

**NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE**



**STATEMENT OF
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**BEFORE THE
OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE
OF THE
HOUSE ARMED SERVICES COMMITTEE
ON
FOREIGN LANGUAGE AND CULTURAL AWARENESS
TRANSFORMATION
ON**

10 SEPTEMBER 2008

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Mr. Chairman, Congressman Akin, members of the committee, it is my privilege to report on the Joint Staff's role in language transformation and the progress to date, in particular, with respect to general purpose forces.

The Joint Staff is committed to developing an enduring cultural, historical, and linguistic expertise in our total force to ensure effective interaction with diverse international partners and populations. My 27 months in Iraq reaffirmed to me the importance of cultural awareness and language and therefore strengthens my personal commitment to this effort.

The Joint Staff has been an equal partner with the Services and the Combatant Commands (COCOMs) in steering the overall effort. Our role is to provide planning guidance that supports our Nation's efforts to prevail in the long war; insure full use of joint capabilities; publish Joint Professional Military Education Policy; and monitor and exercise oversight of COCOM Foreign Area Officer (FAO) programs and COCOM language requirements.

Guidance

The Joint Staff has worked to incorporate language and regional expertise into OSD's Guidance for Employment of the Force (GEF), published in June 2008, and the Joint Strategic Capabilities Plan (JSCP), published in March 2008.

- The GEF and JSCP inform DoD how to employ, and in part manage, the force in the near term (2008-2010). The GEF provides strategic planning guidance and identifies security cooperation focus areas for campaign planning - both foreign language for U.S. forces and English skills for allies. It also calls attention to Regional Cultural Centers as a potential security cooperation tool.
- The JSCP implements the GEF and requires Commanders to identify and prioritize personnel language and regional expertise requirements critical to successful execution of their plans.

The Joint Staff published Chairman, Joint Chiefs of Staff Instruction (CJCSI) 3126.01, Language and Regional Expertise Planning, in January 2006, which supports the GEF and JSCP. It provides comprehensive guidance and procedures for identifying foreign language and regional expertise requirements during operational and security cooperation planning efforts and planning for day-to-day manning needs in support of operations. We also updated Chairman, Joint Chiefs of Staff Manual 3150.16C Joint Operation Planning and Execution System (JOPES) Reporting Structure in March 2007 to include descriptive data for language and regional expertise requirements. JOPES is the integrated system that joint commanders and war planners at all levels use to plan and execute joint military operations. Integrating language requirements in JOPES insures their consideration in writing plans and

provides visibility of these requirements as forces are moved into the combatant commander's area of responsibility.

Joint Professional Military Education (JPME)

Properly balancing global strategic risk is on one the Chairman's top three priorities. He has directed the Joint Staff to stay mindful of our global security commitments and of the core warfighting capabilities, resources and partnerships required to conduct operations across the full spectrum of peace and conflict. It remains critical to take a larger, longer view of risk assessment. To accomplish this, his strategic objective is to "Rapidly develop an enduring cultural, historical, and linguistic expertise in our total force to ensure effective interaction with diverse international partners."

Behavior and words must be coherent to communicate effectively. A translator can convey the proper words, but without respect, displayed in the appropriate cultural context, trusting relationships would be difficult to build. I have witnessed this first hand in negotiating with Sunni sheiks in Al Anbar Province, with Shia police in Diyala Province and with Kurdish politicians in Ninewa Province. While everyone needs cultural awareness, leaders at all levels, officer and enlisted, need more than awareness, they need regional knowledge in order to understand the larger context of social and political relationships.

Jointly, we have made significant progress in the cultural arena. Services added regional expertise to their Professional Military Education (PME) courses; and developed cultural centers where cultural mores are taught and role playing provides practical experience. The Joint Staff made cultural awareness a Joint PME requirement for Primary, Intermediate and Senior levels of education and published appropriate policy in CJCSI 1800.01C, Officer Professional Military Education Policy. A soon to be published update to the Enlisted PME Policy, CJCSI 1805.01A includes a greater focus on cultural awareness in the E-6 and above courses. We defined cultural knowledge as understanding the distinctive and deeply rooted beliefs, values, ideology, historic traditions, social forms, and behavioral patterns of a group, organization, or society. It also involves understanding key cultural differences and their implications for interacting with people from a culture and understanding those objective conditions that may, over time, cause a culture to evolve. We expect leaders to be able to apply an analytical framework that incorporates the role that factors such as geopolitics, geostrategy, society, culture and religion play in shaping the desired outcomes of policies, strategies and campaigns in the joint, interagency, and multinational arena.

Foreign Area Officer Program (FAO)

In addition to oversight of language and regional expertise requirements, the Joint Staff has oversight of the FAO Program in the Joint Staff and the

combatant commands and reports annually on the health of the program. The fill rate for Joint Staff billets was 96% (27 of 28 billets filled). This total does not include J-2. They report through the Defense Intelligence Agency (DIA).

Seven of the nine COCOMs have FAOs on their staffs. Only Joint Forces Command and Strategic Command have none. There were a total of 322 FAO billets on the Joint Staff and the COCOMs in FY 07 with 84.7% (273) billets filled. The fill rate is anticipated to increase as the Air Force FAO program matures. The total number of FAO billets in FY 07 represents a slight 4% decrease from the 337 total in FY 06. More importantly, FAO billets will increase by 20 percent to 385 billets by FY 14. The growth over the FYDP is clear evidence that Joint Staff and COCOMs recognize the significant political-military, diplomatic, economic, and cultural insights and expertise that FAOs contribute to the mission.

Our goal is 100% of billets filled. The Army has the most mature program. The Air Force and Navy are building theirs and coding billets helps to justify increases. Navy billets have been added across the FYDP, while Air Force billets have been coded early in the expectation of program growth. We fully expect that fill rates will improve as their program matures.

Language Requirements

Language transformation is a more difficult and complex task. It is difficult to determine the right number of people who need a language capability and how those languages should be allocated across the Services as training and growth requirements.

The bottom line is that the Joint Staff has focused on building a framework for language to be considered and incorporated into planning requirements. The Chairman, Joint Chiefs Of Staff Instruction (CJCSI 3126.01, published 23 January 2006) provides planning guidance that details how to consider language capabilities when developing plans, how to describe levels of proficiency, and where and how to record these requirements. It identifies and integrates foreign language and regional expertise capabilities into all force planning activities and establishes reporting requirements to support language transformation.

In accordance with this CJCSI, the COCOMs have been reporting requirements for almost two years. Requirements reported by Combatant Commands, Military Services, and Defense Agencies have grown from 80,000 two years ago to more than 141,000 at the last reporting in March 2008. More than half of the language requirements identified by the Services and COCOMs were for basic, low-level language skills. Not all of the requirements identified in plans must be filled by US forces; partners and allies would fill some. We have made significant progress and our requirements reflect increased use of the General

Purpose Force (GPF) for the lower skill levels and identified more than 7,000 requirements for machine technology. Finally, there were more than 10,000 contract linguists identified for Iraq and Afghanistan.

This planning guidance is relatively new; therefore, we are still on the fringe of capturing all requirements. This effort is complicated by the fact that many plans are only concepts and are intended for a wide area of operations encompassing many different geographic areas and languages.

OSD created two new tools that are significant additions to the effort of determining the gaps in language capability. They will capture, refine, and analyze the requirements. First tool is called, Consolidated Language and Regional Expertise (CLARE), a web enabled data base that uses the Joint Staff reporting formats to capture data. CLARE ensures standardized reporting and provides easy access to data for the Services, COCOMs, Joint Staff and OSD. CLARE became operational in June 2008 and the COCOMs are currently loading their requirements.

The second tool is called Language Readiness Index (LRI). It draws its requirements information from CLARE and will compare those requirements with the inventory of personnel with language skills. Once language and regional expertise requirements are loaded into CLARE, the LRI will provide us the gap analysis for managing the DoD capability. This is a major effort that will enable the next transformational steps.

OSD (POLICY) has just completed a Capabilities-Based Review to develop an analytical and replicable methodology that identifies emerging language and regional proficiency requirements based on national security documents. This report will inform the finalization of the FY 09 Strategic Language List.

We are approaching the end of the initial language transformation roadmap and assess this was a significant beginning. The capture of requirements, the implementation of the two new web-based language tools, and the Capabilities-based Review will provide a foundation for the next phase of language transformation.

Many of the tasks in the Language Transformation Roadmap have been declared Full Operational Capability (FOC) because the processes have been identified or are in place that will lead to the desired results. This does not mean that the work is finished. The next phase must address linking requirements identified in plans to how the Services build language capacity. We are recommending that the Defense Language Steering Committee (DLSC) address this issue, leveraging the work that has already been done with the capability based review, LRI and CLARE. DUSD (PLANS)/DOD Senior Language Authority chairs this group of general and flag officers and civilian equivalents who represent the Services, the COCOMs, the Agencies and the

Joint Staff. The Joint Staff will continue to partner with OSD, COCOMS and Services in striving to advance along the language transformation roadmap. We greatly appreciate the committee's oversight, feedback, and support of this endeavor.