



DEPARTMENT OF THE ARMY
U.S. ARMY HUMAN RESOURCES COMMAND
1600 SPEARHEAD DIVISION AVENUE, DEPARTMENT 220
FORT KNOX, KY 40122-5202

AHRC-OPB-A

18 October 2022

MEMORANDUM THRU Chief, Strategic Leadership Division (DAMO-SSF),
Headquarters, Department of the Army, G-3/5/7

FOR Foreign Area Officer Council of Colonels

SUBJECT: In-Region Training (IRT) Officer Evaluation Report (OER) Analysis

1. FOR DECISION.
2. PURPOSE. To standardize FAO IRT OERs through an established policy.
3. BACKGROUND. This is a decision paper for the Foreign Area Officer (FAO) Council of Colonels (COC) for a decision by the FAO General Officer Steering Committee (GOSC). The purpose of this paper is to examine if In-Region Training (IRT) Officer Evaluation Reports (OER) affect an officer's ability to achieve black book nominations, promotions to Lieutenant Colonel (LTC), selection for Senior Service College (SSC), and promotions to Colonel (COL), and to standardize IRT OER rating chains. It also analyzes if current IRT evaluations and rating schemes follow Army Regulation 623-3 Evaluation Reporting System, Department of the Army Pamphlet 623-3 Evaluation Reporting System, and Department of the Army Pamphlet 600-3 The Army Personnel Development System. Further, it analyzes whether the results of the evaluations are standardized enough to ensure that all officers are rated, and senior rated commensurate with their performance and potential. Additionally, this paper aims to eliminate the myth that an IRT OER does not matter. Lastly, this paper recommends Courses of Action (COA) for the FAO COC to discuss and make a recommendation for GOSC approval. The overall goal of this paper and the forthcoming process is that FAO HRC Branch generates standardized, repeatable IRT rating schemes that are equitable to the rated officers while preserving the future potential for promotion and selection to LTC, SSC, and COL while also following applicable Army Regulations.
4. DISCUSSION. Problem statement: Does the lack of a standardized IRT rating scheme negatively affect FAO's selections to black book assignments, LTC promotions, SSC selection, and promotion to COL? Sub-problems statements:
 - a. Are the current IRT OER rating schemes positive or negative for FAO's careers?
 - b. Do the current rating chains for IRT OERs disadvantage FAOs promotion rates to LTC?

CUI

c. Does the decision to have ASCCs senior rate IRT officers cause more or less Most Qualified (MQ) ratings?

d. Are ASCC Colonels (COL) using IRT OERs to pad their profile for ASCC pol/mil desk officers?

e. Does the current rating chain for IRT OERs disadvantage FAOs for competing for black book assignments (XO/ADC) and during their first and second look for SSC?

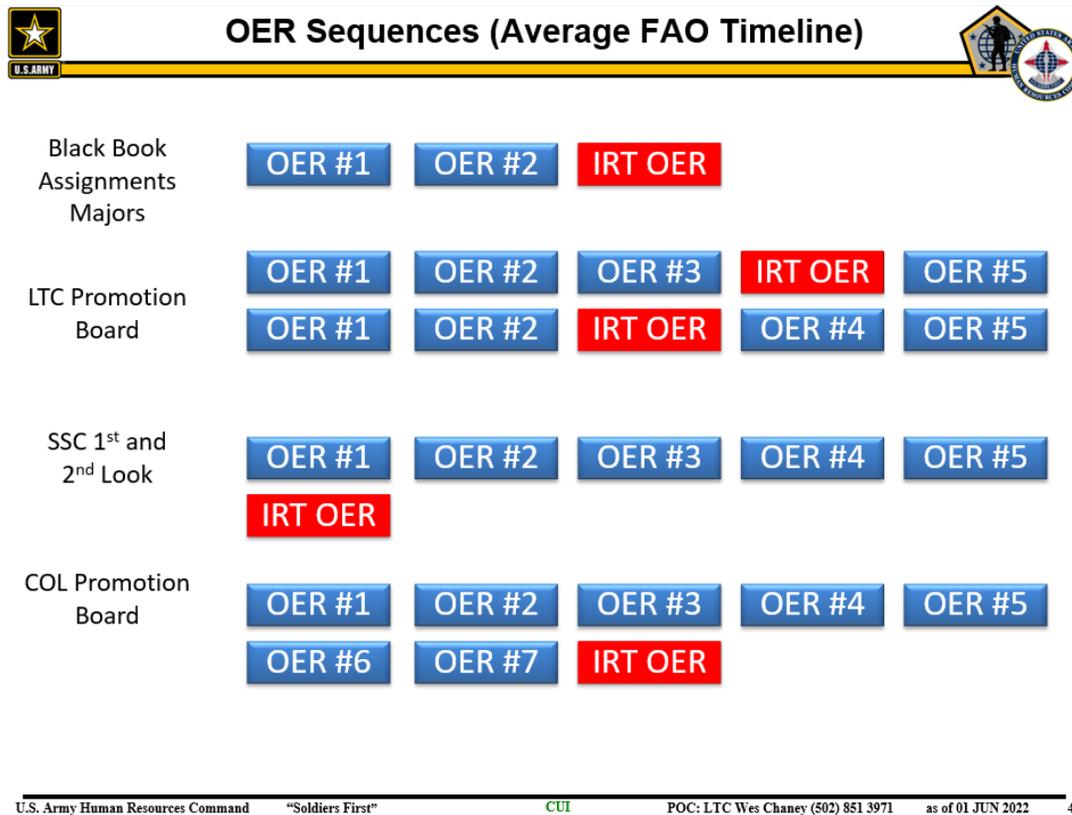
f. Do current rating chains for IRT OERs adhere to Army Regulations?

g. Why not an Academic Evaluation Report (AER) for IRT?

h. What is the Chain of Command and Supervision of an IRT FAO?

(9) If the current system for IRT OERs has adverse effects, then what changes can, and should the FAO Proponent make?

5. OBSERVATIONS. This paper considers and analyzes two observations before examining OER evaluations and senior raters. Some senior raters have commented that the IRT OER does not matter because it is not real work. Others have commented that the promotion and selection boards don't consider IRT OERs. The IRT OER affects the officer and is factored into the LTC promotion board and black book assignments. First, the IRT OER will be the third or fourth OER back on the officer's promotion board to LTC. Next, the officer's past performance is heavily weighted when considered for black book assignments. For example, suppose the officer receives a Highly Qualified (HQ) on their IRT OER. In that case, they are not competitive for black book assignments, precluding them from serving in prestigious positions as a Major. However, the IRT OER usually falls outside the normal last five OERs reviewed by boards during the SSC and Colonel boards. This is partly AOC-dependent due to the differences in the length of training pipelines. AOCs with longer training pipelines tend to limit the number of OERs the officers can obtain. Even in these instances, the IRT OER is #6 for SSC boards and #8 or #9 for Colonel promotion boards. Therefore, the IRT OER does matter for black book nominations and LTC Promotion boards but has little to no impact on promotion to Colonel. The following diagram displays these orders.

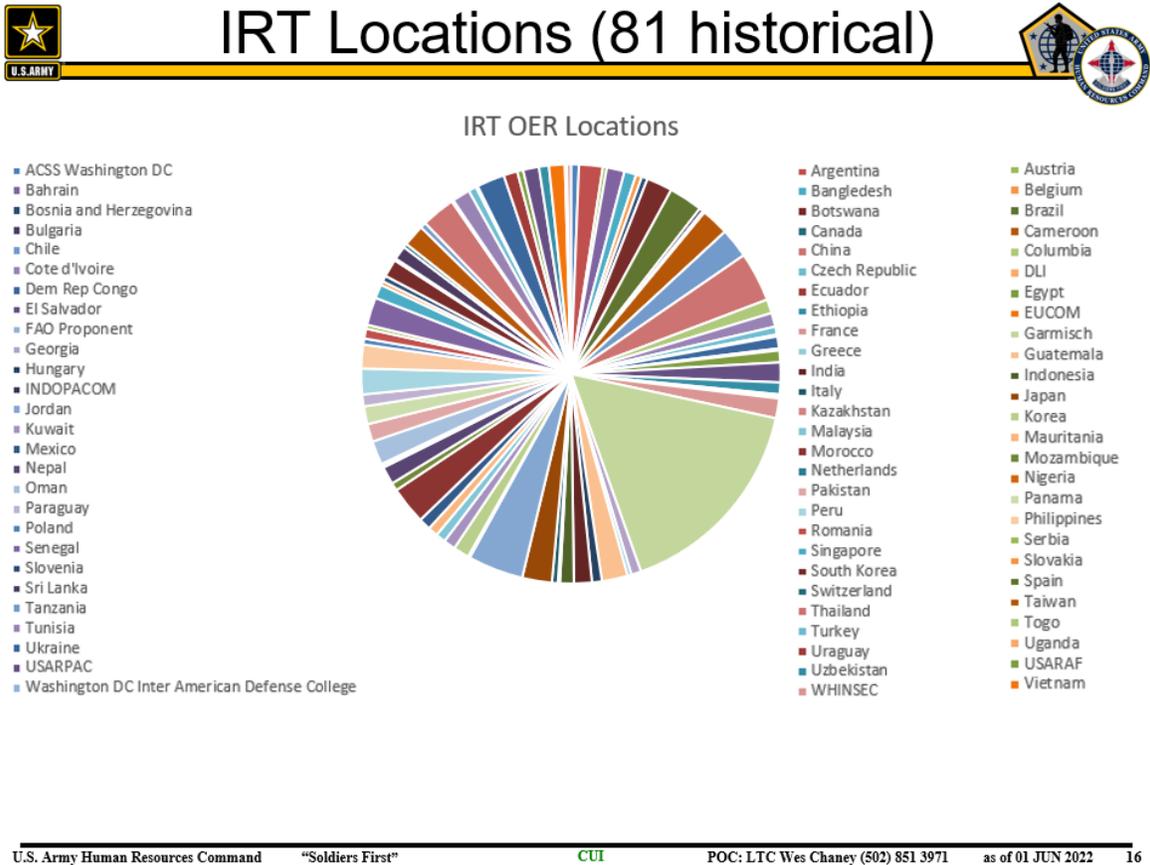


6. CONCLUSIONS. HRC FAO Branch provides the following conclusions based on a yearlong IRT OER analysis:

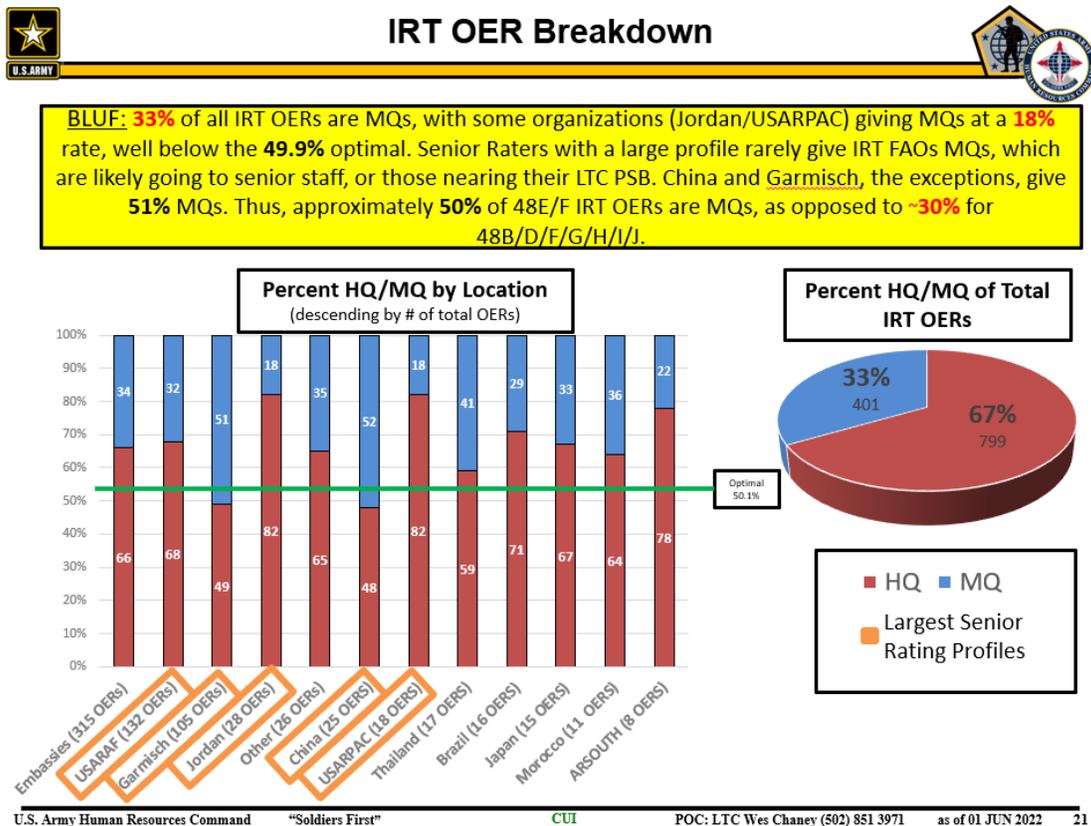
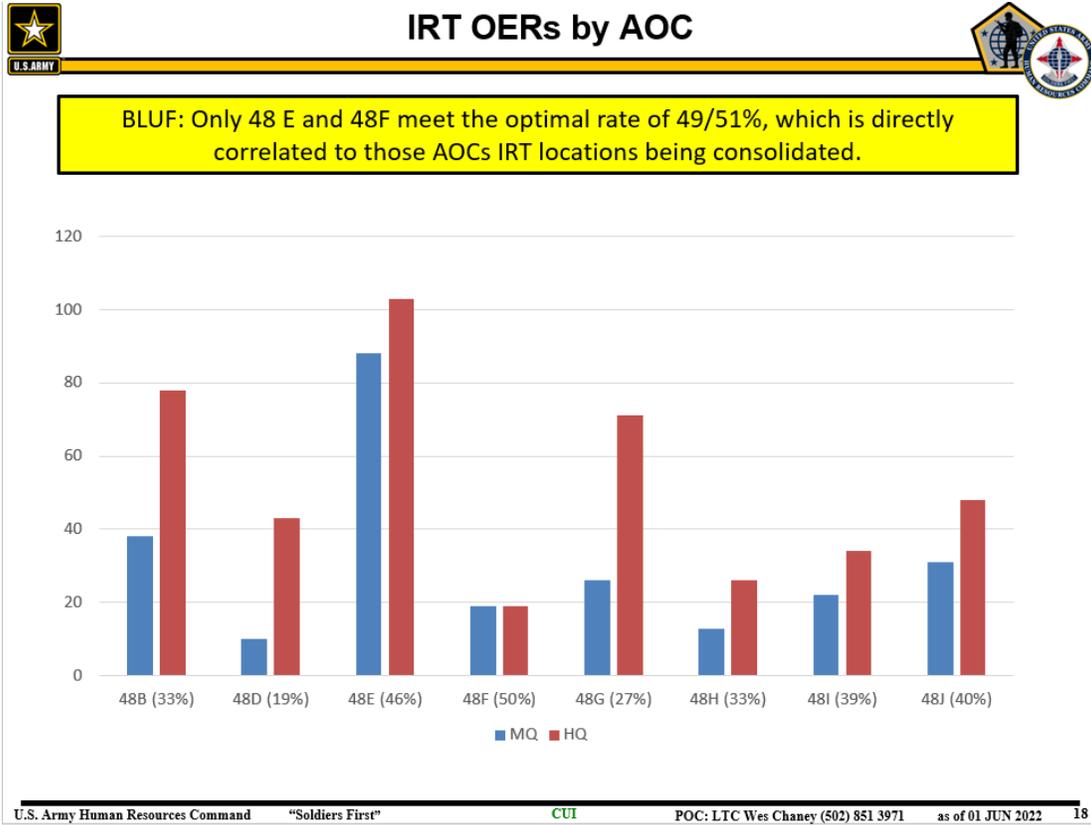
a. IRT OER Analysis. HRC FAO Branch reviewed and analyzed 875 officers' files, which included 766 IRT OERs, 85 IRT waivers, and 24 Staff College attendees for a total of 875 out of 1226 FAOs (71%). The remaining 29% of the officer files analyzed were trainee or Colonel files restricted to COMO review only. Of the 875 officer files reviewed, 766 received an OER for IRT (88%), with some Staff Colleges giving an OER instead of an AER. 24 FAOs attended Staff Colleges and received an AER (3%). 12 FAOs received a waiver to conduct a three-month IRT (1.5%), and 85 FAOs received a waiver for IRT (9%). FAO Proponent provided 15 of 85 Exceptions to Policy (ETP) for IRT due to late transfers where the officer had no regional experience but no time to do IRT before their LTC PSB (1.5%). The remaining 70 ETPs all had significant regional expertise (8%). 16 FAOs had no record in their file of why they didn't conduct IRT and were unresponsive to the Human Resources Command (HRC) request for information (RFI).

b. IRT Locations. FAOs have conducted IRT from 81 locations worldwide, with the most prominent locations being Garmisch, China, Jordan, Morocco, Japan, Thailand, and Brazil. Some regions have more Staff Colleges than others, such as 48P, and others consolidate into one location, such as 48E at Garmisch. Other AOCs, such as 48J and 48B, change every few years depending on FAO Proponents' desires and

needs for quick expansions due to year group sizes. Below is a list of those locations for review.



c. IRT OER evaluations. 33% of all IRT OERs are MQs, with some organizations such as Jordan and USARPAC giving MQs at an 18% rate, well below the 49% optimal rate. Although Army Regulations do not dictate a 49/51% split in OERs, officers could perceive actions to the far right or left of that percentage as outside of the norm. The analysis of senior raters with an extensive profile concluded they rarely gave IRT FAOs MQs. MQs are likely going to their senior staff members or those nearing their LTC PSB. China and Garmisch are the exceptions, giving 51% MQs. Thus, approximately 50% of 48E/F IRT OERs are MQs, as opposed to ~30% for 48B/D/F/G/H/I/J. The 48E and 48F AOCs result in this percentage due to their grouping of numerous IRT FAOs at one location. Below is a chart analysis of IRT OERs by AOC and a second chart that further breaks it down into the most prominent senior rater profiles.



d. Senior rating chains: Out of 766 IRT OERs, there were 231 different senior raters and significant variations in how rating chains were constructed, with some outside regulatory guidance. For example, a Major rating a Major. Out of the six ASCCs, only SETAF-AF, ARSOUTH, and USARPAC consolidate all IRT officers into one rating chain under the senior FAO Colonel. Overall, IRT rating schemes fall into four main categories:

(1) ASCC: Common rating scheme

(a) Rater – SCO or SDO/DATT (LTC)

(b) SR – SCD Chief (COL)

(2) U.S. Embassy: No typical rating scheme

(a) Rater – SCO or ARMA (sometimes a MAJ rating MAJ)

(b) SR – SDO/DATT (sometimes a LTC SNR MAJ)

(3) Staff Colleges: some OERs and some AERs

(a) Some receive AERs (France, Malaysia, India, Indonesia, Japan, Sri Lanka, Greece, Pakistan, Thailand, Belgium)

(b) Some receive OERs (Brazil, Argentina, Pakistan, Thailand, Philippines, India, Nepal)

(c) Some receive an AER or an OER or sometime both: Pakistan, Thailand, and India.

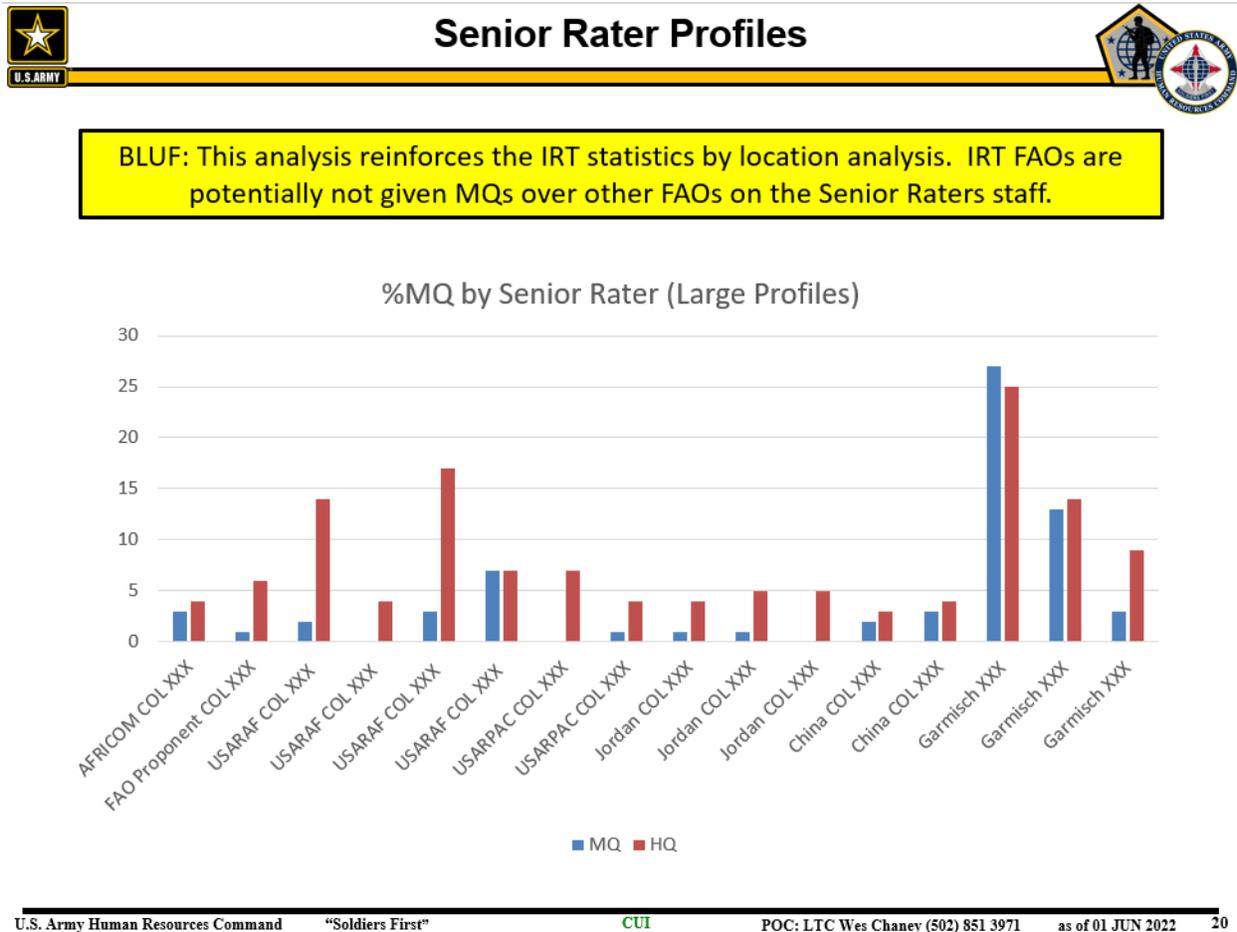
(4) Others: (Proponent, CCMD, DLI) – Random

(a) Rater – Various

(b) SR – Available O6 FAO or O7 Proponent General Officer

e. Senior rater FAOs with more extensive profiles rarely give MQs to IRT FAOs. USARPAC averages an 82% HQ to 12% MQ rate, ARSOUTH 78% HQ to 22% MQ rate, and SETAF-AF 68% HQ to 32% MQ. Staff members perceived as more senior or nearing their LTC PSB are likely given MQs compared to other ASCC staff members within the profile, of which IRT FAOs are at three ASCCs. Only locations with a profile of majority IRT officers provide MQs (China, Garmisch), or IRT FAOs senior rater shop using Air Force, Navy, Marine Corps, or Army FAOs within embassies who have the profile to give an MQ. IRT FAOs at U.S. Embassies are more likely to receive an HQ due to the SDO/DATT's profile size and limitations, especially if the SDO/DATT is not

Army. The chart below shows the low MQs among different senior raters at the same organization.



f. Promotion to Lieutenant Colonel. FAO Branch consistently promotes to LTC above Army Defense Officer Personnel Management Act (DOPMA) rates of 70 percent. The slight decrease in the numbers between our Major and Lieutenant Colonel billets, ~50, can be attributed to this promotion rate. Therefore, to adequately sustain our career fields, the Army regularly promotes FAOs to LTC at around 89%, one of the highest in the Army (2022). Therefore, IRT OERs could be concluded to have a limited effect on promotion to LTC. However, the average number of MQ OERs for FAOs promoted to LTC is three out of the last five. With such a high number of HQ IRT OERs, this leaves little room for senior raters after IRT to give HQs to their officers. Therefore, an overarching unofficial policy of giving HQ OERs to IRT officers creates the problem senior raters face when they have FAOs coming to their LTC PSB who need MQs. This displays flaws in the system of senior rating IRT FAOs out of ASCCs.

g. Selective Continuation (SELCON) Major. There are currently 22 SELCON FAO Majors as of September 2022. Their files show an overall pattern of misconduct or low performance. For example, 17 of 22 FAO SELCON Majors had an HQ during IRT (77%). The other five were an interservice transfer (no Army IRT OER), 2x MQ (then

straight HQ afterward), 1x Capable, and one Staff College AER. 21 of 22 SELCON FAO Majors showed a flat and straight HQ file after IRT. Of the 22 SELCONs, two were overweight, two received GOMORs (after IRT), and one received a Capable OER after IRT. The analysis concludes that the IRT OER does not influence SELCON; instead, SELCON is an accurate assessment of the officer.

h. Senior Service College. A review of the 91 FAOs selected as a principal or alternate over the past five years (2018-2022) showed that 38 of the 91 (41%) had an MQ, and 37 of 91 (40%) had an HQ for their IRT OER. 16 of the 91 (19%) did not do IRT, a relatively high rate compared to the 9% overall rate. Therefore, 54 of 91 (60%) had an MQ or no IRT OER, which shows a slight potential effect of an HQ during IRT on SSC selection. However, as previously displayed the IRT OER is usually past the previous five OERs usually reviewed by boards, although board members can view entire files if they desire.

i. Black Book Assignments. FAOs who receive an HQ during IRT are unlikely to be nominated for a Black Book assignment. This is due to their lack of file strength to compete against their basic branch peers. Past nominees have been primarily officers who had three MQs in a row.

j. IRT OER Conclusion. This analysis concludes with several findings. First, the IRT OER does matter. Second, at face value consolidating IRT officers' senior raters at the ASCC level seems to be the correct answer. However, it is not along optimal percentages suggested by Army Regulations and is ripe with the potential for abuse. Next, this analysis shows IRT OERs matter for black book assignments and LTC promotions, and moderately impact SSC selection boards, with a broader analysis of the officer's file also pertinent. Lastly, IRT OERs do not contribute to an officer's SELCON status as a Major; instead, the officer's performance and ethics matter more. Finally, this analysis shows that the current FAO IRT OER system is not per Army Regulations, and HRC FAO Branch recommends a change.

7. SOLUTIONS. With this analysis - what should the FAO Branch do to correct this issue? Sub-problem statements:

- a. What is the Chain of Command and Supervision of an IRT FAO?
- b. If the current system for IRT OERs has adverse effects, what changes can, and should the FAO Proponent make?

8. ARMY REGULATIONS. Review of Department of the Army Regulation 623-3: Evaluation Reporting System.

- a. Why not an Academic Evaluation Report (AER) for IRT?

(1) AR 623-3 Chapter 2-3 (3) "DA Form 1059 series. A rater will be the military instructor, facilitator, or civilian course advisor designated by the commandant of the

military school or dean of the civilian academic institution that supervises and/or monitors the student's performance and compliance with academic standards." "a. The reviewing official for DA Form 1059 and DA Form 1059-2 will be the commandant, academic dean, or an official designated above the academic rater." Therefore, even though the FAO is assigned to the U.S. Army Student Detachment they are not assigned to an academic installation and do not meet the criteria for an AER, unless assigned to a Foreign Staff College.

(2) Summary: Since IRT is not at a military school it does not meet the criteria for an AER.

b. Why have FAO IRT officers had 231 different rating schemes for the same job assigned to the same unit? What is the Chain of Command and Supervision of an IRT FAO?

(1) AR 623-3 Chapter 2-3 a. "Established rating chains will correspond as nearly as practicable to the chain of command or supervision within a unit or organization, regardless of component or geographical location." IRT FAOs are technically assigned to the U.S. Army Student Detachment (USASD), but the USASD is not their chain of supervision.

(2) AR 623-3 Chapter 2-21. Dual supervision (DA Form 67-10 series only)

(a) "Officers are considered to be serving under dual supervision when they are supervised by, and assigned different duties by, two separate chains of command or supervision throughout the entire rating period." Technically IRT FAOs are receiving guidance from FAO Proponent (DAMO-SSF), as well as their rater either at the U.S. Embassy or through a consolidated location such as Garmisch.

(b) "Both chains of commands or supervision will be represented in the rating chain. This can be accomplished by dividing the rating chain positions between the two supervisory chains (preferred method). For example, the rater might be selected from the nonparent unit and the senior rater from the parent unit. Alternatively, the rater and senior rater might be selected from the parent unit and the intermediate rater selected from the nonparent unit. Important considerations in establishing the rating chain are the significance of the duties supervised by each chain of command and the seniority of the respective supervisors."

(4) AR 623-3 Chapter 2-5. "The rater will be the immediate supervisor of the rated Soldier responsible for directing and assessing the rated Soldier's performance. The rater will normally be senior to the rated Soldier in grade or date of rank." This regulation outlines that the IRT FAO should be rated by the direct supervisor, which for most will be the SDO/DATT or Security Cooperation Chief at a U.S. Embassy. For Garmisch the immediate supervisor is the Director of the Eurasian FAO Program.

(5) Summary: As stated above, FAO IRT officers have a dual supervisory Chain of Supervision, and the rater should be the direct supervisor at a U.S. Embassy or the senior FAO at Garmisch. The point of clarification that this paper desires to make is who the senior rater should be for all IRT FAOs. Therefore, based on historical trends of low evaluations from consolidating ratings at the ASCCs, plus the myriad of rating schemes, some of which were not in line with Army Regulations, consolidating IRT FAOs to be senior rated by the FAO Proponent Chief, Strategic Leadership Division (DAMO-SSF), not only adheres to AR 623-3 but also increases transparency for the entire functional area.

9. RECOMMENDATIONS.

a. COA 1: No change to current rating schemes. Not changing anything will continue the current repetitive trends of giving IRT FAOs HQs and then having to make up for that when they are on staffs.

b. COA 2: Consolidate at ASCCs SCD Director O6 Senior Rater and rate from location. This COA is likely to only worsen the situation as ASCC senior raters often have shown they likely use IRT FAOs for their profiles.

c. COA 3: Consolidate at FAO Proponent DAMO-SSF O6 Senior Rater and rate from location. HRC FAO Branch recommended COA. This COA is likely to increase the workload of FAO Proponent DAMO-SSF as they will have numerous OERs to process. However, it will eliminate the multiple rating chain types, standardize the IRT FAO program, and enforce DAMO-SSF as the lead agent in IRT FAOs rating. This should also reinforce to IRT FAOs that FAO Proponent is their lead agent in IRT, reduce the excess staff work on ASCC SCD Directors, and re-enforce the importance of IRT to all FAOs and the Army.

10. POC for this action is LTC Wes Chaney at 502-851-3977 or email at andrus.w.chaney.mil@army.mil.

ANDRUS W. CHANEY
LTC, IN (48J)
FAO Branch Chief