DEPARTMENT OF DEFENSE

AGENCY CHIEF FREEDOM OF INFORMATION

ACT OFFICER REPORT

FOR 2012

Preparation of this study/report cost the
Department of Defense a total of approximately $35,000 for the 2012 Fiscal Year.

DIRECTOR OF ADMINISTRATION
AND MANAGEMENT
2012 Department of Defense Chief Freedom of Information Act (FOIA) Officer’s Report to the Department of Justice

Executive Summary

Over the past year, the leadership of the Department of Defense (DoD) continued to demonstrate dedication to the success of the Department’s FOIA program, among various DoD Components around the world. The Components are heavily engaged in training, with 84% reporting that FOIA professionals attended training, and almost 70% indicating that they conducted training for FOIA professionals, subject matter experts, and personnel within the workforce. The Components initiated efforts to foster a more transparent environment by posting, in greater numbers, information to their websites and engaging in practices that reduce the need for requesters to seek information utilizing the FOIA. Fifty per cent of Components met backlog reduction goals. DoD as a whole achieved a 5% backlog reduction, as reported in the DoD Annual FOIA Report for Fiscal Year 2011.

Each of the Department’s “Ten Oldest” initial FOIA requests that were reported in the DoD Annual FOIA Report for Fiscal Year 2010 were closed in 2011; 85% of requests that fell in the category of “Simple” were processed within 20 days; 52% of requests that fell in the “Complex” category were processed within 20 days; and DoD processed 84% of its complex cases within 100 days of receipt.

On behalf of the Director of Administration and Management, who serves as the DoD Chief FOIA Officer, the Defense Freedom of Information and Policy Office (DFOIPO) oversees all FOIA policy matters within the DoD. The Office of the Deputy Chief Management Officer (DCMO) leads and integrates enterprise-wide performance improvement and business operations and is tasked with leading the DoD Open Government Team. This report encompasses the execution of efforts by DFOIPO, DCMO and all 31 DoD Components.

Air Force Department of the Air Force
AFRICOM U.S. Africa Command
ASBCA Armed Services Board of Contract Appeals
Army Department of the Army
CENTCOM U.S. Central Command
DCAA Defense Contract Audit Agency
DCMA Defense Contract Management Agency
DeCA Defense Commissary Agency
DFAS Defense Finance and Accounting Service
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Steps Taken to Apply the Presumption of Openness:

The DoD is fully committed to the “Presumption of Openness” concept as it carries out its FOIA responsibilities throughout its 31 Components. DoD leadership has demonstrated this commitment by ensuring the DoD FOIA community has the skills and information necessary to successfully manage their FOIA programs and to meet the President’s Open Government goals. For example, over 84% of DoD Components reported that their FOIA professionals attended FOIA training over the past year. In fact, DoD FOIA professionals attended training hosted by the DoD, Department of Justice (DOJ), Office of Government Information Services, and the U.S. Department of Agriculture Graduate School. Additionally, DoD FOIA professionals and attorneys accounted for more than half of the attendees at training workshops hosted by the American Society of Access Professionals (ASAP).

Not only did DoD FOIA professionals attend training in large numbers, but Components conducted training sessions for FOIA professionals, subject matter experts and employees within the Components as well.

During these fiscally constrained times, DoD recognizes in order to more efficiently and effectively train its FOIA workforce, there is a need to host workshops utilizing the expertise and resources already available throughout the DoD enterprise. DoD successfully carried out this endeavor in October 2011 by executing a DoD-wide training workshop, hosted by NORTHCOM at a DoD-owned facility. This alleviated the extra fees usually associated with training at commercial venues. Instructors for this workshop came from the DoD FOIA community, the Defense Civil Liberties and Privacy Office, and from the DOJ Office of Information Policy (OIP). This workshop was attended by nearly 200 DoD FOIA professionals and attorneys from across the U.S. and from overseas military installations in South Korea and the Virgin Islands. DoD has similar workshops planned for various locations for 2012.

Almost 70% of DoD Components either hosted workshops or conducted FOIA training for their own personnel. Air Force and Navy hosted conferences for their FOIA professionals. TMA provided monthly training to new government and contractor employees, and the DIA conducted six directorate level FOIA training sessions for subject matter experts. Over 180 DIA employees received this training, which included sessions on a new redaction tool, three in-house training sessions covering the applications of Exemptions 2 and 3 after the Milner v. Navy U.S. Supreme Court decision, and specialized training sessions for directorate-level FOIA points-of-contact. NGA taught an internal FOIA course to its FOIA points of contacts throughout the Component and presented FOIA training to NGA employees on a quarterly basis. DLA held an enterprise-wide FOIA Workshop for its FOIA and Privacy Officers, paralegals, and attorneys and held bi-monthly FOIA conference calls to provide policy updates, guidance and information about DLA,
DoD and DOJ FOIA policies and procedures. DLA continued to host webinars for subject matter experts on the use of DLA’s FOIA processing system. NGB was engaged in providing quality training locally to new members of the Bureau and also conducted training for field activity managers, attorneys and paralegals. NGB has a comprehensive internal website with helpful reference tools and copies of training presentations for those unable to attend certain training sessions. Additionally, NSA conducted a 3-day FOIA training session for new employees, and conducted refresher training for employees and contractors on a regular basis. STRATCOM frequently conducted one-on-one training with subject matter experts and action officers to ensure they understood the intent of the Act and their role in the process.

DoD assembled a DoD FOIA Certification Working Group whose purpose is to establish a DoD FOIA Certification Program. This team met monthly to develop content for various modules to be presented to leadership for approval. Upon completion of module development, our plan is to make these modules available at various DoD FOIA training workshops that will take place throughout the coming years. This will produce a highly trained workforce of DoD FOIA professionals who will be qualified to transition into any FOIA position throughout the DoD enterprise and throughout the Federal government.

DoD continued to take advantage of the numerous opportunities to make discretionary releases of information that could be denied under Exemptions 2, 5 and 7. DoD reported last year that it had implemented the DOJ policy to cease the application of “low” Exemption 2; however, since “high” Exemption 2 is no longer applicable, following the Milner v. Navy decision in March of 2011, DoD all but ceased the use of Exemption 2. With the Milner decision coming down six months into the fiscal year, DoD experienced a greater than 30% reduction in the use of Exemption 2 from fiscal year 2010 (FY10) to fiscal year 2011 (FY11).

Forty-six percent of the DoD Components reported they made discretionary releases of information that could have been protected under Exemption 2; 85% reported that they made discretionary releases of information that could have been protected under Exemption 5; and 15% of the Components reported that they made discretionary releases of information that could have been protected under Exemption 7.
In FY11, DoD experienced an increase of 1,432 responses released in full for an increase of 5%. In FY10, 22% of all processed FOIA requests were released in part. This decreased to 20% in FY11.

DoD Components reported that they had procedures in place to review information to determine whether or not discretionary releases were possible. Many Components reported that the FOIA professional, the subject matter expert and the FOIA counsel conducted line-by-line reviews of documents that could possibly have been withheld under FOIA Exemptions 2, 5 or 7. These Components required a clear statement of foreseeable harm, in writing, before accepting the application of Exemption 2, 5 or 7. FOIA professionals reported that meetings and telephone conferences were usually held between the parties when document owners or subject matter experts held fast to their belief that discretionary disclosures were not an option.

DoD Components continued to make the workforce aware of the President’s FOIA Memorandum and the Attorney General’s guidelines on administering the FOIA. Many reported the posting of this guidance on websites, emphasizing the importance of adhering to the guidance during training and including the guidance when tasking record owners and subject matter experts. DeCA reported that they actively canvassed directorates within their Component in search of information that could be posted or linked to the DeCA electronic Reading Room. Components reported that because they held so strongly to the guiding principles of the President and Attorney General memoranda, they took extra steps to provide the requester with as much information as possible. For example, DLA ensured that a detailed explanation was provided to the requester in instances where they were unable to release information; also NSA was active in having information reviewed for declassification and sought out unique ways to provide information to the requester without having to provide the requester with a denial response. DISA worked with its publications organizations to review all of its publications, currently marked “For Official Use Only” (FOUO) to determine what could be linked to the DISA FOIA website. OSD/JS continued its practice of posting every FOIA release (those without privacy implications), on its FOIA website, and Air Force, NGB and DFAS made decisions to follow suit. Components also re-vamped websites to ensure that they were customer friendly. OSD/JS, Navy, DLA, DeCA, DISA, NGB and DFOIPO made major changes to their web sites. DFOIPO launched a DoD Newsletter which kept the DoD FOIA community informed about the happenings within the Department and provided information that was helpful in processing FOIA requests. The newsletter is distributed quarterly and is posted on the DFOIPO website so that other Federal agencies and the public can view it, too.

**Steps Taken to Ensure an Effective System for Responding to Requests**

Eighty-three percent of DoD Components reported that they had adequate IT support. This meant they have the capability to receive requests electronically; FOIA management tracking systems are in place; and have proper redaction tools. Last year DoD reported that 90% of its Components had adequate IT support. The decrease in adequacy of IT support is likely attributed to higher expectations and a desire to take advantage of new technologies as they become available.
Forty-eight percent of the DoD Components reported that they worked with their Open Government teams. The Chief, Defense Freedom of Information Division (FOID) keeps the Chief FOIA Officer up to date on Open Government initiatives that affect the FOIA program. The Chief, FOID met regularly with the DoD Chief FOIA Officer, keeping him abreast of issues associated with the DoD FOIA program. The Chief FOIA Officer gave attention to matters concerning training workshops, FOIA backlogs, the oldest FOIA requests, significant FOIA requests, and FOIA requester complaints, to name a few. He remained accessible to the DoD FOIA community and addressed the community through a DoD FOIA Newsletter in a “Message from the Chief FOIA Officer.”

DoD FOIA Components continuously assessed their resource needs. Backlogs, caseloads and the ability to meet deadlines were all factors in determining the potential for adjusting the numbers of personnel working FOIA requests. Some Components determined that based on minimal backlogs and the ability to respond to requests within the statutory 20 days, they have adequate staff; others reported a lack of human resources to address their caseload/workload issues. Fifty-five percent of the Components increased staff, while 45% had a decrease in staffing. Components also realistically assessed that although they were currently maintaining the status quo without losing resources, future budgetary considerations may result in reductions of resources. Army took part in a manpower analysis discussion group (known as Army Campaign Plan Discussion Point 59) to determine the correct organizational manpower structure/alignment throughout the Army, which included a look at FOIA offices. Army anticipates that shrinking budgets and resource cuts ultimately will negatively impact on the Army FOIA mission. Some Components expressed that high turnover left them in an inadequate staffing position. This turnover exists due to normal career transition and rotation where military staff is used to fill positions within FOIA offices. NGA reported adequate staffing and attributes this to an agency reorganization that resulted in the placement of their FOIA Office within a department with greater human and financial resources. Since the reorganization, NGA has seen an increase in the allocation of resources for the FOIA program, as they recently purchased a FOIA management software package and hope to gain additional FOIA billets in FY13.

DoD Components took numerous steps to ensure that FOIA systems operated efficiently and effectively. FOIA tracking systems were enhanced to include features that improve efficiency; more of the community took advantage of a document referral system that, among other things, allows for the transmission of large documents from one source to another without overloading email systems and eliminates physically mailing packages or utilizing courier services.

**Steps Taken to Increase Proactive Disclosures**

DoD embraced the underlying goal of the Open Government initiative by changing the culture of information dissemination and making Federal Government information more readily available online and in various formats. DoD continued to have a strong presence on the internet in support of government transparency.

With more frequency and in greater volume than ever before, Components posted FOIA Logs, annual reports, policy, guidance, historical reports, mission reports, government purchase card holder lists, strategic plans, contracts and search engines for contracts, contract listings, lists of
accessioned documents, intelligence summaries, theses from the National Intelligence University, press releases, testimonies and speeches, aircraft accident reports, Congressional travel, investigations, audit reports, press kits, reports to Congress, Congressional hearings, technical journal articles, Cryptologic Quarterly articles, Cryptologic Almanac articles, Cryptologic Spectrum articles, Equal Employment Opportunity (EEO) complaint data and links on nutrition, food safety and healthy living.

Ninety-six percent of DoD Components reported they added new material to their websites. Components reported various systems in place for proactive disclosure of records. OSD/JS uploaded all requested, non-privacy related documents onto their FOIA website. This was a significant increase in proactively released information. Air Force directed all of its FOIA Requester Service Centers to post all non-privacy related FOIA releases into the Air Force FOIA Reading Room. NGB began this practice and DFAS reported their plan to follow suit. SOCOM coordinated proposed proactive releases with Public Affairs, the Office of the Historian and Operational Security and Information Security personnel. TRANSCOM solicited the organization staff to identify documents that could be proactively released to the public. NRO considered records declassified under the Mandatory Declassification Review Program for proactive posting.

Within the DoD, a longstanding problem in meeting the 20-day requirement when responding to requests for contracts is the time it takes to gather the documents and the requirement to provide them to the submitter for review in accordance with Executive Order 12600. TMA resolved this problem by collaborating efforts between the Office of General Counsel and Contract Management Office and developed a system requiring all major contractors to annually supply, without FOIA prompting, properly redacted copies of their contracts for publication to the TMA website. These contracts were measured in the tens of billions of dollars, and represent a significant portion of TMA’s $50 billion a year operations.

DLA included a clause within its contracts whereby the vendor acknowledges the contract document will be made public upon award. The vendor was given an option to consent or not consent to the release of vendor cost figures within the contract. Over time only four of over a thousand vendors have chosen not to consent. This practice permitted DLA to post low dollar “widget” contracts on a public website without having to provide documents to the submitter for an Executive Order 12600 review.

These were substantive undertakings by TMA and DLA and return on investment could mean a satisfied requester community of contractors and other information gatherers. These practices could reduce or eliminate the need for FOIA requests for contractual documents within these Components.

DCMO launched the newly redesigned DoD Open Government website in the fall of 2011. New content was developed and added to the site and features were reorganized to make information concerning the Department’s FOIA operation and guidance more readily accessible. Additional documents were posted, which include: DoD FY 2012 - FY 2013 Strategic Management Plan, DoD Customer Service Plan, American Recovery and Reinvestment Act of 2009 (ARRA) information, DoD Challenges and Innovations and DoD Declassification Resources.
Additionally, a “Contact Us” link is provided on the Home Page to allow users to report technical website issues, ask general questions and provide feedback on issues related to Open Government.

In accordance with the Open Government Directive, DoD placed “high value” information on its sites. This means that information was posted that could be used to increase agency accountability and responsiveness; improve public knowledge of the agency and its operations; further the core mission of the agency; create economic opportunity; or respond to need and demand as identified through public consultation. High value Raw Datasets and tools that were posted include the following:

**Raw Datasets (high-value)**

- Department of State Voting Assistance Officers
- Federal Employees Overseas Absentee Voting
- Local Election Official Data on Military and Overseas Citizens
- Military Voting Assistance Officers
- Military Installations, Ranges, and Training Areas
- Overseas Citizens Absentee Voting
- Uniformed Services Absentee Voting
- Updated US Army Total Force Suicide Data
- US Army Ethnicity Breakdown for FY 2010

**Tools (high-value)**

- 2010-2017 Defense Logistics Agency Strategic Plan
- Armed Services Board of Contract Appeals Published Decisions – 2000 thru 2010
- Business Identification Numbers Cross-referencing (BINCS) System
- Defense Logistics Agency (DLA) Freedom Of Information Act (FOIA) Index of Service Centers
- Defense Logistics Agency Energy Fact Book Fiscal Year 2009 thru 2010
- Defense Logistics Agency News Center
- Defense Logistics Agency Press Release Compendium
- Defense Logistics Agency Video Podcasts
DoD continues to embrace social media as a vital communication tool to engage fully with the American people. These social media tools provide DoD with the ability to disseminate information to the public through a variety of social media platforms, reaching audiences that might not otherwise visit the Department’s main website or the DoD Social Media Hub. Several Components are particularly active in the use of social media.

- The Defense Centers of Excellence for Psychological Health and Traumatic Brain Injury (DCoE) Social Media Program uses social media platforms to educate the public in real time about vital information on available programs and resources related to Psychological Health and Traumatic Brain Injury.

- PACOM designed the All Partners Access Network program that uses a variety of social media tools and document and file sharing to create an online community outside the military firewall where the DoD can collaborate freely and securely with non-traditional partners like non-governmental organizations, academia, private organizations, and international organizations.

- The Navy uses social media platforms including Twitter, Facebook and their respective blogs to inform the public of historical events (e.g. Pearl Harbor Day).

- The Army uses social media to share information about upcoming redeployment ceremonies.

- Air Force librarians embrace social media as a way to reach out to Airmen and families using social networking sites, such as Facebook and Twitter, to inform customers about new DoD programs, events and local happenings.

- The OSD/JS FOIA Office is beginning to use Facebook, Twitter and other social media to disseminate information to the requester community.

Most DoD Components reported having routine meetings to discuss which high-value data were appropriate for posting to the Data.gov. Program-specific records that were deemed to be the most valuable to the customers were published. The DCMO routinely sought to identify additional records that could be posted to the DoD Open Government web site.

The DoD continued to seek direct and indirect feedback from the public to improve agency transparency and to identify information of greatest value. Feedback provided from Data.gov was used to identify and characterize new high value data and improve the usability of
disseminated data and tools. In addition to Data.gov, direct feedback posted on the Open Government website was used to influence the contents and updates to the DoD Open Government Plan. The DCMO also used social media tools on the DoD website, (http://www.defense.gov/) to seek feedback about initiatives that the public regarded as important.

**Steps Taken to Greater Utilize Technology**

All of the DoD Components are able to receive requests electronically. As expressed in previous reports, requests are received via email, facsimile or through the use of online forms. While the DoD is fully capable of receiving FOIA requests electronically, Components attributed any absence of the ability to track the status of requests online to limited funding. Components without this capability ensured that they had dedicated telephone lines to respond quickly to requesters seeking the status of their requests.

The Air Force utilized the capability of online status checking. Air Force indicated that once requesters receive their tracking number, they simply enter the Air Force Public Access Link site and click on “Request Status.” Once requesters performed this action, activity on the case can be viewed.

DoD pioneered the use of an Enterprise Referral Process tool for transmitting documents from Component to Component and to various participating FOIA Offices throughout the Federal government when there is a need to refer or consult with others on the disposition of a document requested under the FOIA. Instead of having to attach voluminous documents within an email, the user has the option of uploading the documents onto the platform and then provide a link to the location of the documents to the recipient. Both OIP and OGIS are partnering with the DoD in encouraging other Federal agencies to use this capability.

DFOIPO utilized greater technology in its training for DoD FOIA professionals. DFOIPO hosted a “FOIA 101” training workshop on February 15, 2012, utilizing the capabilities of Defense Connect Online (DCO) to simultaneously train over 150 participants from Components around the world. DFOIPO plans to create an integrated FOIA training program that utilizes the advantages of in person seminar-type training with the advantages of DCO.

**Steps Taken to Improve Timeliness in Responding to Requests and Reduce Backlogs**

DoD ended FY10 with 12,115 pending FOIA requests and ended FY11 with 10,224 pending FOIA requests. This is a 16% decrease in requests pending in the DoD. The number of backlog requests was reduced by 5% from FY10 to FY11. Over 50% of DoD Components decreased their backlogs, with DLA reducing their backlog by an impressive 69%, NGA by 38% and DIA by 29%. Almost 10% of the Components had no backlogs at all for FY11. Of the Components whose backlogs increased, nearly half have backlogs of less than 20 requests.

Although DoD processed 907 appeals in FY11, the Department realized an increase in the appeals backlog of 12%. Forty-four percent of the DoD Components have no backlog of appeals. Thirty-eight percent of the Components reduced their backlogs, with DCMA, Navy and
NGA reducing their backlogs by 95% or more. DLA and NRO were able to reduce their appeals backlogs by 50%.

Components attributed increases in their initial and appeal backlogs to a number of factors, which were increases in the number of incoming requests and appeals, loss of staff, and increases in the complexity of requests and appeals.

DoD closed all of its ten oldest initial requests reported in FY10, and closed 30% of its ten oldest appeals reported in FY10. Eighty-five percent of requests that were classified as “Simple” were processed within 20 days; 52% of requests classified as “Complex” were processed within 20 days and DoD processed 84% of its Complex cases within 100 days of receipt.
Simple requests closed in less than one day; within 20 days; and in greater than 20 days

Complex cases closed within 20 days; between 21 – 100 days; in greater than 100 days

Ninety-seven percent of DoD Components actively set goals and monitored the progress for attaining those goals. For instance, DLA, NGA and DIA put forth concerted efforts to reduce their FOIA backlogs and their efforts reaped great benefits. Each of these components devised a plan, petitioned senior leadership to assist, and was successful. DLA restructured its FOIA offices under the DLA General Counsel which gave the FOIA program and its timelines higher
visibility, greater consistency, and a high level of accountability. DLA also consolidated the processing of small FOIA offices to DLA Headquarters where personnel are devoted to FOIA processing versus having FOIA processing as an additional duty. The end result was a backlog reduction of 69%. NGA convened a FOIA “Tiger Team” to disseminate backlogged requests to appropriate subject matter experts and track completion by established deadlines. Leadership provided additional assistance for the preparation of final responses. The end result was a backlog reduction of 38%. Leadership granted DIA additional resources to assist with its backlog. Six employees were detailed to the FOIA office to assist with document searches, while experienced FOIA professionals conducted the reviews. Commercial-off-the-shelf redaction software was provided to over 400 subject matter experts to conduct electronic document reviews. The end result was a backlog reduction of 29%.

Components continued to enhance their tracking systems providing the capability that allows requesters to track the status of their requests online. This also allows the Components to produce reports that better assess progress on FOIA work performed. Over 60% of DoD Components reported technological improvements which increased timeliness.

The OSD Records Management Office worked with its information technology support to develop a scanning tool to improve the search capability of documents throughout the OSD enterprise. This tool enabled OSD/JS FOIA professionals to have greater and more efficient results when searching for documents responsive to FOIA requests. To date, over 14 million permanent OSD records were scanned. The Records Management Division had a 95% success rate searching for and retrieving documents through this sophisticated search mechanism.

DFAS has a sophisticated Component-wide tasking system in which all FOIA actions were entered and monitored. Because this system is not managed by the FOIA office, but by an office that reports directly to DFAS senior leadership, the DFAS FOIA office does not have to concern itself with contacting program offices and subject matter experts about overdue pending FOIA actions. With senior leadership reminding program offices and subject matter experts to respond in a timely manner to FOIA requests, deadlines were met more frequently, thus improving the timeliness and accuracy of FOIA responses. DFAS attributed this to their being able to maintain a backlog of less than 10 FOIA requests.

Over 70% of the Components used information technology for consultations and referrals. DoD Components used email, and other internal document referral systems, to include the Enterprise Referral System, for transmitting documents from Component to Component and to various participating FOIA Offices throughout the Federal Government when there was a need to refer or consult with others on the disposition of a document requested under the FOIA.

No DoD Components reported using statutory exclusions during FY11.
**Spotlight on Success:**

DoD had the following notable success stories:

- The efforts by TMA and DLA, in collaboration with their respective Contracting Offices and General Counsel to obtain contractor approval to release contractual documents without the prompting of a FOIA request, are practices that could reduce or eliminate the need for FOIA requests for contracts within these Components.

- DoD’s move to utilize the talent and expertise of its FOIA professionals and host training workshops at its numerous installations throughout the world made it possible for nearly 200 DoD FOIA professionals, at a reduced cost, to obtain the training needed to better perform their FOIA responsibilities and better meet the needs of its requesters. During these fiscally constrained times, the DoD recognizes that training workshops such as these are vital and has planned similar training for the remainder of 2012 and the years to come.

- The concentrated efforts by DLA, NGA and DIA to reduce their FOIA backlogs reaped great benefits. After raising backlog concerns to senior leadership within these components, backlog numbers decreased by 69%, 38%, and 29% respectively.