

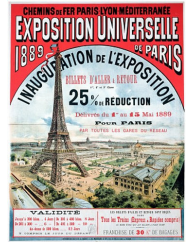
Foreign Area Officer (FAO) History

The concept of equipping military officers with regional expertise, language skills, and knowledge of U.S. and foreign political-military relationships dates back to 1889 when the U.S. sent permanent military Attaches to London, Paris, Vienna, and Saint Petersburg.¹

To provide a greater worldwide historical perspective, one year prior to the deployment of our military “soldier statesmen,” the Russian Social Democratic Labour Party had just been formed whose later roots evolved into the Communist Party of the Soviet Union. The following year, the “rising star” in Britain, Sir Winston Churchill was only fourteen years old, attending private school, struggling to pass the entrance examination for the British military academy at Sandhurst. This same year, the London Dock Strike had occurred, which formed the foundation of what is known today as the British Labour Party.

Additionally, in 1889, a counselor network of British-Indian officers began their assignments in Iran, the Eiffel Tower in Paris, France was inaugurated, and the *Berliner Fußball-Club Marbert* was formed, which became one of the founding members of the German Football Association, more commonly affiliated with the FIFA World Cup.

That same year, the Treaty of Berlin had been signed between Britain, the U.S. and Germany over the Samoan islands and the Nazi dictator Adolf Hitler was born in Braunau am Inn, Austria. To the east, U.S. Secretary of State, John Hay, negotiated the first “Open Door Policy” between the U.S. and China to establish new trade agreements and the transition of power was passed from Alexander the III to his son, Nicholas the II, which reigned in the Industrial Revolution. Further advanced in the former Soviet Union, *russification* was well underway, forcing the replacement of language, religion, and cultural norms in the Ukraine, Poland, Lithuania, and Belarus. Amid the Industrial Revolution, following Tsarist defeat in Russo-Japan war, the 1905 Bloody Sunday massacre occurred in Saint Petersburg starting the Russian Revolution.



Admission ticket for Eiffel Tower Inauguration and Exposition (May 1889).



King Ibn Saud, of Saudi Arabia, leaving the USS Cimarron after a visit on board, probably near Dhahran, Saudi Arabia, circa 1947. Following the King are Mohamed Effendi (interpreter), J. MacPherson (General Manager, Arabian-American Oil Company), unidentified Saudi, J. Rives Childs (U.S. Minister to Saudi Arabia), and Colonel William McNowen (Military Attaché-U.S. Embassy, Cairo, Egypt).
Source: Naval Historical Center.

By 1945, the U.S./Allied victory from World War II and Nazi war tribunals had begun, the Charter of the United Nations (UN) was established, and reformation/creation of the Arabian American Oil Company paved the way of making Saudi Arabia known for having the world’s largest reserves of oil. The U.S. had military attaches in 45 capitals (38 of which had air attaches and 28, naval attaches). In parallel, the United States Army (USA) had developed the Language and Area Training Program to provide officers with high level staff potential with knowledge of language and areas to form sound intelligence estimates and to provide command decisions. The program required four years of training; language school, graduate degree from a civilian university, and two years overseas in, or near, the region of specialization.²

In 1953 the program was redesignated Foreign Area Specialist Training (FAST) with continued management and oversight under the Department of Army (DA) Assistant Chief of Staff, Intelligence (ACSI). During 1956 the FAST Program expanded beyond the principal intelligence responsibilities and control to include other functional interests like psychological warfare, the Attaché system and civil affairs and military government, with the Deputy Chief for Military Operations sharing responsibility for program review with the ACSI. By 1956, the U.S. had 166 Attaché posts in 71 countries: 68 Army, 45 Navy, and 53 Air Force personnel, in contrast to sixty (60) foreign countries that had established 121 Attaches in Washington D.C.

¹ Defense Intelligence Agency (DIA) History Office, 1994.

² Pike, Verner N. (Ret. LTG), Military Police Corps, “Study Project: The Role of the Foreign Area Officer in National Security Policymaking in the 1980s,” U.S. Army War College, Carlisle Barracks, PA. 18 May 1979.

In 1963, the FAST program was further expanded to specifically designate positions requiring FAST qualifications, which included advisor duty, special warfare operations, DA General and Special staff, area study instructors at service academies and schools, and within the national intelligence community.

Giulio Andreotti, Italian Minister of Defense, is conducted on a tour of the Pentagon September 17, 1962 led by SECDEF Robert McNamara, right, Col. Vernon Walters, U.S. military attaché in Rome, is in background. (AP Photo/Bill Allen).



Meanwhile, Secretary of Defense (SECDEF) Robert McNamara advocated for problems and other existing compatibility issues with the intent of President Lyndon B. Johnson to centralize the Attaché system under the Defense Intelligence Agency (DIA). Instead, SECDEF McNamara announced the decision to designate a Senior Defense Attaché in each country and established the Defense Attaché System (DAS) on 12 December 1964. This was the first step toward bringing the DAS under the full operational control, which the DIA Director gained on 1 July 1965.

Alongside, in 1969, an additional program was created alongside FAST called the Military Assistance Officer Program (MAOP), which focused on aspects of military advisory duty, stability operations, and civic action having social, political, economic and psychological impact. By the beginning of the 1970s, the USA had soundly established two international-oriented career programs; one driven by intelligence requirements (FAST) and the other by operational needs (MAOP).

Similar to present-day political/military conditions, against the background of the diminishing war in Vietnam, sustained withdrawal of American forces from the combat zones, fiscal constraints, and returning peacetime (Phase Zero) conditions, Army demobilization continued through fiscal year 1972 (FY72). Operational Force constructs were realigned in the Pacific and Far East to include the engagement of a five-year program to upgrade the Republic of Korea's armed forces, USA continued "keystone" presence in Europe to support North Atlantic Treaty Organization (NATO) land defenses, and maintained an Infantry Brigade and maneuver battalions in the Panama Canal Zone, primarily providing U.S. military assistance training in Latin America.³

Because of the decrease in the level of large-scale demonstration connected with civil disorder, U.S. active military forces were not deployed during FY72. However, with a possible disturbance connected with the Governor's Conference in San Juan, Puerto Rico, a Marine regiment was placed on alert and a liaison (LNO) representative of the Army Chief of Staff and DA LNO were sent to coordinate with local officials. While the conference was held without conflict, this was the first instance of detailed planning to deploy forces in a civil disturbance outside the continental U.S. In comparison, prior to 1972, the UN had deployed ten security and observation peacekeeping missions; three that are still active today in Jerusalem, Cyprus, and India and Pakistan, in addition to over forty (40) other missions established after 1972 to include high threat/conflict countries like Yemen, Somalia, and Afghanistan.

Complementary to UN initiatives, on April 21, 1971, President Richard Nixon proposed a realignment of foreign aid into two programs; one oriented to military assistance, the other to economic and humanitarian assistance. What became the International Security Assistance Act establishing foreign policy tools like foreign military sales (FMS), international training, and excess military equipment developed the term, "security assistance."



USS De Haven (DD-727), an Allen M. Sumner-class destroyer transferred to the Republic of Korea Navy in December 1973 renamed *Incheon*.



Egyptian Army tank in the middle of protestors. FMS have long been an instrument of U.S. diplomacy | AP Photo. By the end of 1981, Egyptian sales had reached \$1.4 billion, managed by Security Cooperation Officers (SCOs).

³ Bell, William Gardner, *Department of the Army Historical Summary: 1972*, Center of Military History, U.S. Army, Washington D.C., Chapter 2 (Operational Forces). 15 April 1974.

Founding of the FAO Association (FAOA)

On 17 October 1995, an informal discussion took place between a small group of FAOs located at the Pentagon. It was an ordinary session, but with an extraordinary outcome. The problem that was revealed during this pivotal discussion was that the Army had no way to contact FAOs in the active, reserve and retired communities. There was no database that captured these highly qualified individuals for the Army. The FAO Proponent was constantly receiving inquiries from the retired community seeking qualified FAOs, who were about to retire themselves or had already retired, for possible job opportunities in the civilian sector. The old-boy network was neither sufficient nor extensive enough to answer the volume of requests. Adding to the community's communication problems, the FAO Proponent was forced to discontinue the publication of its only method for "getting the official word out" -- its newsletter -- for lack of funding. The question was how to solve these problems, a task Dr. Joseph Tullbane (a retired FAO himself) decided to tackle.

Over the next month, these ideas coalesced into the nascent FAO Association (FAOA), which Dr. Tullbane founded in concept on 30 November 1995. Overcoming the first issue facing the Army's FAOA, there was enough support established to build up sufficient funds to become established. The subsequent months were occupied in creating a Board of Governors of former and current outstanding FAOs; writing an Association Charter, Articles of Incorporation, and other basic organizational elements of an organization as brochures, applications and initial data bases. By 1 January 1996, the FAOA was officially incorporated in the Commonwealth of Virginia.

The newly appointed Board of Governors met in February 1996 and validated the organizational steps taken so far. The Board members also came up with a series of goals and suggestions for where the association should go, as well as what services it should and should not offer. The intent of the organization has, from the first, been to band together the officers of the various FAO regional areas of concentration and to provide an informal social and professional forum in which members could share ideas and experiences. It is intended to unite active, reserve and retired FAOs in a mutually advantageous network, to both further Service goals and to help the individual FAOs as they advance through their military careers and their subsequent civilian careers.

At its two-year anniversary, the FAOA had a total of 750+ members. It opened an active web site (www.faoa.org) and began producing the FAO Journal -- our own military professional magazine.

Today, the membership has expanded farther than ever anticipated at its inception -- we now have Marine, Air Force, Navy, and other civilian FAO-like members. The future of the FAOA is bright. We hope to soon expand membership to include corporate sponsors to help fund our future activities. In the next two years we also hope to add a scholarship program for worthy FAO family members, and continue to expand upon the FAOA journal.

** See Appendix 1 for a listing of past FAOA Chairman of the Board of Governors and Presidents (pg 7).

Nixon doctrine also led to Department of Defense headquarters reorganization that established the Defense Security Assistance Agency (DSAA) in September 1971. USA, Europe (designated Executive Agent) took over from the Air Force the responsibility for administrative and logistical support of military assistance advisory groups and missions in the Middle East, Africa, and South Asia. Later, Congress passed the Foreign Assistance Act of 1971 and to increase FMS in line with greater Pentagon objectives, the Army suggested and began to dispatch briefing teams from DSAA, military departments, and industry to orient and instruct U.S. country teams and host country representatives on the various aspects of FMS.

To acknowledge the collaboration with security assistance, on March 10, 1972, the DA Chief of Staff approved a merger of the MAOP and FAST to form the Foreign Area Officer (FAO) Management System. As the year closed, an estimated 900 positions were identified for the consolidated program.

Following the formal creation of the USA FAO program, the International Security Assistance and Arms Export Control Act (AECA) of 1976 changed the title of the 1968 FMS Act to the AECA. The 1976 Act also repealed Section 414 of the Mutual Security Act of 1954 which provided authority for commercial licensing through the International Traffic in Arms Regulation (ITAR).⁴

Over the next ten years, security assistance programs continued to grow and by September 1981, seventy-six countries and organizations had been receiving materiel from either the military assistance program or FMS; \$22.7 billion in Saudi Arabia alone.⁵ The USA solidified its FAO Program to include the establishment of an International Affairs Symposium FAO Course at the USA John F. Kennedy Special Warfare Center in Fort Bragg, N.C. Stated by LTG (Ret) Julius Becton during the 26th International Affairs Symposium on May 30, 1984,

*"Since the Marshall Plan days, we have truly been an international philanthropist. As a nation we have provided \$125 billion in economic assistance worldwide, and supplied life-saving nutrition for over 1.8 billion people, equaling to 656 billion pounds of food to over 100 countries. We have also provided \$79 billion in direct developmental assistance programs to help others help themselves."*⁶



FAO Course 2-75 Graduation Class at the Eighth International Affairs Symposium featuring Dr. Hans Morgenthau. Two workshop topics included Combating International Terrorism and Peacekeeping and U.S. Operations & Policy. One of the graduating students includes former FAOA President ('05-'09), Mr. Steve Norton (in this picture a U.S. Army Captain).

⁴ Defense Institute of Security Assistance Management (DISAM) Green Book, January 2011.

⁵ Hardyman, Christine O., *Department of the Army Historical Summary: 1981*, Center of Military History, U.S. Army, Washington D.C., Chapter 12 (Security Assistance). 1988.

⁶ Becton, Julius W., LTG (Ret), Director, Office of U.S. Foreign Disaster Assistance, U.S. Agency for International Development, "Plenary Address of Twenty-Sixth International Affairs Symposium: Aiding the Less Developed Countries-an International Dilemma," U.S. Army John F. Kennedy Special Warfare Center, Fort Bragg, N.C., FAO Course 1-84, 30 May to 1 June 1984.

With the fall of the Berlin Wall in 1989 and the diminished threat of Cold War, FY92 proved to be one of the most productive in the history of the USA's security assistance and international defense programs.⁷ In 1997 the term, "security cooperation" was first introduced by the Defense Reform Initiative. Additionally, on February 22, 1997, Deputy Secretary of Defense John P. White signed DoD Directive 1315.17, *Service FAO Programs*. Leveraging Title 10 authority for each of the services; Chap 303 (DA), 505 (Office of the Chief of Naval Operations), and 803 (Dept of the Air Force), this was the first directive that established policy and assigned responsibilities for the development of FAO programs within the military services.

To better assistance to redesignated



reflect its enlarged mission and diverse functions beyond security other agencies, the private sector, and foreign governments; DSAA was the Defense Security Cooperation Agency (DSCA) on 1 October 1998.

FAO Policy (DoDD 1315.17) was further revised on April 28, 2005, adding Title 10, Section 163, leveraging authority for the Combatant Commands (COCOMs), stating, "The COCOMs shall have the requisite war fighting capabilities to achieve success on the non-linear battlefields of the future." In February 2005, the Defense Language Transformation Roadmap was published and an additional DoD Instruction 1315.20 was signed on September 28, 2007. This instruction provided further guidance for the management of DoD FOA programs to include the establishment of a standardized format to be used by the military services, DoD components, and COCOMs for the Annual Report on DoD FAO Programs. The instruction also identified the Deputy Under Secretary of Defense for Plans within the Under Secretary of Defense for Personnel and Readiness as the principal staff advisor to the SECDEF for DoD FAO Programs.



Army LTG Benjamin Mixon, commander of U.S. Army Forces in Pacific Command (PACOM), talks with the director of general military operations for India before a demo put on by the two nations' militaries at Camp Bundela, India, Oct. 26, 2009.



Senior Capt. Guan Youfei, of China's defense ministry, center, and Army Brig. Gen. Charles W. Hooper, the military Attaché to Beijing, greet the first U.S. aircrews delivering earthquake relief supplies. (Chris Vadnais | Air Force).

Today the FAO Program continues for each of the services, which was best stated in the most recent DoD FAO Program Review and Report, "*Progress has been achieved, but additional work remains to ensure that the Department is producing qualified FAOs to meet joint mission requirements.*" When the FY09 report was released in August 2010, the restructured DoD Joint FAO Program had been in its fifth year of implementation with an increase of nearly 1,860 officers holding the FAO designation; an increase of an estimated 90 from FY08. The FAO program traditionally managed by the active duty military services had also expanded within several Defense Agencies like DSCA and the Defense Threat Reduction Agency (DTRA).



DOD 2009
ANNUAL
FOREIGN AREA
OFFICER
REPORT

August 2010

In FY09, the Under Secretary of Defense for Intelligence had also established a Civilian Foreign Area Specialist (CIVFAS) program, which has also been proven successful with the U.S. Navy having identified several Force Protection Detachment (FPD) civilian special agents with a FAO designation. Additionally the FY09 report encourages more FAOs to serve as Senior Defense Officials/Defense Attaches (SDO/DATTs), but also serve in expanded and new SCOs and recommends more focus on the development and growth of Reserve FAO programs.

⁷ Hogan, David W Jr. and Oland, Dwight D., *Department of the Army Historical Summary: 1992*, Center of Military History, U.S. Army, Washington D.C., Chapter 8 (Logistics: Security Assistance). Last updated 21 July 2003.

New Threat Vector: Post 9/11 Drawdown and Cold War Revivals

With a perceived shift from a Cold War to a more noticeable irregular/unpredictable environment, the demand for FAOs are greater especially with countries that are engaged in cooperation with high state threats to the U.S. like Iran along with other non-state threats including African-based transitional terrorism and Latin American crime resulting from counterdrug activity. While individuals and events like Adolf Hitler, Joseph Stalin, collapse of the Berlin Wall, and the Vietnam War have passed, there are greater emerging threats to America's national security.

Based on the Economist Global Debt Clock, since 2000, the United States, Canada, Japan, Australia, and several western European countries have sustained the highest amounts of government debt with no expected relief in the near-term future. In comparison, China, Russia, Iran, India, Saudi Arabia, and several African countries are predicted to maintain the lowest government debt levels. Within Europe, their security assistance/defense industry is becoming quite competitive. Just recently in a June 2011 Defense News article, the Germans and Italians announced concern of a weakening European industrial integration and warned of a "Two-Tier Europe." This was the result of ongoing Anglo (British)-French negotiations in a myriad of bilateral defense projects ranging from missiles to UAVs.⁸

There are also new actors and future "political instability" indicators to follow. A few examples include: Iranian elections scheduled for June 2013, Turkey's desire to join the European Union by 2014 along with the Winter Olympics in Sochi Russia on the border of Georgia that same year. Others include the ongoing conflict in the sensitive area of Abyei between the border of North and South Sudan along with a dozen other active UN peacekeeping missions deployed across the world, Hugo Chávez of Venezuela, and an Arab Spring continuing into the summer, fall, and winter. Several North Africa/Middle East countries affiliated with Arab Spring also have a growing "ideological" al Qaeda presence to include Yemen, Somalia, Libya, Egypt, Saudi Arabia, and Iraq in addition to the Xingjian province of China. Also important to note, in August 2010, FBI special agent Brian LeBlanc stated to the U.S. news network, "He (Adnan G. El Shukri Jumah) would be equated with being chief of operations." Adnan Shukri Jumah, on the FBI's Most Wanted Terrorist list was born August 4, 1975 and spent most of his life growing up in New York and Florida. He is believed to have ascended to his new leadership position following the death of two other operational leaders and remains active in Pakistan's Waziristan region.⁹

Footnotes: ^{8 9}

The FAO program and FAOA continues to thrive with a growth in membership and corporate sponsorship(s). The Association has enhanced their website at, www.faoa.org, and expanded its program to host a guest speaker for a quarterly luncheon, most recently, the Chief of DSCA's Middle East Division, Mr. Mark Rumohr. Additionally, during the 2010 Annual FAOA Dinner, which hosted Ambassador Ryan Crocker as the keynote; the first color print FAO Journal was introduced along with the unveiling of a new seal recognizing the three disciplines that represent FAOs; Political-Military Affairs, Intelligence, and Security Cooperation.



A Krygz Army Col. and U.S. military Attaché (USAF Lt Col) testing one of the Russian special purpose silenced assault rifles, AS "Val" delivered to the Krygystan's special forces at the Kant Base, Russia's first new military base on foreign soil since the collapse of the Soviet Union, near the Kyrgyz capital, Bishkek.

The FAOA is interested in gaining more historical research, archives, and photographs. If you have any information you'd like to share please contact the FAOA Historian at, faoahistory@gmail.com. The history, which will soon be updated on the FAOA website will be maintained by the FAOA and shared with the FAO community and can be used for advocacy and outreach efforts.

The FAOA is a 501c non-profit organization dedicated to the professional development of and advocacy for the FAO community. All content, unless otherwise noted, is copyrighted by the FAOA 2010. FAO Association, PO Box 295, Mt Vernon, VA 22121

⁸ Kington, Tom, "Anglo-French Deal Upsets Neighbors: Germans, Italians Warn of 2-Tier Europe," *Defense News*, Jun 13, 2011.

⁹ FBI Most Wanted Terrorist List, www.fbi.gov/wanted/wanted_terrorists/@_wanted-group-listing, the alleged terrorists on this list have been indicted by sitting Federal Grand Juries in various jurisdictions in the United States for the crimes reflected on their wanted posters. Evidence was gathered and presented to the Grand Juries, which led to their being charged. The indictments currently listed on the posters allow them to be arrested and brought to justice. Future indictments may be handed down as various investigations proceed in connection to other terrorist incidents, for example, the terrorist attacks on September 11, 2001.

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Appendix 1: FAOA Chairman of the Board of Governors and Presidents (1996 – Present)

Chairman of the Board of Governors*

1996 – 1999	MG John Ellerson, USA, Ret.
1999 – 2004	LTG Karl Eikenberry, USA, China FAO
2004 – 2005	BG Kevin Ryan, USA, Ret., Eurasia FAO

Presidents

1996 – 2000	<i>LTC Joseph D. Tullbane III, USA, Ret., Eurasia FAO**</i>
2000 – 2003	COL Michael Ferguson, USA, Ret., Africa FAO***
2003 – 2005	BG John Adams, USA, Ret., Europe FAO
2005 – 2009	COL Stephen R. Norton, USA, Ret., Europe FAO***
2009 - 2011	COL Gary D. Espinas, USA, Eurasia FAO
2011 -	COL Kurt Marisa, USAF, Europe FAO

* Since 2005, the President of the FAOA assumed the responsibilities of this position, which was officially eliminated by the current FAOA charter approved in 2009

** *Founder of the FAOA*

*** Member, Defense Attaché System Hall of Fame