requirement for a culturally astute and foreign language capable military force has grown. FAOs form the backbone of this force and provide significant value added to the commanders who employ them. With a standardized DoD FAO training program, all commanders/users will know that each FAO they receive has completed the same rigorous training program and earned the same set of FAO credentials.

DEFENSE THREAT REDUCTION AGENCY (DTRA)

Foreign Area Officers (FAOs) serve in a variety of critical assignments with the Defense Threat Reduction Agency (DTRA). The DTRA FAOs are at the forefront of strategic arms control verification inspection missions in Russia and the former Soviet Republics. They serve as team chiefs for Strategic Arms Reduction Treaty (START) and Conventional Armed Forces in Europe Treaty (CFE) inspection teams, and also as site commanders at a continuously-manned remote monitoring facility in Votkinsk, Russia. In addition, DTRA FAOs serve to great effect as policy analysts, regional specialists, DTRA action officers in the U.S. Government interagency process, and liaison officers to the Combatant Commands (COCOMs).

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

DTRA will continue to leverage 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, and an added uncertainty concerning the future of START, our FAO population continues to be fully engaged. The Russian Federation has stepped up its activities under the Vienna Document 1999 (VD 99) to provide a rough equivalent to the number of inspections which they formerly conducted under CFE and VD 99. While the START I treaty expires in early FY 2010, indications are strong that a follow-on strategic arms control agreement will be concluded in FY 2010. Additionally, with the current administration's renewed emphasis on arms control activities across the board, DTRA's workload for its FAO

population remains strong, and DTRA will continue to require a high fill rate of our FAO authorizations well into the foreseeable future.

Turning to new mission space requirements, DTRA will require FAOs with skill sets to support its activities in new areas. These areas include: sub-Saharan Africa, Latin America, and Southeast and Northeast Asia. As an initial first step, in FY 2010 we began the process of recoding a Combat Arms Generalist (02A) to a FAO Northeast Asia (48H) position in response to our increased presence and activities on the Korean peninsula. In the event the situation in North Korea evolves to the point where a confidence and security building measure framework can be implemented, DTRA will require additional FAOs over and above its present authorizations, and will formulate a request for an increase of FAOs for the Agency. To the fullest extent possible, DTRA will also use assigned personnel from the emerging Navy and Air Force FAO programs, and will undertake a study of the current manpower document to assess the merit in reclassifying some current Navy and Air Force positions as FAO billets.

JOINT STAFF

Non-kinetic capabilities such as regional expertise, cultural awareness, language, and team building are essential force multipliers for building international relationships. Growth in security assistance organizations, Offices of Defense Cooperation (ODC), and security cooperation activities with partner nations (PNs) drives increased reliance on Foreign Area Officer (FAO) capabilities.

This year's report highlights the criticality of filling FAO billets with qualified personnel. In addition to shifting billets, the total number of billets decreased by two (from 423 billets in FY 08 to 421 in FY 09). USSOUTHCOM had the largest increase (17 billets), and USEUCOM has the largest loss (21 billets). At the same time, the fill rate decreased from 93 percent in FY 08 to 87 percent in FY 09. It is important to note that the fill rate of FAO positions is bodies in the billets and does not reflect the equally important factor of the fill rate by qualified/rated FAOs.

There has been progress in filling and sourcing USCENTCOM's FAO programs, but the lack of trained and educated FAOs continues to significantly degrade mission capability, especially in security assistance organizations. Billets filled by qualified FAOs increased from 49 percent in FY 08 to 67 percent in FY 09, but a significant gap remains.

The Combatant Commands appreciate the Services' effort to provide officers who have the "best fit" for the position but continue to report degraded mission capability due to a lack of fully trained personnel to support requirements. USCENTCOM and USSOCOM have particularly highlighted the fact that the fill by qualified FAOs continues to lag behind and hinders mission accomplishment. USTRANSCOM also notes that its single FAO billet remains unfilled. The Joint Staff urges continuing efforts across OSD and all the Services to recruit, train, and assign sufficient FAOs to meet the demand.

Successful security cooperation is enhanced by providing ODC personnel with language proficiency and regional expertise. The converse is also true, where inadequate language

proficiency training hinders effective mission accomplishment. The Joint Staff recommends language training for all ODC personnel.

In addition, accelerating the growth of Active and Reserve FAO programs would go a long way to ensure regional expertise is available in the Combatant Commands. With the continued strain on the active duty force, more emphasis needs to be placed on the training, education, and utilization of Reserve FAOs.

The overall effectiveness of FAO skills and experience require longevity and continuity that short-term fills cannot deliver. USEUCOM, in particular, emphasizes the importance of maturing the respective Reserve Component support as a critical enabler of the USEUCOM Strategy for Active Security. Repetitive FAO Reserve assignments to the same Combatant Command would develop familiarity with the mission, regional security cooperation strategies, and staff processes.

ANNEX B

JOINT FAO SKILL SUSTAINMENT PILOT PROGRAM ANNUAL REVIEW

It is really important that we listen to other people, that we listen to other cultures, that we pay attention to how they see their problems, I call that seeing it through their eyes -- putting yourself in a position that actually focuses on what they are thinking about, as opposed to how we think about them, or how we think about, in our Western ways, we might solve their problems.

-Admiral Michael Mullen
Chairman of the Joint Chiefs of Staff
Speaking at DLIFLC
August 10, 2009

Background:

The Under Secretary of Defense for Personnel and Readiness (USD(P&R)) assumed proponentcy of the DoD FAO Program in FY 05, and shortly thereafter directed an annual review of this low-density, high demand joint officer specialty. FAOs play an integral role in the successful implementation of Security Cooperation/Security Assistance (SC/SA) programs and in promoting U.S. national security objectives. They are critical in all aspects of Building Partnership Capacity (BPC) programs and in understanding the complex environment of areas characterized by irregular warfare. Finally, FAOs – especially senior FAOs – are essential in staff and leader positions for those Defense missions focused on working with allies and partners, and in developing the ability to gain and to preserve access to those partners in the complex global security environment the U.S. faces now and in the future.

The 2007 DoD Annual FAO Report revealed there was no joint, comprehensive language and regional sustainment training and education program for seasoned FAOs. The FAO community lacked a standardized sustainment training program after completing initial education and assignment to FAO duties. This situation was made more challenging by the varied approaches of the single and dual-track programs and different stages of development for each Services' FAO program.

Although individual units and FAO officers have worked to minimize skills sustainment shortcomings, Defense leaders in today's complex security environment cannot rely on initiative alone to ensure FAOs are flexible, culturally skilled, linguistically competent and functionally expert. Advanced language skills and current cultural knowledge are essential for FAOs who serve in senior positions at assignments ranging from tactical battle-staffs, to (interagency) Country Teams, or Joint Staff, Service, and COCOM staffs. In these and other duties, FAOs provide essential support to Defense efforts that advance U.S. relationships with allies, partners, or potential partners and promote the nation's interests.

Pilot Program Development:

To address this issue, the USD(P&R) approved a three-year Joint FAO Skill Sustainment Pilot Program (JFSSPP) in December 2008 with the goal of finding innovative ways to provide foreign language and regional sustainment training and education for seasoned FAOs to enable them to meet growing joint mission requirements.

The Navy took the lead for overseeing this program and established the pilot at the Naval Postgraduate School (NPS) to leverage its unique combination of extensive regional studies and access to, and partnerships with, advanced language resources in the Monterey, California area.

In July 2009, the Defense Language Office sponsored and NPS hosted the first ever DoD FAO Conference in Washington, DC to determine the goals and framework of the pilot program as well as identify the skill sets and knowledge senior FAOs needed to excel in Defense missions at the tactical, operational and strategic levels. Key among the long list of professional skills and knowledge required were the following:

- Sustained **language education** that emphasizes verbal communication: aural comprehension and fluent speech.
- Advanced **cultural knowledge**, including human behavioral training to manage or perform duties as an advisor, negotiator, and even interpreter in a foreign cultural environment.
- Advanced **understanding of the Interagency process**, the Defense Policy process, the Intelligence Community, and “how Washington works.”
- Professional **awareness of the full range of FAO missions**, not only as a defense attaché, but also as a security cooperation/assistance officer, a senior defense official or a political-military officer.

In response to the key finding of the conference and extensive input from the FAO community and its stakeholders, the initial JFSSPP pilot course was organized around a three-part program including a short residence phase instruction, distance learning component instruction and a dedicated website that was developed to host distance learning content and to advance FAO cross-talk and professional sharing in the FAO community. These pilot program elements are being tested and adjusted to see if advanced language, cultural knowledge and FAO functional skills can be identified, organized and presented to the Joint FAO community in a structured approach that can be distributed to the force efficiently and cost effectively.

With the strong support of the FAO Proponent Offices from all Services, the pilot program already conducted two pilot residence courses with a third and fourth residence courses being developed by NPS to be offered in the summer of 2010. The program has established a distance learning program structure and populated it with initial FAO skills-related short courses. In addition, FAOweb, the FAO community (protected) website for FAO professional cross talk and community building, was opened to FAOs from all Services in February 2010.

Program Observations:

Below are the first year summary observations for the Joint FAO Skill Sustainment Pilot Program. The program is currently about one-third through its planned pilot cycle.

Resident Course Implementation

The pilot program has conducted two iterations of its resident course. Each resident course includes a one-week seminar instruction at NPS and the Defense Language Institute Foreign Language Center (DLIFLC) followed by a one-week regional hands-on segment with exposure to foreign perspectives on regional and cultural issues, and first-hand use of target language(s). NPS conducted one resident course for Europe/Eurasia FAOs in September 2009. This was the initial program prototype and had 13 officers from all four Services. The next resident course was conducted for Latin America FAOs in February 2010. This was the second program course and had 30 participants, including four DoD civilians with FAO-like duties.

NPS is currently developing the curriculum of resident courses for Asia (June 2010) and for Africa FAOs (August 2010), which will include approximately 30 FAOs (including DoD civilians). NPS has scheduled the second resident course for Europe/Eurasia FAOs in September 2010.

The ability of NPS and the JFSSPP to organize and conduct a FAO skill sustainment pilot program has been enhanced by leveraging existing talents and resources within the DoD community. In addition to the academic expertise resident at NPS, and support by DLIFLC, the program has sought to collaborate with the DoD Regional Centers for Security Studies in the development and conduct of the pilot program. The George C. Marshall Center for Security Studies and the Center for Hemispheric Studies teamed up with NPS and the JFSSPP for the first two resident courses. In addition, the other Regional Centers, including the Asia-Pacific Center for Security Studies, the Africa Center for Strategic Studies, and the Near East South Asia Center for Strategic Studies have expressed their support and willingness to team up with respective JFSSPP FAO resident courses in development for regions remaining.

Distance Learning Modules

As stated above, the program also consists of an online structure for Distance Learning (DL) modules. The initial posting of two prototype modules replicated resident course segments so that FAOs who cannot attend the NPS program can still avail themselves of the educational resources and skills training. More than 40 hours of resident course material, including videotaped (live) FAO seminar discussions from the Europe/Eurasia and Latin America courses, are now available online.

The DL program also will include modules that are not taught in the resident course; but are identified skills or information that FAOs need in their duties. At least 14 non-resident modules are being prepared for posting on the DL channel at the time of this report preparation. By the end of the pilot, the program estimates that at least 30 modules of resident and non-resident professional material will be available to FAOs worldwide, 24/7 for asynchronous study. All

courses will include links back to the program for feedback and questions. In addition to the FAO program cultural and functional modules, the DL channel is being supported by DLIFLC. The DL channel is growing comprehensive language links to provide “one-stop-shopping” for FAOs seeking advanced education and language sustainment resources.

FAOweb

The FAOweb is the NPS-hosted enterprise web portal that houses the DL course programs, but also supports a professional community website for FAOs from all Services. A beta test of FAOweb identified its value as a platform that can reach out to all FAOs and their families, no matter what computing environment they work or reside in – whether in the United States or abroad. FAOs in support of the AFPAK program already have availed themselves of FAOweb to create a mini-community in the unclassified, but protected website that can be reached from even the most remote computer connection.

Although some technical issues on access and authentication slowed the introduction of FAOweb, the internet portal is now available to the FAO community. This online tool is for all FAOs at all levels of experience. FAOs can now explore and develop their contacts and their knowledge. They can share their experience, and consolidate and speed access to all available language and cultural resources. FAOweb has the potential to create a common operating picture, or understanding for all FAOs from all Services, no matter where they are stationed.

However, more than any other element of the program, FAOweb is in the hands of the FAO community. Its true value and success will depend upon the support of senior FAOs in the Service Proponents and the interest and use by those senior FAOs assigned in positions worldwide.

Civilian Engagement and Participation

There are clear synergies presented by parallel efforts to develop soldiers and DoD civilians with regional expertise and language skills. NPS recognizes there are civilians within DoD who could benefit from the sustainment training and education offered by the pilot program: one such group is the Civilian Foreign Area Specialist (CIVFAS) Program under the Office of the Under Secretary of Defense for Intelligence (OUSD(I)). The CIVFAS Program Director has already engaged with NPS to discuss future participation by its civilians. The Army International Military Affairs Division has sent two of its civilians for the Latin America resident course; because of the very positive feedback received from the two attendees, the Division is sending additional civilians to future resident courses.

While civilians with similar training cannot supplant FAOs, this is not to say that FAOs and civilians cannot share training when appropriate. For the civilians, this brings the added benefit of exposure to FAOs and an appreciation of their unique function in the Military Services. For the FAOs, this enhances their advanced education and network of professional contacts by bringing them into direct contact with representatives from different organizations and agencies within DoD. In summary, NPS welcomes the participation of select civilians to the program.

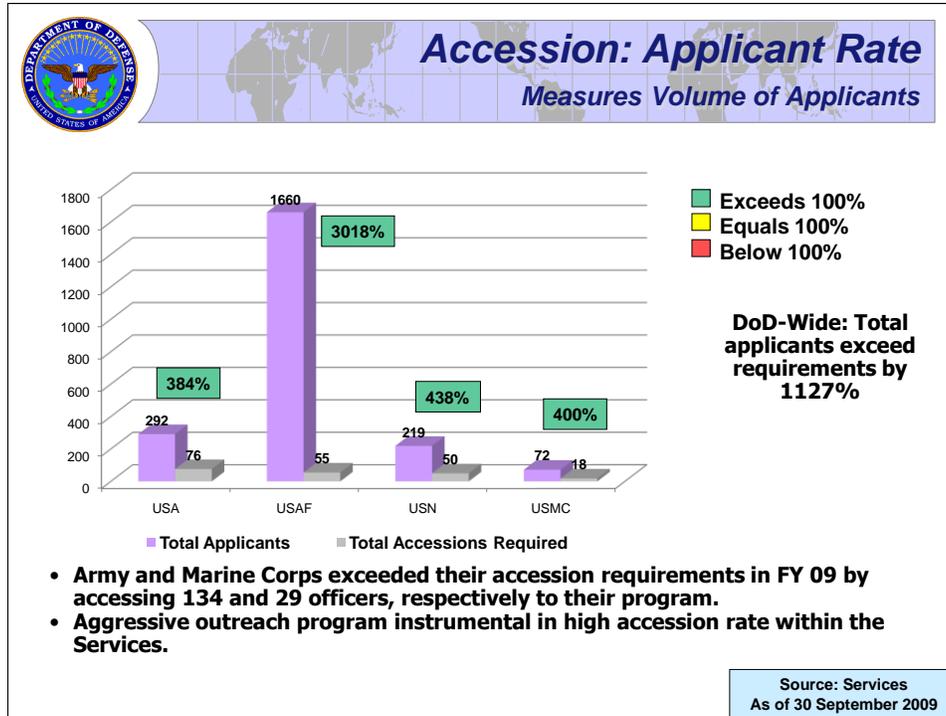
Pilot Program Next Steps:

The unique skill set of FAOs – including expertise in the social, political, and cultural landscape of operational regions, as well as an ability to communicate in their respective languages – is essential to the success of defense missions worldwide. As the U.S. military transforms and adapts to non-traditional challenges, including asymmetric warfare and increasing partner capacity, FAOs are being called to service at higher rates and with greater responsibilities than ever before. These officers are critical as regional advisors at the strategic, operational, and tactical levels, and play key roles in forging effective relationship with U.S. allies.

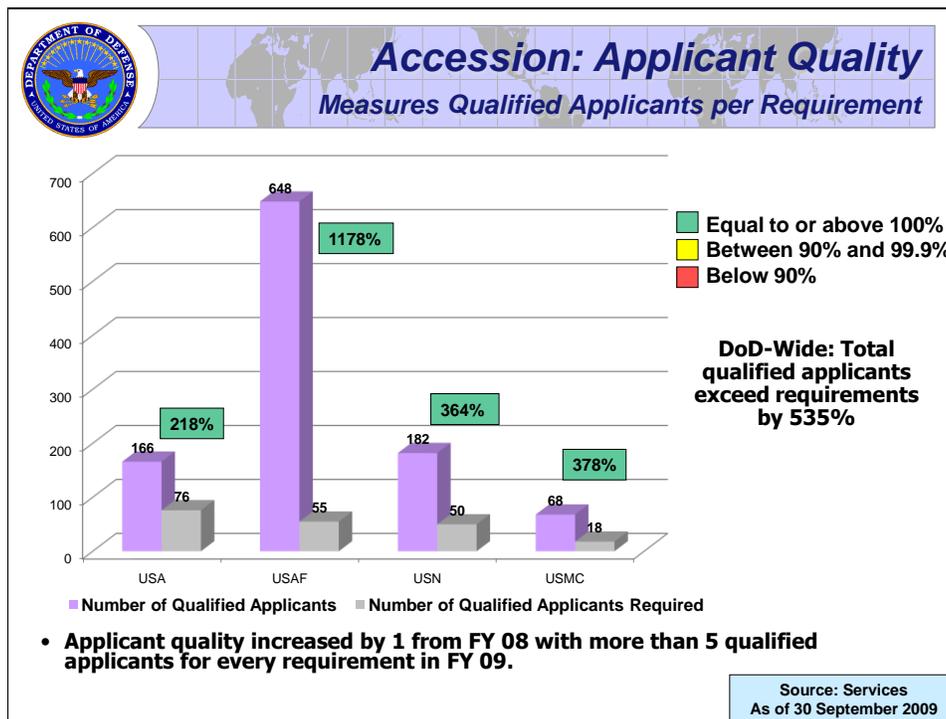
Because of their low-density but high-demand field, FAOs need resources to maintain their abilities at the highest levels possible. Since the inception of the Joint FAO Skill Sustainment Pilot Program in Summer 2009, it has provided FAOs much needed resources and opportunities to develop professionally, enhance their area expertise, and sustain their invaluable professional skills. However, to ensure the program meets the needs of the “consumers” of FAOs (Joint Staff, Combatant Commands, and Defense Agencies) and “producers” of FAOs (Services), NPS is taking steps to measure the effectiveness of the pilot program. Work is currently underway to identify strategic approaches to evaluating the program.

ANNEX C

ADDITIONAL SLIDES ON FAO METRICS



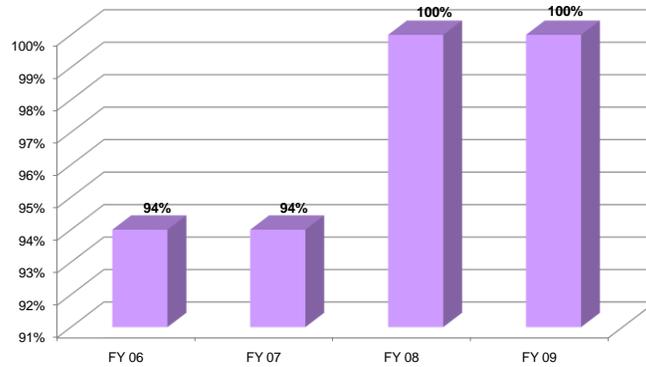
FY 09 FAO Accession: Applicant Rate by Service



FY 09 FAO Accession: Applicant Quality by Service



Accession: Completion of Training Army



- Competitive selection process is ensuring candidates are capable of meeting the rigorous FAO training requirements.

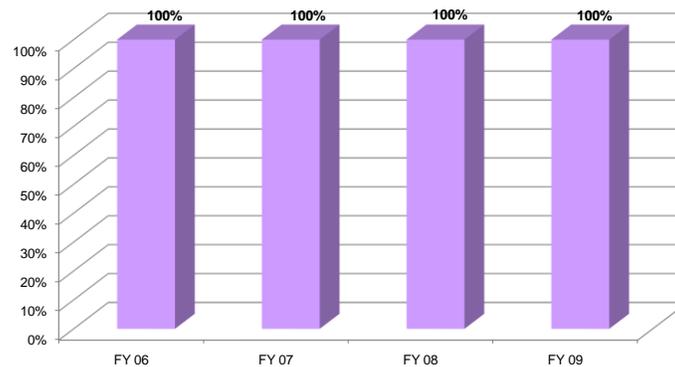
■ At least 97%
■ Between 90% and 96.9%
■ Below 90%

Source: Services
As of 30 September 2009

Army Training Completion by Fiscal Year



Accession: Completion of Training Marine Corps



- Competitive selection process is ensuring candidates are capable of meeting the rigorous FAO training requirements.

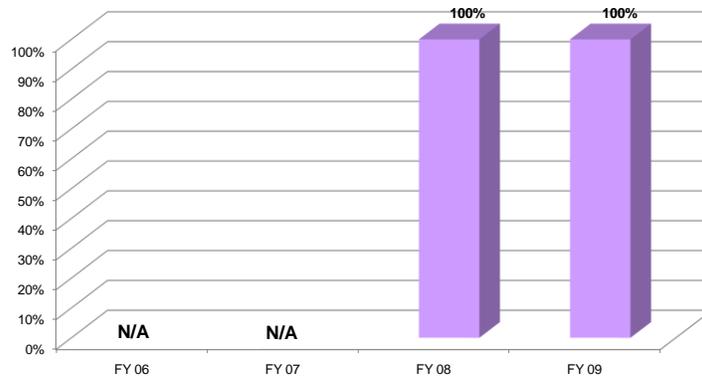
■ At least 97%
■ Between 90% and 96.9%
■ Below 90%

Source: Services
As of 30 September 2009

Marine Corps Training Completion by Fiscal Year



Accession: Completion of Training Navy



- Navy's first initial class of FAOs graduated in FY 08.

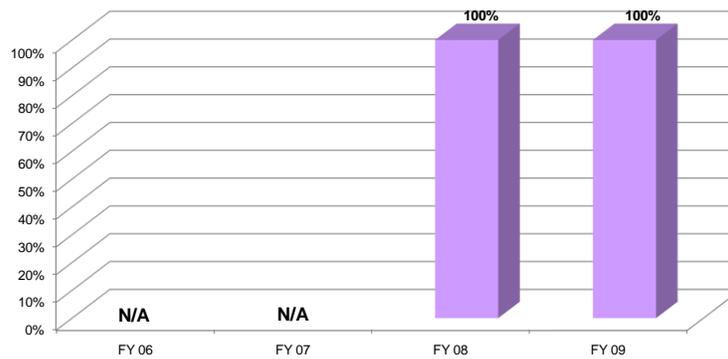
- At least 97%
- Between 90% and 96.9%
- Below 90%

Source: Services
As of 30 September 2009

Navy Training Completion by Fiscal Year



Accession: Completion of Training Air Force

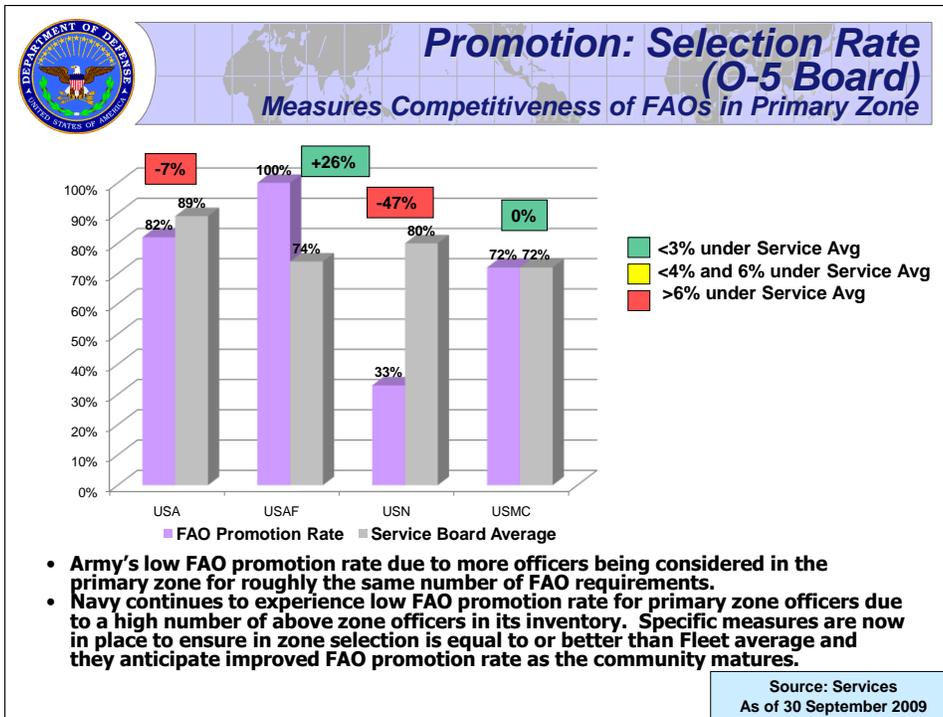


- Air Force's first initial class of FAOs graduated in FY 08.

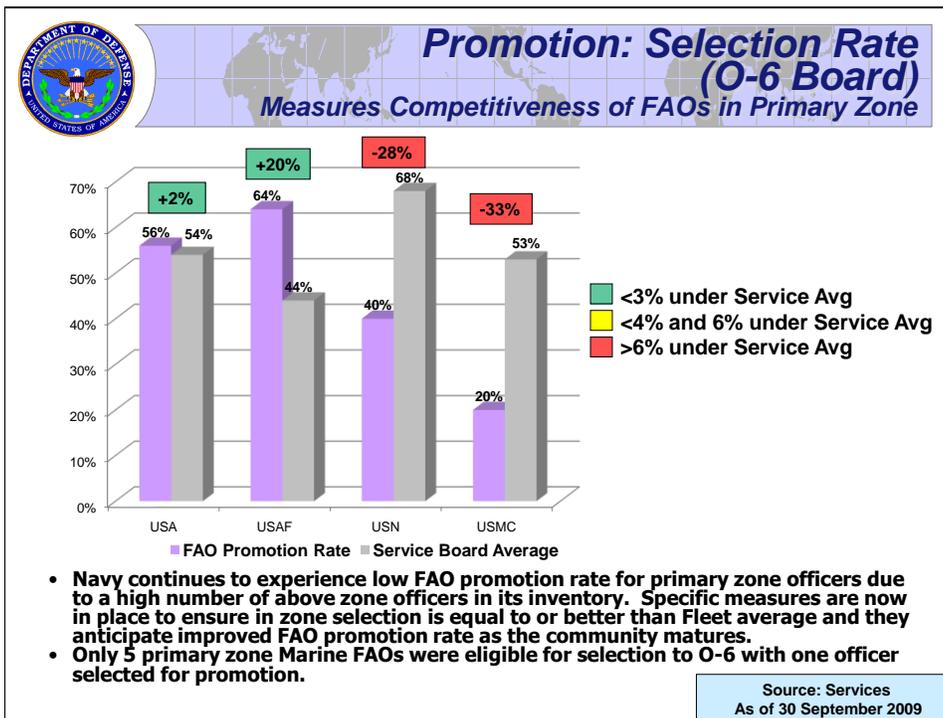
- At least 97%
- Between 90% and 96.9%
- Below 90%

Source: Services
As of 30 September 2009

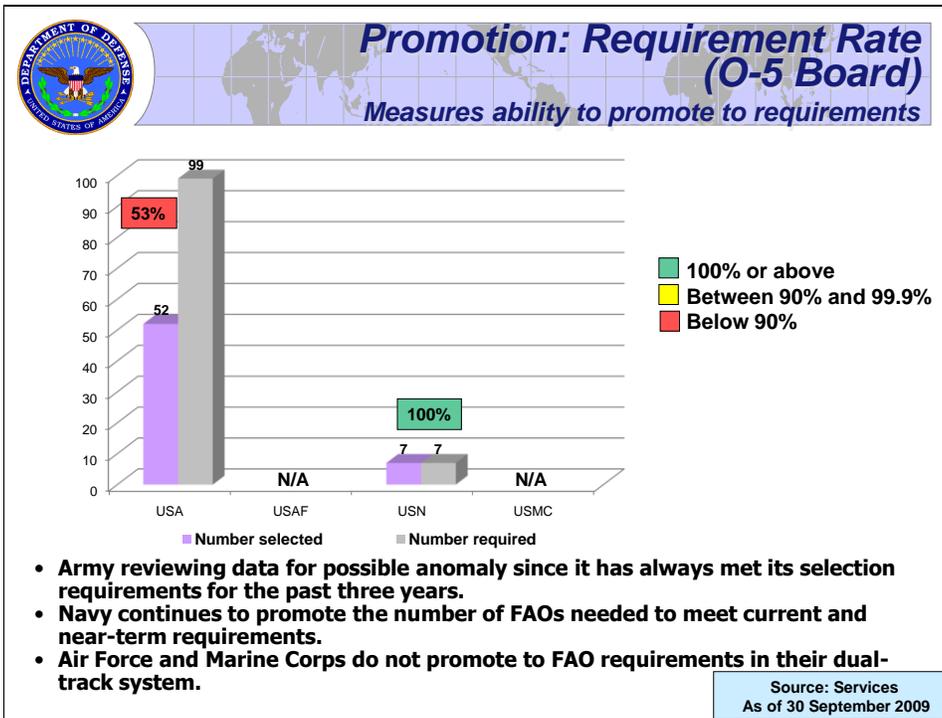
Air Force Training Completion by Fiscal Year



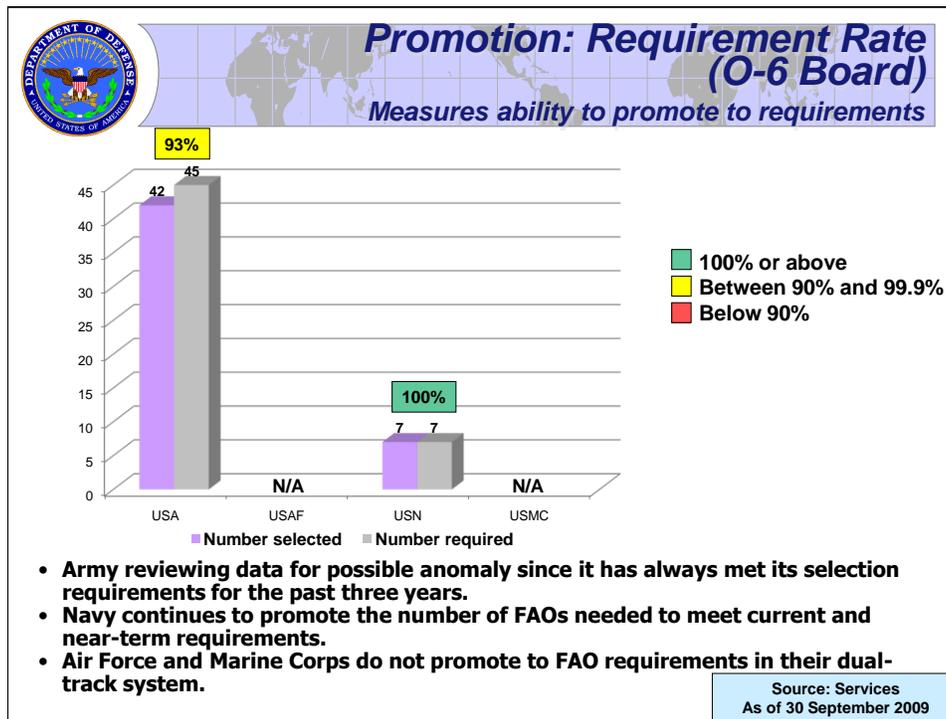
FY 09 FAO Promotion: O-5 Selection Rate



FY 09 FAO Promotion: O-6 Selection Rate



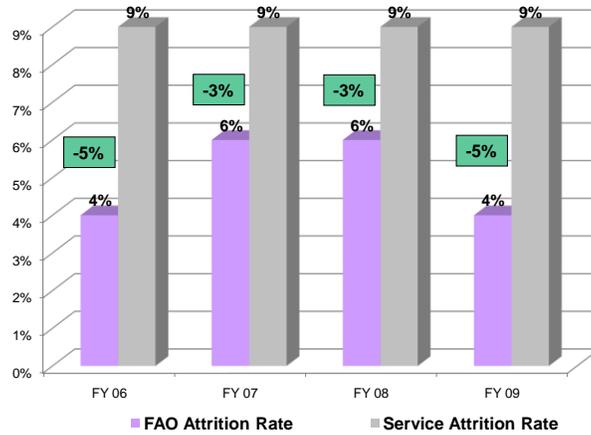
FY 09 FAO Promotion: O-5 Requirement Rate



FY 09 FAO Promotion: O-6 Requirement Rate



Retention: Attrition Rate Summary Army



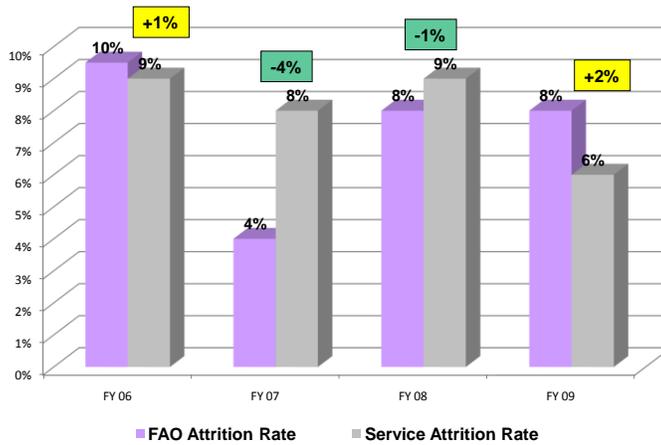
- Below Service Avg
- Not more than 3% above
- More than 3% above

Source: Services
As of 30 September 2009

Army Attrition Rate Summary



Retention: Attrition Rate Summary Marine Corps



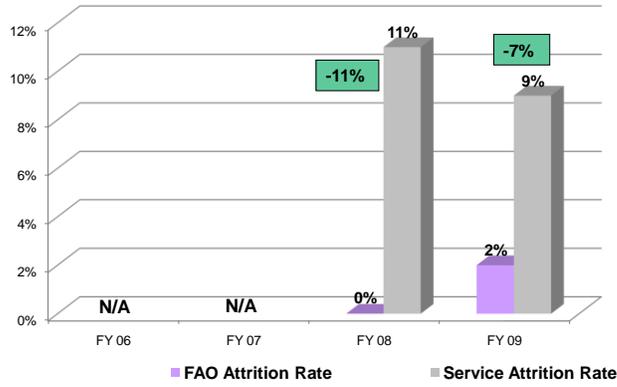
- Below Service Avg
- Not more than 3% above
- More than 3% above

Source: Services
As of 30 September 2009

Marine Corps Attrition Rate Summary



Retention: Attrition Rate Summary Navy



- USN data not available in FY 06 and FY 07 due to new program.

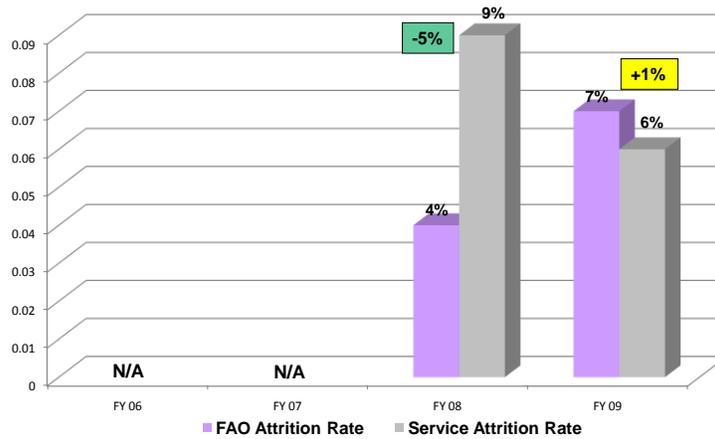
- Below Service Avg
- Not more than 3% above
- More than 3% above

Source: Services
As of 30 September 2009

Navy Attrition Rate Summary



Retention: Attrition Rate Summary Air Force



- USAF data not available in FY 06 and FY 07 due to new program.

- Below Service Avg
- Not more than 3% above
- More than 3% above

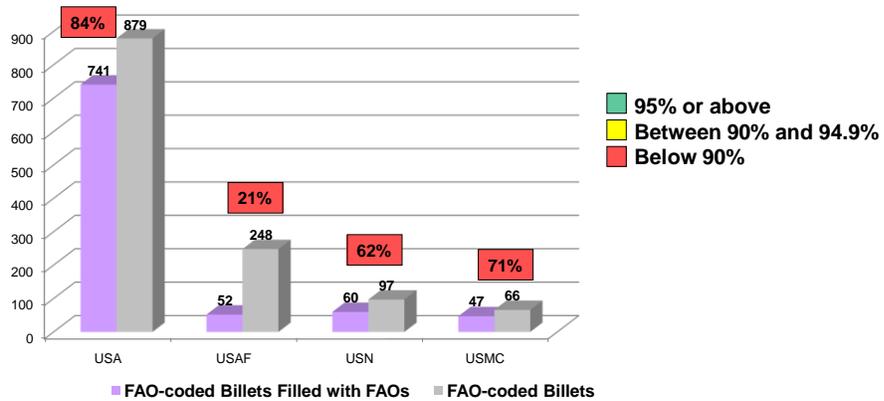
Source: Services
As of 30 September 2009

Air Force Attrition Rate Summary



Utilization: Billet Fill Rate

Measures if Services are Filling FAO-coded billets with FAOs



- Approximately 29% of the FAO population is in the training pipeline while 23% of officers are in non-FAO billets.
- Navy have 228 funded billets submitted for conversion thru FY 14. Billets are scheduled for conversion at a rate of 30/yr to avoid gaps in operational Navy billets.

Source: Services
As of 30 September 2009

FY 09 FAO Utilization: Billet Fill Rate



FAO Manpower Statistics

Measure	Description	USA	USAF	USN	USMC	TOTAL
M.1.	FAO-coded Billets	879	248	97	66	1290
M.2.	FAOs in coded billets	741	52	60	47	900
M.3.	FAOs in non-FAO billets	120	93	57	150	420
M.4.	FAOs in Training Pipeline	284	129	57	67	537
M.5.	FAOs on Retired List	50	13	4	20	87

- Due to the dual track nature of Air Force and Marine Corps FAO programs, a significant number of officers are doing basic branch assignments.
- Approximately 29% of the FAO population is in the training pipeline while 23% of officers are in non-FAO billets.

Source: Services
As of 30 September 2009

FY 09 FAO Manpower Statistics

ANNEX D

KEY AREAS OF CONCERN

Below are key concerns of interest highlighted during this reporting period. The Department will continue to monitor these issues and will be focus areas for the FY 10 FAO review and report.

ISSUE	ISSUE ADDRESSED BY	OFFICE OF PRIMARY RESPONSIBILITY
Lack of qualified FAOs to fill FAO-coded billets	-Combatant Commands -DIA	-Services
Need to monitor and document oral proficiency rating	-DoD	-Services
Manage and monitor the Reserve FAO Program	-Services -Combatant Commands	-Services
Improving FAO promotion rates for O-5 and O-6	-Navy	-Navy
Status of FY 10 funding for in-country/immersion training	-Navy	-Navy