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**THE FOREIGN AREA OFFICER PROGRAM: THE EFFICACY OF
COMBINING THE FOREIGN AREA SPECIALIST AND THE
MILITARY ASSISTANCE OFFICER PROGRAMS**

Gerald S. Griffith

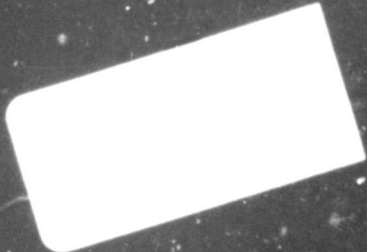
**Army War College
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THE MILITARY AREA OFFICER PROGRAM,
THE EFFICIENCY OF COORDINATING THE MILITARY AREA
SPECIALIST AND THE MILITARY ASSISTANT OFFICER PROGRAMS

BY

LIEUTENANT COLONEL EDWARD S. GRIFFIN
FIELD ARTILLERY

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MILITARY AREA
OFFICER PROGRAM
MILITARY ASSISTANT
OFFICER PROGRAM

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USAWC MILITARY RESEARCH PROGRAM PAPER



THE FOREIGN AREA OFFICER PROGRAM:
THE EFFICACY OF COMBINING THE FOREIGN AREA
SPECIALIST AND THE MILITARY ASSISTANCE OFFICER PROGRAMS

INDIVIDUAL RESEARCH PROJECT

by

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Carlisle Barracks, Pennsylvania
23 May 1975

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CHAPTER I

INTRODUCTION

BACKGROUND

On 15 April 1973 two separate and distinct, but intimately related, US Army officer career programs -- the Foreign Area Specialist Program (FASP) and the Military Assistance Officer Program (MAOP) -- were joined in a single, all-encompassing program entitled the Foreign Area Officer Program (FAOP).

The new-born FAOP represents another step in the continuing effort, pre-dating World War II, to produce officers who are trained and educated to operate in the rapidly changing and developing environment of politico-military activities. The term "politico-military activities" is used here in its narrower sense as "the complex of military operations conducted primarily for their direct social, economic, political and psychological impact." ¹ I use the term "narrow sense" in describing this definition to differentiate from the broader interpretation of the phrase "politico-military" by Colonel Donald F. Bletz as denoting the "coming together of the purely political and the purely military points of view with the ultimate aim of effecting the integration of the nation's foreign policy and its military policy." ² The very title of the pro-

gram -- Foreign Area Officer -- and the definition of this officer as one ". . . qualified in (his) basic branch, skilled in politico-military and security assistance affairs, who possesses a detailed knowledge of at least one foreign region, its people, language, and indigenous armed forces," describes one who is initially trained, and later educated, to work in designated positions at levels of responsibility commensurate with his grade and experience. It is obvious that early assignments upon completion of the minimum prescribed training requirements, will be designed to take advantage of specific regional knowledge and language capabilities, while future assignments will be designed to permit a logical progression into designated politico-military positions at the highest and most sensitive levels in the Department of the Army (DA), Department of Defense (DOD), and in other governmental departments.

The necessity for the continuation and further refinement of a politico-military oriented career field, such as the FAOP, is predicated on the continued need for military officers skilled in the complexities of world political affairs, policy development, and execution at the highest levels. At the same time, the US Army has a continuing requirement for officers to serve in politico-military related fields such as "security assistance, civil-military operations, intelligence, strategy formulation, peace-keeping, psychological operations, unconventional warfare, advisory missions, multi-national military

staffs and commissions, and the attache system that have expanded in spite of substantial personnel cutbacks in recent years."³

In light of the continuing and expanded need for officers skilled in this area, the US Army has joined together two major existing officer career fields, the FASP and the MAOP, to seek a more effective means of fulfilling these requirements. Each of the former programs was comprehensive in its specific area of interest, however, each was divergently oriented.

The FASP, although professing to be a career field designed to attract participants from the US Army officer corps at large, ultimately became loaded with officers who were intelligence-oriented or, in fact, were officers of the Military Intelligence branch. This perceived intelligence orientation tended to "scare-off" the non-intelligence oriented officers who probably felt that participation in the program would jeopardize progressive career development. As a result, by 1968, 87% of the Army-wide FASP positions were in intelligence or intelligence-related activities.⁴ Further, this orientation tended to drive training in the program, particularly in the overseas training activities, toward intelligence functions such as those usually associated with military attache duties. By November 1969, 213 (79%) of the 269 FAS positions designated worldwide were purely intelligence or intelligence-related. When the FASP was finally disestablished in March 1973, almost 50% of its 580 members were Military Intelligence branch officers.⁵

The governing regulation described "typical assignments for the FAS graduates" to include duties as US Army Attaches or Assistant Attaches in the area (region) of specialization; intelligence positions in Civil Affairs, Psychological Operations, and Special Forces units; instructor (in the area studied) in a service school or college including the US Military Academy; intelligence activities, including Office of the Assistant Chief of Staff for Intelligence (ACSI) and the Defense Intelligence Agency (DIA).⁶

The MAOP, on the other hand, was more generally oriented toward producing an officer who would exercise "a high degree of individual responsibility and authority in the conduct of military assistance operations at the operational or policy-making level."⁷ This program grew largely out of the US Army experience in South Vietnam and was designed to professionally develop a military assistance officer who could perform over the full spectrum of US Army involvement in any given environment, from the initial provision of military assistance in the early stages of an insurgency, through high intensity conflict.⁸ The program was centered on the provision of assistance -- not on the collection of intelligence. Additionally, there was not a single country/area orientation nor a specific language requirement for the MAO as was the case with the FAS officer. In short, he was a generalist that incorporated all of the skills necessary for assisting the host nation in the conduct of military operations at all levels of conflict intensity.

The list of MAO worldwide position requirements reflects

the diversity of skills included within the program. It incorporated into one program those civil affairs, psychological operations, area senior advisors, military assistance advisory groups(MAAG)/ military groups (MILGPS) Army Section Chiefs, planning and policy officers at all staff levels (including DOD, DA, Unified/Specified Commands, and subordinate Army staffs) who were involved with the implementation of US military assistance activities in other countries.

Both the FASP and the MAOP entailed extensive Army training and civilian academic programs that prepared the officer for full program participation. In some cases the training/ education programs were conducted in several phases, both in the United States and abroad, and extended up to four years in length.

This , then is the recent background that led up to the 1973 amalgamation of the FASP and the MAOP into the existent Foreign Area Officer Program (FAOP). The FAOP consolidates and supplants both earlier programs and seeks to place the best qualified officers into specifically identified positions requiring politico-military awareness, foreign area knowledge, appropriate foreign language skills and the adaptability anticipated in the FAO.

THE HYPOTHESIS

The intent of this research effort is to develop the hypothesis that the FAOP, based in large measure on the former FASP and the MAOP, will produce a trained, capable officer

who can successfully operate in the field of politico-military affairs throughout the full range of command and staff positions. These actions will take place throughout the full spectrum of conflict.

INVESTIGATIVE PROCEDURES

The collection of data to support this research effort has been accomplished through three principal means:

Library research, utilizing the US Army War College Library, the US Army Military History Research Collection (USAMHRC) Library, and the US Army Library in the Pentagon, has provided the bulk of information to support the research effort. Basically, the library research effort was historical in nature and was intended to develop the chronology of the FASP, MAOP and the FAOP and to define the orientation (specialist versus generalist) of the two earlier programs.

The personal interview technique was employed to establish the rationale for combining the FASP and the MAOP, and for the establishment of the FAOP. Those individuals interviewed represent primary sources and are those individuals who work with the program and related areas on a daily basis at Headquarters, Department of the Army, Training and Doctrine Command (TRADOC), and at the Institute for Military Assistance (IMA) at Fort Bragg, North Carolina. A bonus interview was conducted with Lieutenant General Sam Wilson, Deputy Director

of the Central Intelligence Agency, who was truly one of the "Founding Fathers" of the FAOP as a result of long and extensive experience in the field (both as specialist and a generalist) and as the Assistant Commandant of the IMA at the inception of the MAOP in 1969.

Finally, a review was conducted of the curriculum designed to support the military training portion of the FAOP, at the IMA.

ORGANIZATION OF THE PAPER

In the remaining chapters of this paper I will explore the historical background leading to the development of the current program, review in detail the recently-past FAS and MAO Programs and their impacts on the development of the requirement for the FAO program, and project the program into the future of US Army international involvement. Finally, I will draw some conclusions concerning the program based on my research and I will offer my recommendations for improving the overall worth of the program in the accomplishment of the US Army's mission in the future.

DEFINITIONS OF TERMS

To provide for a clearer understanding of this paper, the following definitions of frequently used terms are provided:

Foreign Area Specialist: An officer who possesses a comprehensive, up-to-date knowledge of the language, military

services, geography, history, economics, politics, culture, and sociology of a specific foreign country or area required to make sound decisions and estimates concerning US military activities related to his area of specialization. He must be capable of analyzing matters as they are affected by political, economic, and sociological conditions of the area.

Foreign Area Specialist Position. One which requires an officer with expertise in a specific foreign area, its people, their culture, and their language. Such a position must have been validated as requiring a graduate degree under the provisions of appropriate Army Regulations.

Politico-Military Activities. The complex of military operations which are conducted primarily for their direct social, economic, political and psychological impact. Operationally, the concept includes such functions as the developmental aspects of stability operations, civil affairs operations to include civic action, psychological operations, military assistance programming, advising on foreign country information and community relations programs, and other military staff functions having significant socio-political connotations.

Military Assistance Officer Program Positions. Those politico-military positions designated by Headquarters, Department of the Army as either key or supporting positions in the program.

- Key MAOP Positions. Those positions which carry the highest degree of responsibility and require incumbents with extensive politico-military experience. Key positions

usually call for officers in the grade of Colonel and are filled to the extent possible by program members.

- Supporting MAOP Positions. Important billets which support the development of program members below the grade of Colonel. Supporting positions provide the program member with increasingly responsible MAOP assignments in which the experience gained will prepare him to assume a key position.

Foreign Area Officer. Officers qualified in their basic branch, skilled in politico-military and security assistance affairs, who possess a detailed knowledge of at least one foreign region, its people, language, and indigenous armed forces.

Foreign Area Officer Positions. One which has been identified as requiring an officer with skills of an FAO member. The position must have been validated as requiring a graduate degree under the provisions of AR 621-108.

- Key FAO Position. Those positions which carry the highest degree of responsibility and require incumbents with extensive experience in foreign area, politico-military and security assistance affairs. Key FAO positions call for officers in the grade of Colonel and a limited number of Lieutenant Colonels to be filled by program members.

- Supporting FAO Positions. Those positions which require specialized training and do not require incumbents with extensive experience in foreign area, politico-military and security assistance affairs. Supporting FAO positions call for officers in the grade of Captain, Major, and Lieutenant

Colonel and should be filled to the extent possible by program members. Supporting positions are developmental in nature and should prepare incumbents to serve in key positions.

Security Assistance. Assistance responsibilities assigned to the Secretary of Defense under the Foreign Assistance Act of 1961, and the Foreign Military Sales Act as amended; and successor related legislation; and by Executive Orders and directives.

CHAPTER I

FOOTNOTES

1. US Department of the Army, Army Regulation 614-142 (6 Mar 73), p. 1-1 /hereafter referred to as "AR 614-142 (6 Mar 73)"7.
2. Donald F. Bletz, COL, The Role of the Military Professional in US Foreign Policy, p. 7.
3. Neil M. Hagerty, MAJ, The Army's Foreign Area Officer Program, p. 2.
4. US Department of the Army, Office of the Deputy Chief of Staff for Personnel, DCSPER Study 40, Volume I, The Pentagon: March 1968, p. xiii of summary.
5. Hagerty, p. 10.
6. US Department of the Army, Army Regulation 614-142 (14 Nov 69), p. 1-5 /hereafter referred to as "AR 614-142 (14 Nov 69)"7.
7. US Department of the Army, Army Regulation 614-134 (7 Mar 69), p. 1-1 /hereafter referred to as "AR 614-134 (7 Mar 69)"7.
8. US Department of the Army, US Army Military Personnel Center, Officer Personnel Directorate, Briefing Manuscript: The Foreign Area Officer Program--Briefing for the Vice Chief of Staff, US Army, p. 4.

CHAPTER II

EVOLUTION OF THE FOREIGN AREA SPECIALIST PROGRAM

BACKGROUND

The FASP was the by-product of an Army language program developed during World War II to produce capable linguists to operate in various regions of the world. The purpose of the Language and Area Training Program, formally developed in 1947, was to provide carefully selected officers, potentially qualified for high-level staff and/or command assignments, with such knowledge of the intelligence aspects of languages and areas as would enable them . . . to form sound intelligence estimates or to render proper command decisions. ¹ This program was conducted over a four year period. Two years were spent at an educational institution in the United States, and two years overseas. Initially, training and education was provided in Russian, Japanese, Chinese, Greek, Persian, Turkish and Arabic.

The Director of Intelligence, General Staff, US Army, was responsible for supervising the conduct of the instruction and the allocation of quotas throughout the Army. In each case, the first year of language instruction was conducted at the Army Language School at Monterey, California. The second year (area training) was then conducted at Yale, Columbia, Princeton

or Stanford Universities, or at US Army schools in Regensburg, Germany or Tokyo, Japan. Enrollment was restricted only to Regular Army commissioned officers who were otherwise eligible -- that is, no grade restrictions were imposed.² In 1950 the qualifications for participation in the program were expanded to include the statement that the officers "must meet the security qualifications for assignment to the Assistant Chief of Staff, G2, and for the Army Attache System."³ This qualifying requirement nudged the program in the direction of, intelligence orientation and away from the field of general operations.

A change in the governing document, Special Regulation (SR) 380-350-1, during 1952, restricted the fledgling program to those Regular Army officers between the grades of First Lieutenant and Lieutenant Colonel, with the further stipulation that the participant must have a minimum of 12 years statutory service remaining at the date of application.⁴

FOREIGN AREA SPECIALIST TRAINING (FAST)-1953

On 6 January 1953 the program was redesignated as Foreign Area Specialist Training (FAST). The program was designed to produce an officer who was basically qualified in his military specialty and further trained to the highest practical degree in the total culture of a people, including their principal languages, and in the physical aspects of the area studied. The Assistant Chief of Staff, G2, retained overall control of the training program which followed essentially the same 4-5

year program as did the Language and Area Training Program.⁵ Hindustani was added as an eighth language and culture for study, indicating an increased emphasis on the Indian sub-continent and environs.

With the initiation of the Foreign Area Specialist Training, the governing regulation stated that immediately upon completion of foreign area training, officers would be assigned to carefully selected positions utilizing this special training.⁶ The selected positions were not reflected in the regulation, so it is assumed that these assignments would be dictated generally by the needs of the Service as expressed by the Assistant Chief of Staff, G2. An important point arising from this regulation was the first indication that an effort would be made by The Adjutant General to annotate the records of officers completing the courses of instruction, in order that they might be afforded repetitive assignments, within their established career patterns, to agencies utilizing trained foreign area specialists.⁷ This is the first indication that the program was to be managed as a distinctive career field. In 1954, entrance into the program was further restricted to officers in the grades of First Lieutenant through Major.⁸

FOREIGN AREA SPECIALIST TRAINING PROGRAM (FAST) - 1956

In October 1956, the Foreign Area Specialist Training Program (FASTP) was formally established to produce officers having the required essential foreign area training to meet anticipated DA requirements to include, among others, Psycho-

logical Warfare, Civil Affairs/Military Government, and the Army Attache System. ⁹ Again, the description of the agencies requiring these capabilities was further expanded in detail, but a specific listing of positions to be filled was not included in the governing regulation. Additionally, the emphasis moved slightly away from the earlier intelligence-oriented utilization and now included other operational areas such as psychological operations and civil affairs activities. A ninth language was added to the program -- Urdu. It is significant to note at this point that the Deputy Chief of Staff for Military Operations (DCSOPS), in conjunction with the Assistant Chief of Staff for Intelligence (ACSI) and The Adjutant General, was responsible for monitorship and review of the FASTP curricula, while the ACSI, in coordination with the DCSOPS, was responsible for the administration and conduct of all overseas training incident to the program. ¹⁰ On 18 April 1963, Army Regulation 350-23 (Foreign Area Specialist Training Program) was published listing "typical assignments" in which FASTP graduates might utilize their special training. These assignments included:

- MAAG or Mission in the area studied.
- US Army Attache or Assistant Attache in the area in which specialized.
- Special Warfare activities such as Special Forces, Psychological Warfare, or Civil Affairs.
- General Staff or Special Staff, Headquarters, DA or major subordinate commands.

-- Instructor (in the area studied) in a service school, including the US Military Academy.

-- US Continental Army Command (USCONARC) Board or special activity.

-- Intelligence activities, including Office of the ACSI, National Security Agency, US Army Security Agency or the US Army Intelligence Training Center.

-- Area specialists assigned to (his) branch technical intelligence agency. ll

It was in this regulation that a significant shift in emphasis, from a specific language to a geographical area, with one or more associated languages, was noted. Emphasis was placed on both regional areas and specific countries. Africa and Latin America were the initial regional areas that were identified, while within the regions, sub-regions and separate countries were further designated for detailed specialization.

With the establishment of the Office of the Assistant Chief of Staff for Force Development in 1965, this office assumed those functions previously designated for the DCSOPS.

On 20 January 1967 the purpose of the FASTP was expanded to include meeting current and anticipated requirements of the DOD as well as the DA. At the same time, pre-requisites for entry into the program were made more restrictive by excluding members of the Army Medical Service, Judge Advocate General's Corps, and Chaplains. Simultaneously, an effort was made to increase the maturity of the officer-input to the FASTP by restricting entry to officers in the grades of Captain

through Lieutenant Colonel. The general phases of training required to produce the trained Foreign Area Specialist were designated as follows:

-- Phase I. Language training at the Defense Language Institute - 12 months.

-- Phase II. Area studies at US or selected foreign universities.

-- Phase III. Travel, study and research in overseas areas of specialization --

- Arab World - 36 months.

- Russia - 24 months (In a controlled environment community in West Germany).

- China - 18 months.

- Latin America - 18 months.

- Other areas - 12 months.

-- Phase IV. Utilization tour upon completion of Phase III.

The listing of FASTP areas was expanded to include Africa, Europe, Latin America, Asia, and a category designated as "Other Areas" which included the Arab World, Greece, Iran and Turkey. 12

THE HAINES BOARD AND DCSPER-40 STUDIES

In 1966, The Report of the Department of the Army Board to Review Army Officer Schools (better known as the "Haines Board") recommended that the FASTP be expanded and modified to encompass all of the areas now identified as politico-mil-

itary activities -- languages, regions, psychological operations, civil affairs, and related (but unspecified) subjects. The Board further recommended that the modified program be renamed the Foreign Studies Specialist Program and that it absorb the existing Civil Affairs Specialist Program to widen the base of educational and operational interest. ¹³

The Chief of Staff, US Army, deferred action on this recommendation primarily because of the FASTP intelligence thrust, but directed that this proposal be re-examined in further study. The Deputy Chief of Staff for Personnel Study 40 (DCSPER-40) was the follow-on study to the Haines Board. ¹⁴

The DCSPER-40 Study revealed that it was becoming increasingly important to identify the politico-military aspects of the Army's missions and train/and/or educate officers to perform these tasks. The FASTP, with its limited scope, was not producing the skills required to meet the identified needs that extended beyond the program. As a result of the DCSPER-40 Study, the Haines Board recommendation was directed to be implemented as a separate officer career program entitled "Overseas Security Operations (OSO)," with the goal of developing officers qualified to serve in civil affairs, psychological operations, and related politico-military affairs positions. Upon further study by the Chief of Staff, US Army, the title of the new program was changed to the Military Assistance Officer Program (MAOP) on 2 January 1969, and established as a career field, absorbing the former Civil Affairs Specialist Program.

The FASTP remained intact and served as a complementary program to the MAOP. The MAOP completed the Army's training and management package to meet expanding politico-military officer requirements, fulfilling the generalist requirements and complementing the continuing area specialization thrust under the FASTP.

FOREIGN AREA SPECIALIST PROGRAM (FASP) -1969

The title of the FASTP was slightly modified to the Foreign Area Specialist Program (FASP) in 1969. The program was designated a "special career field for officers who are skilled in military matters and trained in the cultural and environmental aspects of a particular geographical area and its people." ¹⁵ The governing regulation describes the Foreign Area Specialist as "an officer who possesses the comprehensive, up-to-date knowledge of the language, military services, geography, history, economics, politics, culture, and sociology of a specific foreign country or area required to make sound decisions and estimates concerning US military activities related to his area of specialization. He must be able to analyze military matters as they are affected by the political, economic, and sociological conditions of the area." ¹⁶ Typical utilization assignments designated for the FAS officer were essentially the same as previous regulations had specified, with the single exception that the portion referring to Civil Affairs, Psychological Operations, and Special Forces units was amended to reflect "Intelligence positions." This amendment further contributes to the idea, existent in the minds of many,

that the FASP was essentially "intelligence oriented" and thus not a mainstream program for the combat arms officer. This feeling is further exacerbated by the DOD FAS position listing included in this version of the governing regulation. The listing of 269 Foreign Area Specialist positions throughout the world is generally categorized as follows: ¹⁷

<u>Category</u>	<u>Number</u>	<u>Percent</u>
Intelligence positions (by MOS)*	212	79%
Non-intelligence positions	40	15%
Classified positions (not further identifiable)	17	6%

*Includes all positions requiring MOS 9303 (Army attache).

With the overwhelming number of positions identified explicitly as intelligence jobs, there was obviously some justification to the fears of the non-intelligence oriented officer that entry into the program might not be career-enhancing. The newly-opened MAOP, however, provided an opportunity for officers with an interest in politico-military activities to pursue this career specialty without fear of the "intelligence stigma" impacting unfavorably on their career development.

CHAPTER II

FOOTNOTES

1. US Department of the Army, Circular No. 83, p. 3-4 /hereafter referred to as "Circular 83".
2. Ibid., p. 4-5.
3. US Department of the Army, Special Regulation 350-380-1 (8 Aug 50), p. 3 /hereafter referred to as "SR 350-380-1 (8 Aug 50)".
4. US Department of the Army, Special Regulation 350-380-1 (30 Jan 52), p. 3 /hereafter referred to as "SR 350-380-1 (30 Jan 52)".
5. US Department of the Army, Special Regulation 350-380-1 (6 Jan 53), p. 1 /hereafter referred to as SR 350-380-1 (6 Jan 53)".
6. Ibid., p. 5.
7. Ibid.
8. US Department of the Army, Special Regulation 350-380-1 (15 Sep 54), p. 3 /hereafter referred to as SR 350-380-1 (15 Sep 54)".
9. US Department of the Army, Army Regulation 350-23 (15 Oct 56), p. 1. /hereafter referred to as "AR 350-23 (15 Oct 56)".
10. Ibid., pp. 1-2.
11. US Department of the Army, Army Regulation 350-23 (18 Apr 63), p. 4 /hereafter referred to as "AR 350-23 (18 Apr 63)".
12. US Department of the Army, Army Regulation 614-142 (20 Jan 67), p. 1-7 /hereafter referred to as "AR 614-142 (20 Jan 67)".
13. US Department of the Army, Report of the Department of the Army Board to Review Army Officer Schools--Volume I, p. 80.
14. Hagerty, p. 11.
15. AR 614-142 (14 Nov 69), p. 1-1.
16. Ibid.
17. Ibid., pp. 3-3 to 3-9.

CHAPTER III

EVOLUTION OF THE MILITARY ASSISTANCE OFFICER PROGRAM

BACKGROUND

Traditionally, the role of the military services has been to prepare for war and, when necessary, to fight and win wars. The Army officer has been considered a professional practitioner of the art and science of land warfare. Anything not directly related to the use of military force has historically been considered outside of his area of competence. And, again historically, preparation for, and conduct of combat operations has been considered his primary occupation.

Beginning in the late 1930's, however, the number of officers working in the gray area between strategic planning and foreign affairs began to increase. By December 1941, major aspects of national security policy -- to include joint and combined strategy, international relations, foreign military and economic aid, scientific and technological research and development, and mobilization -- began to come within the sphere of the senior military officer.¹

During the period preceding World War II, officers of the US Army frequently found themselves in positions of responsibility in overseas areas that, by their very location and nature ". . . required the exercise of skills and judgement not traditionally associated with the duties of Army officers."²

These skills and this judgement were involved in maintaining a day-to-day relationship with an officer of a second nation with which the United States had a specific relationship. Often it involved the participation of the officer in fields of activities that were far removed from the well-defined field of the application of military strength through tactical operations. Often it meant that this officer became involved in the social, economic, cultural, and political environments of the country in which he was located. Almost without exception, the officer so involved had had little or no preparation for this involvement; he was not educated nor trained for such demanding participation and, to a great extent, depended heavily upon his own common sense and a minimum of direction from a senior headquarters to permit him to meet his task.

Subsequent to World War II, and with a wider involvement in the expanding field of military assistance, the US Army recognized the requirement for providing both an organizational framework for administering military aid and assistance programs to recipient nations, and the identification of military officers who were qualified or equipped to aid in implementing these programs as advisors to the host nation. The organization established to carry out this task was formally structured and tailored to the requirements of a specific nation, and was most often identified as a military assistance advisory group (MAAG) or a military mission. The identification of the officer who was to administer the various programs was less well defined and formalized. Generally, he was described as being an

officer who had a facility for learning a foreign language and was "able to get on well with other people." One requirement was an out-going manner and ease of adaptation to cultural differences. Usually he was selected for duty as an advisor primarily because he possessed the military occupational specialty (MOS) that indicated he was technically or tactically qualified in a particular specialty area. Without question, training for qualification in the technical and tactical areas was readily available to prepare the potential advisor, but the "how" of being an advisor was of secondary importance. No formal training was available to assist the newly designated advisor to cross the cultural, social, or language gap as he moved into a broad, unexplored new area of involvement.

With an increase of US involvement in the field of military assistance and a constantly expanding role for the individual advisor, a course of instruction was established by DOD for personnel of all military services who were being assigned to a MAAG or a mission -- the Military Assistance Institute at Arlington, Virginia. This course of instruction, although recognizing the necessity for developing the advisory capability of the student, was primarily concerned with developing a military assistance program administrator -- an officer who was capable of administering the materiel aid program at different administration levels in the host country.

During the US military involvement in Korea (1950-53), it became evident that the US military forces in Korea were capable of making a great contribution toward rebuilding and

development of a war-torn Korea. This development required the massive use of both US and Korean military forces in the sociological, economic, and political areas -- areas heretofore only slightly acknowledged as existing as a military capability.

During the decade of the 1960's another major military involvement on the part of the US again brought to the fore the requirement for applying American know-how and materiel in another struggle against communist encroachment on the fringes of the free world.

THE EXPANDING MILITARY ROLE

On 22 March 1962, President Kennedy recognized the expanding role of military assistance, which he felt would "in the future, more actively emphasize internal security, civil works, and economic growth of the nation thus aided." This represented thinking that far exceeded the original conception of a purely military involvement in the role of nation-building. So important was the US advisory program for the Armed Forces of the Republic of Vietnam that each of the US military services developed resident courses of instruction to develop qualified advisors, both officers and enlisted. Further, the overlap of the advisory effort into what were traditionally non-military areas brought about official recognition that there is no hard and fast line of demarcation that exists between the role of the military and the civil role in the nation that is struggling for its very life. Accordingly, the

field of interest of the military advisor was expanded to officially include that which had been of "unofficial" interest for many years -- the social, economic, and the political face of society at the working level.

It was this requirement that the Haines Board addressed in 1965, and the recommendation to modify and expand the FASP was the result. In the course of conducting this study, the board recognized that US Army officers were being schooled in many overlapping and duplicating instances in the field of foreign area specialization, civil affairs operations, and advisory methods and techniques -- yet, none of these established curricula were producing the officer that was prepared to provide a host nation with the degree of skills to be useful in the total field of internal development (as a part of nation-building). Each school was designed to produce an officer who was a specialist in a limited area of interest. As a result of further investigation, the board concluded that: "A modified and expanded Foreign Area Specialist Program should be established encompassing the entire field of foreign area studies, to include geography, customs and cultures, languages, psychological operations, civil affairs and related activities." 3

Although this report was only a beginning, it was the harbinger of new ideas pertaining to the role of the military officer in the field of internal development and nation-building. It acknowledged that the modern military officer had a contribution to be applied to the social, economic, political, and psychological development of developing nations.

IMPLEMENTATION OF THE MAO PROGRAM

The implementing instructions for the Military Assistance Officer Program (MAOP) were published in Army Regulation 614-134 and sent to the field in March 1969. The scope of the program, as established, was to "provide a career field for officers who have the critical skills needed to conduct required military activities having social, economic, political, and psychological impact." ⁴ Operationally, the concept included such functions as the developmental aspects of stability operations, community relations, civil affairs operations to include civic action, psychological operations, certain aspects of information activities, and other military staff functions having significant socio-political connotations." ⁵

Late in 1969, DA published a tentative listing of worldwide positions that the MAO was expected to occupy. These listed positions ranged throughout the entire spectrum of military assistance from the Division G5, through the various levels of the military assistance program, the major regional US military headquarters around the globe, and finally to the Washington level, including critical positions in Department of the Army, Department of Defense, and Department of State.

The MAOP was opened to officers in the grades of Captain through Colonel. It was intended that the program ". . . at the company-grade level, provide specific functional skills associated with civil affairs and psychological operations. Officers at this level (would) obtain a basic understanding

of politico-military matters and should have some geographical orientation." ⁶ During this same period many officers had graduate schooling, language training, and an assignment in the overseas areas in which their careers were oriented. "At the field grade level, they (were) expected to demonstrate the potential for high-level politico-military positions where they (would) be instrumental in developing policy and doctrine." ⁷

The DCSOPS had the primary staff responsibility for technical operation of the program. This responsibility included policy formulation, standards for membership selection, career development patterns, nominations of officers for membership, and supportive curriculum development. Backing by this office gave credence to this program as a viable career field, as it indicated acceptance in an operational field, rather than the narrow field of intelligence in which the FASP appeared to exist. This was obviously a field for the "generalist."

CHAPTER III

FOOTNOTES

1. John W. Masland and Laurence I. Radway, Soldiers and Scholars, p. 5.
2. Johnathan F. Ladd, COL, "Military Assistance Officer Program -- Career With a Future," Army Digest, October 1969, p. 53.
3. US Department of the Army, Report of the Department of the Army Board to Review Army Officer Schools -- Volume I, p. 80.
4. AR 614-134 (7 Mar 69), p. 1-2.
5. Ibid., p. 1-3.
6. Ibid., p. 1-1.
7. Ibid.

CHAPTER IV

DEVELOPMENT OF THE FOREIGN AREA OFFICER PROGRAM

BACKGROUND

In the preceding chapters it has been made evident that various programs relating to the politico-military fields have existed historically in varying forms within the US Army. Commencing with the Language and Area Training Program in 1947, and extending through the evolution of the Foreign Area Specialist and the Military Assistance Officer Programs, it has been apparent that the value of the politico-military role is being more fully recognized. After extensive review, the Chief of Staff, US Army in 1972 directed that the existing Foreign Area Specialist Program and the Military Assistance Officer Program be melded into a single program that included all of the politico-military aspects of these two programs and encompassed all of the historical experiences gained in this broad field through the years. The result was the establishment and implementation of the Foreign Area Officer Program which would provide a "single manager" system for those officers possessing the unique talents and special skills required to function effectively in this critical area.

The Foreign Area Officer (FAO) can best be described as the Army's Soldier-Statesman."Sensitive to the development

and execution of the nation's national interests, foreign policy objectives, and the interface with military strategy, the FAO acquires comprehensive, up-to-date knowledge of the language, armed forces, geography, history, economics, politics, culture and sociological factors of a geographic region of the world." ¹

FAOP OBJECTIVE

The stated objective of the FAOP is "to produce qualified officers for assignment to DOD and DA positions requiring a language proficiency, detailed knowledge of foreign areas, politico-military awareness and other specialized skills relating to the FAO Program."² More generally, the program provides for the combination of the best qualities of the FASP and the more recently developed (1969) MAOP. The amalgamation is liberally sprinkled with experience gained through years of trial and error in such supporting programs as civil affairs, psychological operations, unconventional warfare, military assistance advisory programs and security operations in general.

FAOP TRAINING

The FAOP retained the area and language specialization for selected countries/regions as was previously established in the FASP. At the same time, a generalist flavor has been retained in the program for those officers without specific area expertise and with more broadly-based politico-military skills suitable for use in a wide range of positions in many

areas of the world. This balance between area specialization and politico-military generalization represented a major compromise between FASP and MAOP proponents and enabled an agreeable amalgamation to be worked out. ³

The combination of the FASP and MAOP is further supported by the training program (both civil academic and military) wherein advanced degrees in disciplines other than area studies are opened to the program participants. In the FASP, advanced graduate-level education was required only in the field of area studies (albeit a rather broad, non-specifically defined field) for the officer-participant, while qualified MAOP Program participants who did not possess graduate degrees were "encouraged to apply . . . for graduate schooling in one of the MAOP-related social science fields which included anthropology, economics, foreign affairs, government, international relations, political science, psychology, public administration and sociology. ⁴ Under the auspices of the FAOP, a graduate degree in area studies or another appropriate FAOP-related discipline is an established part of the program educational requirements. The related disciplines include anthropology, economics, history, international relations, foreign affairs, civil government, military government, social psychology, general psychology, political science, sociology and general social science. ⁵

Foreign language training required to achieve current fluency (S3/R3) is a requirement in the FAOP, just as it was for the FASP. Generally, this means six to twelve months

attendance at the Defense Language Institute (DLI) or at a civilian institution for languages not offered at DLI. There was no mandatory language requirement in the MAOP, however, if a specific politico-military assignment necessitated a language capability, the training would be integrated into the MAO training program. This further supports the specialist versus generalist tenor of the FAS and MAO programs.

The complete education/training of the FAO will be achieved through a 3-phased program similar to the program described in Chapter 2 for the FASP. These phases include: (1) a civil and military academic phase; (2) language training, and (3) in-country training.

Phase I (Academic) training consists of 12 months of advanced degree training in a FAO-required discipline, as previously described, at selected US or foreign universities, and attendance at the six-month Foreign Area Officer Command and Staff Course at the Institute for Military Assistance, Fort Bragg, North Carolina. Attendance at other selected military schools, required to meet specific assignment requirements is considered routine.

Phase II (Language) consists of language instruction, generally conducted at DLI, required to produce current language proficiency. This phase may be omitted for officers demonstrating the required fluency.

Phase III (In-country training) consists of travel, research and study in the overseas area of specialization when practical. This training ranges from a high of 30 months for

the Arab World, scaling downward to a 12-month tour in less complex areas. During this phase, the FAO works directly under the supervision of a US military officer in the host country.

Upon completion of the last phase of training, the FAO will be utilized in selected positions, preferably in the country/region of specialization. Following an initial assignment, FAO utilization tours will alternate with basic branch-qualifying assignments within the framework of branch career patterns.

FUNCTIONAL AREAS

A description of the functional areas of interest for the FAO further substantiates the effort by DA to provide a specialty program in which both the specialists and the generalists will be "comfortable" and will be able to function in the best interest of US policies, both at home and abroad, and at the highest staff levels. These functional areas include:

- Plans and operations.
- Security assistance.
- Attache duty.
- Politico-military affairs.
- Intelligence.
- Civil-military operations, to include --
 - G5/S5 activities.
 - Civil affairs.

- Unconventional warfare.
- Psychological operations.
- Service school academic faculty.

Within these functional areas, the FAO can expect to serve at the following organizational levels:

- Office of the Secretary of Defense.
- Department of State.
- Defense Intelligence Agency .
- Organization of the Joint Chiefs of Staff.
- Combined, Unified and Joint Commands.
- DA Staff agencies and major commands.
- Military assistance advisory groups, missions and liaison offices. ⁶

The position list to support the FAOP is separated into two parts and identifies both key and supporting FAO positions worldwide. Key positions are those carrying the highest degrees of responsibility and require incumbents, generally in the grade of Colonel, who have extensive experience in foreign area, politico-military, and security assistance affairs. Supporting positions are generally manned by Lieutenant Colonels or Majors and require less extensive experience in the field.

It should be apparent that the number and types of identified positions, both key and supporting, will periodically be modified in light of changing requirements. The most current listing reflects a total of 800 FAO positions; 215 are designated as key positions while 585 are supporting positions. ⁷ Grade requirements are indicative of the experience and skill

- Unconventional warfare.
- Psychological operations.
- Service school academic faculty.

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- Department of State.
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required of the incumbents. The key positions require six General Officers, 193 Colonels, and 16 Lieutenant Colonels. The supporting positions indicate existing requirements for 335 Lieutenant Colonels, 232 Majors, and 18 Captains. These grade versus position requirements further indicate the problems that are developing in the personnel management field, wherein the greater requirements are in the more senior grades. The impact is the difficulty in procuring adequate junior officers for entry into the program to insure the availability of the senior grades to meet requirements in the future.

The FAO positions generally represent an equitable combination of the former FASP and MAOP skills, and the expected relationship between the intelligence/area-oriented specialist and the broad, politico-military generalist. Statistically, the breakout is as follows:

<u>Type Position</u>	<u>Total Positions</u>	<u>Intel/Area Specialists</u>	<u>Mil Assist Generalists</u>
Key	215	78 (36%)	137 (64%)
<u>Supporting</u>	<u>585</u>	<u>245 (42%)</u>	<u>340 (58%)</u>
Total	800	323 (40%)	477 (60%)

The percentages shown above, representing the relationship between the designated generalist and specialist positions, compares favorably with an evolution of the FAS and MAO Programs into the FAOP. The FASP membership, during the 25-year existence of the program, grew to a high of 580 members, while the MAOP (including former Civil Affairs career program members) grew steadily from the 229 members at inception in early 1969,

to a high of 462 members at the point of merger into the FAOP in March 1973. Indications are that the MAOP, in the generalist configuration, appealed to a broader segment of the officer corps, especially the combat arms branches. 8

The FAOP position list indicates that the positions established under the auspices of both FASP and MAOP have been retained almost intact under the FAOP. Over the course of time, since 14 November 1969 when the earliest position lists were published for the FASP, and 23 April 1970 for the MAOP, there have been evolutionary changes in the established requirements for appropriately trained officers. These changes have resulted from changes in politico-military relationships between the US and other countries, a refinement of existing requirements, and a changing level of US activities in selected countries. The recent withdrawal of all US efforts in South Vietnam and Cambodia, as well as the reduction of US activities in other Southeast Asian nations, is a timely example of events that will result in significant changes to existing requirements for FAO positions.

As military forces are reduced overseas, the security interests and commitments of the US will be sustained increasingly by small, highly sophisticated military elements such as missions, advisory groups, training teams and attaches. 9 The FAOP, now designated as an officer specialty under the recently implemented Officer Personnel Management System (OPMS), will serve as the principal source of trained officers to meet existing and future requirements. It is anticipated that there

will be a greater requirement for FAO's as OPMS is further implemented and a greater number of military advisory assistance group and mission positions are validated for fill by trained officers. 10

CHAPTER IV

FOOTNOTES

1. US Department of the Army, Pamphlet 600-3, p. 19-1.
2. AR 614-142 (6 Mar 73), p. 1-1.
3. Hagerty, p. 23.
4. US Department of the Army, Army Regulation 614-134(30 Jun 71), p. 1-4 (hereafter referred to as "AR 614-134(30 Jun 71)").
5. AR 614-142 (6 Mar 73), p. B-1.
6. DA Pamphlet 600-3, p. 19-1.
7. AR 614-142 (6 Mar 73), pp. D-1 to D-26.
8. Hagerty, p. 18.
9. US Department of the Army, Office of the Deputy Chief of Staff for Military Operations, Foreign Area Officer Specialty, Newsletter 74-2, p. 1.
10. US Department of the Army, US Army Military Personnel Center, Officer Personnel Directorate, Briefing Manuscript: The Foreign Area Officer Program -- Briefing for the Vice Chief of Staff, US Army, p. 25.

CHAPTER V

THE FAOP - TODAY AND TOMORROW

THE FAO TODAY

In the middle of 1975, the FAOP begins to move into the second generation of program development concurrent with the total implementation of the Officer Personnel Management System (OPMS). The first generation of FAOP was the amalgamation of FASP and the MAOP into a combined effort and the establishment of a separate career program that has encompassed all of the various skills originally found in several programs -- area and language training, civil affairs, psychological operations, security assistance, and preparation for service as a military advisor to another nation. In sum, this amalgamation in 1973 was the most recent step in a continuing action by the US Army to improve officer qualifications for politico-military type assignments. It provided for increased training opportunities for members of both the previous programs and allowed for greater assignment flexibility in filling worldwide requirements for foreign area expertise.

The first step in the second generation developments in this career area will be the termination of the FAOP as an officer career program, and the replacement with the Foreign Area Officer Specialty (FAOS) under OPMS as an advanced entry

specialty about 1 July 1975.

At the same time, the US Army currently has the Army officer education system again under review to determine what changes are necessary to support the entire OPMS in general, and the FAOS in particular. The objective of this study is to provide each officer with the best education and training available to prepare him for future assignments, while at the same time taking the least time possible away from his current assignment. Likewise, the prospect of fewer dollars and a reduction of manpower and facilities makes it imperative that expensive and extensive training be provided where the greatest return can be expected. The result in general will be a heavier concentration of effort to ensure that the officer is specialty-trained before assignment and that the emphasis of the training system is on courses of instruction rather than on the acquisition of degrees resulting from advanced civil schooling.

The specific impact of the Army education review on the FAOS will be to require some modification to the current training scenario for FAOP. Although the specific details have not yet been resolved, it can be expected that short-duration, high-impact modular courses, designed to meet the bulk of the FAO requirements, will dominate the training program. "It is expected that some opportunity for graduate level education, as well as language and area training will be retained, but these again will be geared to clearly defined requirements and will depend on available funding. In times of austere Army

budgets, much of the responsibility for professional development will rest with the FAO himself through Army extension courses, off-duty civil education programs, and the use of local education centers and language laboratories." ¹

This look into the future education of the FAO leads to the inevitable consideration of the validity of providing each and every participating officer the same degree of training and education in preparation for a career as a FAO. The earlier discussion regarding the Army board reviewing Army educational requirements indicates that the current FAOP plan to provide each member with the complete package of training/education may be coming to an end. The likelihood of revising the FAO position list in order to reduce the requirements for graduate degrees for every participant in the program appears imminent. Instead, a series of shorter courses of instruction at both military and/or civilian educational institutions to prepare the FAO for a specific assignment appears to be the routine for the immediate future. In times of short resources, selective determination of requirements for extensive, long-range education for the FAO will be necessary to obtain the maximum return for the dollar expended.

This theory is further supported by the recently proposed development of several functional "specialty tracks" for development of the FAO under the overall "umbrella" of the Foreign Area Officer Specialty designation. Within the broad specialty field, specialty skills are further identified that will indicate the major specific field in which an

officer is skilled and/or trained. The initial skills or experiences proposed for identification in the FAOS include: Security Assistance, Psychological Operations, Army Attache, Civil Affairs, Unconventional Warfare, Civil-Military Operations and Politico-Military Affairs. ² It is apparent from the preceding listing of functional areas that, in all probability, the same level of education and training and language fluency is not mandatory for each area. There is no question but that it would be "nice" for each officer to possess a graduate degree and be fluent in one or more foreign languages, but existing and projected resource constraints make this probability highly unlikely. A continuing review of the FAOS will be necessary to ensure that the appropriate education and training program required to support the objectives of the total program is judiciously applied.

THE FUTURE OF THE FAO

So much for the mechanical framework which serves as the developmental basis for the FAO Specialty. What is in the future for the utilization of the FAO?

In the coming years, highlighted by overtures of detente and strategic arms limitations efforts in cooperation with the Soviet Union, a warming trend in relations with the People's Republic of China, and the severely reduced presence in Southeast Asia, there appears to be an increasing demand for the officer who is prepared to make significant contributions toward the development of national strategy, national security

policy formulation, foreign policy development, and long-term military planning to support these strategies. It should be apparent that the varied internal specialties within the FAOS will, and should, produce the majority of the politico-military officers -- the "Soldier-Statesmen" -- who will perform in these roles.

A significant goal for the FAOS in the future will be to develop a large number of positions, as well as the trained personnel in the field of high-level strategy development, to fill them. The complexities of our era have so interwoven social, political, military, economic and psychological factors together that military successes of the future will be influenced and measured as much by politico-military aspects as by operational ones. To maintain success, a new breed of strategist will be required by the Army to conceptualize issues, chart military strategies, and formulate policies. The FAOS will help articulate this new direction by a more extensive development of training packages, and by more extensive placement of this "new breed" into key positions within the Joint Chiefs of Staff, DOD, and other governmental agencies. ³

Continued implementation of the Guam Doctrine (formerly the "Nixon Doctrine"), wherein the US provides assistance to other nations in their efforts to develop and defend themselves, offers significant opportunities for employment of the FAO at all levels of command, staff, and in the advisory role, to assist in the achievement of the national strategy objectives of this nation.

In summary, the future offers the opportunity for an ever-expanding role for the FAO, in terms of utilization, while fiscal and resource constraints will cause asset management to look more closely at the value received in the end-product. The current worldwide positions designated as requiring a trained FAO will be ever more closely scrutinized, while within the program a continuing effort will be on-going to determine the exact requirements for a mixture of education and training necessary to produce the officer who is properly prepared to perform his assigned duties in his next assignment in the FAO Specialty.

As Foreign Area Officers influence policy development at all levels in the next decade, the Army will develop a more mature approach to assessment of politico-military considerations, especially in determination of its general policy and doctrine. As program members advance to senior-level rank and positions, the direct impact of the Army's politico-military maturation will be felt. ⁴

CHAPTER V

FOOTNOTES

1. US Department of the Army, US Army Military Personnel Center, Officer Personnel Directorate, Foreign Area Officer Program: Transition to the Officer Personnel Management System (OPMS), p. 6.

2. Ibid., p. 7.

3. Hagerty, pp. 33-34.

4. Ibid., p. 32.

CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

The purpose of this paper was to investigate the amalgamation of two on-going officer career programs -- the Foreign Area Specialist Program and the Military Assistance Officer Program -- into a single, all-encompassing Foreign Area Officer Program, and to determine if this hybrid program is producing, and will produce in the future, the trained, capable officer who can be employed successfully to operate in the broad field of politico-military affairs throughout the full range of US Army command and staff positions.

Based on the research conducted, the hypothesis is essentially correct in that the FAO Program does produce the officer who meets the criteria established. The merger of the two preceding programs provides a balance of the skills that were contained in the FASP and the MAOP, and places the skills at the disposal of the US Army under the umbrella of a single, integrated program. A senior Army General Officer described the merger as ". . . the sound and proper marriage of congruent systems." ¹

The FAOP today represents a significantly broader-based program than did either of the two immediate predecessors.

As a result, the capability now exists for the single management of all US Army assets available to support the conduct of the entire spectrum of politico-military affairs. This single managership of assets permits the effective planning, programming, training, and utilization of the available assets during a period of shrinking Army dollars and other resources.

The program can be considered broad-based in another sense -- that is, there is no longer the popular connotation (though generally erroneous) of the single "intelligence program" associated with the FAOP, in that the emphasis is now equally placed on both the area specialist and the military assistance generalist, with the goal of preparing the officer-participants for a much broader functional range of responsibilities.

The plan for education of the FAO is going to require significant revision in the near future. Today, the basic FAO training plan calls for a common program for all participants with no regard to any form of intra-program specialization. Under the provisions of the existing governing regulations, each officer is programmed to be trained in the same manner, to include civilian graduate training, language training, attendance at the six-month FAO Command and Staff Course, and overseas/in-country training prior to utilization. This total program is perfectly adequate in some cases, but represents a severe "overkill" in some of the functional areas. This discrepancy is lately being recognized and it is anticipated that evolutionary changes in the program will permit the recognition

of functional specialty areas within the program and a revision of educational/training programs to properly and adequately prepare each FAO prior to each utilization assignment.

There exists a unique imbalance between the position requirements for FAO's and the grade structure. The greatest number of requirements exist in the key positions and consequently in the grades of Colonel and Lieutenant Colonel. The requirements in the grades of Major and Captain are significantly less. As a result, it presents the problem of acquiring new entrants into the program, conducting the required training program, achieving branch or other specialty qualifications, and attendance at other career schooling prior to real utilization assignments for this FAO. At the same time, since the bulk of intense utilization assignments require the more senior officers, he can expect a higher percentage of utilization as he achieves the grades of Lieutenant Colonel and Colonel, as opposed to a mix between primary and alternate specialties under the OPMS. The result of this imbalance will be a continued shortage of FAOP participants in the senior grades due to normal attrition (termination of service, non-selection for promotion, etc.) and the lack of program interest as a result of the lack of early utilization on the part of the junior members.

The FAOS, as implemented under OPMS, will provide for detailed specialization within the broad specialty in order to retain individual participant interest and to provide those specific skills required in the total program. Recognition and

identification of these functional skill areas will demand a varied training program to support each, thereby permitting proper training emphasis in narrow areas. Concurrently, a standard developmental education program, applicable to each and every participant, does not appear to serve the best interests of either the program or the participants.

Since the establishment of the FAOP in 1973, statistics indicate that utilization of available program participants has been relatively high. During December 1974, the utilization for all grades (Captain through Colonel) was 61%, with the high of 66% for Colonels and a low of 31% for Captains. This spread is understandable, however, based on utilization requirements being principally in the senior grades, while training program participation is high in the grade of Captain (Appendix 1).² More importantly, these statistics are based on the 935 total members (as of December 1974) participating in the FAOP at all grade levels. Disregarding grade requirements, this utilization rate (61%) means that only 570 positions of the 800 positions validated for FAO's could be filled at a given time. This total program shortfall, and a shortfall specifically in the senior grades, represents the most significant problem in the FAOP today and projected into the future.

The establishment of the FAOP under the operational auspices of the Deputy Chief of Staff for Military Operations, DA appears to have facilitated Army-wide acceptance of the program as a viable career field. Likewise, the support provided

for the program at the highest Army levels has added to the credibility of the program and to the entire politico-military affairs/civil-military relations field in general. It is apparent that the Army has taken the DOD lead in developing this unique specialty area. The future looks bright for the continuation of this program by the Army -- and perhaps for expansion at the DOD level.

RECOMMENDATIONS

1. The FAO Program should be continued as a specialty area under the OPMS.
2. The FAO position list (both key and supporting) should be screened on a continuing basis to ensure that only those highly essential positions for which the expenditure of educational and training funds and resources can be fully justified, are validated.
3. In keeping with the above, continue to require that these screened and designated positions are filled by adequately trained and educated FAOP officers, when available.
4. The "multi-track" specialty areas should be officially established within the FAOP to allow newly-entering officers to select a "career track" within the career program early on.
5. Once the "multi-track" specialty areas are identified, conduct a DA review to determine what basic training/education is required to support each "track" to preclude the training "overkill" that currently exists in the FAOP.
6. Establish the language training requirement on an "as needed" basis to preclude the long-term and expensive

build-up of a capability for which a need may not exist, and which, to some extent, is perishable.

CHAPTER VI

FOOTNOTES

1. Interview with Sammuell V. Wilson, LTG, Central Intelligence Agency, Washington, 14 May 1975.

2. US Department of the Army, US Army Military Personnel Center, Officer Personnel Directorate, FAO Utilization Summary by Grade and ASI, December 1974, pp. 1-2.

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FAO UTILIZATION SUMMARY BY GRADE
December 1974

Grade	Utilization	Total	%	% Utilization of Available Members
COL (O-6)	FAO Utilization	97	.63	.66
	Branch Assignment	26	.17	.18
	Other Assignment	24	.16	.16
	FAO Trainee/Student	7	.04	-
	Sub-Total	<u>154</u>	<u>1.00</u>	<u>1.00</u>
LTC (O-5)	FAO Utilization	169	.56	.61
	Branch Assignment	61	.20	.22
	Other Assignment	46	.15	.17
	FAO Trainee/Student	26	.09	-
	Sub-Total	<u>302</u>	<u>1.00</u>	<u>1.00</u>
MAJ (O-4)	FAO Utilization	157	.42	.63
	Branch Assignment	68	.18	.27
	Other Assignment	25	.07	.10
	FAO Trainee/Student	126	.33	-
	Sub-Total	<u>376</u>	<u>1.00</u>	<u>1.00</u>
CPT (O-3)	FAO Utilization	14	.14	.31
	Branch Assignment	22	.21	.49
	Other Assignment	9	.09	.20
	FAO Trainee/Student	58	.56	-
	Sub-Total	<u>103</u>	<u>1.00</u>	<u>1.00</u>
TOTALS	FAO Utilization	437	.47	.61
	Branch Assignment	177	.19	.25
	Other Assignment	104	.11	.14
	FAO Trainee/Student	217	.23	-
	Sub-Total	<u>935</u>	<u>1.00</u>	<u>1.00</u>