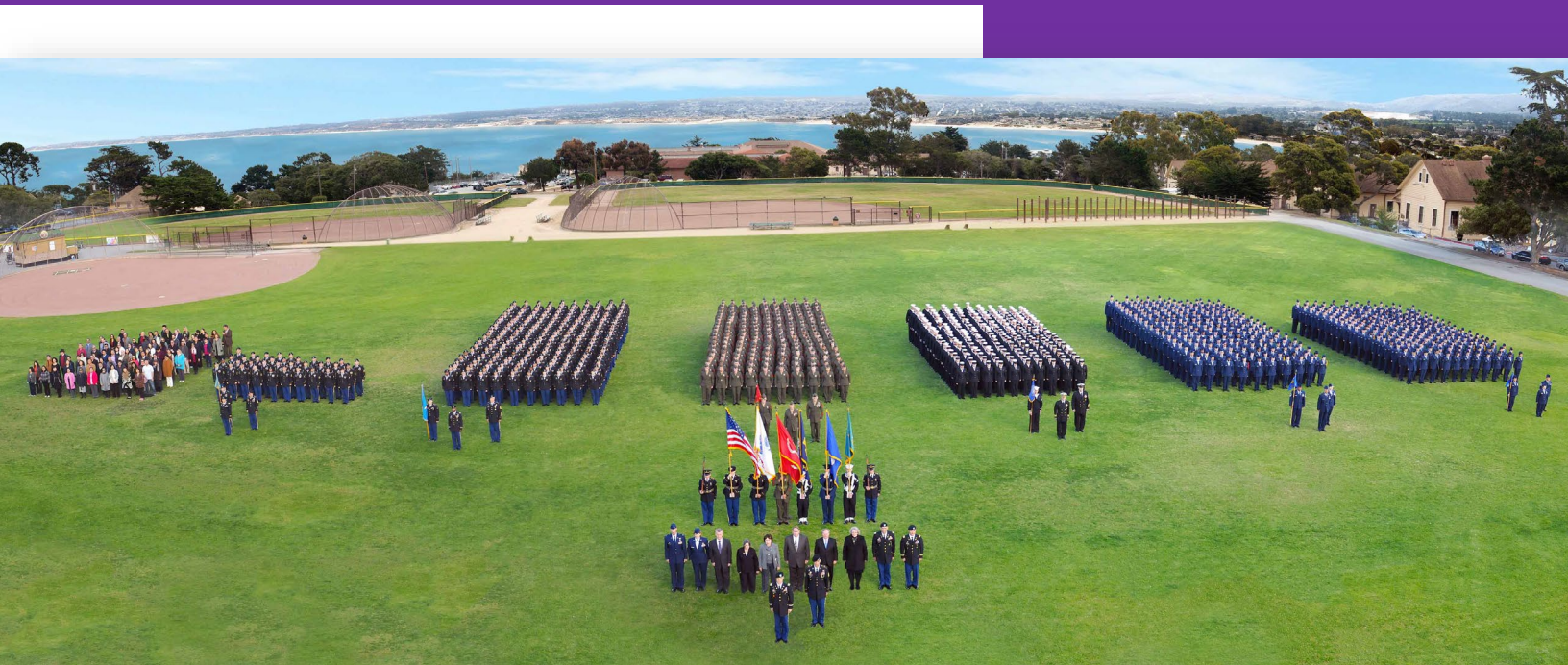*Defense Language Institute*

Foreign Language Center

Command History 2014-2015

(RCS CSHIS-6[R4])

Personnel of the Defense Language Institute Foreign Language Center, 2015.
U.S. Army Photograph courtesy of Public Affairs Office.

CAMERON BINKLEY
Command Historian

DR. JOSEPH RYAN
Deputy Command Historian

Defense Language Institute
Foreign Language Center
Presidio of Monterey

October 2022

DEPARTMENT OF THE ARMY
DEFENSE LANGUAGE INSTITUTE FOREIGN LANGUAGE CENTER
PRESIDIO OF MONTEREY
MONTEREY, CALIFORNIA 93944-5000

ATFL-CMDT   27 October 2022

MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: Defense Language Institute Foreign Language Center Command History, 2014-2015

1. This report chronicles the major activities of the Defense Language Institute Foreign Language Center (DLIFLC), mainly covering the tenure of Colonel David K. Chapman, Commandant, from 22 May 2014 to 29 July 2015.

2. When Colonel Chapman took command of DLIFLC, the Institute was teaching 23 languages to approximately 3,200 students annually, both at the Presidio of Monterey and worldwide through its Language Training Detachment program. While maintaining this pace and scope of instruction, Colonel Chapman sought to improve innovation in language and cultural instruction and the competence of DLIFLC students. Notably, he sought to increase student participation in DLIFLC's overseas immersion program and to reduce the time Army students spent on military skills training where it made sense to do so. As important, he kept his focus on the Sexual Harassment/Assault Response and Prevention program.

3. During Colonel Chapman's relatively short tenure, he was able to stabilize the Institute in the wake of constrained resourcing and an unsettling manpower survey that had resulted in significant organizational, manning, and funding adjustments under the former commandant. He forestalled further cuts, and was successful in achieving more with less, while also responding to demands for higher student proficiency upon their graduation from DLIFLC.

4. Colonel Chapman improved technology at the Institute, worked to make the faculty more comfortable using it, and saw to faculty development in general. He also strongly advocated for DLIFLC by creating a new communications plan to explain the Institute's values and goals to a wide variety of recipients and stakeholders.

5. As DLIFLC commandant, Colonel Chapman emphasized morale, resiliency, and *esprit de corps.* This emphasis was important to help faculty and staff adjust after a period of organizational turmoil, allowing the Institute to focus again upon its important contributions to national security, namely, producing fully qualified military linguists.

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JAMES A. KIEVIT
COL, CA
Commandant

DISTRIBUTION:
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Contents

I. Language Training and Global Security

During 2014 and 2015, the period of this report, the world experienced accelerating insecurity and instability. In Europe, Russian annexation of Crimea and intervention in Ukraine renewed Cold War concerns about relations between the West and Russia. In Asia, China continued to build its military while pursuing a militant strategy in the South China Sea by occupying islands whose ownership was disputed by many nations. The threat from North Korea and its nuclear weapons remained unabated. In the Middle East, a dramatic new regional and international security threat arose with the rise of the Islamic State, which surpassed in brutality the methods of al-Qaeda while a civil war in Yemen grew in scale. Meanwhile, North and West Africa were plagued by anarchy, extremism, terrorism, and disease-induced instability.[1]

In the face of these threats, General Mark A. Milley, the 39th Chief of Staff of the Army, emphasized the importance of readiness achieved through good training and leadership, adaptability gained by being able to listen and learn, and resilience through careful stewardship of people.[2] He certainly considered foreign language training important and during his tenure even asked should "every officer acquire a language?"[3] Milley and his predecessor, General Raymond T. Odierno, were also champions of a renewed campaign to improve Army professionalism and the ethical standards of Army soldiers that began in 2014. That year, the Army Chief of Staff sponsored a high visibility symposium at West Point, New York, under the auspices of the Army's Training and Doctrine Command (TRADOC), intended to help develop a shared vision about how to "Live the Army Ethic." In July 2014, Odierno issued a white paper laying the groundwork for a program called "The Army Ethic: The Heart of the Army."[4] All of the ideas of these senior Army leaders also applied to the mission of the Defense Language Institute Foreign Language Center (DLIFLC), which was "to prepare and sustain the linguist warfighter with essential knowledge, skills, and abilities through focused language learning programs leading to success at DLIFLC and beyond." Adaptability, resilience, readiness to learn, good stewardship (whether resources or time), and a commitment to professionalism were all required to succeed as a military linguist or a language training institution.

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[1] One bright spot was the improving relations between the United States and India, the world's two largest democracies. In January 2015, President Barak Obama and Prime Minister Narendra Modi announced new agreements on defense cooperation between the two countries. The Defense Technology and Trade Initiative built on relations that had improved over the past decade and would allow U.S. and Indian companies to share science and technology related to aircraft carriers and aircraft engines. See Press Release, (NR-026-15), "Statement by Secretary of Defense Chuck Hagel on New Defense Cooperation with India," January 25, 2015, found at www.defense.gov (November 29, 2015).

[2] General Mark A. Milley, 39th Chief of Staff of the Army Initial Message to the Army, 26 August 2015, in RG 21.27. Unless noted, all records cited in this report may be obtained from the DLIFLC Archives.

[3] DLIFLC Situation Report for the Period 31 October - 13 November 2015. General Milley tasked the Defense Language Institute Foreign Language Center (DLIFLC) to address that question in late October 2015. DLIFLC conducted a mission analysis and coordinated its work with specialists at the US Army Combined Arms Center, its higher headquarters.

[4] See "CSA's Army Profession Symposium," *STAND-TO!*, July 30, 2014; The Army Profession Annual Symposium 2014, http://cape.army.mil/the-army-profession-annual-symposium/2014/.

The Institute was responsible for foreign language training of the joint force, that is, within the Department of Defense (DoD), but its higher command fell to the U.S. Army as DLIFLC's executive agent, with the DLIFLC commandant reporting to the Combined Arms Center at Fort Leavenworth, Kansas. The DoD program lead for DLIFLC was the Defense Language and National Security Education Office (DLNSEO) directed by Dr. Michael Nugent. In turn, DLNSEO provided support for the Defense Language Steering Committee (DLSC), a group of senior DoD officials who coordinated overarching policy for DoD's foreign language training needs. In July 2015, Dr. Laura Junor, Principal Deputy Under Secretary of Defense for Personnel and Readiness, appointed Mr. Daniel Feehan, Dep. Asst. Secretary of Defense, Readiness to serve both as the DoD Senior Language Authority and the DLSC chairman.[5]

This chapter presents a broad look at the forces shaping the security environment affecting DLIFLC and is followed by a more detailed review of Institute management and academic activities.

The Rise of ISIS, Russian Intervention in Ukraine, and China

In early 2014, the world watched the near collapse of the American-trained Iraqi Army after militia forces of a Sunni religious extremist group, known as the Islamic State of Iraq and Syria (ISIS), launched a stunning assault that drove Iraqi government forces out of key cities in Western Iraq, including Mosul. Its operations were quickly deemed atrocities and war crimes by the United Nations, the United States, and most mainstream governments who viewed successive massacres and beheadings as campaigns of ethnic cleansing and political terrorism. By December 2015, ISIS had also captured extensive territory within Syria, already involved in a complex civil war. It proclaimed itself a caliphate with authority over Muslims worldwide and links to and aspirations to replace al-Qaeda as the principal agent of global jihad.

As the Iraqi Army began to collapse, the United States helped organize the Global Coalition to Counter the Islamic State of Iraq and the Levant (ISIL), a coalition of nations and non-state actors committed to "work together under a common, multifaceted, and long-term strategy to degrade and defeat ISIL/Daesh."[6] With this support, the United States launched Operation Inherent Resolve, a series of actions and military operations against ISIL and its affiliates in Syria. For DLIFLC, the impact was obvious—the continued requirement for military linguists skilled in the Arabic dialects of Levantine and Iraqi. Indeed, Colonel Chapman noted in his situation report of 11 September 2014 that he had heard 'President Obama's speech last night affirming our intent to pursue ISIL."[7]

In Europe, in early 2014, Ukrainian protesters compelled the fall and exile of the country's Russian-backed strongman ruler Viktor Yanukovych. The Russian Federation lost no time afterwards intervening in Ukraine by supporting pro-Russian militias in eastern Ukraine and by annexing the strategically significant part of Ukraine known as the Crimea. In the West, these

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[5] Jimmy R. Wyrick, DLNSEO, Email to various, Subject: "Designation of the new DoD SLA," 24 July 2015, in RG 21.27. Feehan replaced Frank DiGiovanni.

[6] Quote from "Joint Statement Issued by Partners at the Counter-ISIL Coalition Ministerial Meeting," 3 December 2014, as posted to "Islamic State of Iraq and the Levant," Wikipedia, on 10 December 2018.

[7] DLIFLC Situation Report for the Period Ending 12 September 2014.

actions renewed Cold War concerns about Russian intentions and the threat posed by Russia to the member countries of the North Atlantic Treaty Organization (NATO). In May, the United States Army Europe conducted major training exercises in Poland and the Baltic as the request of regional governments. The purpose was to demonstrate U.S. commitment to NATO and its collective defense responsibilities through increased ground, air, and naval force presence. In the wake of Russia's intervention in Ukraine, the exercises sought to reassure NATO allies that the U.S. commitment to meeting the obligations of NATO's Article 5 was unwavering.[8] The need for Russian language experts within DoD remained constant.

Another "harbinger of future conflict" was the uncertain long-term relationship between the United States and the People's Republic of China, which was pursuing an aggressive program of military modernization designed to win in high intensity regional conflicts. Chinese activities had generated significant friction with regional neighbors including U.S. allies and partners due to territorial and maritime disputes with Japan, the Philippines, Malaysia, Taiwan, and Vietnam along with border disputes with India. China was developing means to negate U.S. advantages in space and cyberspace and to counter U.S. power projection capabilities. Military theorists, particularly those in TRADOC, increasingly worried about Chinese doctrine emphasizing combined arms operations and joint training and what this implied about future potential conflict. To win in a complex world, the United States needed forward stationing of its military assets, regional alignment, and strong alliances with security partners to project land power into the air, maritime, space, and cyberspace domains.[9] Writing in *Military Review* about the new operating concept, Lt. Gen. H. R. McMaster stated that leaders need to remember that "first, war is political" and "second, war is human." According to the *U.S. Army Operating Concept*, human behavior and the mission were shaped by "cognitive, informational, social, cultural, political, and physical influences." Thus, the tendency to think of military action in terms of precision targeting and clean solutions without reference to those influences was a mistake that military professionals needed to remove from their own thinking.[10] Implied in this concept of operations was the increased need by the military for better cultural and linguistic understanding of potential foes and allies, both in current campaigns and relating to peer or near peer adversaries. TRADOC Commanding General David G. Perkins came to DLIFLC in person to discuss the Army Operating Concept and to attend DLIFLC's holiday reception in December 2014.[11]

The Ebola Crisis in Africa

In 2014, numerous countries in West Africa experienced an outbreak of the deadly Ebola virus, which was eventually reported as the largest of its kind in history and which killed more than 4,500 people. In response, U.S. President Barak Obama directed a U.S. military mission called Operation United Assistance to help combat the epidemic in Liberia, Sierra Leone and Guinea. U.S. Africa Command, through U.S. Army Africa, began coordinating the logistics, training, and engineering required by working with the U.S. Agency for International Development in West

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[8] "USAREUR's Persistent Presence," *Stand-To!,* 7 May 2014.

[9] The US Army Operating Concept: Win in a Complex World, 202-2040, 31 October 2014 (TRADOC Pamphlet 525-3-1): 12-13.

[10] Lt. Gen. H.R. McMaster, PhD., "Continuity and Change: The Army Operating Concept and Clear Thinking About Future War," *Military Review* (March-April 2015): 6-20.

[11] DLIFLC Situation Report for the Period 22 November-5 December 2014.

Africa. This was a foreign humanitarian assistance/disaster relief mission with the Army's role mainly to develop a series of small field treatment hospitals.[12]

Unexpectedly, in October 2014, Secretary of Defense Chuck Hagel directed the quarantine of U.S. Army soldiers returning from West Africa. The quarantine was required for any personnel potentially exposed to the Ebola virus and the quarantine was to last 21 days, the gestation period for the virus.[13] The decision was so unexpected that Maj. Gen. Darryl Williams, overseeing U.S. Army Africa, which was headquartered in Vicenza, Italy, was surprised to find himself met with a team dressed in Hazmat attire when he stepped off his plane after returning from Liberia.[14]

Although the Army claimed that the move was enacted to ensure force protection, the threat from spreading the disease was not considered high. Chairman of the Joint Chiefs of Staff General Martin Dempsey stated that U.S. troops would not be in contact with Ebola patients while in West Africa.[15] According to guidelines specified by U.S. Centers for Disease Control and Prevention, only voluntary, home quarantine was needed for people returning from West Africa who were at the highest risk of contracting Ebola. However, civilian populations in Europe were highly concerned about the Ebola threat and Army leaders likely hoped the policy would appease Italian officials concerned about how U.S. military activities in West Africa might potentially impact Italy.[16]

The mandatory quarantine for the U.S. Army personnel returning from West Africa impacted DLIFLC. Soldiers subject to the quarantine policy were restricted from direct contact with anyone other than themselves for the 21-day period.[17] This meant, of course, that such personnel would have some time on their hands. Lt. Gen. Robert Brown, commanding the Combined Arms Center, asked DLIFLC to help with U.S. Army Africa in an initiative called "Quarantine College." The purpose of the assistance was to offer quarantined personnel an opportunity to earn potential college or other credit by taking advantage of their quarantine to access and use some of DLIFLC's on-line products, such Headstart2 for language familiarization or Countries in Perspective and Cultural Orientations for regional/cultural knowledge. Additionally, DLIFLC was ready to provide real-time language courses through the Internet using the Institute's

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[12] "Operation United Assistance," AFRICOM website, October 2014.

[13] David Vergun, "Army Sets 21-day Quarantine for Soldiers Leaving West Africa," *Army News Service*, 28 October 2014.

[14] Nancy Montgomery, "Quarantined General: Army Brass Unexpectedly Ordered Isolation of Soldiers Returning from Liberia," *Stars and Stripes*, 28 October 2014.

[15] Vergun, "Army Sets 21-day Quarantine for Soldiers Leaving West Africa."

[16] Nancy Montgomery, "Quarantined General: Army Brass Unexpectedly Ordered Isolation of Soldiers Returning from Liberia," *Stars and Stripes*, 28 October 2014. In the United States, the US Army's Northern Command took the lead in coordinating domestic government efforts to support U.S. civilian hospital to treat patients and prevent further spread of the disease. Essentially, the Army established a program of instruction for identified doctors, nurses, and trainers expected to treat Ebola patients based on the standards and protocols as issued by the Centers for Disease Control and Prevention, US Army medical authorities, and the Defense Threat Reduction Agency. The program was intended to help provided a unified agency response to the potential outbreak of the contagion in the United States. See "Ebola Epidemic Response Efforts," *STAND-TO!*, 30 October 2014.

[17] Vergun, "Army Sets 21-day Quarantine for Soldiers Leaving West Africa."

Broadband Language Training System.[18] The Institute's brief involvement with a major public health crisis would pale into insignificance in 2019-2021 when it along with the rest of the world adapted to the COVID-19 pandemic, which killed millions and shut down entire economies.

Realignment, Force Size, and Integration

During this period, the Army was concerned with three major structural issues: force alignment, force size, and the full integration of women.

In part to better address the crises noted above, in 2013 and extending into 2014, the Army began a major reorientation to align its forces for future deployments on a regional model, an approach called "Regionally Aligned Forces." According to Army Maj. Gen. Jeffrey Snow, Director of Strategy, Plans and Policy Office of the Deputy Chief of Staff, G-3/5, the idea was to reorganize military missions into five geographic regions of responsibility. Units then began to provide direct support to regional combatant commanders and began to participate in missions that included joint exercises and partnership training. This new approach made language and culture skills even more important both to enlisted personnel who would be assigned into units now structured to better absorb their skills but also to the Foreign Area Officers or FAOs, many of whom began their careers at DLIFLC and who specialized in regional studies. The Army intended that FAOs would play an important role in helping to orient regionally aligned forces by coordinating between the Pentagon, U.S. Embassies (where FAOs often served as military *attachés*), U.S. military units, and host country forces.[19] DLIFLC also continued to support the Afghanistan-Pakistan Hands program designed to sustain a cadre of regionally knowledgeable and language-trained personnel who could provide mission continuity for a significant number of American forces remaining in Afghanistan to help its government in the long war against the Taliban.

In 2014, Secretary of the Army John M. McHugh and Army Chief of Staff General Ray Odierno testified that 450,000 was the minimum force size of the Regular Army needed by it to execute the Army's defense strategy. Additionally, an Army National Guard force of 335,000 with 195,000 for the Army Reserve was also needed to complete a total force of 980,000 soldiers.[20] However, despite the global situation, the United States was preparing a force draw down below this minimum. In the preceding three years, the President and Congress had reduced the Army's active component end strength by 80,000 and the reserve component by 18,000. The prospect of further cuts as mandated under the Budget Control Act (sequestration) threatened to reduce the Army's size another 115,000 troops by FY 2020. In January 2015, Army Chief of Staff General Ray Odierno testified before the Senate Arms Service Committee in Washington, D.C., that the decreasing size of the Army would challenge the United States to meet both commitments to its allies and partners and would "eliminate our capability, on any scale, to conduct simultaneous operations, specifically deterring in one region while defeating [an opposing force] in another."

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[18] DLIFLC Situation Report for the Period 25 October - 7 November 2014 and DLIFLC Situation Report for the Period 25 October - 7 November 2014 (2).

[19] Natela Cutter, "Regional Expertise Key in New Army Construct," *Globe* Vol. 36, No. 1 (Spring 2014): 21-22.

[20] Statement by the Honorable John M. McHugh, Secretary of the Army, and General Raymond T. Odierno, Chief of Staff, United States Army before the Senate Committee on Appropriations, Subcommittee on Defense First Session, 114th Congress on the Posture of the United States Army, March 11, 2015, in RG 21.27.

"Essentially, for ground forces," he said, "sequestration even puts into question our ability to conduct even one prolonged, multiphase, combined arms campaign against a determined enemy."[21]

In 2015, the new Army Chief of Staff, General Mark Milley, outlined plans by the Army to rely more heavily in the future upon National Guard and Reserve forces to address manpower deficiencies resulting from the drawdown in troop numbers. Some National Guard elements participated in international diplomacy on behalf of their states. Since 9/11, the National Guard of Maryland, for example, had a partnership under the State Partnership Program, with Estonia in the Baltics. According to Maj. Gen. James Adkins, who oversaw the state's partnership while he served as the state's adjutant general, understanding Russian and possessing cultural understanding were key to maintaining successful arrangements of this type. Adkins, a DLIFLC graduate, needed his Russian language to help him assist Estonia's transition from Russian domination.[22]

At DLIFLC the impact of the general Army drawdown remained a broad concern, especially given a major restructuring at DLIFLC and faculty cuts during the preceding period. The DLIFLC commandant, Col. David Chapman recalled being worried: "our budget was generally stable but we read the tea leaves. Army's drawing down, everyone's drawing down, and so there was unease about the money, there was unease about a few things."[23]

Finally, on 4 December 2015, the Secretary of Defense directed the full integration of women in the Armed Forces, allowing them to serve in all military occupational specialties for which they were qualified, including combat arms.[24] This decision, justified on the basis of improving readiness, had little impact upon DLIFLC because women had long been authorized to serve in most military intelligence and foreign language-enabled career fields with female students comprising nearly one-third of the DLIFLC student body.[25] However, the decision likely increased the confidence of all women in the military, including those attending DLIFLC courses, that they could achieve career goals with fewer worries about official discrimination based upon their gender. Logically, creating more opportunity for women within the military also increased the need for countering sexual harassment and assault within the ranks, which topic is discussed more fully in Chapter 6.

TRADOC Created Army University

In 2015, the Army established a new program called the Army University. The Army University was not a new school with a physical location but was instead an idea encompassing all 37 of the existing U.S. Army Training and Doctrine Command schools, including DLIFLC. The purpose

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[21] Amaani Lyle, "Odierno: Sequestration Threatens Army Readiness," DoD News, Defense Media Activity, 28 January 2015.

[22] Patrick Bray, "Retired general, 'DLIFLC Experience Influenced Most of My Career," *Globe,* Vol. 37, No. 2 (Fall/Winter 2015): 18-19.

[23] Col David K. Chapman, Exit Interview, 8 July 2015, pg. 17, in RG 10.02.

[24] Acting Secretary of the Army Eric K. Fanning, Memorandum: "Full Integration of Women in the Army," 4 December 2014, in RG 21.27.

[25] By 2018, according to Dr. Stephen M. Payne, 28.5 percent of DLIFLC students were female.

of the Army University was to create a single university structure across a diverse array of existing training programs that maximized educational opportunities and provided soldiers with valid academic credit for the education and experience they received while on active duty.[26]

The Army University concept also supported the secretary of the Army and the chief of staff of the Army's stated intent in the *Army Posture Statement, 2014*, to reinvest and transform the Army's institutional educational programs. The goal of the Army University was to grow "leaders' intellectual capacity to understand the complex contemporary security environment" and "to produce agile, adaptive and innovative leaders across the Total Force." In turn, such measures would produce "improved performance, increased readiness, and better led Army, joint, interagency, and multinational task forces."[27] To succeed, the Army University would need to earn greater respect and prestige by developing and attracting a world class faculty, by improving its curriculum, by adopting nationally recognized standards, by expanding public/private partnerships, and by improving professional research and publication.[28]

At least three Army schools already met the high standards noted above. These were the Army War College, the U.S. Military Academy, and DLIFLC. All three delivered coursework accepted as accredited by civilian schools of higher learning. However, the U.S. Military Academy was statutorily required to maintain distinct and separate status as an educational body while the War College directly reported to the Army Chief of Staff and was required by its accrediting agency to maintain local governance by its commandant and provost. The Army University concept required these schools to maintain a strong liaison relationship with TRADOC but they were not subordinate to it.[29] DLIFLC, on the other hand, was unambiguously a TRADOC school, although it had a complex governing mechanism, which included involvement by the Under Secretary of Defense for *Intelligence* and the National Security Agency. Presumably, all three schools would continue to maintain their separate accreditation, curricular, and other academic activities unimpeded while serving as role models for other TRADOC schools.

In August 2014, Lt. Gen. Robert Brown, CAC Commander, visited DLIFLC specifically to discuss and promote how the Army University was designed both to improve the in-house capabilities of military personnel and better prepare such personnel for post military service. Brown conveyed that 87 percent of soldiers leave the Army prior to retirement. Thus, having accredited coursework recognized by civilian institutions would benefit every service member both during and after leaving the service. In theory, Army University coursework transferrable to civilian schools would increase soldier incentives to do well while also promoting a life-long learning culture. Whether a soldier was a medic, driver, or linguist, they would get nationally recognized certifications for their career field education because of the new system, said Brown, who clearly did see the Institute as a primary example of what TRADOC was seeking to achieve on a system-wide scale. DLIFLC already awarded academic credit for its coursework and even

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[26] Patrick Bray, "Recruiting Command Commits to Bringing on More Linguists," *Globe,* Vol. 37, No. 2 (Fall/Winter 2015): 30.

[27] US Army, Strategic Business Plan for the Army University, 16 March 2015, pg. 3, copy in DLIFLC Command History 2014-2015 files.

[28] Ibid., pp. 8-9.

[29] Ibid., pp. 13-14.

offered an Associate of Arts in Foreign Languages degree to those students who combined their DLIFLC credits with 15 hours of mandatory general course credits transferred from another accredited institution. Brown said DLIFLC was leading the way in the progress to establish a wider Army University system and he promoted its programs at CAC.[30]

Undoubtedly, the fact that the vast majority of DLIFLC students were junior enlisted as opposed to senior officers as with the War College, or officer candidates, as with the U.S. Military Academy, made DLIFLC's standing unique in the Army University. Colonel Chapman welcomed becoming "an integral part of the Army University" and also hoped to offer more support for deploying forces and the Army's Regionally Aligned Forces activities.[31] He was happy to show the general "the hard work and dedication my faculty and staff put forth every day in order to produce the world's premier linguists."[32]

Maj. Gen. Jeffery Snow, commanding general of U.S. Army Recruiting Command, headquartered at Fort Knox, Kentucky, also visited DLIFLC to discuss the Army University and likely to try and gain insight from its programs. During his September 2015 visit, Snow spoke about recruiting and increasing the number of Army recruits interested in becoming linguists, while highlighting the Army University concept. "We are excited about the chance to provide our young recruits with an understanding of how Army University might benefit them," Snow stated. He noted that the Army viewed education as the most reliable strategic investment it can make.[33]

Congressional Interest in DoD Foreign Language Training

On 27 August 2014, seven staff members from the U.S. Congress House Armed Services Committee/Senate Armed Services Committee (Military Legislative Affairs) visited DLIFLC and the Naval Postgraduate School on a fact-finding visit regarding initiatives by both organizations with respect to military education/research. The congressional staff hoped to gain better understanding to inform future legislative reform initiatives.[34]

On 23 April 2015, Foreign Language TV broadcast a discussion about government contracts that included staff members from the offices of Senator Debra Fischer (R-NE) and Senator Joni Ernst (R-IA) on Capitol Hill, DC. Richard Chastain, DLIFLC Deputy Chief of Staff Resource Management, along with Cmdr. Sabra Kountz, DLNSEO, were the featured speakers along with DoD and Army congressional liaison staff.[35]

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[30] "The Need for Linguists is Going to Increase," *Globe,* Vol. 36, No. 2 (Fall 2014): 12.

[31] DLIFLC Situation Report for Period Ending 29 August 2014.

[32] Ibid.

[33] Patrick Bray, "Recruiting Command Commits to Bringing on More Linguists," *Globe*, Vol. 37, No. 2 (Fall/Winter 2015): 30.

[34] DLIFLC Situation Report for Period Ending 29 August 2014.

[35] DLIFLC Situation Report for the Period 18 April - 1 May 2015. It is not known what the focus of the discussion was, but universities with interests in providing contract language services to the government occasionally request their congressional members investigate the matter on their behalf.

During deliberations over the National Defense Authorization Act for FY 2016, Congress directed the Defense Department to report on its advanced foreign language proficiency training. Congressional concern focused upon fear "that changes in advanced foreign language proficiency training programs" might have an impact on the ability of DoD personnel to support combatant commanders and possibly lead to "gaps in readiness." The HASC staff stated that due to planned program changes DoD linguists and supporting agencies might be unable to perform their job functions properly if unable to access advanced language and cultural training modules needed to interact, speak, and write in multiple dialects of a given language.[36] Acting Assistant Secretary of Defense (Readiness) directed the Defense Language and National Security Education Office (DLNSEO) to convene a working group to prepare the required response.[37]

On 7 October 2015, DLIFLC was part of the briefing team along with Brig. Gen. John P. Johnson, the Army's G-3/5/7 Director of Training, Dr. Jerry Pannullo (Office of Secretary of Defense, Cost Assessment and Program Evaluation or CAPE), Kevin Sherman (Office of Secretary of Defense for Intelligence), and Dr. Michael Nugent (Office of Secretary of Defense DLNSEO) that briefed staff of the House Permanent Select Committee on Intelligence (HPSCI) regarding DLIFLC efforts to improve and effectively spend appropriated funds, improve linguist skills, and increase the quality of foreign language education.[38] The committee requested a follow-on briefing regarding its proposed L2+/R2+ plan (see Chapter 2), which DLIFLC officials conducted in early December for the committee's permanent staff. That briefing focused upon DLIFLC initiatives and resourcing as well as how language instruction was implemented across DoD. As a result of the meeting, congressional staff planned a visit to Monterey and two of its LTDs (Language Training Detachments) in January 2016.

Initially, the Institute was left out of the process of providing input, although DoD planned a "DLI centric" response.[39] Eventually, it became clear that the "gap" Congress was concerned about had to do with plans to raise DLIFLC graduation standards, the gap being the difference between the current standard and the proposed new DLIFLC graduation standard (discussed further below). DLNSEO officials may have first used the term "skill gap" to justify increased funding to support DLIFLC plans to achieve higher proficiencies, but the DLIFLC Commandant, Col. Phillip Deppert, who relieved Col. David Chapman on 29 July 2015, worried that such a characterization would mislead those not familiar with DLIFLC. In other words, such phraseology left too much room for misinterpretation. He emphasized that DoD should explain that the "new graduation standard requires DLI to increase training capability across multiple lines of effort" and that such "increased training capability [would] be phased in across faculty hiring/training, instructional technology, curriculum changes, learning philosophy, etc." The commandant also noted that Congress was concerned with "capability gaps in foreign language proficiency that exist within the services" writ large, not just at DLIFLC. What future language

[36] National Defense Authorization Act for FY 2016, Report of the Committee on Armed Services House of Representatives on H.R. 1735 together with Dissenting Views, May 5, 2015.

[37] PDASD(R) Memo "Rpts to Congress on Adv FL Prof Trg," 30 September 2015, in RG 21.27.

[38] DLIFLC Situation Report for the Period 3-16 October 2015.

[39] Email Chain "UPR005565-15 REPORTS TO CONGRESS ON ADVANCED FOREIGN LANGUAGE PROFICIENCY TRAINING (S: 9 Oct), October 26, 2015, in RG 21.27. The Institute advised DLNSEO and HQDA G-3 (Training) that their staffing and information sharing procedures might need amending.

requirements exist that might not be met due to manning or resource shortfalls?[40] Those questions were different than DLIFLC exceeding its current standards in a bid to reach higher standards.

During the same period, the House Permanent Select Committee on Intelligence expressed concern to Michael McCord, Under Secretary of Defense (Comptroller) about DoD plans to divert $29.5 million of Operations and Maintenance funds from DLIFLC in the 2016 fiscal year as submitted in a special Military Intelligence Program Omnibus reprogramming request, 30 June 2015. DoD had claimed this reprogramming was due to "efficiencies." While the Committee accepted the explanation it also indicated that it would "continue to closely monitor DLIFLC funding and expect[ed] the Army to ensure that funds authorized for language and cultural training are spent for that purpose."[41] Congress also required DoD officials, including the DLIFLC commandant, to testify on the matter.

The origin of the issue was apparently that DLIFLC had not spent some $33 million authorized during the previous fiscal year. Both to address Congressional inquiries and to avoid a sudden budget cut by DoD analysts, DLIFLC officials and budget officers had to respond substantively on two major questions. The first question was, did the Institute meet its FY2015 requirements. The second question was could funding allocated for FY2016 be cut? In the end major cuts were avoided. The Institute argued that it met its requirements, but funding needs decreased due to better contract strategies, reduced demand for certain languages, fewer language and culture classes for deploying General Purpose Forces, and increased civilian pay hire lag. Other factors that influenced the need for steady funding in FY2016 (programmed at $292.7 million) were computing differences between fiscal years to determine civilian authorizations, work by DLIFLC leaders with DCPAS to increase DLIFLC faculty compensation, and work to bolster DLIFLC support for the Army's Culture, Regional Expertise, and Language (CREL) strategy, particularly as it related to Regional Allied Forces.[42]

In 2014 and 2015, foreign crises around the world, from the Middle East and Africa to Ukraine and the Asia Pacific region, prevailed upon the United States government with the need to continue to provision its military and intelligence services with culturally appropriate foreign language training. Certainly, congressional interest in sustaining such programs continued. The following pages detail how DLIFLC met its obligations during this period as DoD's premier provider of foreign language training for service personnel.

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[40] Col Phil Deppert, email to Mike Nugent, "Congressional Reporting Requirements - Advanced Foreign Language Proficiency," November 10, 2015, in RG 21.27.

[41] House Permanent Select Committee on Intelligence, Letter to Michael McCord, Under Secretary of Defense (Comptroller), 18 September 2015, in RG 21.27.

[42] Steve Collins, Chief of Staff, DLIFLC, Email to Richard Chastain, Subject: "FW: HPSCI Response 15-24 PA Omnibus MIP 2015 (Third)," 22 September 2015, in RG 21.27.

DLIFLC Leadership and Management

Command of DLIFLC

On 22 May 2014, Army Col. David K. Chapman assumed command of the Defense Language Institute Foreign Language Center in an assumption of command ceremony on Soldier Field at the Presidio of Monterey. Brig. Gen. Christopher P. Hughes, Deputy Commanding General of the Combined Arms Center (CAC) at Fort Leavenworth, Kan., was the presiding official. Chapman, a three-time graduate of the Institute, spoke Russian, Serbian/Croatian, and Greek.[43] In fact, Chapman had just finished serving as the senior military *attaché* at the American Embassy in Athens, Greece. Chapman began his career in 1985 after graduating from the Citadel, a private military academy in South Carolina. He was commissioned as a 2nd Lieutenant in Air Defense Artillery. His very first assignment was with the 7th Infantry Division at Fort Ord, California, and later with the 82nd Airborne. Eventually, Chapman became a Russian Foreign Area Officer and served multiple tours in Iraq and Afghanistan.[44]

Col. Danial D. Pick, the outgoing commandant, did not participate in the change of command ceremony – he had already retired at his own ceremony at Soldier Field on 18 April 2014. During the interval before Chapman arrived, Lt. Col. Frank A. Smith of the 229th Military Intelligence Battalion assumed command of DLIFLC's U.S. Army personnel while the assistant commandant, Col. Ginger Wallace, served as acting commandant.[45] Pick had been offered a job with Monterey as the city's deputy manager, which position he assumed immediately upon retirement.[46]

The Army chose Colonel Chapman to be the commandant of DLIFLC through a nominative board selection process similar to how it had chosen past commandants. In his case, a group within the Army's Senior Leader Division, which managed colonel-level assignments, accepted the nominations of viable candidates. General officers nominated colonels who then competed before a review board. Chapman was nominated by Lt. Gen. Michael Flynn, the Director of the Defense Intelligence Agency.[47] The board selected three or four officers, including Chapman,

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[43] According to Bryan Emerson, Directorate of Academic Affairs, Colonel Chapman graduated Russian Basic from DLIFLC in March 1999, Russian Refresher from CLI-Washington in September 2004, Serbo-Croatian Basic from DLI-Washington in 2005, and Greek Basic from DLI-Washington in April 2010. Bryan Emerson, Email entitled "Look Up Dave K. Chapman Languages," to Natela Cutter, 26 August 2022, in RG 21.27.

[44] Natela Cutter, "DLIFLC Receives New Commandant," *Globe*, Vol. 36, No. 2 (Fall 2014): 4; Chapman, Exit Interview, 8 July 2015.

[45] Memorandum, Assumption of Command, 18 April 2014, in RG 21.27; Steve Collins, DLIFLC Chief of Staff, draft comments, May 21, 2020. DLIFLC is an Army school, not a joint command. The assistant commandant is an Air Force officer with UCMJ authority for Air Force but not Army personnel.

[46] Sara Rubin, "Retired DLI Commandant Danial Pick Hired as Monterey's Deputy City Manager," *Monterey County Weekly,* 29 April 2014, in RG 27.27. As discussed in the 2011-2013 DLILC Command History, Colonel Pick had previously applied to become the city manager of Monterey. When that attempt became embroiled in city politics, Pick withdrew his nomination. The opprobrium forced the city to delay hiring anyone. When the City appointed Deputy City Manager Mike McCarthy to serve as interim city manager, it freed his position for a less controversial hiring action. Pick then applied for and won that position.

[47] The same General Michael Flynn involved in the 2016 Donald Trump presidential campaign whom Special Prosecutor Robert Muller later charged with lying to the FBI about his involvement with Russian officials while

for further screening. The number one candidate became promotable to brigadier general during the process and dropped out, leaving Chapman as first choice. In accordance with DoD Directive 5160.41E (Defense Language Program), his nomination was then reviewed by the chief of staff of the Army and sent by the secretary of the Army to the principal undersecretary of defense for personnel and readiness, who had no objection.[48]

Figure 1 Col. David K. Chapman, Commandant of DLIFLC (22 May 2014-29 July 2015).

Chapman was the last DLIFLC commandant selected through this nominative process. Beginning in FY2015, the Army had decided that all future DLIFLC commandants had to come from the Army's Centralized Selection List, known in Army jargon as the CSL.[49] The purpose of the CSL was to pick eligible officers to command units at the colonel level, normally in two-year assignments. The Army had not considered DLIFLC a CSL command until the U.S. Army Manpower and Analysis Agency (USAMAA) manpower survey of 2012-2013 brought major change to the school. According to Chapman, the earlier process had allowed past DLIFLC commandants to serve for three or four years. Unfortunately, due to the timing of CSL boards, Chapman had to accept a much shorter assignment as DLIFLC commandant and ended up serving only 15 months in the position. It meant he and his family had to move twice in a short period, but Chapman thought the chance to lead DLIFLC was too good to turn down even as a short-term assignment.[50]

Adoption by the Army of the CSL process to select DLIFLC commandants coincided with the timing of the U.S. Air Force process for selecting its own colonels to serve at DLIFLC as commanders of the 517th Training Group and as DLIFLC assistant commandants. Thus, only a month after Chapman assumed command, he lost his assistant commandant, Col. Ginger L. Wallace, who passed the group colors to Col. Keith M. Logeman during a change of command

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working for the campaign. Flynn pled guilty to those charges in 2017. See Michael D. Shear and Adam Goldman, "Michael Flynn Pleads Guilty to Lying to the FBI and Will Cooperate with Russia Inquiry," *New York Times*, 1 December 2017. Flynn was later pardoned by President Donald Trump.

[48] Chapman, Exit Interview, 8 July 2015, pp. 8-11.

[49] General Raymond T. Odierno, Memorandum for the Secretary of the Army, Subject: Nomination of COL Phillip J. Deppert (MI, YG 90) as Commandant, Defense Language Institute Foreign Language Center (DLIFLC), 29 September 2014, in RG 21.27.

[50] Chapman, Exit Interview, 8 July 2015, pp. 8-11.

Figure 2 Col. Ginger Wallace speaks at her Change of Command Ceremony on 26 June 2015.

ceremony at the Presidio of Monterey on 26 June 2015.[51] Col. Kimberlee Joos, Commander of the 517th Training Wing, Goodfellow Air Force Base, in San Angelo, Texas, conducted the ceremony for the two officers at the Presidio's Soldier Field.[52] During Wallace's tenure, she had faced budget cuts and a manpower review that had brought staff cuts and a reorganization. But Wallace earned high praise from Chief of Staff Steve Collins who stated she was the best of the assistant commandants that he had served with at DLIFLC. The Air Force next assigned Wallace to a billet in the Pentagon.[53]

Col. Danial Pick, the former DLIFLC Commandant, and Colonel Wallace had divided authority between them. Pick had focused upon DLIFLC broadly, allowing Wallace to be the academic "boss" focused upon the school-side. Certainly, the academic portfolio was a broad assignment, but the assistant commandant also had to command the 517th Training Group. Wallace, and Logeman after her, oversaw more than 1,800 faculty members and 250 joint service staff in their assistant commandant roles. As commanders of the 517th Training Group, they oversaw two

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[51] DLIFLC SITREP for the Period 13-26 June 2015.

[52] Patrick Bray, "DLIFLC Assistant Commandant Changes Command," *Globe*, Vol. 37, No. 1 (Summer 2015): 5.

[53] Patrick Bray, "Farewell to Col Ginger L. Wallace," *Globe*, Vol. 37, No. 1 (Summer 2015): 4.

squadrons of 1,200 Airmen who were assigned to DLIFLC as foreign language students. Colonel Chapman maintained a similar relationship to his assistant commandants as had Pick to his.[54]

The challenge at DLIFLC of having only CSL commanding officers was two-fold. The first problem was the amount of time required to gain sufficient experience to oversee the complexity of a joint- or inter-service language academy. Normally, an artilleryman would be going to command an artillery brigade, or an infantryman would be going to command an infantry brigade, and merely had to scale up what they already knew how to do. As Colonel Chapman put it, however, "there is no preparatory 05 [lieutenant colonel] level command [for DLIFLC]. There's no preparatory really anything to allow you to be an effective or help you be an effective DLI commandant. You just have to have lived it. So the learning curve is going to be steep." Regarding the notion that any colonel can lead any colonel-level command, he added, "we don't put artillerymen in charge of aviation regiments, because there's a level of expertise there that makes that transition so much easier."[55]

Chapman made efforts to improve the selection process for future CSL-chosen commandants. Unsurprisingly, as a Foreign Area Officer himself, Chapman thought the qualifications needed for a DLIFLC commandant looked a lot like the experience of a senior FAO, although ideal candidates might also come from Special Forces, Civil Affairs, PsyOps, or Military Intelligence. DLIFLC did work with the FAO proponent and asked the Army G3 to include officers in its next CSL candidate pool whose backgrounds had FAO-like qualifications. Similarly, the DLIFLC Board of Visitors recommended the same qualifications in late 2014. Afterwards, the proposal went to the Army G3, a three-star general for signature, and further adjudication by the Army Human Resources Command.[56] Nothing may have required Army CSL boards to follow these suggestions, but the Army did later lengthen the term of Chapman's successor, CSL selectee Col.

Figure 3 Mr. Steven Collins, Chief of Staff of DLIFLC.

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[54] Chapman, Exit Interview, 8 July 2015, pg. 18; Patrick Bray, "DLIFLC Assistant Commandant Changes Command," *Globe*, Vol. 37, No. 1 (Summer 2015): 5.

[55] Chapman, Exit Interview, 8 July 2015, pp. 12-14. Note, Col Danial Pick found his prior service as the FAO Program Director at DLIFLC two years before his selection as DLIFLC commandant to be very useful. See *DLIFLC Command History 2011-2013*, pp. 13.

[56] Chapman, Exit Interview, 8 July 2015, pp. 13-14.

Phillip J. Deppert, to three years.[57]The second issue was lack of overlap between the commandant and assistant commandant when each position rotated on a two-year clock. The year that the Army changed to CSL was the same year the Air Force rotated its assistant commandants. From then on, unless something changed, DLIFLC would have a new commandant and a new assistant commandant at the same time, neither having enough experience at DLIFLC to help the other get up to speed. Colonel Chapman recognized the problem and raised it also through DLIFLC's Board of Visitors. Fixes included lengthening the commandant tour beyond two years, but at a minimum, to get the changeovers in command off the same clock cycle.[58] In Chapman's view, the position of command should cover about three years. Three years was long enough to gain some understanding of the scope of DLIFLC's functions and to see through to the end major changes that could take months to engineer.[59]

One change made that helped stabilize senior leader transitions at DLIFLC was the civilianization of the chief of staff position. DLIFLC had selected Steve Collins as a permanent chief of staff under Colonel Pick before Chapman took over command, but Chapman was happy to support the arrangement, both because Collins was "as good as they get" and because it was a good move. According to Chapman, a civilian chief of staff had close familiarity with the pay, procedures, and all the civilian-type issues, the institutional knowledge that transitory military officers would not have. Chapman acknowledged that a uniformed officer could do the job, but there was also the issue of having no choice in the Army's selection of a candidate. Chapman guessed most officers assigned as a chief of staff at DLIFLC were probably in their terminal assignments and looking toward retirement, meaning they may have had less than the "fire and vigor" that the position warranted. At any rate, with the commandant on the road for many months during a tour, "the chief of staff is the anchor back" in Monterey.[60]

Colonel Chapman offered his last situation report as commandant in late July 2015. "It's been an honor to have had the opportunity to lead this great Institute" he told Lt. Gen. Robert Brown. "There's not another job at the colonel level that I would have wanted." He asked that everyone who had supported him to extend the same support to his successor. Chapman's next assignment was in Paris to serve as the Senior Defense Official/Defense *Attaché* to France.[61]

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[57] Specifically, Chapman asked higher level Army commanders to provide to future CLS Boards the following suggested instructions to consider as prerequisites in selecting DLIFLC commandants: First, a candidate should have foreign language expertise, and FAO, Military Intelligence, as well as Special Forces officers should be considered (not just operational branch officers). Second, selectees should be graduates of a Senior Service College, who had joint or interagency experience, experience within the military foreign language enterprise, and/or had managed a multi-cultural workforce or large training budgets. Finally, the selectee should have some experience with public relations, given the high visibility of DLIFLC in interactions with senior elected local and state leaders and the heads of major educational organizations. Chapman also recommended the CSL board allow commanders to have 36-month stints, rather than the routine 24 months, due to the complexity of the Institute and its need for leadership continuity. See Col David K. Chapman, Memorandum for Frank DiGiovanni, Director, Force Readiness and Training, Office of the Deputy Assistant Secretary of Defense (Readiness), 30 October 2014, in RG 21.27.

[58] Chapman, Exit Interview, 8 July 2015, pp. 12.

[59] Ibid., pp. 15.

[60] Col David K. Chapman, Exit Interview, 22 July 2015, pp. 8-9, in RG 10.02.

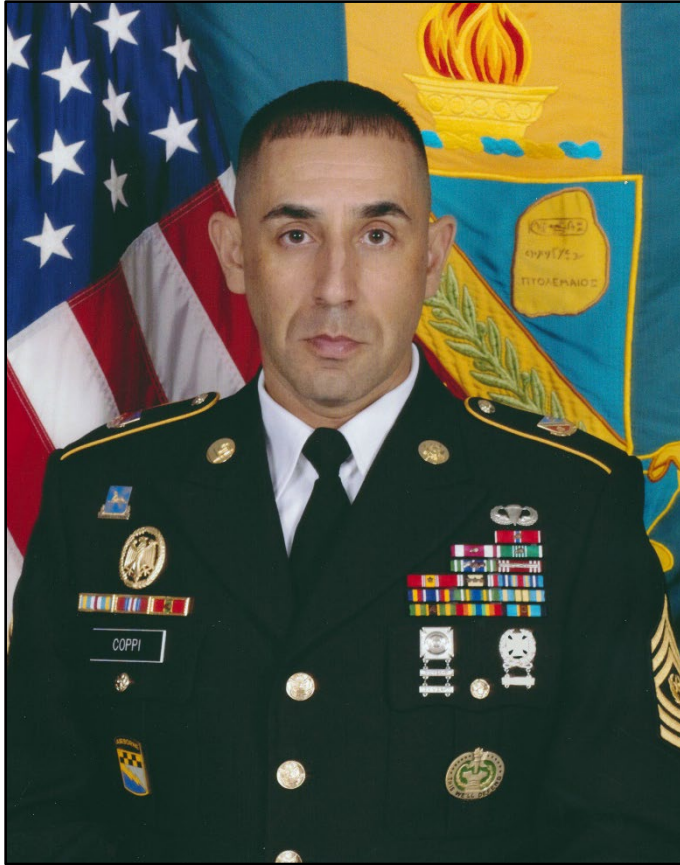[61] DLIFLC Situation Report for the Period 11-24 July 2015.

Kirby Brown, Deputy to the CAC Commander, served as the presiding officer for Colonel Chapman's change of command in a ceremony that took place on 29 July 2015 at Soldier Field on the Presidio of Monterey. During the ceremony, Chapman handed over DLIFLC's guidon to the incoming DLIFLC commandant, signifying his ascension.[62] Both commandants reported to the CAC Commander, who served as their senior rater. The complexity of managing DLIFLC, however, remained intricate during this period, with DLIFLC's funding channeled separately through the Army Director of Training or G3/5/7. The Army was also the Executive Agent for the Institute as a Defense Department joint training activity, which meant that the Army had to manage training funds assigned for the other services at DLIFLC as well. From a policy perspective, the commandant interacted closely with the Defense Language and National Security Education Office (DLNSEO) and routinely traveled to brief its Defense Language Steering Committee (DLSC) on key issues. Finally, the commandant's duties also required monitoring the input from other government agencies, such as the National Security Agency, regarding their issues with the output of DLIFLC - its linguist graduates. It meant that the commandant continued to have to answer to several different authorities all of whom had somewhat different priorities and expectations. Chapman readily acknowledged that the oversight of DLIFLC was "inefficient and a bit convoluted," but without a detailed study he was unsure what other alternative arrangements would be superior to those then in place.[63]

The incoming commandant, Col. Phillip J. Deppert had previously served as the deputy commander for Joint Task Force North (part of NORTHCOM), at Fort Bliss, Texas. He visited DLIFLC in late April 2015 to meet with staff sections, tour the school, and receive multiple information briefs.[64] As Deppert began his command of DLIFLC in July 2015, the Institute's rolls included 2,997 basic language acquisition students enrolled in 71 languages broken into

Figure 4 Cmd. Sgt. Maj. Ma tildo Coppi.

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[62] DLIFLC Situation Report for the Period 11-24 July 2015. See also Patrick Bray, "Deppert Assumes Command as Chapman Says Farewell," *Globe*, Vol. 37, No. 2 (Fall/Winter 2015): 5.

[63] Chapman, Exit Interview, 22 July 2015, pp. 14-15.

[64] DLIFLC Situation Report for the Period 18 April - 1 May 2015.

2,739 students in 22 languages at the Presidio of Monterey and 258 students in 49 languages at DLI-Washington.[65]

On 25 July 2014, DLIFLC's Cmd. Sgt. Maj. Alan Pendergast retired after 33 years of service. Pendergast, who held a B.A. in Legal Studies from the University of Massachusetts, and completed a master's degree in 2006, had served in the position since June 2012. He was a DLIFLC Korean course graduate, but had also served in Panama, Rwanda, Afghanistan, and Iraq. Cmd. Sgt. Maj. Matildo Coppi succeeded Pendergast. Coppi entered service in August 1991 and was a native speaker of Spanish. He was at the time working to complete a Master of Arts in Intelligence Studies from the American Military University.[66] The Army held the Change of Responsibility ceremony for these two sergeants major at Soldier Field.

In late 2015, Colonel Deppert created a new position for the DLIFLC Command Group. According to Deppert, candidates for the position had to "maintain the high standards that we do have at DLIFLC, not only for behavior but also for physical performance." There was one other qualification, the successful candidate had to be adoptable from the SPCA of Monterey County, because the position was for DLIFLC mascot! On 20 November 2015, after a careful screening and selection process, DLIFLC announced that it had an official mascot - Pfc. Lingo. Pfc. Lingo was a dog of unknown breed whose name was chosen to reflect the Institute's mission. Army regulations have long authorized mascots for large units, but Pfc. Lingo was DLIFLC's first official mascot.[67] Despite some issues regarding the feasibility of the Institute providing continuous care, DLIFLC headquarters staff assumed rotating responsibility for Pfc. Lingo and the dog quickly became a much-adored fixture at military events and ceremonies.[68]

Defense Language Steering Committee

The Defense Language Steering Committee provided programmatic oversight of the Defense Foreign Language Program, which included DLIFLC. It normally held quarterly meetings in Washington, DC, but occasionally in Monterey. DLIFLC hosted the first meeting of 2014 at the Presidio of Monterey 10-11 March. Attendees included Dr. Laura Junor, Dep. Asst. Secretary of Defense for Readiness, Brig. Gen. John Johnson, Director of Training, HQDA G-3/5/7, Dr. Michael Nugent, Director, DLNSEO, Dr. Jerry Pannullo, Director, Cost Assessment and Program Evaluation (OSD CAPE), Timothy Clayton, Director, Human Capital Management Office (OUSD(I). The topics discussed included a proposed fee-for-service model and associated requirements and efforts to better manage the Defense Foreign Language Program as a holistic enterprise, as further discussed below. DLIFLC leaders also shared information to increase DLSC awareness about its efforts to increase linguist production and proficiency.[69] DLIFLC senior leaders traveled to Washington, DC, for the July meeting.[70] But the November

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[65] DLIFLC Situation Report for the Period 25 July - 7 August 2015.

[66] Dusan Tatomirovic, "DLIFLC Welcomes New Command Sergeant Major," *Globe,* Vol. 36, No. 2 (Fall 2014): 6; and DLIFLC Report for Period Ending 18 July 2014.

[67] As far as is known. MISLS, the predecessor of DLIFLC, had chosen a stylized gopher as its symbolic mascot during WWII but is not known to have had a living version.

[68] "Pfc Lingo - First Mascot for DLIFLC," *Globe*, Vol. 36, No. 2 (Fall 2014): 31.

[69] DLIFLC Situation Report for Period Ending 14 March 2014.

[70] DLIFLC Report for Period Ending 18 July 2014.

2014 meeting was again held at the Presidio of Monterey. That meeting included DLIFLC's Annual Program Review, which allowed an opportunity to discuss DLIFLC's mission, resource costs during FY2014, institutional goals, and expected challenges for FY2015. (DLIFLC hosted its Annual Program Review and presented its annual update to 15 General Officer and Senior Executive Service participants from across DoD. The results and due outs were coordinated with DA G3/5/7).[71]

DLSC attendees included 13 flag officers and SES participants from across the services and from the Office of the Secretary of Defense. The Chair was Frank C. DiGiovanni, the DoD Senior Language Authority. DLSC allowed DLIFLC senior faculty leadership and staff to attend the morning session and listen to the APR briefing and the associated discussion, which in recent past years had been more restricted. DLSC members did meet in an executive session in the afternoon. Colonel Chapman felt the meeting was "all in all, a great meeting with a lot of very constructive cross-talk between the Service Senior Language Authorities, DLI, and the OSD leadership."[72] In late June 2015, Daniel Feehan, then Dep. Asst. Secretary of Defense for Readiness, and Dr. Nugent of DLNSEO traveled to Monterey to meet DLIFLC leaders.[73]

State of DLIFLC

In 2014, DLIFLC was teaching 23 languages to some 3,200 students per year from the four military services in programs that ran 26, 46, and 64-weeks, depending upon the difficulty of the language involved.[74] The Institute graduated its first 98 students for this period, representing six languages, in early February 2014.[75] The student population did fluctuate by month. In October 2015, DLIFLC had 2,836 basic language acquisition students enrolled. This meant 2,569 students enrolled in 22 languages at the Presidio of Monterey while 267 students were enrolled in 52 languages at DLI-Washington.[76]

Colonel Chapman took command in May of 2014 and by August reported his "Priority Tasks and Projects" to the Combined Arms Center commander, Lt. Gen. Brown:

> "-Maintain focus and emphasis on the SHARP [Sexual Harassment/Assault Response and Prevention] program.
> -Academic competency of DLI students.
> +Goal: 70% production rate of higher from the Basic Language Acquisition Courses.
> +Goal: 30% of students, or higher, achieving ILR [Inter-agency Language Roundtable standard] 2+/2+/2 from the Basic Language Acquisition Courses.
> -Responsibly operating in a fiscally restrained environment and good stewardship of U.S. Government resources.
> -Innovation in language and culture instruction."[77]

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[71] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files.

[72] DLIFLC Situation Report for the Period 8-21 November 2014.

[73] DLIFLC SITREP for the Period 13-26 June 2015.

[74] "The Need for Linguists is Going to Increase," *Globe,* Vol. 36, No. 2 (Fall 2014): 12.

[75] DLIFLC Situation Report for the Period Ending 14 February 2014.

[76] DLIFLC Situation Report for the Period 3-16 October 2015.

[77] DLIFLC Situation Report for the Period Ending 15 August 2014.

As 2014 came to a close, Chapman reported to Brown that DLIFLC had 3,207 basic language acquisition students enrolled in 72 languages counting both those at the Presidio of Monterey with 2,890 students in 22 languages and those at DLI-Washington with 317 students in 50 languages.[78] At the beginning of 2015, DLIFLC had 2,973 basic language acquisition students enrolled in 68 languages at the Presidio of Monterey (2,703 students in 22 languages) and at DLI-Washington (270 students in 46 languages).

When Chapman arrived at DLIFLC, it had just completed a major technological project- the creation of a non-military academic network with WiFi access in all major educational facilities, including the enlisted personnel barracks. The Army had just completed several building projects, including three new classroom buildings that together provided DLIFLC with more than 800 classrooms, all outfitted with smart boards. Students were using DLIFLC-issued notebook MacBook computers and iPad tablets to access and download their course work, their homework, and their extra information using shared folders accessible from their barracks or the library or the PT field.

By the second decade of the 21st Century, DLIFLC faculty were no longer mainly political refugees exiled from Communist states, who during the Cold War era were often criticized for being out of touch with the language and culture of their homelands. Instead, faculty were well connected to their home country languages through a more globalized world and the immediacy of authentic materials instantly available over the web or through the Institute's SCOLA contract. The Institute's residential basic, intermediate, and advanced language acquisition programs remained robust and were supplemented by language training detachments embedded at sites around the world. Mobile teaching teams also deployed from Monterey on temporary assignments and conducted virtual language training using broadband technologies.[79]

Despite its successes, the main issue facing the Institute at the time was ongoing recovery from a major restructuring and downsizing implemented in the 2013-2014 timeframe. This reorganization followed an evaluation by USAMAA as discussed in the *DLIFLC Command History 2011-2013*. One impact of that reorganization was a reduction or elimination of major elements of the Proficiency Enhancement Program (PEP) that had greatly accelerated proficiency rates of Institute graduates. The reorganization eliminated support for curriculum development, faculty development, and information technology.[80]

As 2014 began, the outgoing DLIFLC Commandant, Col. Danial Pick, was still completing tasks related to this reorganization. He participated in "a breakthrough TCON" meeting on 15 January 2014 along with representatives from HQDA G-3/5/7, HQDA G-8, and TRADOC. The breakthrough was that HQDA G-8 representative reported that the Army would provide an additional 383 civilian authorizations in FY2015 to TRADOC to meet the 400 additional authorizations validated in September 2013 by USAMAA as DLIFLC's minimum mission

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[78] DLIFLC Situation Report for the Period 6-20 December 2014.

[79] Chapman, Exit Interview, 8 July 2015, pp. 16-17. This "connectivity" as it was called was later crucial to DLIFLC's continued functioning during the COVID -19 Pandemic of 2020-2021.

[80] DLI CTS PEP Executive Brief, 21 April 2014, see Slide 6, in RG 21.27.

essential civilian manpower requirement.[81] The Army needed to do more follow-up, but Pick was confident, with respect to its civilian work force needs. In March, he reported to Lt. Gen. Robert Brown at CAC that "after many challenges over the last two years, we are settling into minimum mission essential organizational structure that is stable and sustainable."[82]

Colonel Chapman's main task was to treat "real unease on the staff." The faculty, he said, "felt very insecure about their jobs, about their pay, about their livelihood." Teaching staff were also concerned about potential changing standards having to do with implementing the so-called L2+/R2+/S2 initiative. Hence, over the 15 months of Chapman's command, and into Colonel Deppert's that followed, the commandants sought to instill greater calm and stability while achieving more with less.[83] Chapman did ask DLNSEO to help the Institute forestall any additional budget cutting for at least two years to "let the dust settle," and there were no further cuts imposed during the period. Chapman's main criticism of the USAMAA-driven reorganization was that unlike a mandatory percentage cut, USAMAA decided what to cut, taking away the discretion of organizational managers. According to Chapman, "the USAMAA cuts almost looked at it like we're going to let you keep your instructors and all the rest doesn't matter. Well, anyone in their right mind knows in academia you've got to do faculty development, you have to have a student learning service and immersion is so unique to language…how can you cut your language coordinators out of the building? They do more than probably a platform language instructor would. So, we were a bit handcuffed, but we found ways to flush out our staff while staying true to the cuts." The challenge was to continue to do that.[84]

DLIFLC also provided training outside of Monterey both through its contract program office in Washington, DC, and through its language training detachments, known as LTDs. However, the Army's director for training or G-3, believed that units wishing to have LTDs onsite also needed to provide the required funding. For mandated pre-deployment language needs, DLIFLC provided the online programs – Head Start and Rapport. As Chapman explained, a division commander might love his LTD, but paying for it after assessing other priorities limited how many LTDs would ever actually exist. For most commanders, language training was never going to be more important than combat skills training, given constrained resources. DLIFLC disagreed with that approach, but Chapman asked staff not to get into the policy debate and to fall in line with the Army G-3, which translated into more emphasis on the Rapport and Head Start programs to support the Army general purpose forces.[85]

Budget-wise, DLNSEO and others from the Office of the Secretary of Defense completed a cost assessment and program evaluation for DLIFLC that established the Institute's requirements at around $274 million. Chapman felt that amount adequate, given the current mission. The issue of future faculty pay increases, however, was not covered by this assessment, or any increase in requirements. Additionally, millions of dollars earmarked for DLIFLC were subject to

[81] DLIFLC Situation Report for Period Ending 17 January 2014.

[82] DLIFLC Situation Report for Period Ending 28 March 2014.

[83] Chapman, Exit Interview, 8 July 2015, pg. 17.

[84] Chapman, Exit Interview, 24 July 2015, pp. 6-7.

[85] Ibid.

withholding by higher headquarters. According to Chapman, the Army programmed $313 million for DLIFLC in 2015, but it received many millions less.[86]

Command Priorities

Colonel Chapman received no "marching orders" from his superiors after being selected to command DLIFLC.[87] He himself had some priorities as commandant, however. Chapman was aware, of course, that the Department of Defense was looking hard at sexual assault, sexual harassment, and how personnel treated each other. Thus, preventing sexual assault and sexual harassment in the workplace became his first priority. The problem had no boundaries, but he directed his focus mainly at the students because that was where most of the cases took place.[88] Concurrent with this effort to maintain a safe work environment free of negative behavior, he also became an advocate for "resiliency programs for all DLIFLC members."[89]

Chapman's second priority was academic proficiency. In FY2015, he wanted the Institute to reach a 75 percent graduation rate for the Basic Course with its requirement of passing the Defense Language Proficiency Test at a L2/R2/S1+. By 75 percent, Chapman meant that for every hundred service members that showed up at DLIFLC on day one, he wanted 75 to walk across the stage having completed the course to standard. Next, he wanted at least 30 percent to reach the challenging higher level of L2+/R2+/S2.[90]

Chapman's third priority was to reward creative pedagogy in the classroom, both by the faculty and the students. He made efforts to talk to faculty about the pedagogical changes that needed to take place to achieve the number two priority. In part, his intent here was recognizing that many DLIFLC teachers arrived from under-developed parts of the world and so were not as comfortable with the high technology learning environment of the Institute as its young American students. He wanted to provide incentives to the faculty to use DLIFLC's technology to their advantage, which was not as obvious to all of them as it needed to be. (From 14-15 July 2014, NSA-Georgia's Associate Director of Education and Training visited Monterey to discuss technology integration and synergy options with DLIFLC).[91]

Chapman's fourth priority was to shepherd the Institute's resources as a good steward. Before Colonel Pick's time, DLIFLC was well resourced and got what it needed. Then came a turbulent period of budget cuts caused by sequestration and a manpower review that had reduced the staff by 16 percent since 2011. So, Chapman scrutinized budget requests. For example, how many native speakers were really needed for an overseas site visit, five? Or maybe just two? The difference was $7,000.[92]

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[86] Ibid., pp. 7-8.

[87] Chapman, Exit Interview, 8 July 2015, pg. 10.

[88] Ibid., pg. 19.

[89] Col David K. Chapman, "From the Top," *Globe*, Vol. 36, No. 2 (Fall 2014): 3.

[90] Ibid.

[91] DLIFLC Report for Period Ending 18 July 2014.

[92] Chapman, "From the Top," *Globe,* 3; Chapman, Exit Interview, 8 July 2015, pg. 20.

Finally, Chapman sought to increase DLIFLC's visibility and prestige by communicating its story more broadly.[93] Thus, he created a new strategic communications plan. Its goal was to reach down to the faculty and cadre, laterally to other academic and community organizations, and up to more senior government leaders, who often little understood the Institute or its mission. He included military recruiters of all four services in that mix, encouraging them not only to send what DLIFLC needed to fill its seats, but more than it needed, so the school could turn less qualified candidates away.[94]

Across Chapman's short tenure as commandant, he continued to emphasize the priorities he first enunciated, especially the importance of resiliency. On 3 April 2015, Chapman presided over a "Military Community Resiliency Day" to promote wellness, safety, team building, unit morale, and *esprit de corps*. The event was held at Soldier Field and featured a variety of physical and educational activities in a fair-like environment.[95] That summer, in line with Chapman's final priority to increase awareness through strategic communications, he devoted the summer 2015 issue of the *Globe* magazine, the Institute's official voice, to the topic.

In July 2015, Chapman had a team from the U.S. Army Surgeon General's office train faculty and staff on the "Performance Triad," specifically "how positive activity, nutrition, and sleep can significantly improve our behavioral health support and our ability to help those who need assistance in coping with stress." Included in this regime was also greater emphasis on preventing sexual harassment and thus the SHARP program, discussed in Chapter V, was something he also promoted. As a result of Chapman's resiliency campaign, DLIFLC hired its first full-time Health Promotion Officer, who fell under the direction of the DLIFLC chief of staff.[96]

Finally, in the fall of 2015, the Institute also held another "Resiliency Day" to coincide with Suicide Prevention Month. These events were held at the Price Fitness Center sport field. By then, however, Chapman had departed and so Col. Phillip Deppert presided.[97] Chapman believed that resiliency was more important at DLIFLC than in other military training programs because the courses in Monterey were among the longest and most challenging academic efforts in the military and for many students it would be the test of their lives. This undoubtedly led to much stress for the students and their families, which is why Chapman felt strongly about emphasizing resiliency programs.[98]

On 7 August 2015, Colonel Deppert delivered his first Situation Report to Lt. Gen. Robert Brown, his supervisor, commanding the Combined Arms Center (CAC). "It was truly a humbling experience to have Mr. [Kirby] Brown [CAC Deputy Commander] visit and officiate last week's ceremony," he noted. Deppert then stated that "we've made the transition as a DRU [Direct Reporting Unit] to your HQ with no issue and look forward to our growing involvement

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[93] Chapman, "From the Top," *Globe*, 3.

[94] Chapman, Exit Interview, 8 July 2015, pp. 20-21.

[95] Gary Harrington, "A Diverse and Resilient Workforce," *Globe*, Vol. 37, No. 1 (Summer 2015): 9.

[96] Chapman, "From the Top," *Globe*, Vol. 37, No. 1: 3.

[97] "Resiliency Day," *Globe,* Vol. 37, No. 2 (Fall/Winter): 10-11.

[98] Chapman, "From the Top," *Globe*, Vol. 37, No. 1: 3.

across the enterprise." After taking command, Deppert immediately began discussions with the Institute's service detachments, senior academic leaders, and staff, to review and reshape their priorities, concurrent with Brown's input. Deppert, proposed three main priorities: (1) Student development and performance with continued efforts to reach the new graduation goal; (2) Faculty development with preparation for the "Advanced Language Academy" and analysis of external professional development opportunities in FY2016; and (3) Curriculum development with work on semester gates and creation of adequate in-course proficiency test instruments.[99]

At the end of August, Deppert was upbeat. He had met with and discussed his philosophy and desire to reshape the Institute's priorities in obtaining higher graduate proficiency goals with the senior military leaders and the civilian support staff and about 30 percent of DLIFLC's 1,700 or so faculty members with more talks planned. While doing so, he was also gathering input to help reshape DLIFLC's goals and priorities. His plan was "to ensure everyone takes ownership of their part of our larger mission as we continue progress toward L2+/R2+, and really L3/R3 and beyond."[100]

Graduation Standards and Attrition

The graduation standard for students to complete basic language acquisition courses at DLIFLC was to obtain a score of L2/R2/S1+ on the Defense Language Proficiency Test (DLPT) as measured by the Interagency Language Roundtable (ILR) scale. Each number in the score measured the modalities of reading, listening, and speaking while each half step represented an exponential increase in ability. Driven by pressure for more proficient linguists, some organizations, mainly, the National Security Agency (NSA), wanted the Institute to raise its graduation standards for students of its basic courses.

As 2014 began, DLIFLC's graduation statistics, measured by the final three months of 2013, stood at a 67.5 percent graduation rate with a proficiency rate of 84.8 percent. Respectively, those numbers meant that the Institute lost 32.5 percent of its students due either to administrative or academic attrition while another 15.2 percent of students received a waiver or pass allowing them to graduate without fully reaching the proficiency standard.[101]

According to the commandant, the figures reported above were similar to the previous fiscal year. As he prepared to retire, Colonel Pick hoped to improve the Institute's graduation rate and proficiency in 2014 by realizing the impact of "reduced granting of waivers by all the services for recruits with lower Defense Language Aptitude Battery (DLAB) scores." To try to improve the situation, Pick visited Fort Huachuca in early January 2014 to discuss linguist talent management. He hoped Army officials could help DLIFLC by agreeing to recruit new students with higher DLAB scores. He also sought to re-sequence the linguist-training pipeline to realize potential cost savings. Ideally, these efforts would eventually promote higher DLIFLC production and proficiency graduation levels.[102]

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[99] DLIFLC Situation Report for the Period 25 July - 7 August 2015.

[100] DLIFLC Situation Report for the Period 8-21 August 2015.

[101] DLIFLC Situation Report for period Ending 3 January 2014.

[102] Ibid.

As Colonel Chapman took over as DLIFLC commandant in July 2014, he announced that going forward the Institute's goal should be an "academic production rate" whereby 30 percent of students or higher achieved L2+/R2+/S2 on their DLPT results.[103] He also directed staff to develop a six-year plan to accelerate student proficiency results so that the Institute could formally raise its course graduation standards to L2+/R2+/S2 by 2022. This was an ambitious objective. On 28 January 2015, Chapman briefed the plan before a session of the Cryptologic Language Analyst Working Group in Washington, DC.[104]

The Institute meticulously tracked graduation statistics by language, modality, and service. In late September 2014, the Commandant reported that DLIFLC's graduation rate (factoring in academic and administrative attrition) was 69.7 percent for its resident FY2014 Basic Language Acquisition Courses. This number, measured by success on the DLPT, represented a rising trend from FY2012 when the graduation rate was 61.0 percent and from FY2013 when the rate was 66.1 percent. He also noted that the rate for the last quarter of FY2014 was 75 percent. He expressed confidence in seeing further "significant increases in both overall production and higher levels of proficiency being attained."[105] Apparently satisfied with the results so far, in November Chapman reported to Lt. Gen. Robert Brown at CAC that DLIFLC's target for the end of the 2015 fiscal year was to increase the graduation rate by 5 percent in each language above the FY2014 results with an overall goal to obtain a 75 percent graduation rate.[106]

At the same time DLIFLC continued to aspire to attain 30 percent of its students, or higher, achieving graduation test results of L2+/R2+/S2 from its basic language courses.[107] The most important change that DLIFLC would make in 2015 was to begin to implement the plan to move to that higher DLIFLC graduation benchmark.

The Campaign Plan

On 15 July 2014, the Institute held its annual strategic planning session for FY2015-19. More than 70 faculty and staff attended the day-long effort to develop better metrics for each element of the DLIFLC Campaign Plan, which identified key mission functions and support functions. A successful campaign plan not only "racked and stacked" priorities (useful for budgeting reasons), but also helped managers organize assets to measure progress and achieve institutional goals.[108] As noted above, the major institutional goal for DLIFLC was to reduce attrition and increase proficiency of its students. The Campaign Plan helped the Institute focus its resources to those ends.

In September 2015, DLIFLC held another Campaign Plan update session with academic and military faculty and leadership. Again, the purpose of the planning session was to update and refine the focus of the existing campaign plan to better operationalize its details and look deeper

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[103] DLIFLC Situation Report for the Period Ending 4 July 2014 1 August 2014.

[104] DLIFLC Situation Report for the Period 9-23 January 2015.

[105] DLIFLC Situation Report for the Period 13-26 September 2014.

[106] DLIFLC Situation Report for the Period 8-21 November 2014.

[107] DLIFLC Situation Report for the Period 20 December-9 January 2015.

[108] DLIFLC Report for the Period Ending 18 July 2014.

over time.[109] During that discussion, faculty and staff also worked to finalize a graphical visualization of the Institute's mission and lines of effort needed to achieve "what we are for." Borrowing from classic architecture, Colonel Deppert dubbed the model "The Parthenon." [110]

The Parthenon model ascribed several key structural elements needed to produce highly qualified military linguists. These elements included such foundational building blocks as resource management, faculty recruitment, retention, and shared governance, or others such as empowerment and resiliency, all of which supported the main pillars of student, faculty, and curriculum development. These pillars, of course, supported in turn the final pediment of high foreign language proficiency. The illustration instantly made the Institute's mission readily understandable and became a fixture of Deppert's tenure as commandant.
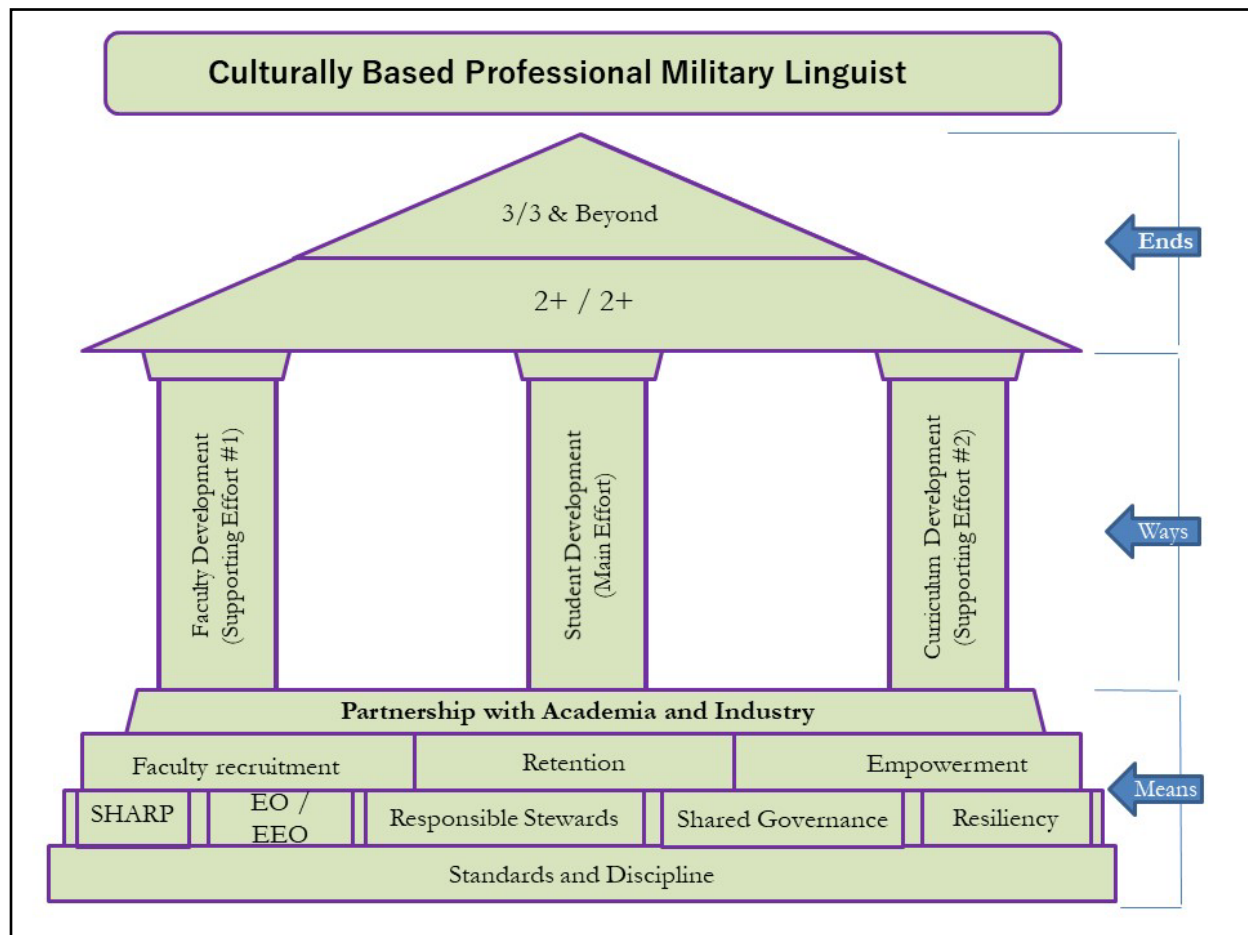

Figure 5 The Parthenon, a graphic illustration of DLIFLC's mission and functions emphasizing the ways, means and end results.

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[109] DLIFLC Situation Report for the Period 22 August - 4 September 2015.

[110] DLIFLC Situation Report for the Period 5-18 September 2015.

Plan for Reaching L2+/R2+

The need for a plan to reach higher graduation standards tracks to April 2002 when the director of the National Security Agency issued a memorandum detailing that the professional requirement for Cryptologic Language Analyst work was L3/R3 on the ILR scale.[111] DoD programs overseen by NSA were responsible for absorbing about 85 percent of all linguists produced by DLIFLC. In other words, the overwhelming majority of DLIFLC's basic course students were destined for work assignments requiring L3/R3 fluency. However, the standard for linguists graduating from DLIFLC was L2/R2/S1+ including the speaking modality.[112] The NSA memo meant that there existed a significant discrepancy between the fluency level of DLIFLC graduates and the official workforce requirement determined by NSA.

This was not to say that the military services universally agreed that reaching the L3/R3 full professional standard was a first enlistment term requirement - or one that necessarily had to be met by DLIFLC graduates. Instead, many officials saw it as a goal to be achieved eventually by linguists over the course of a longer military career.

Nevertheless, DLIFLC recognized the importance of the NSA memorandum. Without deliberate action, military linguists would never bridge the distance between DLIFLC's graduation standard of L2/R2/S1+ and NSA's L3/R3 professional operational requirement.[113]

In 2003, the Institute requested funding to build new classrooms and hire more instructors to reduce the student-teacher ratio. In 2005, DoD approved a wide-ranging and multi-year expansion program that would bring many millions of dollars in infrastructure improvements, technology enhancements, and additional faculty to the Institute. Both resident and postgraduate programs were impacted. The effort was known as the Proficiency Enhancement Program or PEP.[114]

Having already embarked upon extensive efforts to improve the proficiency ratings of its basic course graduates, on 1 October 2008, DLIFLC moved PEP into overdrive by "officially" recognizing L2+/R2+/S2[115] as its long-term graduation goal standard. Certainly, this was a new mindset. Although the official graduation standard of L2/R2/S1+ would remain unchanged for

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[111] *DLIFLC Command History 2001-2003, pp. 15-16.* The Interagency Language Roundtable (ILR) scale measures foreign language proficiency in half steps from 1 survival level to 5 native fluency.

[112] NSA's mission focuses upon intercepting electronic communications. Because it places key emphasis upon linguists' abilities to interpret spoken sounds and written text, NSA only required proficiency in the two modalities of listening and reading as reflected by the L3/R3 measure. Other DOD missions require linguists who can speak as well, hence the DLIFLC graduation standard of L2/R2/S1+.

[113] "Reaching L2+/R2+," DLIFLC briefing, 5 January 2015, in RG 21.27 Command History 2014-2015 files (hereafter RG 21.27).

[114] *DLIFLC Command History 2004-2005, various sections*. PEP was a $362 million package to be used over the following five years. The key pillars of PEP: reduce class size, require higher entry aptitude scores, enhance faculty training and expand classroom technology integration. More than 8 million dollars was provided for the construction of three new instructional buildings for DLIFLC at the Presidio of Monterey.

[115] The last standard for raising speaking proficiency from S1+ to S2 has been a debated point. The DLPT only measures reading and listening skills whereas speaking skills must be evaluated by a trained and fluent speaker. NSA defined professional proficiency among linguists as L3/R3 leaving off speaking. Eventually, the goal at DLIFLC became to raise graduates to L2+/R2+ proficiency while leaving off improving speaking above S1+.

the time being, officials started toward the objective by setting a near-term goal for 20 percent of graduates to obtain L2+/R2+/S2 test results. DLIFLC hoped to see student results rise incrementally over five years to reach 80 percent.[116] Unfortunately, as Colonel Chapman noted, it was not possible to obtain this goal, difficult to reach even under the best of circumstances.[117]

What were the circumstances? An immediate problem, according to DLIFLC Chief of Staff Steve Collins, was the need to address conflicts in Afghanistan and Iraq.[118] Pre-deployment language training was becoming a major focus of the Institute in the 2008-2010 timeframe, sidelining efforts to obtain higher graduation goals. At the same time, improved and more rigorous test methods also complicated efforts to measure proficiency gains.[119] Finally, the Institute lacked a finely tuned plan specifying how it would reach its long-term graduation objective. By 2014, only about 30 percent of graduating DLIFLC students routinely reached the L2+/R2+ level in listening and writing.[120]

Brig. Gen. Richard C. Longo, the Army's Director of Training and the Army Senior Language Authority, provided DLIFLC official "relief" from meeting the higher PEP requirement. In a memorandum to the DoD Senior Language Authorities on 30 September 2009, Longo clarified that DLIFLC's graduation standard remained unchanged until further notice. The Institute's aspirational effort to achieve ILR L2+/R2+/S2 results would be reassessed at the end of FY2013.[121]

Despite the challenges, reaching the L2+/R2+/S2 goal still seemed viable. For one reason, some students by bent of intellect, determination, or prior exposure to their language of study did consistently obtain exceptionally high achievement – about 10 percent of DLIFLC graduates met the L3/R3 standard. Moreover, between 2008 and 2014, the Institute *had* increased the percentage of its students graduating at L2+/R2+/S2.[122] Finally, the PEP program had identified several effective measures to use to raise proficiency. The problem was that many were not effectively implemented. For example, the military services had continued to waive Defense Language Aptitude Battery scores for incoming DLIFLC students while the Institute's immersion programs, believed by many to boost proficiency, touched only a fraction of the student population. Teachers could also be better prepared. Thus, more could be done.

In 2014, DoD tasked DLIFLC to develop a plan to get its basic course students to L2+/R2+ (the speaking modality was left out). With faculty and staff input, the Institute developed a draft

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[116] DLIFLC Command History 2008-2010, pp. 56-57.

[117] Colonel Chapman acknowledged the failure of PEP to raise proficiency standards of graduates to L2+/R2+/S2 in 2015. See Chapman, Exit Interview, 8 July 2015, pg. 23.

[118] Steve Collins, DLIFLC Chief of Staff, draft comments, 21 May 2020.

[119] This topic is treated in *DLIFLC Command History 2008-2010, pp. 56-57.* The DPLT 5, introduced in this period, was widely viewed as more rigorous than previous versions of the test, especially for Arabic.

[120] "Reaching L2+/R2+," DLIFLC briefing, 5 January 2015, in RG 21.27.

[121] Brig. Gen. Richard C. Longo, Director of Training (G-3/5/7), Memorandum for DoD Senior Language Authorities, "Proficiency Enhancement Program (PEP) Graduation Standards," 30 September 2009.

[122] "Reaching L2+/R2+," DLIFLC briefing, 5 January 2015, in RG 21.27.

plan. By 2015, according to Colonel Chapman, senior DoD officials and the senior language authority from each service had green-lighted the proposal.[123]

DLIFLC's plan for reaching the L2+/R2+ graduation standard required several assumptions. First, it focused solely on listening and reading and left out the productive speaking function, no matter the relevance. Second, DLIFLC dismissed a proposal to devise a dual-track basic course that divided NSA-bound students from others. Leaders deemed this idea infeasible because so many students were slated for NSA billets while administering separate programs with separate standards would tax teachers and be an administrative strain. Of course, any L2+/R2+ plan assumed that funding would be available. Other assumptions included that the plan would not apply to DLI-Washington or languages teaching fewer than 50 students. The military services also had to remain committed to only sending students to DLIFLC who met or exceeded DLIFLC entrance requirements, which meant they could not waive standards. Finally, the DLIFLC service units could not wave graduation requirements and still send students who failed to meet them onto their next assignments. Otherwise, word would spread quickly among students that one did not really need to meet the new standards, making them pointless. Factoring in these assumptions, the final goal was to achieve 76 percent L2+/R2+ graduation rate by 2022, basically by measuring 5 percent gains per annum.[124]

To overcome the impediments that had bedraggled PEP, the new L2+/R2+ plan focused upon five key areas. The plan would only involve larger programs in ten languages and three dialects. It required more emphasis upon faculty professional development, including recruitment and retention bonuses. It held the military services to firm DLAB prerequisites (a minimum score of 110), pursued minimal attrition, and sought ways to improve motivation by allowing students to choose their language, an ambition that would prove difficult to meet. The plan would also send up to 80 percent of DLIFLC students on overseas immersions, a huge and expensive bump up from 2014's 20 percent. The plan also was to allow additional training for students needing more study after their test of record, a measure aimed to extend the course length of individual students without doing so for them all.[125]

Colonel Chapman criticized the last approach because it meant, he said, students just "get better at being a level 2." That is why he called for improved pedagogy.[126] After all, how could the new L2+/R2+ plan fair better than PEP, which had already done a few of the same things? Colonel Chapman emphasized the need for changes in instruction. Specifically, he believed that platform-led instruction was a problem. According to Chapman, "the next level is student-led or curriculum-led instruction," which was a different paradigm for many instructors. DLIFLC thus began efforts to revamp or at least rethink its semester programs. Perhaps in a three-semester program, faculty specialized in basic level language acquisition would be tasked to conduct semester one. Similarly, other faculty could specialize in teaching at the semester two level. Finally, students themselves would lead semester three by employing a curriculum-led more free-flowing type of learning environment. This methodology contrasted to a curriculum

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[123] Col David K. Chapman, L2+/R2+ Video to Faculty and Staff (draft transcript), 9 February 2015, in RG 21.27. It took several more years to fund the plan.

[124] "Reaching L2+/R2+," DLIFLC briefing, 5 January 2015, in RG 21.27.

[125] Ibid.

[126] Chapman, Exit Interview, 8 July 2015, pp. 24-25.

running from week 1 to week 47 and almost required tailoring to the specific student, but at a minimum to the individual teaching team.[127] The expected additional cost for this plan was about $22 million per annum, including course extensions, as described further below.[128]

DEFENSE LANGUAGE INSTITUTE FOREIGN LANGUAGE CENTER
Current L2+/R2+ and Attrition Status

Language	Total Enrollemt	Academic Attritiom	Administrative Attritiom	2+/2+ APR
Arabic MSA	552	15%	11%	31.57%
Egyptian				
Iraqi	124	19%	11%	23.64%
Levantine	99	8%	12%	24.14%
Persian Farsi	412	24%	6%	33.68%
Korean	310	12%	11%	22.46%
French	145	3%	6%	38.97%
Spanish	204	3%	6%	26.56%
Russian	223	9%	13%	28.87%
Urdu	82	9%	5%	33.33%
Chinese	419	8%	7%	54.76%
Hebrew	52	8%	8%	68.75%
Pashto	270	6%	5%	54.30%

Illustrates the FY14 L2+/R2+ APR rates by language. This is the starting point for each language to achieve 2+/2+.
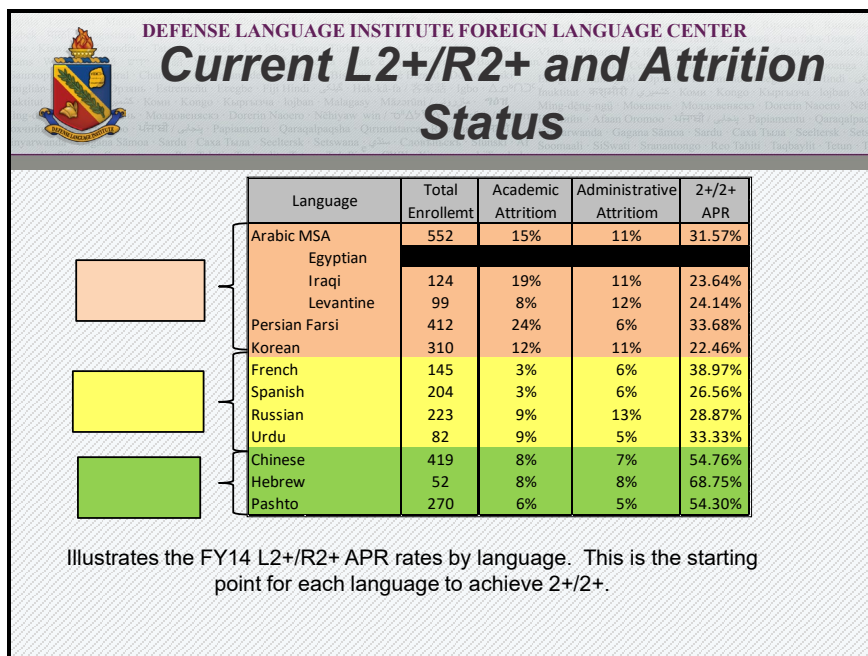
Figure 6 The L2+/R2+ plan included ten languages and three MSA dialects, January 2015.

In late 2014, Colonel Chapman started pitching the L2+/R2+ plan. In January 2015, several DLIFLC staff members accompanied the commandant to Washington, DC, to brief Brig. Gen. John P. Johnson, the Army's G-3/5/7 Director of Training, as well as the Cryptologic Language Analyst Working Group, on the draft plan to get basic course students to a 2+ proficiency level.[129] Chapman also consulted "a good bit" with the Defense Language Steering Committee (DLSC), especially Cheryl Houser, the NSA senior language authority. However, he maintained that while NSA had "a strong voice" regarding its "crypto linguists," nonetheless NSA did not set DLIFLC requirements. As an aside, he advocated that NSA code its linguist billets at the ILR L3/R3 level, promoting an idea of his predecessor Colonel Pick. Doing that, Chapman said, would be "a big strategic move" to help the Army produce more accurate requirements.[130]

With external backing secured, DLIFLC began to work on more detailed implementation plans. The plan that evolved laid out a broad effort from 2015 to 2022 starting with only the high-volume languages. The plan evaluated those languages nearest to the L2+/R2+ goal already, that

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[127] Chapman, Exit Interview, 8 July 2015, pp. 24-25. Since the command of Col Monty Bullard (1985-87), DLIFLC instructors worked in teaching teams.

[128] "Reaching L2+/R2+," DLIFLC briefing, 5 January 2015, in RG 21.27.

[129] DLIFLC Situation Report for the period 24 January - 6 February 2015. Others consulted included Lt. Gen. Mary A. Legere (Army G-2), Frank DiGiovanni (OSD Director, Force Readiness and Training and DoD Senior Language Authority), and Daniel Feehan (Deputy Assistant Secretary of Defense (Readiness)).

[130] Col David K. Chapman, Exit Interview, 24 July 2015, pg. 2, in RG 10.02. When billets were coded for a level 2 linguist, then the Army or other services saw no reason to produce 2+ linguists. NSA appeared willing to take this step, but nothing changed by the time Chapman left DLIFLC.

is, the ones least challenged to meet it, which was different entirely than the difficulty of learning the language. The more challenging languages would need several additional years to reach the goal.[131]

In the Fall/Winter 2015 issue of DLIFLC's *Globe* magazine, the Institute announced that it planned to set a new graduation standard of L2+/R2+ in both the listening and reading modalities of the Defense Language Proficiency Test. It did not schedule the actual requirement, however, to take effect until 2022, seven years into the future and well beyond the tenure of the DLIFLC senior leadership imposing the requirement.[132]

By the end of 2015, DLIFLC had developed specific milestones and action plans by language for the L2+/R2+ plan, although it did not finalize "the way ahead" on implementation.[133] Each language was expected to "mature" according to a timeline based upon the current success rate of that language and any special considerations such as staffing and faculty experience in teaching to higher levels. Just to achieve the latter requirement, however, would require significant investment in faculty development. DLIFLC had never required basic course instructors to train students to the 2+ level.[134] Similarly, and perhaps not fully appreciated at the time, the Institute also needed to revise its curriculum since it was not created with the goal of producing L2+/R2+ graduates.[135]

In May 2016, the most important milestone for the plan passed when Acting Asst. Secretary of Defense for Readiness Daniel Feehan directed the Institute to raise its graduation standard to L2+/R2+ for all Basic Course graduates by 30 September 2022.[136]

Optimizing the Student Learning Environment

During this period, efforts by DLIFLC to raise proficiency results above the traditional L2/R2/S1+ standard began to inspire interest in addressing marginal factors that could affect results. Three measures not formally included in the L2+/R2+ Plan involved reducing military training requirements, the scheduling of incoming students, and increasing ways to improve student motivation in foreign language learning.

During his command, Colonel Chapman reduced emphasis on the notion that all soldiers are soldiers first and thus require soldierly training while studying foreign language. Previous commanders who adhered to this general idea had not faced the same pressure to raise graduation proficiency standards as Chapman and those who succeeded him.

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[131] Chapman, Exit Interview, 8 July 2015, pp. 23-24.

[132] Natela Cutter, "DLIFLC Raises Graduation Standards," *Globe*, Vol. 37, No. 2 (Fall/Winter 2015): 20.

[133] DLIFLC Situation Report for the period 31 October - 13 November 2015.

[134] Cutter, "DLIFLC Raises Graduation Standards."

[135] Col Wiley L. Barnes, Exit Interview 22 May 2019, in RG 10.02. Efforts by Colonel Barnes to tackle this problem will be discussed in a future command history.

[136] Daniel P. C. Feehan, Memorandum "New Defense Language Institute Foreign Language Center Basic Course Graduation Standard," 4 May 2016, in Command History 2014-2015 files.

Early one Sunday morning, not long after he assumed command, Chapman observed from his quarters a squad of Army soldiers in the residential housing area doing an operational exercise known as a "linear danger crossing," a typical light infantry maneuver. He got dressed and went down to talk to the sergeant in charge and then his lieutenant and then Lt. Col. Frank Smith, commanding the Army student battalion at DLIFLC. He asked, "what are you doing?" and the response, of course, was "sir, we're doing training. We're doing small squad maneuvers. Warrior task battle drills." Because they had to, the Army required it. And if the only time available was on the weekend, so be it. In Chapman's view, that meant "we were doing stuff that, frankly, didn't matter." It probably also cut against his strong views about how to create resiliency in a force – which included down time. According to Chapman, "if those young men and women can't get through this [DLIFLC] program it doesn't matter if they can cross a linear danger area because they're not going to do the job."[137] DLIFLC drop-outs were more likely than its graduates to end up in infantry battalions. Chapman's point was that tactical training was of limited use in producing successful graduates and probably detracted from it. For those students who did not graduate as linguists, it would be the job of other Army trainers to prepare them as infantrymen or for whatever job they eventually ended up doing.

Chapman had no authority to direct changes to training unrelated to foreign language studying for Air Force, Navy, and Marine students, but he could do something about Army training imposed upon Army soldiers. His only demand for students at DLIFLC was "either eat, sleep, PT or study," which did not include tactics. Chapman took a trip to meet Maj. Gen. Ross E. Ridge, TRADOC's commander of Initial Military Training or basic training as it was generally known. Chapman explained that he wanted to pull several Army training requirements for Army enlisted students in courses at DLIFLC. "I don't want them to shoot, I don't need them to do warrior test battle drills, I just need them to study." Of course, Chapman knew, like all soldiers, "they've got to be soldiers…they've got to do all the basic formations." However, he simply told Maj. Gen. Ridge, "I don't need them necessarily applying first aid tourniquets and learning how to do procedures like that when they need to be doing verbs and nouns." And to Chapman's surprise, the general concurred. So DLIFLC removed most of the Army Regulation 350-1 training requirements. He got that requirement off the Army student population in exchange for a clear understanding that soldiers would use the time they recovered for study and to push farther down the road to the L2+/R2+ goal. It would rest with subsequent leaders to remove similar military training requirements for the non-Army service members at DLIFLC.[138]

Chapman also worked to get service members to DLIFLC at least few days prior to their course start dates. If they arrived, as many did, just two or three days prior to a course start date, that meant that after the end of class during the first week, those students were more likely to be unpacking boxes and hanging pictures in their housing area than conjugating verbs.[139] Many past commanders have wanted to optimize the scheduling system, but it is a complex undertaking that no single commander can really control.

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[137] Chapman, Exit Interview, 8 July 2015, pp. 28-29.

[138] Ibid.

[139] Ibid.

Finally, in the history of DLIFLC, few first term enlistees have had much choice in the specific language they would learn at DLIFLC. Recruiters allowed students to specify three languages of personal interest, but there is little apparent evidence that the military ever made much effort to match expressed student desire, and in many cases, pre-existing skill, with a program of study. The basic attitude seems to have always been that the needs of the service came first, and anyone can learn the rudiments of a foreign language. Learning a language is, after all, a basic characteristic of being human.

On the other hand, language experts consider achieving a half step rating on the ILR scale for each language modality to be exponentially more difficult for the learner than it was for that learner to get to the previous level. Unless students had unlimited time, which in the military they do not have, every legitimate means to optimize the language learning environment should be considered, including, for example, motivation.

Chapman often participated in joint service in-briefs where he met new students. He took the opportunity to query them about "who was a heritage linguist, who studied Korean?" He came upon a near native Korean speaker who was studying Arabic, although that same student wanted to learn Korean. DLIFLC had maintained a major Korean language program since the Korean War. Why could the program not accommodate a student who already spoke some Korean? It would improve that student's motivation and likelihood of re-enlistment down the line while improving the Institute's proficiency results. Although Chapman acknowledged "we can't match all of them," he was convinced that "we can match some of them. And if they feel like they have a say in what they're studying, their heart's going to be in it."[140]

Cryptologic Language Analyst Force Management

During this period, efforts were made to improve management of the linguist force within DoD. Col. Danial Pick, as DLIFLC Commandant, had promoted an effort he called the Enterprise Linguist Management initiative. The intent of the initiative was to improve the efficiency of linguist force management at the agency level to reduce the consequent requirements imposed upon DLIFLC. To build consensus and momentum for this concept within the Army, Pick spoke to Col. Mike Monnard, Commander of the 111th Military Intelligence Brigade at Fort Huachuca who was responsible for 35P MOS training. Pick's goal, with help from Monnard, was to reduce the work force, travel and especially the attrition costs by re-sequencing the 35P training pipeline. Pick wanted 35P MOS training to be conducted first at Goodfellow Air Force Base in San Angelo, Texas, after which course graduates would be sent to language classes at DLIFLC.[141] Pick felt that DLIFLC graduation statistics would improve if 35P MOS training weeded-out those students first who were never going to pass the much harder DLIFLC standards. Moreover, the 35P-qualified soldiers would be immediately available for assignment and that would help avoid the degradation of language skills typical with further lengthy non-language training between a student's DLIFLC graduation and their first operational assignment. Other officials from the TRADOC Fort Huachuca Culture Center, however, were uneasy about

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[140] Chapman, Exit Interview, 8 July 2015, pp. 29-30.

[141] DLIFLC Situation Report for Period Ending 17 January 2014.

Pick's proposal and not certain re-sequencing would produce sufficient cost savings to justify the burden of shifting resources, at least without sufficient evidence.[142]

In line with Pick's desire to prod more holistic management of the linguist career field, on 26 and 27 February 2014, DLIFLC hosted a special seminar called the Army Intelligence Language Mission Summit. Maj. Gen. Stephen G. Fogarty, Commanding General, Intelligence and Security Command (INSCOM), Brig. Gen. John P. Johnson, Director of Training, TRADOC, and Maj. Gen. Robert Walter, HQDA G2, were among 32 attendees.[143] Technically, the purpose of the meeting was to determine "how to improve the Army Language Program to efficiently and effectively assess, recruit, train, manage, employ, progress, and retain multi-compo linguists with the skills required to meet a diverse set of demanding language requirements in a resource constrained environment."[144] However, Maj. Gen. Fogarty stressed his hope that attendees would identify central and problematic issues in the military linguist-training pipeline and not just in the Army. "This is not only an Army story but a DoD," story, he said. Fogarty called for several due-outs for various organizations, sought to resolve some issues, and hoped to bring back to the table information to analyze the overall linguist-training program. He asked DLFLC to create a comprehensive curriculum (perhaps a handbook) for the use of company commanders to educate them about the value of foreign language training, the role of their Command Language Programs, and the necessity of granting troops time to study to maintain and improve their language abilities.[145] Finally, he asked Fort Huachuca representatives to study his idea about resequencing the linguist pipeline and he asked INSCOM to coordinate with DLIFLC to produce a lifelong learning model for joint service usage.[146]

Cost management was an underlying objective of the summit, given that Brig. Gen. Johnson was especially interested in "the zero-based budgeting process." He wanted DLIFLC to justify various aspects of its Proficiency Enhancement Program (PEP), what each aspect had cost/would cost, what each aspect had fostered in terms of increased proficiency, both retroactively and in the future.[147] In preparing for the summit, Dr. Stephen Payne, the DLIFLC Command Historian, provided a briefing to remind staff and participants about past efforts to manage military language requirements, including how contractor- and/or university-based solutions had often failed to meet training needs. In fact, DLIFLC was created to address some of the problems earlier commanders faced while acquiring military foreign language needs using alternative means.[148] Another element of the meeting involved discussion about revision of DoD Directive

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[142] Natela Cutter, "Summary of Army Intelligence Language Mission Summit," 26-27 February 2014, in RG 21.27.

[143] DLIFLC Situation Reports for Periods Ending 14, 21, and 28 February 2014.

[144] Steve Collins, DLIFLC Chief of Staff, email to staff, "Visits by Dr. Junor, BG Johnson, CAPE (10-11 Mar) -- Guidance and Prep," 4 March 2014 (see Army Intelligence Language Summit briefing slide), in RG 21.27.

[145] Natela Cutter, "Summary of Army Intelligence Language Mission Summit," 26-27 February 2014, in RG 21.27.

[146] "14 Due Outs," Army Intelligence Language Mission Summit briefing, February 2014, in RG 21.27.

[147] Steve Collins, Email to Col David Chapman, Subject: Prep for Meeting with BG Johnson, 21 July 2014, in RG 21.27. Zero-cost accounting was a method of budgeting in which all expenses must be justified and approved for each new period rather than relying upon incremental increases using historical data. The method can force organizations to be more cost effective, but the time required to administer the method can itself be quite costly and time consuming.

[148] Steve Collins, DLIFLC Chief of Staff, email to staff, "Visits by Dr. Junor, BG Johnson, CAPE (10-11 Mar) – Guidance and Prep," 4 March 2014 (see Consolidation of Foreign Language Training slides), in RG 21.27.

5160.41E governing management of the Defense Language Program. Johnson was apparently interested in strengthening Army executive agent control over DLIFLC by curtailing its existing authority to advise and communicate directly with DoD senior language authorities and the Defense Language Steering Committee (DLSC), which oversaw the Defense Language Program. The revised regulation, however, published on 21 August 2015, continued to recognize these responsibilities.[149]

Both DLSC and the Defense Language and National Security Education Office (DLNSEO) also took an interest in linguist force management. Navy Master Chief Petty Officer Steven M. Tallman, DLIFLC's liaison to the National Cryptologic School, made strides in explaining the importance of PEP to DLNSEO officials and coding CLA billets at the correct ILR levels with senior enlisted Cryptologic Language Analysts (CLAs).[150] In April 2014, DLSC approved recommendations to improve the readiness and effectiveness of the CLA force by better managing linguist career paths (including considering military to civilian Total Force aspects), revamping the process used to identify requirements, codifying those requirements, and increasing the standards for initial training, especially at DLIFLC. The same month, DLNSEO established a Career Path Working Group to assess and assist in career roadmap development. The working group focused upon NSA's CLAs, the largest portion of DoD's linguist force.[151] Ideas brought forth during Maj. Gen. Fogarty's earlier summit in Monterey were present.

In July 2014, DLSC directed the creation of a senior subcommittee to develop action plans that it could quickly implement. In December 2014, that subcommittee made a number of specific recommendations to the DoD Senior Language Authority to improve the management and capability of the cryptolinguist force.[152] In mid-February 2015, DLIFLC also received a visit by Kerry Tooley from the U.S. Army HRC Military Intelligence MOS Assignments Office, who provided advice on new ways "to strengthen the management of the Linguist Enterprise System."[153] To promote better linguist management in the Army, Colonel Deppert met with Maj. Gen. Jeffrey Snow of the U.S. Army Recruiting Command on 17 September 2015. Deppert planned to partner more closely with the Recruiting Command to help recruiters better identify high quality Army linguists. As Colonel Pick had earlier, Colonel Deppert and Cmd. Sgt. Maj.

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[149] See Department of Defense Directive Number 5160.41E, August 21, 2015. There were no major substantive changes.

[150] Steven M. Tallman, email to Steve Collins, et al, 21 April 2014; Steve Collins, DLFILC Chief of Staff, Comments on Draft, May 21, 2020.

[151] Stephanie Barna, Principal Deputy (Readiness and Force Management), Memorandum for the Secretaries of the Military Departments, et al, Sub: "Implementation of Recommendations of Senior Subcommittee for Cryptologic Language Analyst Career Paths," 3 April 2014, in RG 21.27.

[152] Recommendations included codifying L3/R3 in policy as a requirement for a fully professional Cryptologic Language Analyst (CLA) with commensurate updating of all other relevant DoD and Department policies, establish and implement L2+/R2+ as DLIFLC's graduation standard for CLAs with a phased in timeline to achieve the new standards while not allowing service waivers for DLAB entrance requirements, revise the DoD Human Resource management system to account for CLA standards and use them as factors for career assignments and development of linguists, and establish a sub-working group under the DoD SLA to determine future CLA demand signals. See Point Paper, Subject: "Senior Subcommittee on Cryptologic Language Analyst (CLA) Career Paths," 19 December 2014, in RG 21.27.

[153] DLIFLC Situation Report for the Period 21 February - 6 March 2015.

Coppi visited Fort Huachuca to talk with Intelligence Center of Excellence leaders about talent management and the Army linguist career path.[154]

Figure 7 Maj. Gen. Stephen G. Fogarty, Commanding General, INSCOM, visits with DLIFLC students, ca. 2013.

On 10 December 2015, DLIFLC held its Annual Program Review before the DLSC meeting in Washington, DC. Daniel Feehan, as Deputy Assistant Secretary of Defense for Readiness, chaired that meeting, which included all the service and inter-agency senior language authorities.[155] Broadly, participants continued to focus upon the work of NSA's CLA Career Senior Subcommittee, chaired by Cheryl Hauser, and the service's FAO Career Senior Subcommittee. Of particular concern, NSA was interested in creating a demonstration project to show how L3/R3 cryptologic language analysts were employed in their career and why. That project was driven, given an era of close budget scrutiny, by DoD officials wanting to connect high standards to a proven need in the field for that standard. The DLIFLC Assistant Commandant, Colonel Logeman, and Hauser, clarified in discussion that moving to track L3/R3 linguists through their career was important, but because no one could predict before graduation which linguists would obtain that standard, they agreed that such tracking would not start before the linguists graduated from DLIFLC. This also meant that the government could not start lengthy security clearance procedures any sooner. It appeared that the DLSC was inclined to support the demonstration project to track career linguists. Regarding Foreign Area Officer standards, there was much debate and no consensus on whether FAOs needed to reach L3/R3, L2+/R2+ or if L2/R2 was sufficient. FAOs were not directly related to CLA career path management.

DLIFLC's faculty pay situation, however, did impact upon its ability to produce CLAs at higher standards. The Institute's Title 10 pay system had not kept pace with inflation and the cost of living in coastal California. The chair acknowledged, based upon his own visits, that the issue was a serious concern. DLIFLC faculty felt unfairly compensated and demotivation could erode

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[154] DLIFLC Situation Report for the Period 5-18 September 2015.

[155] DLIFLC Situation Report for the Period 17-30 October 2015.

the Institute's ability to sustain and improve its ability to produce military linguists. Dr. Laura Junor, Deputy Undersecretary of Defense for Personnel and Readiness, assigned a senior official to work the pay issue.[156]

Faculty Compensation

Embedded in the L2+/R2+ plan was a proposal to resolve the DLIFLC "faculty compensation challenge." To teach to higher standards, the government needed to increase incentives for Title 10 faculty by motivating and retaining existing staff and encouraging more competitive new hires.

According to Colonel Chapmanfaculty pay bands did not keep pace with civilian General Service (GS) and market-based salaries, leading to a discrepancy between those employees and the faculty. He believed that the issue would increasingly impact the Institute. If faculty pay did not stay competitive with civilian academic institutions, then it would become harder to attract and retain qualified teachers, especially in languages broadly taught, like Chinese. DLIFLC faculty, including senior academic leadership positions, were not being competitively compensated due to limits imposed by the existing pay band structure. That structure dated back to when DoD originally created the Institute's Faculty Pay System (FPS). Unfortunately, GSA had not updated the FPS pay schedule when it included GS employees in the San Francisco-Sacramento locality pay adjustment of the early 2000s. That adjustment significantly increased the take-home pay of civilian service employees. Chapman believed that the Institute's FPS pay schedule required a similar adjustment. He clearly felt the situation had diminished the commandant's ability to provide recruitment, retention, or relocation bonuses.[157]

In 2015, Chapman, Col. David K. requested Under Secretary of Defense support in working with OSD's Defense Civilian Personnel Advisory Service (DCPAS) to adjust and supplement current pay bands for DLIFLC faculty employees. He told Lt. Gen. Brown that "we have to be able to recruit and pay our faculty appropriately to continue to produce at the levels that we do." If successful, the amount would bring 5-10 percent to each faculty member, but across DLIFLC, the amount would require some $25-$30 million a year extra in pay.[158]

In February 2015, the DLIFLC Assistant Commandant, Colonel Wallace, and DLIFLC staff from DCSOPS and DCSIT began raising the salary compensation issue at the Defense Language Testing Working Group, Defense Language Curriculum Working Group, and in meetings with DCPAS.[159] Colonel Wallace, also raised the faculty pay issue with the U.S. Air Force's Senior Language Authority and attended further DCPAS meetings in April 2015.[160]

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[156] DLSC Meeting notes, 10 December 2015, in RG 21.27.

[157] Chapman, Exit Interview, 22 July 2015, pp. 7-8. Another concern Chapman had about pay bands was the possibility that DLIFLC might hire too many new teachers in the upper pay band, thus offering a more competitive salary, but leaving them little room to grow.

[158] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files.

[159] DLIFLC Situation Report for the Period 7-20 February 2015.

[160] DLIFLC Situation Report for the Period 4-17 April 2015.

2014 FPS Pay Schedule

DEFENSE LANGUAGE INSTITUTE FOREIGN LANGUAGE CENTER

RANK	MINIMUM	GS BASE	GS LOCAL	MAXIMUM	REP RATE
ASSISTANT INSTRUCTOR	$27,705	GS-5/1	GS-2/2	$48,033	$38,153
INSTRUCTOR	$34,319	GS-7/1	GS-3/6	$59,487	$47,172
SENIOR INSTRUCTOR	$41,979	GS-9/1	GS-5/5	$76,954	$50,109
ASSISTANT PROFESSOR	$41,979	GS-9/1	GS-5/5	$86,343	$57,602
ASSOCIATE PROFESSOR	$50,790	GS-11/1	GS-7/4	$99,428	$64,088
PROFESSOR	$60,877	GS-12/1	GS-9/4	$128,309	$79,381

Locality 35.15%

2014 California Community College Pay Schedule

DEFENSE LANGUAGE INSTITUTE FOREIGN LANGUAGE CENTER

RANK	MINIMUM	GS BASE	GS LOCAL	MAXIMUM
INSTRUCTOR	$65,418	GS-12/4	GS-10/3	$93,068
SENIOR INSTRUCTOR	$71,508	GS-13/1	GS-11/3	$105,206
ASSISTANT PROFESSOR	$75,595	GS-13/3	GS-11/5	$115,777
ASSOCIATE PROFESSOR	$79,609	GS-13/4	GS-11/5	$129,375
PROFESSOR	$83,467	GS-13/6	GS-12/2	$138,084

Based on annualized salaries of MPC, Hartnell, Gavilan & Cabrillo Colleges

Does not include leave or average annual bonus of $3,097 for doctorate

Figure 8 These charts show 2014 DLIFLC and California Community College instructor salaries. Both charts also show the respective rank of General Service schedule employees with and without locality pay

In August 2015, Colonel Chapman traveled to Washington, DC, to meet with military officials providing DoD policy oversight and guidance for foreign language education and training, as well as to attend and brief at the quarterly Defense Language Steering Committee meeting. His main intent was to discuss obtaining higher locality pay rates for DLIFLC faculty.[161] By this time, he felt he had achieved "buy-in" from the Deputy Assistant Secretary of Defense for Readiness and the Principal Undersecretary for Readiness.[162]

By September 2015, Colonel Deppert had arrived, and he continued to focus on finding a fix to DLIFLC faculty compensation issues by working with DCPAS.[163] Almost immediately, Deppert went to CAC to discuss and obtain concurrence upon DLIFLC's faculty pay and compensation issues and on other matters.[164]

Work on the problem continued into October. The Institute gained support and engagement from its higher headquarters and so believed a resolution was near.[165] Deppert also spoke with congressional staff and continued to brief the issue at DLSC meetings, in particular highlighting how DLIFLC's L2+/R2+ plan required faculty compensation fixes and the resources to do so. A memorandum from Lt. Gen. Brown to TRADOC staff supporting DLIFLC's "fix to faculty compensation clearly jumpstarted the TRADOC staff to dig deeper into the details of our compensation challenges and ensure support." According to Deppert, by mid-December, senior officials had come to a consensus to provide DLIFLC with the necessary resources to meet the needs of the L2+/R2+ plan and the additional faculty compensation.[166]

Despite high level support to align Institute faculty pay bands with GS locality schedules, the issue dragged on. The key problem, of course, was where to get the money to pay for a large

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[161] DLIFLC Situation Report for the Period 8-21 August 2015.

[162] Chapman, Exit Interview, 22 July 2015, pp. 8-9.

[163] DLIFLC Situation Report for the Period 5-18 September 2015.

[164] DLIFLC Situation Report for the Period 22 August - 4 September 2015.

[165] DLIFLC Situation Report for the Period 19 September - 2 October 2015.

[166] DLIFLC Situation Report for the Period 28 November-11 December 2015.

salary increase. In October 2015, DLIFLC submitted proposals to DCPAS, which countered with offers providing less than DLIFLC sought. DLIFLC continued to engage with DCPAS in hopes of finding an answer.[167] Colonel Deppert was "optimistic that the support from Army leadership, coupled with the support of Daniel Feehanat OSD [Acting Assistant Secretary of Defense for Readiness], will enable us to soon close out this issue successfully and enable our faculty to focus on the mission." The next step involved further discussion with Feehan to define the issues and to state why increasing faculty compensation by adding locality pay was critical to achieving success in reaching L2+/R2+ goals for every student. While the bureaucratic process was a challenge "incremental positive steps" were made. Deppert felt the pay issue would distract faculty from the L2+/R2+ mission and continued to push.[168] The year ended with Army and DoD leaders still discussing the problem, but a breakthrough was made in 2016.[169] The Army allowed DLIFLC to move $25-$30 million annually from other portions of its budget into civilian pay.[170] The new FPS pay schedule was approved December 28, 2016 and became effective in 2017.[171]

DLIFLC-Federal Union Relations

As DLIFLC Commandant, Colonel Chapman had a good working relationship with the American Federation of Government Employees (AGFE), Local 1263, which represented many of his employees. The new union president, Reuf Borovac, happened to be of Bosnian origin, and Chapman spoke Serbian/Croatian, the language of that area. On his first meeting with the union chief, which included Col. Paul Fellinger, the U.S. Army Garrison commander, Presidio of Monterey, Chapman sat down and started speaking some Serbian. Then they all dined on traditional Serbian cheese pies, which helped to get their relationship off to a good start.[172] Chapman well understood DLIFLC's mission to use language and culture to bridge divides.

With good rapport established, on 19 August 2014, DLIFLC and the Presidio of Monterey signed a new collective bargaining agreement with AFGE Local 1263. It was the first renewal of the agreement since negotiators signed the original accord in 1991. Chapman's rapport with union leaders was important because the agreement had taken four years to negotiate since efforts began in 2010 after having failed in 2007.[173] According to Chapman, the relationship between military leaders and the union had been "somewhat acrimonious" before his arrival, which he sought to change under his command. Chapman believed he had included the union in every matter where he was legally allowed and had "a good working relationship, probably as good as it's been in a while" with AFGE Local 1263.[174]

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[167] DLIFLC Situation Report for the Period 3-16 October 2015.

[168] DLIFLC Situation Report for the Period 17-30 October 2015.

[169] DLIFLC Situation Report for the Period 14-27 November 2015.

[170] Steve Collins, DLFILC Chief of Staff, Comments on Draft, May 21, 2020.

[171] James R. Brady, Chief Wage and Salary Division, OPM, Memorandum "Faculty Pay System Salary Schedule for the Defense Language Institute Foreign Language Center," 28 December 2016.

[172] Chapman, Exit Interview, 22 July 2015, pg. 11.

[173] Natela Cutter, DLIFLC PAO, email to Payne, Binkley, "Union Signing," 28 August 2014, in RG 21.27.

[174] Chapman, Exit Interview, 22 July 2015, pg. 11.

Borovac, Chapman, and Fellinger hoped that the new agreement would reduce future disputes. Borovac represented about 450 Institute and U.S. Army Garrison employees eligible to participate in the union, which was part of the larger AGFE. The AGFE represented some 650,000 federal government employees nationwide. According to Jennifer Amorin, who represented the government side as a Civilian Personnel Advisory Center negotiator, the new agreement covered many new topics that had evolved over the past three decades and were not treated in the original accord.[175] Chapman stated that the agreement was "a great achievement by both negotiating teams."[176]

Figure 9 Col. Paul Fellinger, AFGE Local 1263 President Reuf Borovac, and Col. David Chapman, 19 August 2014. Borovac and Chapman had just signed a new collective bargaining agreement.

DLIFLC-Local Community Relations

Beyond managing military foreign language training, Institute commandants have a regional role. For example, Colonel Chapman was the co-chair of the Monterey Bay Council on Higher Education, a position he shared with Dr. Eduardo Ochoa who was the President of California State University Monterey Bay. The council met quarterly to share practices, experiences and issues that leaders at the area's largest educational institutions faced. Its membership, drawn from federal, state, local, and private organizations saw the council as a forum to share ideas on how to run their respective organizations and to continue being good representatives within the community.

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[175] Natela Cutter," DLIFLC and POM Leadership Sign Agreement with AFGE Local 1263," *Globe,* Vol. 36, No. 2 (Fall 2014): 11.

[176] DLIFLC Situation Report for Period Ending 29 August 2014.

Chapman also participated in the Monterey Higher Education and Research Cluster meeting held on 30 April 2015.[177] This event was\sponsored by the Monterey County Business Council. While Chapman personally felt out of place among august bodies of Ph.D.-educators, he believed those educators took DLIFLC seriously as an educational institution. The Institute's relationship with the local higher education community was sound. Indeed, DLIFLC was the largest academic organization in the region, being bigger in terms of faculty and budget than any other members, although CSUMB had more students.[178]

Regarding CSUMB, DLIFLC had recently launched an initiative to allow service members to bypass the traditional CSUMB admissions process to take classes through tuition assistance, when they had time. Chapman even hoped to partner with the CSUMB athletics program so that the Institute and the university could share fitness facilities and possibly conduct some joint programs together.[179]

Chapman also cooperated and worked with local municipal mayors. His relationship with Mayor Clyde Roberson from Monterey was probably the strongest, given the fact that the Presidio of Monterey was based in the city of Monterey. Of course, the Army managed facilities and housing located in or near the cities of Seaside and Marina and service members and staff lived in all the local communities, so it mattered a great deal for DLIFLC to interact with the leaders of these communities.[180]

DLIFLC also continued to maintain a good rapport with the veterans' community and its alumni by holding ceremonies to commemorate Veterans Day and Memorial Day and fallen graduates. On Memorial Day in 2015, DLIFLC remembered U.S. Army Spc. Christopher Landis who was killed in Afghanistan in February 2014. Landis joined the Army in 2011 and graduated from DLIFLC as an Arabic linguist. During the ceremony Col. Ginger Wallace, the DLFILC Assistant Commandant, and Ben De La Selva, President of the DLI Alumni Association, unveiled a plaque with names of all DLIFLC graduates killed in action since the terrorist attacks of September 2011.[181] The Memorial Day observances of 21 May 2015 also included a reception for local Gold Star Families (those families who had lost a loved one killed in action).[182]

On 14 November 2015, Colonel Deppert also had an opportunity to celebrate the Institute's shared history with the Japanese American community by participating in a celebration of the Nisei (second generation Japanese Americans who fought in WWII) sponsored by the Military Intelligence Service Learning Center at Crissy Field, Presidio of San Francisco. The Center operated under the auspices of the National Japanese American Historical Society to recount the WWII history of the Institute and its graduates. Many surviving members of the Military

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[177] DLIFLC Situation Report for the Period 18 April - 1 May 2015.

[178] Chapman, Exit Interview, 22 July 2015, pp. 12-13.

[179] Ibid. Previous military commanders have sought similar arrangements to no effect.

[180] Ibid.

[181] Patrick Bray, "Memorial Day Observed at DLIFLC and POM," *Globe*, Vol. 37, No. 1 (Summer 2015): 30.

[182] DLIFLC Situation Report for the Period 16-31 May 2015.

Intelligence Service Language School, the forerunner to DLIFLC, attended. Deppert said that it was "a great event to ensure we stay grounded in our history and lineage."[183]

Board of Visitors

The Institute continued to maintain an outside panel of expert advisors known as the Board of Visitors. DLIFLC nominated members through a process requiring White House approval, who once appointed served as volunteers. Members had professional experience in the fields of military and foreign language education. The Board of Visitors convened twice annually to evaluate a rotating set of issues of concern to the Board or the Institute. After such meetings, Board members provided feedback and guidance to DLIFLC leaders and made recommendations regarding the Institute's academic administration and teaching. The Board's efforts were also an academic accreditation requirement.[184]

The first Board meeting convened during this period ran from 10 to 11 September 2014. The last Board meeting occurred from 2 to 3 December 2015 and included representatives from DLIFLC's higher headquarters.[185] On 12 August 2015, Board member Dr. Jim Keagle, also gave a shared-governance seminar for the DLIFLC faculty.[186] The issue of shared governance would become a major focus of the next commandant of DLIFLC.

Colonel Chapman attempted to broaden DLIFLC's Board of Visitors in terms of gender, age, experience, and function. He wanted to move away from the "retired, lieutenant general network," which although he quickly added were "super advisors" with "incredible depth of experience," but still, he said, "kind of looked and talked and thought alike." Instead, Chapman set out to attract "a little younger, a little more tech savvy" type of person, not just the experience of folks who had spent a career in the military. At the time, the Board did include one investment banker and Chapman wanted others who could bring varied views. He also allowed the memberships of a couple of regular Board members to expire without renewal and instead invited a university academic, an Ivy League Dean, and two attorneys with senior policy experience within OSD. He also invited two entrepreneurs who had done numerous technical startups believing they could appreciate the changing dynamic of technology on education. Of course, the perspective of retired military officers remained important for a military installation. Chapman hoped that adding diversity would counter the possibility of group think.[187]

One of the new members Chapman brought on board was Ambassador Ruth A. Davis, former director of the U.S. State Department's Foreign Service Institute, which among other duties had responsibility for foreign language training. Davis arrived a day early to attend the September 2014 Board meeting to become better orientated. During her visit, she expressed particular interest in DLIFLC's in-country immersion program and stressed the importance of engaging

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[183] DLIFLC Situation Reports for the Periods 31 October - 13 November 2015 and 14-27 November 2015; Patrick Bray, "DLIFLC Honors Nisei Roots," *Globe*, Vol. 37, No. 2 (Fall/Winter 2015): 14-15.

[184] DLIFLC Situation Report for Period Ending 12 September 2014.

[185] DLIFLC Situation Report for the Period 17-30 October 2015.

[186] DLIFLC Situation Report for the Period 8-21 August 2015.

[187] Chapman, Exit Interview, 24 July 2015, pp. 3-4.

students in language and culture to become better linguists.[188] Other issues the Board discussed included the selection process for the DLIFLC commandant, a topic addressed in detail in the Command of DLIFLC section above.

Commandant's Run

As part of his efforts to promote resiliency, Colonel Chapman presided over his first Commandant's Cup Athletic Competition on 4 February 2015. The event was intended as morale booster and was attended by more than 3,500 students, cadre, and staff assembled at Soldier Field. Service members competed in pull-ups, sit-ups, burpees, a litter-carry and a 2 ¼ mile relay race. The Marine Corps Detachment took first place honors.[189] Following up on this successful event, Chapman led a 5K Commandant's run on the Presidio of Monterey on 18 February 2015. The run included approximately 3,000 service members assigned to DLIFLC and was the first mass run held at the Presidio in 12 years. The formation was approximately a mile long. According to Chapman, after the run, morale was at an all-time high. It was the first and possibly last time for many service members to run in a formation so large. Reporting to Lt. Gen. Brown, Chapman remarked, "as you know, Presidio of Monterey is mostly vertical, so we ran all downhill. I think the Marines would have preferred to run up hill!"[190]

Figure 10 Col. David Chapman leads thousands of service men and women during the Commandant's run on the Presidio of Monterey, 18 Feb. 2015.

[188] DLIFLC Situation Report for Period Ending 12 September 2014.

[189] DLIFLC Center Situation Report for the Period 24 January - 6 February 2015.

[190] DLIFLC Situation Report for the Period 7-20 February 2015; See also Gary Harrington, "Commandant's Run," *Globe*, Vol. 37, No. 1 (Summer 2015): 24.

The second DLIFLC Commandant's Run took place on 24 July just a few days prior to Chapman's departure as commandant. Again, more than 3,000 participants from all four services ran the length of the Presidio and gathered at Soldier Field. Several service members also then received the German Armed Forces Proficiency Badge (8 gold and 10 silver), an award open to service members of the U.S. military who successfully passed a series of combats skills tests, including physical fitness. German officers attending courses at the Naval Postgraduate School presented the awards. Staff hoped to make DLIFLC competition for the German award a regular event, but it was dependent on the continued presence of German officers at NPS.[191]

In succeeding Chapman as commandant, Colonel Deppert took up another Army pilot program geared toward resiliency. The program was called the *"Performance Triad,"* a comprehensive plan to promote sleep, activity, and nutrition among Army family members to improve health and wellness. Deppert began planning future DLIFLC involvement in the program and told his supervisor that he was looking forward to implementing "P3 across DLI, as it is a critical component" of the Institute's larger resiliency efforts.[192]

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[191] DLIFLC Situation Report for the Period 11-24 July 2015; Sgt. 1st Class Ryan Bickel, "Service Members Earn Prestigious German Military Badge," *Globe*, Vol. 37, No. 2 (Fall/Winer 2015): 9.

[192] DLIFLC Situation Report for the Period 3-16 October 2015.

II. Basic Language Acquisition Programs

Provost Office

The DLIFLC provost through this period remained Dr. Betty Lou Leaver.   The provost sergeant major was Wyndham Fox, who served in the position from June 2012 until July 2015 when he was promoted to command sergeant major and reassigned to a base in Georgia. Fox implemented changes to policies that improved student language proficiency rates, said DLIFLC Cmd. Sgt. Maj. Matildo Coppi, and a was a key Provost Office leader said Dr. Leaver.[193] Lt. Col. Robert Lisch, an Air Force officer, served as the DLIFLC Dean of Students until he retired in February 2015.[194]

The Provost Office and Col. Ginger Wallace, the DLIFLC Assistant Commandant, spent time during her tenure to develop an "Office of Standardizations and Academic Excellence" or OSAE. It was functioning by the time Wallace left DLIFLC in mid-2014. The purpose of the standardizations office was to try and bring greater uniformity across all eight undergraduate schools and the Continuing Education Directorate that fall under Provost Office oversight.[195]

Academic Accreditation

In June 2014, DLIFLC graduated 92 students from its five basic language acquisition courses. These included: Dari (1), Spanish (21), Arabic (17), Arabic/Iraqi Dialect (12), and Persian Farsi (41). Of these students, 21 also earned an Associate of Arts in Foreign Languages degrees by combining credits earned at DLIFLC for language study, military science, and physical education with general education coursework credit in math, science, and other studies transferred from another accredited institution. And of these students, one, U.S. Army Spec. Alexis Lavonisa Fyne, became the 10,000th recipient of DLIFLCs Associate of Arts degree since the school became academically accredited to award such degrees in 2002.[196] Fyne, who graduated from the Persian Farsi Basic Course, received the degree on 5 June 2014 from Col. Ginger Wallace, DLIFLC Assistant Commandant. Wallace noted that Fyne not only graduated while earning an AA degree, but also spent 175 hours tutoring other students from his class.

DLIFLC first began to award AA degrees in 2002. At that time, the number of recipients was 300 per year. In 2014, it awarded 1,300 AA degrees, representing a considerable increase in the number of students participating in the program. According to Pam Taylor, DLIFLC Academic Affairs director, the degree greatly "enhances [students'] academic and professional success" in the service." [197]

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[193] Gary Harrington, "Commandant's Run," *Globe*, Vol. 37, No. 1 (Summer 2015): 24.

[194] Flyer, "LTC Robert Lisch-Dean of Students-Retires," (February 2015), in RG 21.27.

[195] Chapman, Exit Interview, 8 July 2015, pg. 19.

[196] DLIFLC Situation Report for Period Ending 30 May 2014.

[197] Dr. Robert Savukinas, "DLIFLC Awards 10,000th Foreign Language AA Degree," *Globe,* Vol. 36, No. 2 (Fall 2014): 7.

Figure 10. Col. Ginger Wallace, DLIFLC Assistant Commandant, awards Specialist Alexis Fyne the Institute's 10,000th Associate of Arts degree on 5 June 2014.

In late 2015, DLIFLC began an 18-month-long process to prepare an institute-wide self-study required for it to maintain its academic accreditation. The Accrediting Commission for Community and Junior Colleges (ACCJC) of the Western Association of Schools and Colleges was the body associated with conferring academic accreditation. A major portion of the self-study was to be a thorough re-examination of the curricula of every course taught by the Institute to ensure that curricula was relevant and effective.[198]

DLIFLC was also accredited as part of the Army's Training and Doctrine Command (TRADOC). From 23-26 June 2014, a TRADOC team led by Tess Turner, TRADOC QA Office, joined by ten other inspectors, conducted an accreditation visit. The team did find a few issues needing improvement, but most of the 28 inspected Army Enterprise Accreditation Standards earned a "Sustain" rating.[199] Another TRADOC team of three spent eleven days, from 18 to 29 August, deployed to research the "Cross-Cultural Conditions of Trust." During their visit, they conducted interviews with several DLIFLC faculty members.[200]

Undergraduate Education

In 2014, DLI produced 2,117 foreign language graduates with scores of L2/R2/S1+ or better in 23 languages. The school achieved a 70 percent production rate, meaning that for every 100 service members, 70 walked out fully language qualified. According to DLIFLC staff, this was

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[198] DLIFLC Situation Report for the Period 14-27 November 2015.

[199] DLIFLC Situation Report for Period Ending 27 June 2014.

[200] DLIFLC Situation Report for Period Ending 29 August 2014; OPORD 14-71 (Cross-Cultural Conditions of Trust), 28 July 2014, in RG 21.27.

"the highest production rate in the modern DLI era." The rate for purely academic attrition, eliminating those students dropped for administrative or legal problems, were even higher with an 87 percent graduation. Moreover, some 33 percent of DLIFLC graduates scored L2+/R2+ or higher on their end of course tests.[201]

During 2014, DLIFLC ended its Italian, Thai and Dari basic language acquisition programs due to falling demand. It transferred responsibility for teaching smaller numbers of DoD personnel still needing to learn these languages to the Institute's contractor-based program in Washington, DC. On the other hand, increased requirements for the Egyptian dialect of Arabic meant that new courses were developed for this language.[202]

In 2015 Institute officials added the Sudanese dialect of Arabic to the teaching regime. This then drove subsequent efforts to develop curriculum and testing.[203] Arabic was a more challenging language than the programs, dropped, however, and this put downward pressure on Institute graduation results. Indeed, Arabic scores were the lowest of all DLIFLC schools, necessitating the commandant to create an "Arabic Task Force" to study why and to implement changes for improvement.

Significant Passages

After 55 years, Dr. Mahmood Tabatabai retired from DLIFLC on 26 June 2014 at the age of 92. Dr. Tabatabai's long appointment was made possible by a successful career and because Federal civilian employees had no mandatory retirement age. He first arrived in the United States in 1951 and attended Ohio State University and Columbia University. In 1959, Tabatabai accepted a position at the Army Language School to teach Persian Farsi and later served as Department Chair. With educational assistance offered by the Institute, Tabatabai completed a doctoral program at the University of California, Berkeley, in 1968, one of the first Institute employees to receive such assistance. Eventually, Tabatabai served three times as a school dean and succeeded Yutaka Munakata in 1980 as Academic Policy Coordinator. His position disappeared in 1981, however, when DLIFLC created the office of Provost and hired Dr. Ray Clifford. Thereafter, Tabatabai served as the first Director of Academic Administration for many years and then headed the post-9/11 Operation Enduring Freedom Task Force that served as an incubator for many new language programs, including Pashto, Dari, Kurdish, Iraqi Dialect, Hindi, Urdu, and Punjabi. The Task Force created curriculums on the fly and later evolved into the Multi-Language School. In these positions, Tabatabai promoted the use of new technology, such as tablet computers and smartboards, and thus helped move the Institute into the 21st century educationally.[204] Tabatabai was also recognized in 2008 as the AUSA DA Civilian of the Year. A farewell lunch for Tabatabai was held on 26 June.[205]

Sadly, the DLIFLC educational community said goodbye to Andrei Pashin, a retired Dean of Immersion Programs and a former long-time instructor of Russian at DLIFLC, when he passed

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[201] DLIFLC 2014 End of Year Summary, in *Command History 2014-2015* files.

[202] Ibid.

[203] Chapman, Exit Interview, 24 July 2015, pg. 2.

[204] Ed Boring, "DLIFLC Instructor Retires after 55 Years of Service," *Globe,* Vol. 36, No. 2 (Fall 2014): 24-25.

[205] DLIFLC Situation Report for Period Ending 27 June 2014.

away unexpectedly on 21 October 2014. Pashin emigrated from the Soviet Union with his parents and arrived with them as a child in Monterey in 1950. His parents, Helene and Nicholas Pashin both became Russian instructors at the Institute. Pashin was thus a heritage instructor but later earned bachelor's degrees in Russian and Geography from the University of California at Davis in 1975.[206] He was the first director of DLIFLC's Immersion Language Office and beloved by many.

Another passage that took place at DLIFLC was the naturalization of faculty and staff, who after passing various thresholds, became U.S. citizens. Every year since 2012, DLIFLC held naturalization ceremonies in cooperation with the U.S. Citizenship and Immigration Services that evolved into day-long affairs. DLIFLC held about three ceremonies per year. By 2015, such ceremonies had marked the transformation of more than 120 faculty members as new U.S. citizens. The DLIFLC Assistant Commandant, Col. Ginger Wallace, who was the keynote speaker for one such event, stated the ceremony was "the best event at DLI and the one I have been the most honored to participate in during my time here."[207]

Asian Language Schools

Each school of the Institute was managed by a dean responsible for one hundred or more instructors teaching either a single language or several depending upon the school. There were two Asian Language Schools, the first focused mainly upon Chinese as well as Tagalog and Japanese while Asian School II housed the Korean program.

The long-time Dean of Asian School I was Dr. Luba Grant, who retired on 2 January 2015 after many years of Federal service. In parting, Dr. Grant thanked her colleagues in the school for their consistent "personal and professional aid through an array of organizational and academic initiatives. We have gone through many good years and a few more difficult years together. But through it all, the 'School House' has been strengthened and the proficiency of our graduates increased."[208] The school held a large well-attended farewell party for Dr. Grant the day before Christmas.[209] Dr. Marina Cobb then became the Dean of the Korean School.

The Dean of Asian School II was Steven Berbeco, whose school consisted of six Korean Departments each of which in turn consisted of 4-5 teaching teams. The Institute assigned one or two Military Language Instructors per team and each team taught 2-3 sections of students with a section composed of approximately six students.[210]

In October 2014, Asian School I implemented a new procedure called "Reverse Evaluation," an undertaking that allowed rank and file instructors an opportunity to provide educational leaders with constructive feedback on their own performance. Several questions were provided in a survey format and the results were compiled and reported to managers by Reverse Evaluation representatives. Of course, an issue in the process was the use of such representatives to filter

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[206] Obituary for Andrei Pashin, *Monterey Herald*, 30 October 2014, pg. 5.

[207] "Citizenship: Many Cultures, One Dream," *Globe,* Vol. 37, No. 1 (Summer 2015): 22-23.

[208] Luba Grant, Email. Retirement, 30 December 2014, in RG 21.27.

[209] Asian I, 1st Quarter 2015, in RG 21.27.

[210] UAB Profile, 6 January 2014, in RG 21.27.

feedback, and administrators did not have to make changes due to the comments. Typical concerns included such complaints as favoritism (including in recycling of students), problems in the process of rank advancement, unnecessary lesson plan requirements, a lack of locality pay, inefficient mandatory training, a bias toward technology use that impacted older teachers, and many complaints about managers and supervisors, as might be expected. Still, many positive or at least constructive comments were made and employees thought the initiative useful.[211] Asian School II faculty also had an opportunity to raise various issues of concern to them when they participated in Colonel Chapman's monthly Commandant's Luncheon in July 2015.[212]

Another innovation affecting Asian School I was the inaugural meeting of the 2+ Advisory Group on 6 October 2015, launched to promote higher proficiency through group discussion and, when possible, to apply useful observations and suggestions to the practice of teaching. During the meeting, faculty members could present a short discussion to show a problem and a facilitator. In this case Dr. Janette Edwards guided the group to contribute questions and suggestions. Yukiko Konishi addressed the first topic concerning ways to address the learning difficulties of students more than 40 years old. Lai Wong raised a second topic regarding program productivity.[213]

Among the visitors to the Asian School I was Theresa Sanchez, the Air Force Senior Language Authority, in November 2014. She was interested to learning how the Air Force could better partner with DLIFLC to provide the right students for the Chinese and Korean program. Dr. Grant gave a thorough account of how Asian School I increased student proficiency results with the students sent to DLIFLC, but it was not clear if Sanchez's visit led to any change in Air Force practices regarding the students it sent to Monterey. In December 2014, Col. Kimberlee Joos, Commander of the 17th Training Wing at Goodfellow Air Force Base also visited Asian School I. The 517th Training Group, the DLIFLC Air Force service unit, reported directly to Joos, who received an interactive classroom demonstration by Dr. Weijiang Zhang.[214]

Among the visitors to the Asian School II was Dr. Dong-man Han Sangryol Lee, Korean Consul General, who visited DLIFLC as a guest lecturer on "Vision for Korean-U.S. Relations" in January 2014.[215] He returned on February 2015 to discuss a variety of topics in Korean with DLIFLC students and to visit with the commandant.[216] Undergraduate Education Associate Provost Dr. Jielu Zhao and Dr. Berbeco accompanied Dong-man Han during his visit to a standing room-only auditorium. The visit was part of the school's effort "to promote a Korean-only learning environment for our students."[217] That same month Korean language instructors

[211] Asian I, 1st Quarter 2015, in RG 21.27.

[212] DLIFLC SITREP for the Period 27 June - 10 July 2015.

[213] 2015 UAA 4th Quarter Historical Report, in RG 21.27. Comprehensive notes of the meeting prepared by Dr. Edwards are included in this quarterly report.

[214] Asian I, 1st Quarter 2015, in RG 21.27.

[215] DLIFLC Situation report for the Period Ending 24 January 2014.

[216] DLIFLC Situation Report for the Period 7-20 February 2015.

[217] Natela Cutter, "Korean Consul General Addresses DLIFLC Students," *Globe*, Vol. 36, No. 1 (Spring 2014): 15.

began to implement the school's new "Korean only" policy to promote more of an immersion environment.[218]

In April 2014, Lt. Col. Jungman Lee, Ministry of National Defense of South Korea, visited DLIFLC to discuss the use of statistical data for defense-related education policies.[219] On 3 April 2015, Dr. Mike Cowin, a visiting scholar and a "Pantech Fellow" from the Shorenstein Asia Pacific Research Center, Stanford University, conducted a guest lecture for the Asian II School.[220] Another guest lecture was given in May by Sook Kim, a former Korean ambassador to the United Nations, who delivered his talk about North Korea's nuclear weapons programs in Korean. The talk was deliberately planned as an opportunity for DLIFLC Korean students to practice listening to a native speaker knowledgeable about military and foreign policy issues. The students who attended the lecture were near the end of their 64-week Korean Basic Course and reportedly had little problem in understanding Kim's remarks.[221]

On 26 April 2014, DLIFLC Mandarin Chinese students participated in the 39th Annual Mandarin Speech Contest in San Francisco on 26 April 2014. Institute students have entered this contest for many decades and normally receive top honors. The Chinese Language Teachers Association of California sponsored the event with the goal to foster better understanding of both the language and culture of China through study, teaching, and research. All participants had to be students enrolled in an academic program. Organizers then further divided the students by age group. Each school also had to hold a preliminary contest and could only send its five best students per category, which meant that the contest was highly competitive. Each student had to deliver a speech in Chinese of several minutes while judges scored them on how well they delivered it in terms of accuracy, pronunciation, fluency, delivery, cadence, and content. DLIFLC entered 35 students while some 60 faculty and additional students made the trip to San Francisco. From these participants, 5 earned first-place in their categories and 15 others won lesser awards.[222] The same competition, the 40th Annual Mandarin Speech Contest, was held again on 26 April 2015. DLIFLC sent another group of 28 students studying Mandarin Chinese to compete against similar students from Northern California universities. All in all, about 500 students entered the completion. There was a good reason that Asian School I persistently participated in these annual competitions. According to Patrick Lin, a DLIFLC instructor, "every year we take this contest as a driving force to enhance our students' language proficiency. This requires students to think in their new language." Another benefit to participation in the Mandarin Speech Contest was that it was a good measure of the true achievement of DLIFLC students as well as instructor teaching strategies. At the 2015 competition, Airman 1st Class Naomi Woods won first place for her speech in Mandarin about joining the U.S. Air Force to study at DLIFLC and not letting her mother down.[223]

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[218] UAB Jan2014_MonthlyReport, in RG 21.27.

[219] DLIFLC Situation Report for Period Ending 25 April 2014.

[220] DLIFLC SITREP for the Period 21 March - 3 April 2015.

[221] Patrick Bray, "Former Korean Ambassador Discusses North Korea," *Globe,* Vol. 37, No. 1 (Summer 2015): 28.

[222] Michael Beaton, "DLIFLC Students Compete in 39th Annual Mandarin Speech Contest," *Globe,* Vol. 36, No. 2 (Fall 2014): 20.

[223] Patrick Bray, "Students Win Big in Separate Language Contests," *Globe,* Vol. 37, No. 1 (Summer 2015): 6.

For its part, the Korean program held annual Hangul Day Celebrations, which focused upon honoring the Korean writing system. An event held on 8 October 2015 included participation from members of the South Korean Consulate in San Francisco and leadership from Yonsai University in Seoul, South Korea.[224] The event marked the 13th annual Korean Alphabet Day video contest in which three videos made by students were shown during a ceremony that show-cased student learning in a humorous manner. Awards were also given out to those who had participated in the 24th annual Korean writing contest sponsored by South Korea's Yonsei University. DLIFLC's Marine Corps Pfc. Samuel Vu won the first place for a poem he wrote.[225]

Although DLIFLC transferred its Vietnamese courses to DLI-Washington in 2004, several former Asian School instructors participated during DLIFLC's Language Day event in May 2015 when the U.S. Army Garrison at the Presidio of Monterey held a special ceremony to commemorate U.S. involvement in Vietnam. Garrison Commander Col. Paul Fellinger honored Vietnam War veterans on the 50th anniversary of the war. The event included Margarita Thao Nguyen, whose family fled the fall of Saigon in 1975. Nguyen first worked many years as a DLIFLC Vietnamese instructor but was then working in the Continuing Education Directorate. Several other Vietnamese immigrants and former instructors, often continuing to work in other departments, also participated in the ceremony, many wearing bright traditional clothing from their homeland.[226]

In the Fall/Winter 2015 issue of the DLIFLC's magazine, the *Globe*, Chinese Mandarin instructor Zhijian "Kevin" Yang was profiled. Yang was born and raised in the Inner Mongolian Autonomous Region, a part of China. The article traced Yang's journey learning to speak English and to navigate Chinese political obstacles in pursuit of his education, which eventually landed him a scholarship to study speech communication in Oregon in 1985. After working as a freelance translator and interpreter in the United States, Yang applied to DLIFLC where he became a popular instructor.[227] Another article in the same issue profiled Sgt. Renee Greene, a Military Language Instructor in the Korean program. Greene, who held a Master of Science degree in Management, earned her Associate of Arts degree while attending DLIFLC as a student. According to Provost Sgt. Maj. James Southern, Greene's skill as both instructor and her operational field knowledge made her an ideal role model for students and the right person to bridge the gap between the school and DLIFLC's military service units. During her tour as an MLI for the Korean Department, Greene accompanied two six-week-long immersion trips to Seoul National University in October 2013 and March 2015.[228]

European-Latin American School

The European and Latin American (ELA) School remained under the steady direction of Deanna Tovar until February 2015 when she was reassigned to be the new dean of Middle East School II. Dr. Hiam Kanbar assumed Tovar's duties and position on 2 February 2015. She moved quickly

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[224] DLIFLC Situation Report for the Period 3-16 October 2015.

[225] Patrick Bray, "Korean Students Celebrate Hangul Day with Writing Contest," *Globe*, Vol. 37, No. 2 (Fall/Winter 2015): 24.

[226] Patrick Bray, "Vietnamese Teacher Reflects on Journey to DLI," *Globe*, Vol. 37, No. 1 (Summer 2015): 12-14.

[227] Patrick Bray, "Determination Leads Teacher to DLIFLC," *Globe*, Vol. 37, No. 2 (Fall/Winter 2018): 21-23.

[228] Patrick Bray, "Linguist Motivates and Encourages," *Globe*, Vol. 37, No. 2 (Fall/Winter 2018): 29.

to establish good communications with her faculty and the union.[229] Starting on 5 October 2015, Dr. Kanbar was appointed Associate Provost of Undergraduate Education although at the same time she continued to serve as ELA dean. ELA consisted of nine departments, including four Russian Departments, two Spanish Departments, two Multi-Language Departments (consisting of Serbian-Croatian, German, Portuguese, and Hebrew teams), and one French Department.[230]

Several changes impacted the school during this period. First, the school began an effort in early 2014 to increase its students' language proficiency using various practices. Colonel Pick thought it was a "marvelous initiative on the teachers' part and the European-Latin American School leadership," which he hoped to export throughout the organization.[231] One of the beneficiaries was Army Spec. Samuel Gilbert, who won the "Many Languages, One World Essay Contest" sponsored by the United Nations in May 2014. Afterward, UN officials invited Spec. Gilbert to attend its "One World Global Youth" forum, held in New York in June.[232] The school also collaborated with representatives from NSA's Southwest Learning Center in San Antonio, Texas, who visited DLIFLC in March 2014 to work with DLIFLC Spanish instructors and to meet with Language Training Detachment contacts.[233]

The second big change occurred when the ELA faculty, staff, and students relocated in mid-September 2014. The European and Latin American School had been located, until this period, in several historical buildings arranged around Soldier Field on the lower Presidio of Monterey. These were buildings 204 through 207, 210 through 216, 218, and the Larkin School, a facility rented by the Institute and located adjacent to the installation boundary.[234]

The school moved into the last of three major general instructional buildings built by the Army as a part of an $81 million military construction project. The move helped to implement long-envisioned plans to develop a walkable central campus while also providing a state-of-the-art educational facility. The new 110,000 square foot four-story facility provided offices, test control areas, and 100 classrooms for some 200 faculty and nearly 600 students. It included 130 high-definition white boards and a high-capacity wireless network allowing access to authentic language materials from the outside world. Dean Tovar was enthusiastic about the move. Though a challenge, she said "being in one big building means that we [her faculty and staff] will be able to build a stronger community and share even more of our creative teaching ideas." Prior to the move, the ELA School and its teaching teams were spread across four separate buildings. After the move, those teams were located on the same floor in one building, which was a more practical arrangement said one team leader. Inside the classrooms, the U.S. Army

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[229] UELHistRept_1st Quarter_2015, in RG 21.27.

[230] UELHistRept1stQTCY14, in RG 21.27.

[231] DLIFLC Situation report for the Period Ending 7 March 2014.

[232] DLIFLC Situation Report for Period Ending 9 May 2014.

[233] DLIFLC Situation report for Period Ending 14 March 2014.

[234] UELHistRept1stQTCY14, in RG 21.27.

Corps of Engineers even thought through the design of custom tables, ergonomic chairs, and mobile white boards that slid along entire classroom walls on tracks.[235]

On 17 October 2014, DLIFLC dedicated ELA's new building to the memory of Marine Col. Donald G. Cook during a formal ribbon-cutting ceremony. Cook became a prisoner of war in Vietnam in 1964 and died from malaria in 1967 after heroic efforts to save fellow prisoners. He was a graduate of the Chinese language program of the Army Language School in 1961 and received the Medal of Honor posthumously in 1980.[236]

Figure 11. Cook Hall.

The third major change impacting the ELA this period involved the Spanish and French programs. In February 2015, senior DLIFLC officials went before the Defense Language Steering Committee to discuss the L2+/R2+ plan, the Institute's Foreign Language Television Broadcast contract, and a new issue - extension of the Spanish Basic Course.[237] DLIFLC argued that it was not possible to increase the graduation standard for the Spanish Basic Course to a L2+/R2+ level without extending the length of the course. For the same reason, they soon added French, which had the same course length, level of difficulty, and approximate student throughput. It had been obvious to experts for years that DLIFLC could improve its student

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[235] Natela Cutter, "European and Latin American School Moves into New Facility," *Globe,* Vol. 36, No. 2 (Fall 2014): 22-23.

[236] Ibid.

[237] DLIFLC Center Situation Report for the Period 21 February - 6 March 2015.

graduation results by extending the length of these courses, but the military services had long resisted extending the time of their personnel in Monterey. However, after DLIFLC officials were able to show that the two languages were "moderately challenged" to reach the L2+/R2+ standard (see Figure 6 above), had relatively low attrition rates, and could raise graduate proficiencies by a considerable degree, resistance ebbed. The languages were the shortest basic courses taught at DLIFLC and the ones most suitable, from a military service perspective, for extension.

On 4 May 2015, in accordance with the plan for increasing graduation standards at DLIFLC, the Army authorized the Institute to extend the Spanish and French Basic Courses to 36 weeks beginning in FY 2016. The exact start date was open to allow the Institute time to hire additional instructors required to conduct the training.[238] Curricular materials would also need to be revised to account for the longer courses.

Perhaps one other change took place this period, and that was an increase in the number of students arriving for the Russian program. In June 2015, some of these students received awards from the American Council of Teachers of Russian for their entries in the National Post-Secondary Russian Essay Contest. S. Sgt. Arturas Karizskis won a gold medal, Spc. Aleksandr Didarov won a bronze medal, and S. Sgt. Ilya Volovik and S. Sgt. Almaz Jamankulov received honorable mentions. More than thousand participants competed from 68 universities, colleges, and institutions. The students, who entered the competition in a category for heritage speakers, later joined the Defense Threat Reduction Agency to work as interpreters.[239] Program growth and natural turnover required hiring new instructors but slowness in processing background investigations was notably slowing the hiring process for instructors of most ELA language programs.[240]

Middle East Schools

Dr. Hiam Kanbar continued to serve as dean of Middle East School I until the Provost reassigned her on 2 February 2015 to be the dean of the European and Latin America School (ELA). Dr. Shensheng Zhu succeeded to her position. At the same time the Provost also reassigned Deanna Tovar, the ELA dean, to be the new dean of Middle East School II, replacing Dr. Janette Edwards. Dr. Viktoriya Shevchenko became dean of Middle East III in 2014, replacing interim dean Issam Tnaimou who took over in March 2014 after Dean Marina Cobb was reassigned.[241] These changes resulted from the decision of DLIFLC to reorganize the Arabic program.

Structurally, Middle East Schools 1 and II each consisted of six departments while Middle East School III had five, and this remained constant through the period. The reorganization of all three Middle East schools began in 2015. Originally, Middle East School I taught Modern Standard Arabic (MSA) in four departments with one teaching Levantine and the other Iraqi

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[238] Col Brian C. Cook, Chief, Leader Development Division, DAHQ, Memorandum thru Commander, US Army Training and Doctrine Command, to Commandant, DLIFLC, 4 May 2015, in RG 21.27.

[239] Patrick Bray, "Students Win Big in Separate Language Contests," *Globe,* Vol. 37, No. 1 (Summer 2015): 6.

[240] UELHistRept_3rd Quarter_ July-August-Sept 2015, in RG 21.27.

[241] Middle East schools Deans 2005 to 2016 (compiled by DLFLC History Office), UMC_Historical_Report_1st_QT_CY14, and UMC_Historical_Report_1st_QT_CY14, in RG 21.27.

Arabic.[242] By the third quarter of 2015, however, the school was teaching Levantine in four departments and MSA in two.[243] One of the Levantine departments was transferred from Middle East School II. For its part, Middle East School II, located in Nisei Hall (B-620), was reorganized by April 2015, after several delays, into six departments with four teaching MSA and two teaching Iraqi Arabic. The two Iraqi Arabic departments were created by moving one department from Middle East School I and by reinforcing the school's existing Iraqi department with three Iraqi teaching teams transferred from Middle East School III. In effect, Middle East I became the Levantine School and Middle East II became the Iraqi School. The assistant deans of each school coordinated the many office and classroom changes these moves required.[244] By the fourth quarter of 2015, a total of 45 sections transferred from ME1 and MEIII to MEII.[245]
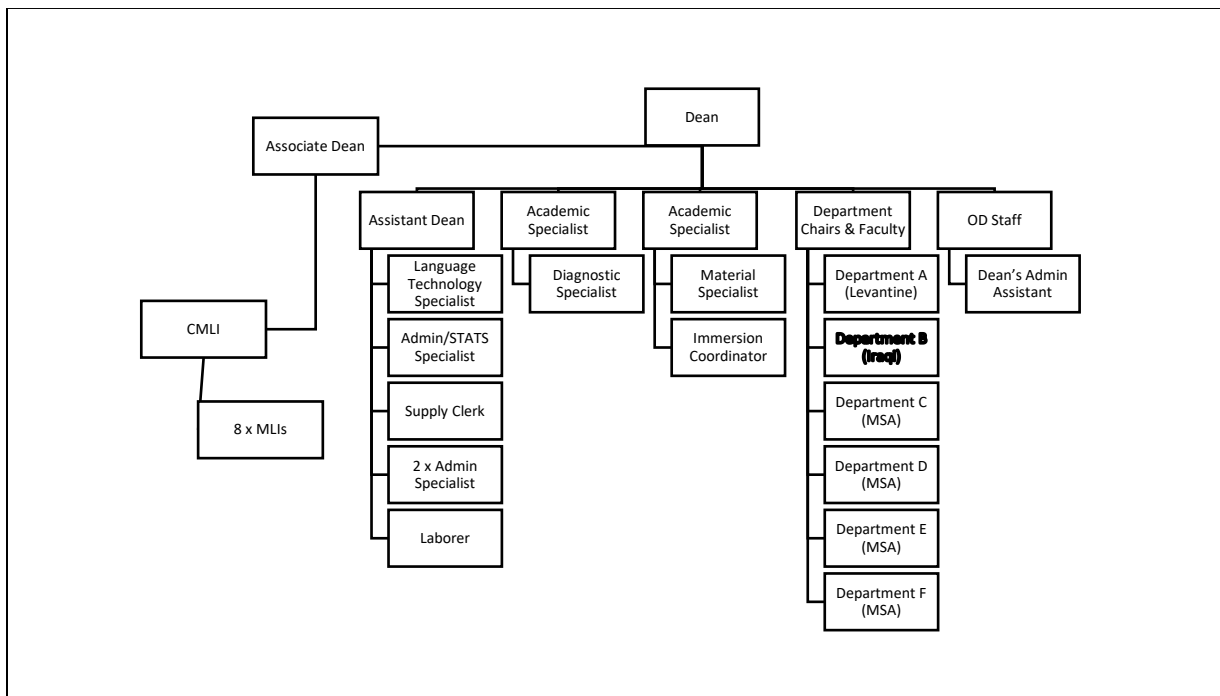

Figure 12. Middle East School I structure as of June 2014. [Source: FY2014-MEI 2d QHR.]

Middle East School III was in buildings 624, 635A, 635B, 636A, 636B, and 611 next to the Aiso Library. However, after the reorganization it was consolidated into buildings 624 and 611. Originally, the school taught three MSA departments, one Levantine and one Iraqi. Stemming from the manpower review of DLIFLC in the 2012-13 period, the school received a group of curriculum developers from Curriculum Division in early 2014.[246] After the reorganization, the school contained two departments teaching MSA with two departments teaching Egyptian and

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[242] ME1 CY14 1st Quarter (JAN - MAR 14), in RG 21.27.

[243] UMA CY15 3rd Quarter (JUL-SEP 15), in RG 21.27.

[244] UMB HistRept-1st Quarter-QTCY15, in RG 21.27.

[245] UMB HistRept-2nd Quarter-QTCY15, in RG 21.27.

[246] UMC_Historical_Report_1st_QT_CY14, in RG 21.27.

one teaching Sudanese Arabic. The school's Levantine and Iraqi instructors were transferred to the other schools.[247]

This significant reorientation of the Arabic program was driven by the services' desire for DLIFLC to produce more linguists with an emphasis on an Arabic dialect rather than MSA (Modern Standard Arabic). As early as 2009, DLIFLC had taught the Iraqi dialect in some courses after the services expressed concern that graduates were not equipped to understand local dialects when they arrived at their assignments. Previously, students had only studied MSA, the language used in formal settings and in broadcast media, but not typically used in colloquial or military settings. The reorganization implemented an institutional commitment to teach Arabic dialects.

The focus upon dialects required the Arabic program to develop dialect-specific Arabic language courses and that task was not easy. The Institute readily accepted outside assistance. In March 2014, Ron Carrier, NSA/NCS Assoc. Lang Authority, from Fort Gordon, visited DLIFLC to work with Egyptian and Sudanese Arabic dialect basic course development teams in an ongoing project.[248] Institute officials even discussed "a way forward" to enable DLIFLC to teach the Egyptian dialect with Brig. Gen. Mohamed Moustafa, Commandant of the Egyptian Ministry of Defense Language Institute (MODLI), who visited DLIFLC in May 2014.[249]

Another major issue the Arabic schools faced in 2014 was hiring with the dialect requirement now compounding that problem. DLIFLC's civilian workforce numbered about 2,000, including 200 GS and 1,800 FPS employees. Managers filled these positions at 94.82 percent of the Institute's authorizations, but the Arabic program was the largest component and finding sufficient qualified faculty was challenging.[250] Officials were lucky to hire Tarek Elgendy, who previously taught English at MODLI for twenty years. Elgendy spent two years writing curriculum for the Egyptian dialect course.[251] DLIFLC ended 2014 with 361 Arabic faculty on a downward dropping trend although the Institute's full authorization for Arabic faculty for FY2015 was 390. Naturally, the commandant was concerned about the trend heading in the wrong direction. He told his supervisor that "our personnel section is doing all it can to find Arabic faculty throughout the U.S. but it's a tough task."[252] He promised to remain focused on the problem.

Despite obstacles in hiring and curriculum development, the Institute began a pilot course in the Egyptian dialect within Middle East School III soon after the reorganization of the Arabic program. That class graduated in November 2015. Even before the pilot course ended, however, during the summer of 2015, instruction began in the first regular Arabic basic course taught

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[247] UMCHistRept2NDQTCY15 and UMC_HistRept3rdQTCY15, in RG 21.27.

[248] DLIFLC Situation report for the Period Ending 14 March 2014.

[249] DLIFLC Situation Report for the Period Ending 16 May 2014. Another part of the discussion involved the inability of the Institute to send DLIFLC students to Egypt for immersion training due to continuing instability in that country.

[250] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files.

[251] Natela Cutter, "DLIFLC Launches Egyptian Basic Course," *Globe,* Vol. 37, No. 1 (Summer 2015): 7.

[252] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files.

using the Egyptian dialect. Both courses enabled students to gain familiarity with the Egyptian dialect simultaneously while learning MSA.[253]

Colonel Chapman recognized the importance of the faculty at the Middle East Schools. On 17 July 2015, he recognized Siham Munir, an Arabic instructor, for 50 years of service to the U.S. Government. Such service, Chapman stated, represented "a tremendous accomplishment" and Munir was "a great asset to the nation."[254] As part of his outreach he met six Arabic faculty members to discuss their issues and concerns over lunch on 26 March 2015.[255]

Encouraged by the Chief MLI for the Arabic program, several Middle East school students entered an international essay contest called "Many Languages, One World," an event sponsored by the United Nations and ELS Educational Services Inc. One DLIFLC Arabic language student, Spc. Caitlin League, turned out to be one of 70 students from more than 1,200 entrants who were chosen as winners. Most of the entries came from civilian universities so this was a real accomplishment for an enlisted student. The contest stipulated that the essay had to be in a language other than the contestant's first language while also being an official language of the United Nations – Arabic, Chinese, English, French, Russian or Spanish. Writing in Arabic, League's essay discussed the role played by cultural diversity in enabling the U.N.'s sustainable development programs. Her award included travel to the United Nations in New York City, where League spoke before the General Assembly, along with other students, on 24 July 2015. At the United Nations, League met and worked with nine other Arabic language contest winners to craft a 20-minute presentation that each of them helped to deliver in 2-minute segments on the floor of the General Assembly.[256]

Multi-Language School

The Multi-Language School was known initially as the Consolidated Languages School and located in several buildings on the upper Presidio, including Corpuz Hall (B-607) and Collins Hall (B-611), as well as nearby buildings 621, 623 and 634. Corpuz Hall was the newest building, completed in 2012. The school was led by Dr. Hye-Yeon Lim. Monica LaVelle served as Assistant Dean followed by Sam Al-Maqtari. The school consisted of the dean's office with a small staff, five Pashto Departments, two Dari Departments, two Urdu Departments, and a Multi-Language Department with three language programs for Turkish, Hindi, and Indonesian. Previously, the school also had an Uzbek language program, but the Institute stopped teaching Uzbek in late 2013 or early 2014. The dean had to assign two tenured Uzbek instructors to temporary positions to faculty support where they remained through 2015. In total, in 2014, the school consisted of 201 instructors along with 10 department chairs, 19 or so academic specialists and curriculum writers, and 19 or so military language instructors.[257]

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[253] Natela Cutter, "DLIFLC Launches Egyptian Basic Course," *Globe,* Vol. 37, No. 1 (Summer 2015): 7.

[254] DLIFLC Situation Report for the Period 11-24 July 2015.

[255] DLIFLC SITREP for the Period 21 March - 3 April 2015.

[256] Patrick Bray, "DLIFLC Student Among Winners of UN Essay Contest," *Globe*, Vol. 37, No. 2 (Fall/Winter 2015): 12-13.

[257] UCLHistRept1stQTCY14; UML Quarterly Historical Report (3rd Qtr CY 15); and UML Quarterly Historical Report 4th Qtr CY 15); all in RG 21.27

In 2015, DLIFLC rebranded the Consolidated Languages School as the Multi-Language School, probably for the somewhat obvious reason that "consolidated" refers more to how the school was created rather than its function. It should be noted that DLIFLC had previously used the same name for another school that evolved into the Persian Farsi School, but there is no direction connection between the former school with the same name and the newly designated school. A more important change in 2015 was that the school lost its Dari program, which closed on 31 July 2015. Fourteen Dari instructors were transferred to the Persian Farsi School. With the closure of two language programs, the Multi-Language School saw its teaching staff decline to 159 with 8 department chairs by September 2015. Unfortunately, more changes soon hit the school during the final quarter of 2015. With requirements for Turkish and Hindi falling below the threshold needed to sustain the programs in Monterey, DLIFLC announced the transfer of these programs to DLI-Washington, where small volume needs could be met by contractors. The Turkish and Hindi programs were scheduled to close in April 2016. On 23 November 2015, the commandant met with Hindi and Turkish faculty members to inform them of the decision to close their programs. Amidst these demoralizing program cancelations – the loss of four languages in less than two years – the school began piloting an afterhours study hall for volunteer students.[258]

Persian Farsi School

On 17 July 2015, Cole Bunzel, from Princeton University, spoke to Arabic and Persian-Farsi language students about ISIS and its implications to security throughout the world. This presentation was just one of the many things the Persian Farsi School (UPF) accomplished to improve proficiency and increase cultural awareness.[259]

In January of 2015, the Persian Farsi School undertook L2+/R2+ initiative meetings "to discuss efforts to promote higher proficiency." The dean of the school, Dr. Shen Zhu, also "initiated plans to track unit test results based upon item analysis in an effort to improve the overall quality of these tests to make them more challenging." The school analyzed the tests by comparing them "across classes and departments dating back one year." This action helped to determine which tests were most in need of updating and improvement.[260]

During Colonel Chapman's tenure, the Persian Farsi School also saw some significant personnel changes: Dr. Zhu departed to become the Dean of the UMA (Middle East I) School and both Dr. Bigi and Ms. Mitrovic, the school's faculty developers, left for new positions. Even though these losses created significant challenges for faculty development, other faculty stepped up to contribute on training days and in workshops, to include Mr. Aghadadashi, Mrs. Avanessian, Mr. Koulakani, Mr. Shahidi, as well as Dr. Alaee and Dr. Menke.[261]

Dr. Danan assumed the role of Acting Dean until replaced by Dr. Mika Hall, who became the new Dean of the Persian Farsi School on 15 May 2015. Hall oversaw the Persian Farsi School

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[258] UML Quarterly Historical Report (3rd Qtr CY 15) and UML Quarterly Historical Report 4th Qtr CY 15) in RG 21.27.

[259] DLIFLC Situation Report for the Period 11-24 July 2015.

[260] Persian Farsi School (UPF) School Quarterly Historical Report for Jan-Mar 2015.

[261] Persian Farsi School (UPF) School Quarterly Historical Report, Jan-Mar FY15.

while its staff began learning how to use DLIFLC's new online diagnostic assessment capability. Additionally, the School worked with the University of California at Los Angeles on plans for an immersion program in that city.[262]

A snapshot of classes and teaching activities from the Persian Farsi School appeared in their April-June 2015 Historical Report:

> Three classes graduated during this quarter: Class 21501PF00414 started 27-Mar-14 and ended 02-Apr-15. There were 47 students at the start taught by one teaching team in Dept. F. The Chair was Ms. Burnsides and the co-teaching team leaders were Mr. Aghadadashi and Ms. Haydarynia. Class 21501PF00514 started 17-Apr-14 and ended 23-Apr-15. There were 36 students at the start taught by two teaching teams in Dept. A. The Chair was Dr. Faridani, and the two teaching team leaders were Ms. Hanjani and Ms. Langari. Class 21501PF00614 started 05-Jun-14 and ended 11-Jun-15. There were 46 students at the start taught by two teaching teams in Dept. A. The Chair was Dr. Faridani, and the teaching team leaders were Mr. Neynavaei and Ms. Bozorgi. Three classes began during this quarter: Class 21501PF00615 and class 21501PF00715 were combined. They both started 16-Apr-15 to end 28-Apr-16 with 41 students taught by one teaching team in Dept. C, the Chair being Dr. Goldoust and the co-team leaders Mr. Tehranipoor and Ms. Firouzabadi. Class 21501PF00815 started 04-Jun-15 to end 16-Jun-16 with 39 students taught by one teaching team in Dept. F, the Chair being Ms. Burnsides and the co-team leaders Dr. Meimandi and Ms. Kambakhsh.[263]

Immersion Program

During this period, DLIFLC continued to conduct its foreign language immersion program. The program was divided into two parts. The first part involved local isolated immersion exercises conducted at DLIFLC's isolation immersion facility known as Gasiewicz Hall, a small complex located on the former Fort Ord. In 2014, DLIFLC conducted 253 local immersion events for 4,002 students in nine languages. Basically, every student had a chance to visit Gasiewicz Hall during their course. However, these events were only a day long, although in years past DLIFLC had conducted one-to-three-day long immersion exercises.

Recognizing an opportunity to nudge up proficiency rates, Colonel Chapman increased the resources available for local immersion activities. He had experienced several immersions himself during his own course of language study and believed the activity was very valuable. Chapman asked staff to put together a program to get more students to Gasiewicz Hall for at least 48 consecutive hours, including an overnight stay, to ramp up the pressure on students to speak nothing but the target language. Chapman "wanted to increase the stress on the students there, and you do that by continued sustained immersions for a couple of days."[264]

The problem, and probably the reason the overnight visits had been cancelled, was that overnighting Initial Entry Training (IET) soldiers posed several difficulties in terms of Army

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[262] Ibid., Apr-Jun FY15.

[263] Ibid., Jan-Mar FY15.

[264] Chapman, Exit Interview, 8 July 2015, pg. 25.

policy. There had to be a separation between IET soldiers in the same complex with careerists, females and males also had to be segregated, everyone had to be fed at a facility not designed or staffed as a mess hall, and civilian faculty had to be paid, including overtime if staffing was insufficient.[265]

One action Chapman took was to increase staffing. He specifically recreated a position for immersion coordinator that had been cut by the USAMAA manpower review that took place under Colonel Pick. Chapman simply told staff "just take it out of hide," meaning the position had to use discretionary funds since it was not authorized on the Institute's official organizational chart.[266] Thus, after a hiatus of several years, in October 2014 DLIFLC began offering two-day overnight isolation-immersions.[267]

The second part of the program was more complex but involved fewer students. In 2014, DLIFLC sought to deploy about 15 percent of its basic course students in overseas immersion classes by sending small groups to live full-time for about four weeks in a friendly locality where the target language was spoken. The program involved approximately twenty countries.[268] The immersion program was not an award for good students, although the criteria for selection was to be in the top tier of one's class. Instead, it was mainly a documented method for raising student proficiency results.[269] The program was backed by senior Army leaders, such as Lt. Gen. Kevin W. Mangum, the TRADOC deputy commanding general, who said during a visit in 2015 that "it's one thing to sit in a classroom at the Presidio of Monterey and talk about other cultures and languages but putting it into context and perspective in the native land is priceless."[270]

While the short overnight immersions were undoubtedly useful, the overseas immersion program continued to be a strong promoter of increased graduation performance. Keeping the program operational required constant focus. Changes in international political or security situations often forced DLIFLC to alter existing arrangements or to seek new ones. Staff also had to monitor arrangements to ensure that students were adequately housed and fed, as promised, and that local families who often housed students spoke with them in their native tongue, and not English.[271] In addition, the administrative burden was a major factor limiting the size and scope of the program. Colonel Chapman wanted to increase DLIFLC's overseas immersion footprint, but "I can't get them out the door," he noted frankly, because of insufficient support personnel to process passports and visas, buy airplane tickets, and process trip vouchers.[272] Nevertheless,

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[265] Chapman, Exit Interview, 22 July 2015, pg. 1-2.

[266] Chapman, Exit Interview, 8 July 2015, pg. 25.

[267] DLIFLC 2014 End of Year Summary, in *Command History 2014-2015* files.

[268] Patrick Bray, "TRADOC General Says DLIFLC is a 'National Treasure'," *Globe*, Vol. 37, No. 2 (Fall/Winter 2015): 6.

[269] Colonel Chapman claimed DLPT test results show a half-mode score increase for most returning overseas immersion students. With sufficient resources, he wanted to include "mid-pack performers" and even lower performing students. Chapman, Exit Interview, 8 July 2015, pp. 22, 26.

[270] Patrick Bray, "TRADOC General Says DLIFLC is a 'National Treasure'," *Globe*, Vol. 37, No. 2 (Fall/Winter 2015): 6.

[271] Natela Cutter, "DLIFLC Language Students Get a Taste of Morocco," *Globe,* Vol. 37, No. 1 (Summer 2015): 26-27.

[272] Chapman, Exit Interview, 8 July 2015, pp. 25-26.

Chapman was able to direct about $2 million additional funds to the program, enough to bump up DLIFC's overseas immersion effort by a few percentage points, from about 17 to 20 percent. His long-term goal was to see as much as 35 percent of DLIFLC students participate in an overseas immersion exercise. The main problem here was in having enough staff to process the official passports and visas that were almost always required. It was worthwhile to focus on overcoming the obstacles, believed Chapman, because the experience could add half a level to a student's listening and reading ability while also increasing student confidence. Certainly, Chapman believed the effort was justifiable to officials in the Pentagon and had the support of the Defense Language Steering Committee.[273]

In March 2014, DLIFLC fielded eight ongoing overseas immersion courses to Korea, Morocco, Taiwan, Puerto Rice, and Jordan involving 89 students. The Institute was also exploring options to open new programs in Uruguay and Chile for Spanish and in Latvia for Russian.[274] DLIFLC did establish a new immersion site in Latvia, which had become a member of both NATO and the European Union, after the political situation in neighboring Ukraine made sending students there untenable in late 2013. The U.S. Embassy in Riga suggested that DLIFLC establish an arrangement with Daugavpils University and its linguistics department. The university was located in a small town (of the same name) in a part of the country where about 90 percent of the population was ethnically Russian.[275] DLIFLC was able to deploy ten students there by May 2014.[276] Ten more students arrived in Latvia in August, suggesting a site capacity of about 120 students per year. Students studied Russian at the university in the morning and undertook educational excursion in the afternoons to interact with local native Russian speakers.[277]

Altogether in 2014, DLIFLC conducted 58 overseas immersion events in seven languages for 550 students. Most students in the immersion program went to South Korea, Taiwan, Morocco, and Latvia. DLIFLC hoped to increase its immersion program to include the top 20 percent of students by adding venues in Chile, France, Uruguay, Jordan, and maybe Egypt.[278] Efforts to set up additional Spanish immersion sites in Chile and Arabic ones in Egypt, however, did not pan out, which apparently meant continued trips to Puerto Rico and Morocco, which were comparatively safe, but were less than ideal from the target language dialect perspective. In July, the commandant also reported an ongoing pilot immersion class for Arabic-Levantine language students that was being conducted at San Diego State University with six students.[279] Obviously, the demand for overseas immersions was greater than the availability of suitable overseas venues.

As 2015 began, DLIFLC sent small groups of students to Japan, Jordan (where efforts to establish a venue apparently succeeded), Morocco, South Korea, Taiwan, and the U.S. territory

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[273] Chapman, Exit Interview, 22 July 2015, pg. 2-4.

[274] DLIFLC Situation report for the Period Ending 7 March 2014.

[275] Natela Cutter, "Students Study Russian in the European Union," *Globe*, Vol. 37, No. 1 (Summer 2015): 20-21.

[276] DLIFLC Situation Report for period ending 9 May 2014.

[277] Natela Cutter, "Students Study Russian in the European Union," *Globe*, Vol. 37, No. 1 (Summer 2015): 20-21.

[278] DLIFLC 2014 End of Year Summary, in *Command History 2014-2015* files.

[279] DLIFLC Situation Report for Period Ending 18 July 2014.

of Puerto Rico.[280] In mid-July 2015, immersion classes were underway in South Korea, Puerto Rico, Morocco, and Spain.[281] The total number of students overseas at any one time never exceeded a hundred, but the number of classes increased under Colonel Chapman to about 85.[282] While Morocco, Puerto Rico, and Spain were all fairly secure and safe for DLIFLC students, they were not ideal from a language dialect point of view. Unfortunately, as Chapman lamented, it was simply difficult to find the perfect situations. The U.S. Embassy would not authorize official visitors in some countries due to security concerns while DLIFLC also had to arrange with a host educational institution to provide language instruction because the students had to keep pace with their academics as though they were still in Monterey.[283]

With October 2015 came a new fiscal year and better immersion funding to support implementation of the Institute's new L2+/R2+ proficiency improvement plan. The goal for the 2016 fiscal year was to ramp up overseas immersions to 92 immersions trips. That would enable 27 percent of DLIFLC basic course students to participate, roughly a 30 percent increase from 2015 when 20 percent of students participated in the program.[284]

Foreign Area Officers Program

DLIFLC conducted its first Joint Foreign Area Officer Course (JFAOC) of the period in January 2014. This semiannual course provided an initial orientation and indoctrination to newly selected Foreign Area Officers attending DLIFLC for language training or who were in graduate school at the neighboring Naval Post Graduate School.

To be a FAO, officers had to learn a foreign language, earn a master's degree relevant to their assigned region of the world, and gain experience in-country. Such training enabled them to serve as advisors on political, military, social, and economic issues. On the first day of the course, Lt. Gen. Mary A. Legere, U.S. Army Deputy Chief of Staff for Intelligence, spoke to the FAOs via video-teleconferencing technology. Later, Air Force Brig. Gen. David Stillwell, Joint Chiefs of Staff J5, and Col. Bryan Fenton, Army Deputy Director for Strategy, Plans and Policy (G-3/5/7), were the guest speakers in Monterey.[285] Stilwell was himself a DLIFLC graduate and a former senior defense attaché at the U.S. Embassy in Beijing, China. According to Stilwell, the political analysis reporting duties of FAOs will be read by Pentagon and White House staff and officials and sometimes by the president.[286] The course was an important introduction to the field for the young FAOs as their first major introduction to their future responsibilities as attachés or military assistance program officers.

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[280] DLIFLC Situation Report for the Periods 20 December-9 January 2015 and 21 February - 6 March 2015.

[281] DLIFLC Situation Report for the Period 25 July - 7 August 2015.

[282] Chapman, Exit Interview, 8 July 2015, pg. 21-22.

[283] Chapman, Exit Interview, 22 July 2015, pg. 4-5.

[284] DLIFLC Situation Report for the Period 17-30 October 2015.

[285] DLIFLC Situation Report for Period Ending 17 January 2014.

[286] "Stars Align on Importance of FAO Mission, Skill Set," *Globe* Vol. 36, No. 1 (Spring 2014): 18-19.

In March 2014, Gerald Hust, Director of Policy for SAF/IA and the Functional Authority for Air Force Regional Affairs Strategists and Political-Military Strategists, visited and provided information to DLIFLC FAO students.[287]

DLIFLC conducted its second 2014 week-long Joint Foreign Area Officer Conference (JFAOC) at the Presidio of Monterey in mid-June. Participants included 150 officers from every service. The Navy's senior FAO was one of the keynote presenters - Rear Admiral Douglas Venlet, the Director of the U.S. Navy's International Engagement Office.[288] Rear Admiral Venlet encouraged the students as well their spouses, who were also attending the course because of the important role they played overseas by hosting or attending dignitary events. Maj. Gen. Fenton, who attended the course in January, did so again. He explained to attendees that as the Army downsized, it needed to focus on global presence and engagement, which is where FAOs excelled. The recent Army Chief of Staff initiative, called Regionally Aligned Forces, also supported this vision.[289]

Another issue of concern to FAOs in 2014 was Civil Affairs. The U.S. Army War College Press published a compendium of papers written by civil affairs practitioners and provided presentations during a Civil Affairs Symposium in November 2014 that focused upon pressing and future issues facing the civil affairs community - including senior leaders and defense policy makers and FAOs. The symposium covered past operations, lessons from a decade of war, and the future of civil affairs.[290]

DLIFLC hosted the first JFAOC of 2015 from 12-16 January 2015. Distinguished visitors that made appearances included Maj. Gen. Charles Hooper, SDO/DATT Cairo, Brig. Gen. Matthew Brand, Deputy Chief of Staff, Strategic Plans and Policy, HQ Supreme Allied Command Transformation, NATO, and Col. Ronald P. Clark, Deputy Director of Strategy, Plans and Policy, Office of the Deputy Chief of Staff, G-3/5/7 United States Army.[291] The same course was again held 8-12 June 2015 at the Presidio's Weckerling Center and featured comments by Colonel Chapmen, who had served on the staffs of U.S. embassies in Moscow, Kiev, Belgrade, and Athens. Chapman emphasized the importance of maintaining one's reputation, and also staying informed on current events. Guest speakers included Brig. Gen. Matthew L. Brand, Deputy Chief of Staff for Strategic Plans and Policy, NATO; U.S. Marine Corps Maj. Gen. Rocco, Commanding General of the Third Marine Aircraft Wing, and Rear Adm. Colin Kirlain, a naval special warfare SEAL and graduate of the Spanish and German programs.[292]

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[287] DLIFLC Situation Report for Period Ending 21 March 2014.

[288] DLIFLC Situation Report for Period Ending 13 June 2014.

[289] Natela Cutter, "Navy Rear Admiral Gives Pep Talk to Future Military attachés," *Globe,* Vol. 36, No. 2 (Fall 2014): 5.

[290] See Christopher Holshek and John C. Church, Jr., editors, "2014 - 2015 Civil Affairs Issue Papers: "The Future of Civil Affairs," US Army War College Press, 02/18/2015 (ISBN: 978-0-9861865-0-9).

[291] DLIFLC Situation Report for the Period 9-23 January 2015.

[292] Patrick Bray, "DLIFLC Commandant Teaches FAOs How to Navigate through Careers," *Globe,* Vol. 37, No. 1 (Summer 2018): 8.

Language Day

During Colonel Chapman's tenure, DLIFLC held its annual Language Days on 9 May 2014 and 8 May 2015. The event was popular with schools in California who bussed their students in grades K-12, sometimes from hundreds of miles away, and it also attracted many visitors from the surrounding community. Guests participated in foreign language classes, cultural demonstrations or displays, and other activities scattered at venues throughout the Presidio of Monterey. The event featured many opportunities to sample various ethnic foods served by local vendors, as well as a wide variety of entertainment. DLIFLC did not hold Language Day in 2013 because then commandant Col. Danial Pick cancelled the event after the Institute suffered extensive budget cuts and furloughs of government employees caused by political problems in Congress. In both 2014 and 2015, the Army used shuttles to move event attendees from a parking area on the lower Presidio to the activity area focused around Soldier Field.[293]

In 2015, DLIFLC held Language Day on May 8. Planners logged more than 6,000 participants, including more than 2,000 high school students from across the western United States. During the festivities, which highlighted foreign language and cultural education, the Presidio of Monterey garrison sponsored a "welcome home" ceremony for Vietnam War veterans. The Secretary of Defense and the Army had initiatives to thank and recognize such veterans.[294] The master of ceremonies for Language Day was Sameera Sharif.[295]

Figure 13
Language Day
on 9 May 2014.

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[293] Michael Beaton, "Language Day 2014," *Globe,* Vol. 36, No. 2 (Fall 2014): 16-17.

[294] DLIFLC Situation Report for the Period 2-15 May 2015. The DLIFLC PAO reported in its summer 2015 issue of the Globe that there were 4,200 participants.

[295] "Language Day," *Globe*, Vol. 37, No. 1 (Summer 2015): 17.

Beginning in 2015, the City of Monterey began to sponsor an annual "Language Capital of the World" culture and language celebration held at the Monterey Custom House Plaza on May 2-3.[296] The event drew upon DLIFLC volunteers who were already practicing for the Institute's own Language Day and immediately preceded it. The origin of the event coincided with the retirement of former DLIFLC commandant Danial Pick, who had taken a civilian job within the city government. The city event closely followed the DLIFLC format and used much of the same talent, including Sameera Sharif as the master of ceremonies. The idea was to encourage wider association of Monterey with foreign language cultural education, encourage participation by the working age population less likely to attend Language Day, and possibly as a preventative to deter future base closure threats.

DLI-Washington

The Institute's Washington office, known as DLI-Washington, provided foreign language training to support low volume military foreign language training in the national capital region. DLI-Washington mainly contracted out this language training and typically supported a student load fluctuating between 250 and 400 students at any one time. DLI-Washington also represented the command and provided Russian language training support for the Joint Staff's Washington-Moscow Direct Communication Link (hotline).

On one visit, in January 2015, Colonel Chapman arranged to participate in "a bittersweet occasion," as he termed it, the retirement ceremony of Ivy Sue Gibian, a long serving DLIFLC employee. Gibian, said Chapman, had "faithfully and selflessly served the nation for 45 years," including several decades with the Institute's Washington office, both in the military and as an Army civilian employee.[297] At the same time, the DLIFLC history office interviewed Gibian, and she donated a small collection of personal papers to the Institute's archives.[298]

Colonel Chapman took an interest in rethinking how DLI-Washington functioned. He had learned to speak Russian as a DLFLC student in Monterey and had also studied two other languages, Greek and Serbian Croatian through DLI-Washington. He had a good basis to compare, from a personal perspective, the effectiveness of the two types of training. In his view, DLI-Washington could do more than simply farm out from $10 to $15 million annually to private language training companies to replicate what the Institute already was expert at doing.[299] For that reason, Chapman visited with the Mission and Installation Contracting Command at its Fort Eustis Contracting Office headquarters in Virginia from 12-14 May 2015. There he spoke with MICC-Eustis representatives to look at alternatives to the "lowest price technically acceptable" current contract structure for foreign language education at DLI-Washington.[300] However, no program changes resulted from this visit.

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[296] DLIFLC Situation Report for the Period 2-15 May 2015.

[297] DLIFLC Situation Report for the Period 24 January - 6 February 2015.

[298] See Ivy Gibian Collection, MC-014 and Ivy S. Gibian, Oral Interview, 31 July 2015, FF#10, RG 10.02-06.

[299] Chapman, Exit Interview, 24 July 2015, pp. 10-11.

[300] DLIFLC Situation Report for the Period 2-15 May 2015.

III. Non-Basic Language Support

Associate Provost of Academic Support

Associate Provost Detlev Kesten oversaw the Associate Provost of Academic Support, which supported the academic mission with a variety of programs and contract supervision.
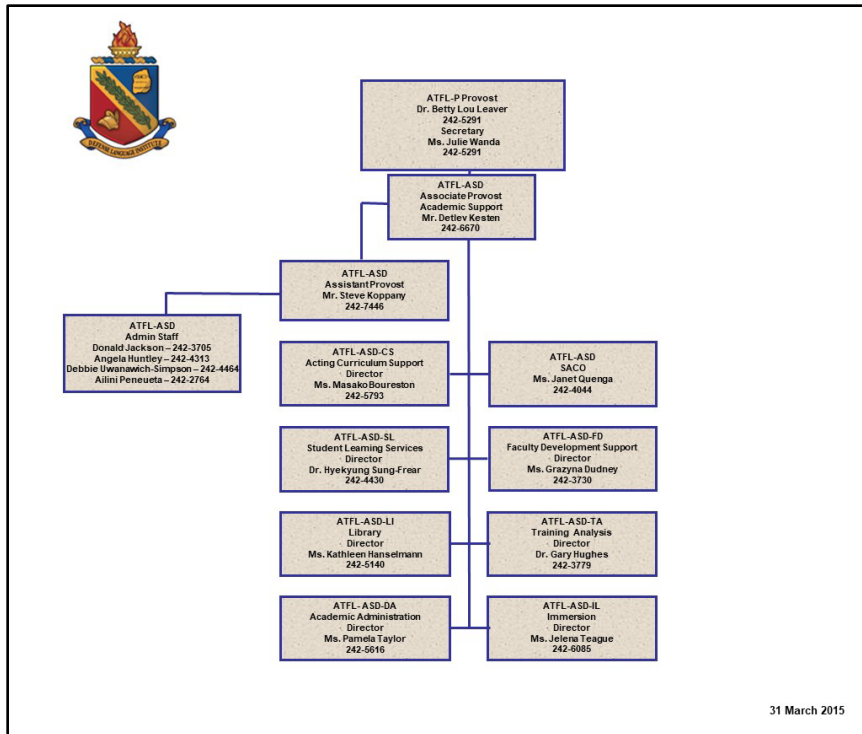

Figure 14. The Associate Provost of Academic Support's organizational chart.

Student Learning Services

The Academic Support Directorate created the Student Learning Services (SLS) on 16 March 2014. The organization consisted initially of 9 members (8 civilian faculty and 1 military staff member) transferred from the former Student Learning Center (SLC). In the fall of 2014, a Chief MLI (Military Language Instructor) came onboard. In 2015, one Educational Technology Specialist 2015 arrived. Later, in 2016, SLS acquired four Student Learning Specialists, and converted one academic specialist to an academic associate director, hence becoming a 15-person division. The main responsibility of SLS was to ensure and promote high quality of instruction through its "Introduction to Language Studies" and "Autonomous Language Sustainment" courses, through Quality Assurance (QA) programs, teacher training, course monitoring, and continuous curriculum refinement of the courses.[301]

Continuing Education

In 2014, DLIFLC continued to graduate students from its basic language acquisition courses in Monterey, offering to award qualified graduates the Associate of Arts in Foreign Languages

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[301] 2019 SLS_APR-JUN2019_Quarterly Historical Report.

degree, and providing contract-based instruction for officers needing foreign language expertise for scheduled overseas assignments through its Washington office. But the breadth of its activities was even wider. DLIFLC also sustained a robust continuing education program divided into two main halves. First, it offered linguists returning to its Monterey campus intermediate or advanced foreign language training. Second, DLIFLC continued to provide an extensive language training program for linguists and general-purpose personnel stationed or deployed around the globe.

And for a variety of special purposes, the Institute deployed long-term Language Training Detachments at several installations, while also routinely rotating Mobile Teaching Teams or establishing Broadband Language Training. This training used video technology to provide foreign language instruction at numerous installations with temporary needs, such as pre-deployment training.[302]

Continuing Education Resident Courses

In 2014, DLIFLC conducted 73 intermediate and advanced courses in seven languages with 80 percent achieving course standards and 50 percent exceeding course standards. In the Defense Threat Reduction Agency (DTRA) Russian Arms Control Speaking course, 100 percent of all participants met the course standard of L2+/R2+/S2 while 25 percent reached level 4, considered nearly native fluency.[303] Of note in April 2014, the Office of the Secretary of Defense announced the winners of the Senior and Junior Enlisted Members of the Year for 2013. S. Sgt. Nikolay Medvedev of the US Army's DTRA was the winner in the junior category.[304]

In 2015, the Kiwanis Club of Monterey recognized superior achievement by the DLIFLC Continuing Education Directorate in September when the group bestowed its annual award for best DLIFLC civilian instructor to Elena Sedova-Hotaling and to military instructor Sfc. Adan Huntley. Sedova-Hotaling taught Russian intensive grammar, vocabulary, and speaking while Huntly was responsible for overseeing more than a hundred military students in the Continuing Education Directorate.[305]

Two major changes to the intermediate and advanced courses under Colonel Chapman included both a shortening of the program and a plan to phase out the intermediate program altogether. The military services had grown concerned about sending career linguists back to Monterey for intermediate and advanced courses due to the extended period those courses required, which was 47 weeks in the harder languages, or nearly a year with travel and leave factored into the equation. The services asked DLIFLC to shorten the course by nearly half although they were willing to fund overseas immersions for intermediate and advance students with the hope being that proficiency results could be maintained with a shorter course. To obtain similar results, however, meant also doing more administrative and diagnostic work before the student arrived in Monterey or intensive study in their host unit's Command Language Program. According to

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[302] DLIFLC Situation Report for Period Ending 15 August 2014.

[303] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files.

[304] Michael L. Rhodes, Director, OSD, Memorandum: "2013 Office of the Secretary of Defense Senior and Junior Enlisted Members of the Year," April 2, 2014, in RG 21.27.

[305] "Kiwanis Military and Civilian Instructor of the Year Award," *Globe*, Vol. 37, No. 2 (Fall/Winter 2015): 27.

Chapman, the results for a shorter course plus immersion were roughly similar to the standard 47-week course without an immersion.[306] Chapman also decided to phase out the intermediate program in conjunction with the L2+/R2+ program.[307]

Language Training Detachments

DLIFLC continued to operate several fixed language training detachments or LTDs during this period. Eight of these so-called "Extension" LTDs were focused upon providing linguist maintenance for NSA-centered activities while about twenty other "Field Support" LTDs met the contingency needs of deploying forces. In 2014, DLIFLC trained more than 4,500 students at its Extension LTDs and another 2,365 students through its Field Support LTDs. However, by September 2014, Army authorities decided to close DLIFLC's "General Purpose Force" LTDs. The decision affected LTDs at Fort Carson, Schofield Barracks, Vicenze (Italy), Stuttgart (Germany), and Molesworth (UK). An LTD at Fort Campbell remained open an additional year due to deployments and one at Joint Base Lewis-McChord continued to operate until June 2015.[308] The closures were apparently driven by Brig. Gen. John P. Johnson, Director of Training, TRADOC, who sent letters to all of these LTDs on 24 June 2014 requesting a justification of a requirement at each location or else their closure.[309]

DLIFLC also continued to provide LTD support to the Special Operations community. Brig. Gen. Sean Mulholland, U.S. Special Operations Command South commanding general, awarded the "Best Language Program of the Year Award" to the DLIFLC Language Training Detachment located at the Air Force Special Operations Command Language Center at Hurlburt Field, Florida, on 11 August 2014. He delivered the award during a special training event for managers involved in overseeing the command's language training program being held in Tampa, Florida.[310] On 21 October 2014, soon after winning this prestigious award, DLIFLC's Hurlburt Field LTD received a high-profile visitor: Deborah Lee James, Secretary of the Air Force, who dropped in to inspect the LTD and to sit in on an Arabic class.[311]

Nov/Dec 2014. From 24-26 November 2014, Colonel Chapman visited DLIFLC's language training detachment at Kunia, Hawaii, where 26 Chinese and Korean faculty were stationed. He also met with USARPAC G-3 officials to discuss DLIFLC language support to RAF and CREL for the Asia-Pacific theater.[312]

In May 2015, DLIFLC worked on keeping its six-instructor LTD at Fort Leavenworth. The FY 2016-18 SMDR did not validate these requirements, arguing that CGSC was fully manned. The LTD was scheduled to close by end of FY 2016. The LTD had supported CGSC with language

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[306] Chapman, Exit Interview, 22 July 2015, pg. 5-6.

[307] Ibid.

[308] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files.

[309] Steve Collins, Email to Col David Chapman, Subject: Prep for Meeting with BG Johnson, 21 July 2014, in RG 21.27.

[310] "DLIFLC Instructors Win SOCOM Best Language Program of the Year Award," *Globe,* Vol. 36, No. 2 (Fall 2014): 21.

[311] DLIFLC Situation Report for the Period 11-24 October 2014.

[312] DLIFLC Situation Report for the Period 22 November-5 December 2014.

training needs from 2006 through the support of the then CAC Commanding General Lt. Gen David Petraeus. All post-CGSC graduates heading to either Iraq or Afghanistan had to take Iraqi dialect or Dari familiarization. DLIFLC instructors deployed on TDY. More than 1,300 students took such training.

DLIFLC also supported Army professional development programs, namely the Army Leader Development Strategy and the Army Culture and Foreign Language Strategy by supplying Chinese, French, and Arabic language training using TDY instructors until in 2010, the Assistant Commandant recommended DLIFLC establish a dedicated LTD for improved efficiency and hired five instructors in those languages. Dari/Pashto/Farsi instruction was also provided until requirements declined while Russian was added. About 30 percent of CGSC students took language courses through the LTD. DLIFLC argued that ending the program would contradict high level directives from DoD, Congress, GAO, etc., specifically requiring that foreign language training be a part of professional military education. However, the larger Army was turning away from the need for foreign language and culture training in the general force.[313] "CAC and CGSC like the language program at CGSC" and senior leaders there wanted options to continue it. The two main options were for Lt. Gen. Brown (CAC CO) to fund it through his own special fund, but that was a year-to-year mechanism. The other option was for CAC to justify the program to TRADOC to fund it, which suggested DLIFLC instructors being hired through CGSC. Snags developed regarding how instructors were categorized, the bottom line being that the teachers could not be counted against the general instructor load at CGSC. A third option was to fund DLIFLC similar to how the Air Force funded Maxwell by training all service personnel attending school there. If DLIFLC was the proponent for DOD language training, then it should be funded to provide that service wherever it was needed.[314]

From 3-28 August 2015, DLIFLC faculty trainers conducted the DLIFLC Instructor Certification Course for instructors and academic specialists from various DLIFLC Language Training Detachments.[315]

In late September 2015, Colonel Deppert spent some time on the East Coast where he visited more than 30 DLIFLC faculty stationed at the Norfolk, Fort Bragg, and Camp Lejeune LTDs.[316]

Colonel Deppertvisited with more than 40 teachers at the DLIFLC's Norfolk and Fort Bragg LTD and their host unit leadership.   All the Institute's Detachments in the field continued to perform exceptionally well, and their host units continued to request sustained (and in some cases) expanded DLIFLC presence.[317]

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[313] "Status of DLIFLC Support to CGSS Language Program," Information Paper, 9 September 2015, in RG 42.13.18.

[314] John Pilloni, email "Upcoming TDY" to 1LT Joy Palmer, 28 August 2015, in RG 42.13.18.

[315] DLIFLC Situation Report for the Period 8-21 August 2015.

[316] DLIFLC Situation Report for the Period 5-18 September 2015.

[317] DLIFLC Situation Report for the Period 19 September - 2 October 2015.

In late 2017, Colonel Deppert reported "a lot of good news continues to surround our Language Training Detachments (LTDs) arrayed across the services." The work of DLIFLC's LTDs highlighted Institute efforts to "think bigger than just the school."

In late 2017, Colonel Deppert reported that organizations hosting DLIFLC LTDs at Fort Bragg in North Carolina had asked the Institute to expand the support provided. The Marine Corps Special Operations Command (MARSOC) also recognized six DLIFLC LTD instructors for exceptional performance. To enhance the faculty professional development work workshops scheduled for the forthcoming holiday period, DLIFLC brought several deployed LTD instructors back to Monterey to share their best practices with resident faculty.[318]

Mobile Teaching Teams and BLTS

Under Distance Learning, Mobile Training Team (MTT) instructors deployed as needed to unit locations to provide Enhancement Courses that helped to maintain and improve current linguist skills. They also delivered Conversion Courses that helped some linguists to shift from one language to a similar or related one (e.g., Modern Standard Arabic to Egyptian). Finally, they provided Familiarization Courses for non-linguists needing rudimentary skills for a particular deployment.[319] Similarly, DLIFLC also made good use of its Broadband Language Training System (BLTS), a video technology-enabled program that provided one of the most flexible and cost-effective ways to reach language learners in the field.

In the spring of 2014, DLIFLC deployed seven language MTTs ongoing at seven different training sites.[320] By that fall, it had 11 language MTTs ongoing at two different training sites with 15 instructors and 95 students. These consisted of a Dari enhancement language course at Rose Barracks, Vilseck, for 5 students and a team providing pre-deployment familiarization training in Chinese, French, Korean, Russian, and Spanish at Maxwell Air Force Base, Alabama, for 90 students.[321]

In February 2014, DLIFLC conducted a General Officer Pre-deployment Acculturation Course (GOPAC) for U.S. Air Force flag officers at the Air University at Maxwell AFB. For the past four years, DLIFLC had conducted such courses periodically. The purpose of the GOPAC was to integrate language learning and cultural familiarization for Air Force flag officers and civilian Senior Executive Service members selected for overseas assignment. This course was in Arabic.[322]

Altogether, the Institute trained 2,700 students in 19 languages through MTTs and BLTS in 2014. It conducted 132 post-basic courses and 59 familiarization courses. Though not fully funded, the BLTS program continued to prove its worth throughout the period.[323]

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[318] DLIFLC Situation Report for the Period 14-27 November 2015.

[319] DLIFLC Situation Report for Period Ending 15 August 2014.

[320] DLIFLC Situation Report for period ending 2 May 2014.

[321] DLIFLC Situation Report for Period 13-26 September 2014.

[322] DLIFLC Situation Report for Period Ending 14 February 2014.

[323] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files.

As 2015 opened, DLIFLC had 7 MTTs deployed at 5 sites utilizing 7 instructors, for 45 students.[324] Throughout 2015, MTTs remained active rotating through a variety of assignments. For example, in April 2015, MTTs were located at 7 sites, with 10 instructors for 82 Students. One was conducting a Command Language Program Managers Course at Fort Meade, MD for 20 students while another was conducting sustainment language training at Clay National Guard Center, Marietta, GA, for 8 students of French and Spanish.[325]

In his first situation report as commandant of DLIFLC to the Combined Arms Center Commander, Lt. Gen. Robert B. Brown, Colonel Chapman mentioned that as of the date of his report (29 May 2014), there were "10 Language MTTs ongoing at seven different training sites." Brown replied, "I did not know there were 10 Language MTTs at 7 different sites – impressive."[326]

On-Line Products

DLIFLC continued to produce on-line language products throughout the period. It added four new languages to its Headstart2 program (now covers 29 languages) and continued to work on 6 new languages. However, due to resource constraints, particularly the loss of 400 positions as a result of the U.S. Army Manpower Analysis Agency report in September 2013, the Institute had to limit itself to producing only one new language Headstart2 per year and no Rapport products (an on-line product of six to eight hours of self-instruction in basic survival language phrases and cultural information). Despite cutbacks in this area, the Institute still logged 43,123 online sessions while 8,600 users completed an on-line language diagnostic assessment. Importantly, Headstart2 and Rapport have been identified by HQDA G-3 as the preferred means to fulfill the language requirement for the Army's Regionally Aligned Forces. Additionally, DLIFLC's on-line products remained available to the public at large, a significant source of curricular materials for foreign language and culture teachers in grades K-12 to the undergraduate level.[327]

Faculty Development Activities

Although the restructuring in 2013 had eliminated the Faculty Development Division, on 7 July 2014, DLIFLC still managed to hold its annual Faculty Development Professional Day. The DLIFLC Academic Senate coordinated the event in which more than two hundred DLIFLC faculty members participated.by attending professional development and training workshops or giving presentations. Dr. Judith Liskin-Gasparro, Professor of Linguistics from the University of Iowa, was the keynote speaker.[328]

From 22-24 December 2014, the DLIFLC Faculty Professional Development Program held its annual professional development event for faculty and staff with more than sixty presentations and practical workshops presented on topics related to teaching language to different stages of

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[324] DLIFLC Situation Report for the Period 20 December-9 January 2015.

[325] DLIFLC Situation Report for the Period 4-17 April 2015.

[326] DLIFLC Situation Report for the Period Ending 30 May 2014, and LTG Robert B Brown, Email to various, Subject: DLIFLC Situation Report for the Period Ending 30 May 2014, 2 June 2014.

[327] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files. Impact of the US Army Manpower Analysis Agency review of DLIFLC is detailed in *DLIFLC Command History 2011-2013*.

[328] DLIFLC Situation Report for Period Ending 11 July 2014.

learning, materials adaptation, professional development, learner autonomy, diagnostic assessment, technology innovations, and grammar. The keynote speaker was Dr. Matthew Poehner, Associate Professor of World Languages and Applied Linguistics at Penn State University, with PhDs in French and Applied Linguistics.[329]

For two weeks, from 10 to 21 August 2015, DLIFLC held an inaugural Advanced Language Academy, a course designed for the Institute's academic leadership (Deans/Directors and above). The purpose of the academy was to discuss in detail the changes to DLIFLC's teaching methodology needed to enable its students to attain L2+/R2+ proficiency from undergraduate courses on a more persistent basis.[330] Apparently pleased by the results from the first academy, Colonel Deppert expected to expand the initiative into a major portion of the Institute's "Master Teacher" initiative.[331] This idea was first proposed under Colonel Chapman who believed that changes in pedagogy by incentivizing faculty "to quit doing what's normal" would spur higher student proficiency results.[332] The special course for department chairs also included an online component.[333] Development for a syllabus and online component continued in October.[334]

The Provost Office analyzed and concluded that in FY 2016 there would be 44 professional development opportunities provided by non-DOD sponsors that might benefit DLIFLC faculty. DLIFLC thus drafted a list of events, proposed number of attendees, and expected funding required to forward to the Institute's higher headquarters for consideration and the approval required to attend such non-DOD events.[335]

In late September 2015, Faculty Development held an Institute-wide technology summit in support of L2+/R2+ initiative that was attended by more than 900 faculty. The same month planning began for the 2016 Faculty Professional Development Program.[336]

From 28 Sep – 9 October 2015, Faculty Development staff conducted a certification program for intermediate and advanced language courses instructors. On 9 October 2015, DLIFLC held several workshops focused upon faculty professional development that featured how to effectively integrate technology with language learning.[337]

In the fall of 2015, Faculty Development began organizing its annual Faculty Professional Development Program to take place over the Christmas break, when most students were authorized leave *en masse*. DLIFLC leadership strongly supported the program, considering it part of the Institute's overarching efforts to operationalize the L2+/R2+ Plan more concretely. Organizers soon received 178 proposals, but only accepted 65, suggesting that the program was

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[329] DLIFLC Situation Report for the Period 6-20 December 2014.

[330] DLIFLC Situation Report for the Period 8-21 August 2015.

[331] DLIFLC Situation Report for the Period 22 August-4 September 2015.

[332] Chapman, Exit Interview, 8 July 2015, pg. 25.

[333] DLIFLC Situation Report for the Period 5-18 September 2015.

[334] DLIFLC Situation Report for the Period 3-16 October 2015.

[335] DLIFLC Situation Report for the Period 8-21 August 2015.

[336] DLIFLC Situation Report for the Period 5-18 September 2015.

[337] DLIFLC Situation Report for the Period 3-16 October 2015.

fairly competitive. Staff scheduled the program for 21-23 December, published a program booklet, and also developed a program website. Dr. Lynn Goldstein, Chair for Language Education Programs at the Middlebury Institute of International Studies, gave the keynote address.[338]

SCOLA

SCOLA was a non-profit educational organization that received and re-transmitted television programming from more than 140 countries in more than 170 native languages using a variety of media, including internet, satellite, and cable TV systems.[339] SCOLA content reached more than 20 million viewers worldwide.

DoD began contracting with SCOLA in the early 1990's to support the educational needs of professional DoD linguists in the field, DoD foreign language teachers and language students, and to support curriculum and test developers who needed access to foreign language television programming content for their own products. SCOLA materials were free of copyright challenges and promoted listening comprehension skill development by providing the user with access to authentic materials.[340]

Funding the SCOLA program was convoluted. NSA funded DLIFLC's portion of the program, but other DoD agencies also used the service. The task for administering the DoD SCOLA contract was first the responsibility of the Center for the Advancement of Language Learning but that organization became defunct by the end of the 1990s. At that point, the Director, Central Intelligence (DCI) Foreign Language Committee, asked the Army, as the DoD Executive Agent for DLIFLC, to manage the SCOLA contract. The DCI Foreign Language Committee funded the SCOLA contract on an annual basis. This funding allowed DLIFLC to contract for SCOLA service, but it could not reprogram those same funds for other purposes when needs changed. In other words, no SCOLA funding came from DLIFLC's operations and maintenance budget.[341]

Managing the SCOLA program, because it was not clearly directed or under DLIFLC authority, became an ongoing issue. In 2001, the DLIFLC Commandant tried to move responsibility for program management to a higher level to help stabilize the funding process, which was subject to budgetary interruptions.[342] His effort was apparently unsuccessful as concerns about program interruption erupted again in 2005.[343] At that time the contract was worth about $600,000. By

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[338] DLIFLC Situation Report for the Periods 17-30 October 2015; 31 October-13 November 2015; and 14-27 November 2015.

[339] SCOLA stands for Satellite Communications for Learning.

[340] Wikipedia "SCOLA" entry (2018) and SCOLA_INFO_PAPER Version 6 DEC 2011 in *Command History 2014-2015* files.

[341] Memorandum entitled "Basis for Sole Source Justification for SCOLA," no date [2001], in *Command History 2014-2015* files.

[342] Col Kevin Rice, Memorandum titled "SCOLA Funding," to Glenn Nordin, Assistant Director (Language) OASD (C3I), Pentagon, Washington, DC, no date [2001], in *Command History 2014-2015* files.

[343] Steve Koppany, various emails entitled "SCOLA" between himself and Gerd Brendel, Neil Granoien, et al, 4 April 2005, in *Command History 2014-2015* files.

2011, however, the SCOLA contract had grown to nearly $12 million with DLIFLC's portion representing only about 34 percent of SCOLA usage.[344]

In 2014, Colonel Chapman met with the Defense Language Steering Committee and most of DoD's SCOLA subscribers to discuss SCOLA usage, the availability of current alternative methods, and pricing, although according to Chapman, price was not the bottom line. However, because DLIFLC paid the entire bill for SCOLA while representing less than 40 percent of its usage, the Army's Director of Training, who was both DLIFLC's Executive Agent and the Army's Senior Language Authority, asked the DLSC to vote on renewing the contract. After a lengthy discussion, DLSC voted not to renew the SCOLA contract for 2015.[345]

Eventually, DLSC tasked the Institute to revive SCOLA. Dr. Christine Campbell, Associate Provost of the Institute's Language Science and Technology Directorate asked Dr. Tamas Marius, Director of LTEA, to write a new contract. The new contract lowered the cost of SCOLA by reducing the service to only 50 percent of the previous languages supported. The plan was more focused specifically on the languages required at DLIFLC or that were on the Strategic Language List. Four services were made available: TV broadcasts, newspapers, five-minute transcribed and translated broadcasts, and "on the street videos." Although the new contract significantly reduced SCOLA costs, it took three years to renegotiate and to acquire funding. In the interim, former SCOLA users had to get by on their own using online materials and, in the case of curriculum publication, by creating their own materials and/or by obtaining individual copyright clearances as required.[346]

Curriculum Development Activities

On 29 January 2015, DLIFLC celebrated the retirement of Kiril P. Boyadjieff, who culminated a thirty-year career at DLIFLC as the Dean for Curriculum Development. Originally, Boyadjieff arrived in the United States in 1980s as a refugee from Communist Bulgaria. He recounted having just $50 in his pocket, but a love for his new country.[347]

As part of DLIFLC's plan to reach general L2+/R2+ graduation proficiency levels, the Provost Office and DCSOPS piloted what they called "semester gates," which began with Pashto and Korean undergraduate language students in FY2016. The concept was to require students to pass an in-course proficiency test instrument prior to being permitted to matriculate into the next semester of their courses. Pending the success of this pilot effort, the Institute then hoped to spread the concept to additional languages beginning in FY2017.[348]

In August 2015, curriculum developers identified top candidates for Russian and Serbian-Croatian curricular revision projects and forwarded a list to the European-Latin American School Dean for final approval. This project began on 21 September 2015. They also completed a

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[344] SCOLA_INFO_PAPER Version 6 DEC 2011 in *Command History 2014-2015* files.

[345] Chapman, Exit Interview, 24 July 2015, pp. 1-2.

[346] Dr. Tamas G. Marius, email entitled "SCOLA," to Dr. Stephen Payne, Cameron Binkley, et al, 13 March 2018, in *Command History 2014-2015* files.

[347] DLIFLC Situation Report for the Period 24 January - 6 February 2015.

[348] DLIFLC Situation Report for the Period 25 July - 7 August 2015.

project to develop a new French test and continued incorporating DLIFLC's new curriculum design tool into each undergraduate school with the most recent rollout in the Persian-Farsi School. On 18-19 August, DLIFLC provided faculty training on copyright permissions to promote appropriate use of authentic materials within curricular products.[349]

In September 2015, Curriculum Development's emphasis was on strengthening its semester 3 curricula to help students reach the L2+/R2+ goal, mainly by improving methods to teach sound and script. The idea was to change the isolated method of teaching sound and script for those languages that required it, to teaching sound and script in context, thus hopefully reducing the amount of time required to master a target language's symbols, alphabets, and sounds.[350]

In October 2015, Curriculum Development completed a project to provide target language "Running Start" materials for Farsi, Chinese and Spanish for use with classes given at the service detachment level prior to formal start of class.[351] It continued working another 14 projects designed to revise course curricula to meet L2+/R2+ goals. Staff were also on track with a review of all materials and tests for a Somali course for DLI-Washington.[352] DLIFLC also organized a "Classroom Assessment Task Force" to review all in course testing instruments."[353] The same month, the dean of the European and Latin American School, along with her Russian Department chairs, began a major push to revise and update Russian basic course curriculum based upon feedback collected during pilot use of the material.[354]

In late 2015, DLIFLC began to prepare for periodic re-accreditation by the ACCJC. The process involved a special "self-study" that during this period of re-accreditation review was to focus upon the state of DLIFLC curriculum.[355]

Shortly before Colonel Chapman began his tenure as commandant, DLIFLC had formed a Curriculum Support Division, and placed it under the Associate Provost for Academic Support, complete with curriculum consultants, to "give guidance and support to the UGE [Undergraduate Education] schools and other organization."[356] The Curriculum Support Division developed standard operating procedures for curriculum development, provided training on the use of the Universal Curriculum and Assessment Tool (UCAT), provided editing services, assisted with test development, and saw to other curriculum related activities. The Division consisted of a "Director, Associate Director, core of five Curriculum Consultants, Educational Technology Specialist, four English Editors, and team of 16 contractors that perform duties of layout and

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[349] DLIFLC Situation Report for the Period 8-21 August 2015.

[350] DLIFLC Situation Report for the Period 22 August - 4 September 2015 and 5-18 September 2015.

[351] DLIFLC Situation Report for the Period 19 September - 2 October 2015.

[352] DLIFLC Situation Report for the Period 3-16 October 2015.

[353] DLIFLC Situation Report for the Period 17-30 October 2015.

[354] DLIFLC Situation Report for the Period 31 October - 13 November 2015.

[355] DLIFLC Situation Report for the Period 14-27 November 2015.

[356] Masako Bouriston. Fourth Quarter Historical Report, Academic Support 1 October-31 December 2014.

design courses and unit assessment, English Editing, and programming with a total of 31 employees."[357] The Curriculum support Division was located in Munzer Hall.[358]

Standardization and Academic Excellence

On 13 August 2015, DLIFLC held a Ribbon Cutting Ceremony for the new Office of Standardization and Academic Excellence (OSAE), which was created partly in response to the USAMAA-driven Institute-wide reorganization instituted in 2013.[359]

Command Language Program Managers Course

DLIFLC hosted its annual advanced Command Language Program Manager (Test) Residence Course from 3-5 June in 2014 and from 26-30 January in 2015 at the Presidio of Monterey. The resident course typically included approximately 30 attendees.[360] The CLPM course had 31 attendees. The course provided knowledge and highlighted basic procedures for new CLPMs. An active and motivated CLPM, supported by the local Commander, was viewed by the DLIFLC commandant as "the key to any good foreign language sustainment and enhancement training program for military linguists."[361]

The CLPM course provided training for service members tasked with maintaining the language proficiency of the linguists assigned to their organizations. With more than seven hundred Command Language Program managers, DLIFLC saw the course as a necessity to maintain and disseminate system-wide standards. During the event, DLIFLC announced the annual winners of its Command Language Program of the Year Awards for the previous year. In 2013, the award went to the Marine Corps 2nd Radio Battalion. Another award for best overall Language Professional of the Year went to Air Force Tech Sgt. Brandi Fast of the 25th Intelligence Squadron stationed at Hurlburt Field, Florida.[362]

Other courses were offered on location by sending out MTTs. For example, DLIFLC conducted a Command Language Program Managers Course for 16 students at Wiesbaden AAF in August 2014.[363] In April 2015, it taught the same course to 20 students at Ft. Meade.[364]

In 2015, DLIFLC conducted a Command Language Program Managers' Certification Course for 23 students from 20-24 April 2015.[365] It also conducted an Advanced Command Language Program Manager Workshop from 1-3 September 2015. More than 150 foreign language program managers attended this workshop to update their knowledge regarding recent trends in

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[357] Ibid.

[358] Ibid.

[359] DLIFLC Situation Report for the Period 8-21 August 2015.

[360] DLIFLC Situation Report for Period Ending 30 May 2014 and 9-23 January 2015.

[361] DLIFLC Situation Report for the Period 24 January - 6 February 2015.

[362] Natela Cutter, "CLP and Language Professional of the Year Awards," *Globe,* Vol. 36, No. 2 (Fall 2014): 25; DLIFLC Situation Report for the Period Ending 30 May 2014.

[363] DLIFLC Situation Report for the Period Ending 8 August 2014.

[364] DLIFLC Situation Report for the Period 4-17 April 2015.

[365] DLIFLC Situation Report for the Period 18 April - 1 May 2015.

foreign language acquisition. During the event, the DLIFLC Commandant, Col. Phillip Deppert, presented awards to the winners of the DoD best Command Language Program and Command Language Professional of the Year. The U.S. Army Intelligence and Security Command's 500th Military Intelligence Brigade stationed at Schofield Barracks, Hawaii, won top honor for its command language program while first place for the individual award went to U.S. Navy Petty Officer 1st Class Harrison Goforth, a fluent speaker of Modern Standard Arabic, Iraqi Arabic, Levantine Arabic, Egyptian Arabic and Somali.[366]

Testing Issues

In 2014, DoD conducted 122,667 Defense Language Proficiency Tests (DLPT) and another 18,870 Oral Proficiency Interviews (OPI). That year, DLIFLC's testing division released new versions of the DLPT in Dari, Azeri, Russian, Sudanese, Kurmanjii, Hindi and Arabic-Levantine. Some of these tests took up to two years to develop.[367]

In January 2014, DLIFLC hosted the Defense Language Testing Advisory Panel meeting, chaired by Dr. Michael Nugent, Director, Defense Language and National Security Education Office, at the Presidio of Monterey.[368]

In February 2014, the Assistant Commandant, Col Ginger Wallace, was in Washington, D.C. attending both the Defense Language Curriculum Working Group and the Defense Language Testing Working Group. She met with OSD, NSA, and service stakeholders.[369]

From 2-3 April 2015, DLIFLC hosted the Defense Language Testing and Advisory Panel (DELTAP) as part of its continuing efforts to ensure the reliability of its language testing instruments.[370]

In 2015, DLIFLC expected to roll out new DLPTs in 12 languages while increasing its on-line products across the board.[371]

Machine Translation/Language Technology

On 3 February 2015, Michael Doney, Director of a DoD program relating to machine-based foreign language translation. DLIFLC agreed to provide language subject matter expertise to support development of this system.[372]

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[366] Natela Cutter, "Best Command Language Program and Command Language Professional of the Year Awards," *Globe*, Vol. 37, No. 2 (Fall/Winter 2015): 26.

[367] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files. Impact of the US Army Manpower Analysis Agency review of DLIFLC is detailed in *DLIFLC Command History 2011-2013.*

[368] DLIFLC Situation Report for the Period Ending 3 January 2014.

[369] DLIFLC Situation Report for the Period ending 21 February 2014.

[370] DLIFLC SITREP for the Period 21 March - 3 April 2015.

[371] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files.

[372] DLIFLC Situation Report for the Period 24 January - 6 February 2015.

Training Analysis

The Training Analysis division of Academic Support oversaw a wide variety of projects during Colonel Chapmen's tenure. Supervised by Dr. Gary G. Hughes, Training analysis completed a DLPT5 organizational assessment, oversaw a TRADOC Quality Assurance visit, conducted research into C3T–Cross Cultural Conditions of Trust, and submitted a charter on the UGE Integrated Database Dashboard Project. As part of their regular duties, Training Analysis also processed 2,188 student records in just one quarter. Additionally, Training Analysis participated in the Human Research Protection Program and Project.[373]

Academic Journals

The office of academic journals published both *Applied Language Learning* (the only government language learning journal) and *Dialogue on Language Instruction.* Subjects included assessment, research, pedagogy, and a variety of other topics related to language instruction. During Colonel Chapman's tenure, the journals published articles on improving emotional functioning, motivation, gendered speech styles, and similar subjects. The editor, Dr. Jiaying Howard, also offered book reviews and other standard material common to academic journals.[374]

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[373]Gary G. Hughes. 3Qtr CY14 Quarterly Historical Report for Academic Support – Training Analysis. 05 October 2014.

[374]APAS AJ 1st Quarter 2015 Historical Report.

V. Service Support Units

Students at DLIFLC were generally assigned to and supervised by one of four military services units. The student unit commanders and their staff housed and fed the students, ensured their discipline and good order, organized their physical fitness and any military-related training, and where possible focused on supporting the students to become educated as military linguists in their respective service, whether Army, Air Force, Navy, or Marines. The military service units provided the structure, the tools, and the facilitation necessary to achieve success at DLIFLC.

The units had a unique responsibility to manage their members as student linguists while also indoctrinating the same individuals in their service's specific requirements. Under Colonel Chapman, the Army reduced its military specific training, and this precedent inspired the other service commanders, who did not report to the DLIFLC commandant, to seek relief from their respective non-linguist-training requirements. According to Chapman, most of the units had gotten some relief from the military specific training to focus on language study or simply resiliency. By the time he left DLIFLC, he believed they all were "appropriately focused on putting out linguists while balancing the requirement for military training.

From his exit interview, Colonel Chapman's guidance to unit commanders:

> Colonel Chapman: "Prepare them on the front end if they arrive early; get them into Running Start and Headstart programs, try to match their skills and desires with an open slot which the Marines do, the Army does, so try to match them best for the seat that they can fulfill. Manage them as they go through the process. Their health, their behavioral health, their welfare, their physical fitness, their base Soldier skills, Marine skills, Airmen skills. Then transition them out once they go to the next unit. They're held accountable for production rates. They're held accountable for graduation rates, administrative and even academic disenrollments. But I know that if the Marines don't graduate a certain percentage it's not always on the Marine Corps because these young men and women are not in their possession eight, nine hours a day while they're over in the schools."

> Dr. Payne [historian]: Sure. You have to work together.

> Colonel Chapman: We do. And it's a great group that I have. They've turned over once already so they've all been super supportive. Even though I don't have [carrot or stick] for the non-Army, I don't write their fitness reports, their OERs. We always joke and say we get it done through good looks and charm. But ultimately, they're good officers trying to do the right thing." [375]

U.S. Army 229th Military Intelligence Battalion

The 229th Military Intelligence Battalion remained the unit of assignment for soldiers attending the Defense Language Institute Foreign Language Center. The average Army student population during Colonel Chapman's tenure was about 1500 soldiers, divided into six companies (A-F). The battalion was commanded by Lt. Col. Derrick C. Long for the bulk of Chapman's period as

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[375] Chapman, Exit Interview, 22 July 2015, pp. 13-14.

commandant. Their mission statement read: "The mission of the 229th Military Intelligence Battalion (MIB) is to facilitate the production of qualified Warrior linguists and sustain Soldiers and their Families to support the operational force."[376] (Note: The Army at this time was ever fond of rewording its mission statements. Shortly before Chapman changed command with his successor, Col. Philip Deppert, the mission statement of the 229th had changed to: "The 229th Military Intelligence Battalion trains Soldiers and their Families, enabling DLIFLC language education and providing the Army ready soldier linguists. Our goal is to produce culturally aware Soldier linguists, continuously engage issues with student attrition, lead our Soldiers through integrated military and academic training, and ensure Soldiers are prepared to integrate into the operational force."[377] However they chose to word it, the 229th was responsible for all administrative and training matters for Army students at DLIFLC.

From 17 to 19 March 2014, Maj. Gen. Ridge, the Deputy Commanding General, Initial Military Training, embarked to Monterey with a "Quick Look" team to conduct an inspection of DLIFLC's 229th Military Intelligence Battalion. The purpose of the inspection was to ensure compliance with military training regulations (TR 350-6). The commandant reported that Ridge's team found DLIFLC compliant with TR 350-6 and "tracking in all areas."[378]

On 21 March 2014, the 229th Military Intelligence Battalion conducted a Cmd. Sgt. Maj. Change of Responsibility ceremony. Cmd. Sgt. Maj. Wilkes replaced Cmd. Sgt. Maj. Ray Ramsey.[379]

On 4 March 2015, DLIFLC held a memorial ceremony for Sgt. Dustin Volz, A Co, 229th MI Battalion, who died 21 February while on a temporary assignment at Joint Base Lewis McChord near Tacoma, WA. He was struck and killed by a train.[380]

On 1 August 2014, Lt. Col. Derrick C. Long took command of the 229th from Lt. Col. Frank A. Smith.[381]

On 24 April 2015, A Company 229th MI Battalion changed command. (Capt. Reedy to Capt. Hammond).[382]

On 1 May 2015, B Company 229th MI Battalion changed command (Capt. Novak to Capt. Sabatino).[383]

On 1 May 2015, Headquarters and Headquarters Company, DLIFLC changed command.[384]

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[376] 229th MI BN Historical Report, 2nd Quarter Fiscal Year 2015, 7 April 2015.

[377] 229th MI BN Historical Report, 3rd Quarter Fiscal Year 2015, 1 July 2015.

[378] DLIFLC Situation Report for Period Ending 21 March 2014.

[379] DLIFLC Situation Report for Period Ending 14 March 2014.

[380] DLIFLC Situation Report for the Period 21 February - 6 March 2015.

[381] DLIFLC Situation Report for the Period Ending 1 August 2014.

[382] DLIFLC Situation Report for the Period 18 April -1 May 2015. 229th MI BN Historical Report, 3rd Quarter Fiscal Year 2015, 1 July 2015.

[383] B Company 229th MIB Change of Command Invitation.

[384] DLIFLC Situation Report for the Period 18 April -1 May 2015.

On 2 July 2015, C Company 229th MI Battalion changed command. (Capt. Holdridge to Capt. Zima).[385]

U.S. Air Force 517th Training Group

During Colonel Chapman's tenure, the 517th Training Group (USAF) consisted of two squadrons, the 311th and 314th Training Squadrons. Their mission was to train the Air Force's linguists, many of whom would serve as foreign service officers, cryptologic linguists, and translators. The 517th was part of the Air Force's 17th Training Wing, headquartered at Goodfellow Air Force Base in San Angelo, Texas. The group commander also served as the Assistant Commandant of DLIFLC.   Chapman's tenure also saw Col. Ginger L. Wallace, and Col. Keith M. Logeman in command of the 517th, which annually trained about 1,100 Airmen.[386]

In March 2014, Col. Thomas Schmidt, Vice Commander, and Cmd. Sgt. Maj. Thomas Good, Command Chief Master Sergeant from the Air Force's 17th Training Wing at Goodfellow Air Force Base, visited DLIFLC and the 517th USAF Training Group.[387]

Maj. Gen. Mark Brown, who commanded the 2nd Air Force at Keesler Air Force Base in Mississippi, visited DLIFLC and the 517th Training Group in late September 2014 to gain a better understanding of the nature of the training program involving airmen of the 311th and 314th Training Squadrons.[388]

On 16 July 2014, the 314th U.S. Air Force Training Squadron changed command. Lt. Col. Mark Mitchem passed the guidon to Lt. Col. Allison Galford.[389]

On 19 June 2015 the 311th Training Squadron changed command from Lt. Col. Tom Coakley to Lt. Col. Brian McCullough.[390]

On 26 June 2015, DLIFLC Assistant Commandant and U.S. Air Force 517th Training Group Commander, Colonel Wallace, passed the group colors to Colonel Logeman during a change of command ceremony at the Presidio of Monterey.[391]

On 17 August 2015, DLIFLC held a special memorial ceremony for AIC Erik Davidson, a member of the U.S. Air Force's 311th Training Squadron, and an apparent suicide.[392]

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[385] DLIFLC Situation Report for the Period 13-26 June 2015. 229th MI BN Historical Report, 3rd Quarter Fiscal Year 2015, 1 July 2015.

[386] See Weekly Population Report: Students Enrolled in Classes, 27 Feb 2015.

[387] DLIFLC Situation Report for the Period Ending 28 March 2014.

[388] "Maj. Gen. Mark Brown Receives DLIFLC Orientation," *Globe,* Vol. 36, No. 2 (Fall 2014): 21.

[389] DLIFLC Situation Report for the Period Ending 18 July 2014.

[390] DLIFLC Situation Report for the Period 13-26 June 2015.

[391] Ibid.

[392] DLIFLC Situation Report for the Period 8-21 August 2015.

Center for Information Dominance Unit Monterey

The Center for Information Dominance Unit–Monterey (CIDUM), was the service unit responsible for all U.S. Navy personnel at DLIFLC. According to the Navy approximately 85 percent of the command's students reported for language training either from the Recruit Training Command or from the Fleet under the Selective Conversion and Reenlistment Program or the lateral conversion programs. These servicemembers were studying languages to obtain the Cryptologic Technician Interpretive (CTI) Rating. Any remaining personnel, both officer and enlisted, reported to the command to gain language skills required in future assignments relating to Explosive Ordinance Disposal (EOD), the Defense Threat Reduction Agency, the Personnel Exchange Program, Information Warfare, or Naval Intelligence. Some would also go on to be students at a foreign naval war college or to service in the Foreign Area Officer program.[393]

On 24 April 2014, the Navy Detachment held a "Two Bell" ceremony to commemorate and memorialize the loss of 31 lives in April 1969 when North Korea shot down an U.S. EC-121 aircraft carrying several linguists trained at DLIFLC.[394]

On 12 September 2014, CIDUM changed command with Commander Christopher Slattery taking the helm, replacing Commander Sean Cooney. Around that date, the unit had approximately 477 personnel assigned (4 officers, 36 enlisted 9 civilians, 1 contractor, and 427 students). Much as the other service branches at DLIFLC, CIDUM sailors and students participated in a wide variety of academic, athletic, and community support activities.[395]

For CY14, CIDUM started 408 students and completed 363. The Navy adhered to the 2/2/1+ Interagency Language Roundtable standard, and, in a major re-organization, assigned ten full-time instructors to serve as Military Language Instructors (MLIs) at DLIFLC.[396]

U.S. Marine Corps Detachment-Presidio of Monterey

Much like the other service elements, The Marine Corps Detachment saw to the "care and feeding" of marine attending the Defense Language Institute Foreign Language Center for training. The Marine Corps Detachment was training around 300 Marines a year at the Presidio during Colonel Chapman's tenure as commandant.[397]

On 10 July 2014, the DLIFLC Marine Corps Detachment conducted a change of command ceremony officiated by Col. Andrew Murray, Commanding Officer of Marine Corps Communication Electronics School, at Twenty-Nine Palms, CA. During the event, Lieutenant Colonel Simon stepped aside and the new MCD Commander, Lieutenant Colonel Rodrick took over.[398]

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[393] Center for Information Dominance Unit Monterey Command Operations Report, 1 March 2015.

[394] DLIFLC Situation Report for the Period ending 25 April 2014.

[395] DLIFLC Situation Report for the Period Ending 12 September 2014. See also Center for Information Dominance Unit Monterey Command Operations Report, 1 March 2015.

[396] Center for Information Dominance Unit Monterey Command Operations Report, 1 March 2015.

[397] See Weekly Population Report: Students Enrolled in Classes, 27 Feb 2015.

[398] DLIFLC Situation Report for the Period Ending 11 July 2014.

The Marine Corps Detachment conducted their annual Birthday Ball on 8 November 2014.

On 31 March 2015, Lt. Gen. Richard Mills, the Commander of Marine Forces Reserve, Marine Forces North, visited the Presidio of Monterey Marine Detachment.[399]

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[399] DLIFLC Situation Report for the Period 7-20 March 2015.

VI. Special Staff and Related Activities

The DLFILC special staff sections, generally reporting to the DLFILC Chief of Staff, helped the Institute and its leaders to accomplish their mission by providing the Command Group, and other staff members, as well as faculty, students, and the larger DLIFLC community effective operations, planning and coordination, resource management, personnel and logistical supervision, technology services, knowledge management, safety, protocol, public affairs, health promotion, and historical support, as detailed in this section.

Chief of Staff

The DLIFLC Chief of Staff remained Steve Collins, who managed several offices that reported directly to the commandant. At the beginning of each fiscal year, Collins set forth his "Chief of Staff Philosophy and Areas of Focus" in which he outlined his philosophy of leadership and staff goals for the coming year. He advocated leadership by example, cohesion and teamwork, advanced planning, advocacy and recognition of achievement. His major goal was attention on areas that supported DLIFLC's L2+/R2+ efforts with an emphasis "that the Provost, and particularly our faculty, do not sense that the L2+/R2+ effort is their task alone to accomplish. We are all working together to reach this goal."[400]

After Col. Phillip Deppert assumed command, he eliminated some meetings normally held every week to manage the Institute. Collins therefore merged the then current Assistant Commandant meetings with the Command and Staff meetings to create a single Academic Leadership Update where most staff no longer reported but attended and participated as needed. This meeting was held every two weeks, alternating with a similar meeting for unit commanders. Deppert wanted to hear less routine information to focus more on higher profile issues. Presumably, this consolidation also conserved staff time. Some Chief of Staff Update meetings became voluntary participation for staff sections heads to decide on their own if they needed to attend.[401]

Deputy Chief of Staff for Operations

The Deputy Chief of Staff for Operations (DCSOPs) remained under the direction of Dr. Clare Bugary. She made routine trips to Washington, DC, to participate in the DLIFLC Quarterly Training Requirements Arbitration Panel, which determined the number of students and funding coming to DLIFLC, or to meet with training officials from HQDA G-3/5/7.[402]

DCSOPs managed the DLIFLC mission calendar, coordinated numerous activities, special events and ceremonies, special and routine training, military volunteer activities, and drafted operations orders. DCSOPs also included the Scheduling Division whose responsibilities included participation in the Training Requirements Arbitration Panel (TRAP) that assigned students and funding for future DLIFLC classes. Finally, DCSOPs managed the Command

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[400] DLIFLC Chief of Staff, Memorandum for See Distribution, Subject: DLIFLC Chief of Staff Philosophy and Areas of Focus – Fiscal Year 2016, 29 October 2015, in RG 21.27.

[401] Dr. Stephan Payne, comments to Cameron Binkley, 15 August 2015; DLIFLC Chief of Staff Memorandum for See Distribution, 24 August 2015, in RG 21.27.

[402] DLIFLC Situation Report for the Period 22 November-5 December 2014.

Language Program Support Office, which assisted Command Language Program Managers (CLPM) from all services and components, worldwide. Its activities fell into two main categories, basically conducting CLPM course resident and mobile training and providing guidance and program information to the CLPM community.[403]
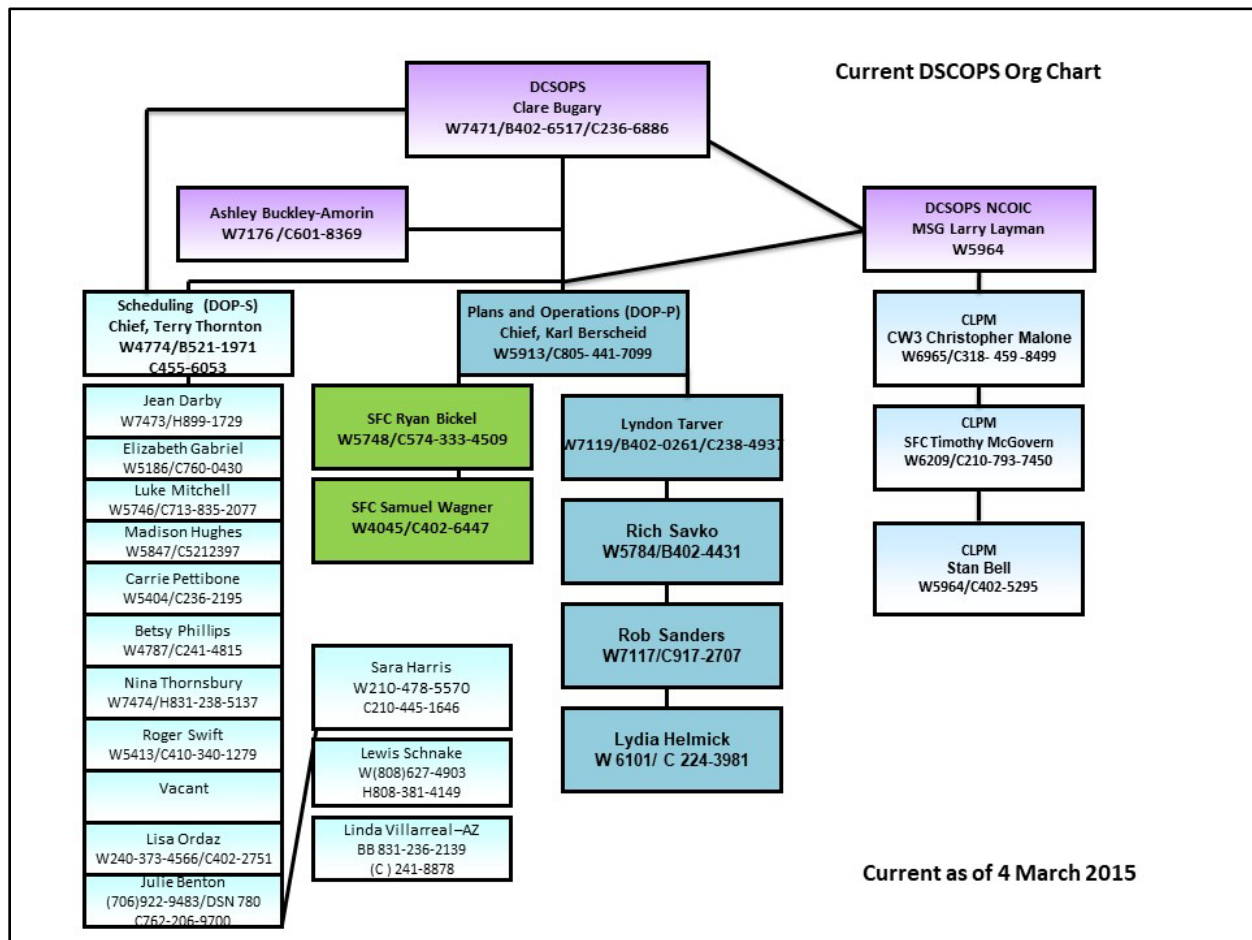

Figure 15. Organizational chart for the Deputy Chief of Staff for Operations as of 4 March 2015.

On 30 July 2015, DCSOPS and DLIFLC said farewell to Richard Savko, DLIFLC's Deputy Chief of Staff for Operations, who retired with 45 years of uniformed and civilian service to the United States. "Another great example of the selfless service of DLI staff members," said Colonel Deppert.

In August 2015, DCSOPS developed a white paper proposing that DoD conduct a study to consolidate currently dispersed cultural training activities. The paper compared a similar situation regarding dispersed foreign language training that preceded the consolidation of such training after WWII and that eventually led to the creation of the Defense Language Institute. The paper proposed that DoD consider the same scenario for cultural training, thereby achieving greater efficiency and efficacy. In the Army, four concurrent programs offered cultural training

[403] DCSOPS-QHR (01 Jan-31 Mar 14), in RG 21.27.

and several offered online products that could easily be absorbed by DLIFLC. The Army's major cultural training activity was DLIFLC followed by the TRADOC Culture Center (TCC) at Fort Huachuca under the Intelligence Center of Excellence. The Fort Huachuca center had 40 employees who could be aligned under DLIFLC, which already had a co-located LTD onsite. The proposal did not require the TRADOC school to move. If TCC was aligned under DLIFLC, it would have a much "broader base of support and human capital to assist with a diverse culture training mission." There is no indication this proposal had any impact or went beyond DLIFLC.

Deputy Chief of Staff for Resource Management

Richard Chastain remained the Deputy Chief of Staff for Resource Management during this period. Following the major reorganization that had resulted in 2013 from Congressional budget cuts, Sequestration, and the 2013 U.S. Army Manpower Analysis Agency review, the priority for the commandant and his resource management office remained responsible operation and stewardship of U.S. Government resources within a fiscally constrained environment.[404]

For the 2014 fiscal year, DLIFLC executed a $265 million budget. Nearly 70 percent of this budget went to pay faculty and staff salaries with the rest being divided between service contracts at 24 percent and the costs for travel, supplies, etc., at 6 percent.[405]

In September 2014, representatives from OSD CAPE and HQDA G-3/5/7 visited DLIFLC. Their mission was to determine if DLIFLC's baseline resourcing matched its requirements. The team examined each aspect of DLIFLC programing, looked for efficiencies, and examined how resource constraints affected the Institute's mission. The team provided input to DLIFLC managers and subject matter experts in separate half-day discussions over a three-day period.[406] During the meeting DLIFLC staff briefed the CAPE representatives on past studies detailing the history of contracted or diffused language instruction within the Defense Department and how such practices had weakened the Defense Foreign Language Program. Similarly, they discussed the impact of the recent realignment.[407]

The FY2015 budget for DLIFLC was tight. The Institute was authorized a budget at $312 million but received budget guidance from TRADOC that it would receive only $260 million. The commandant expected the actual allocation to increase somewhat. He believed DLIFLC needed to be somewhere around $272 million.[408]

The Institute apparently ran into some funding "challenges" in FY2015. In closing out the year, officials realized the Institute had a funding surplus, a good thing from an individual's point of view, but institutions are normally designed to budget for and then to expend all funds received. As a result, in September 2015, Mr. Kirby Brown, the Deputy Commander from DLIFLC's

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[404] DLIFLC Situation Report for Period 11-24 October 2014. Impact of the US Army Manpower Analysis Agency review of DLIFLC is detailed in *DLIFLC Command History 2011-2013.*

[405] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files.

[406] DLIFLC Situation Report for Period 13-26 September 2014.

[407] Steve Collins, DLIFLC Chief of Staff, email to staff, "Visits by Dr. Junor, BG Johnson, CAPE (10-11 Mar) - Guidance and Prep," 4 March 2014 (see Consolidation of FL Training briefing slide), in RG 21.27.

[408] DLIFLC Situation Report for Period 11-24 October 2014.

higher headquarters, the Combined Arms Center (CAC) at Fort Leavenworth, became concerned about DLIFLC's linkage to his office and began discussions about what DLIFLC tracked and reported to CAC. He wanted more information put into "a digital, collaborative system" similar to what other commands used to report information to CAC headquarters. DLIFLC was using some procedures different than most CAC reporting units.[409] For example, many DLIFLC staff did not use a complex accounting system called the General Fund Enterprise Business System (GFEBS) in managing routine Government Purchase Card (GPC) transactions. After Brown expressed his concern, however, and following a TRADOC audit of DLIFLC GPC users, all Institute GPC users were required to become certified GFEBs administrators. The onerous new requirements led some small offices to abandon use of their GPC cards entirely.[410] In line with CAC concern, the commandant directed a review of DLIFLC budgetary processes and implemented new internal control measures designed to help staff communicate better with CAC headquarters and other TRADOC or Army level staff to avoid the same mistakes experienced in the past year. In total, DLIFLC was successful in obligating $262,761,500 or 99.5 percent of its final programmed budget of $263,990,500.[411]

Chief Technology Office

In 2014, DLIFLC completed a multi-year project to establish a wireless "dot-edu" campus-style digital information network. It finished migrating all academic resources to that network and thereby removed most of its educational staff from the Army network.

DLIFLC first considered developing an independent computing network as early as 2004, but the Chief Information Office had recommended against pursuing that option, which did not appear in the CIO's strategic plan. At that time, such obstacles as the need for high level waivers, Inter-service Support Agreements, and cost argued against radical change to deal with the issue of increasing Army network security requirements that were even then beginning to impede classroom use of Army computers.[412] In 2010, DLIFLC began to face even more stringent Army network security measures. The DLIFLC commandant at the time, Col. Sue Ann Sandusky, reviewed the situation and changed course. Eventually, the CIO secured permissions, necessary agreements, and funding, and planned a full campus-wide wireless "Wi-Fi" dot-edu network that extended to all academic areas. Once completed, DLIFLC officials claimed that by using the dot-edu network instead of the Army network students and faculty saved fifteen minutes per day in time, equating to nine class days per year. Soon, the Institute was claiming credit for having "the largest mobile device management system in DoD."[413]

As the project developed it became necessary for DLIFLC to establish its own information technology office independent of the Army's existing Directorate of Information Management

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[409] John Pilloni, email "Upcoming TDY" to 1LT Joy Palmer, 28 August 2015, in RG 42.13.18.

[410] The DLIFLC Command History Office relinquished its GPC at this time due to the new requirement that holders also be GFEBS administrators. It required more time to maintain GFEBS certification than it did to acquire a limited number of purchases each year through other means.

[411] DLIFLC Situation Report for the Period 19 September - 2 October 2015.

[412] Memo for Record, "Information Paper as to Why, in the Previous CIO Strategic Plan, did DLI Decide not to Develop an Educational Network," 15 May 2009, in RG 21.27.

[413] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files.

(later renamed the Presidio of Monterey Network Enterprise Center or POMNEC).   At first uniformed service members assumed the responsibility, but civilians were soon hired to manage the effort to establish an Institute-wide digital network independent of the military. In 2010, DLIFLC established a Chief Information Office (CIO) with four people, which included a uniformed CIO, the Deputy CIO Terry Smith, Chief Knowledge Officer Ed Boring, and one or two permanent party military folks. Soon after, DLIFLC hired Jonathan Russell as the first director of that office. He was known either as the CIO or the Deputy Chief of Staff for Information Technology (DCSIT). Russell managed the office as it grew to manage both the design, acquisition, and installation of the system and its technical support going forward. He had previously helped establish the similar network used by the Naval Postgraduate School in Monterey that was the model for DLIFLC, so the position was a good fit, especially since the network would draw upon NPS not only for guidance but the two schools would share components of the same system, although each was designed to stand alone.[414]

According to Russell, the main issue in building the system was the need to secure a waiver from the Department of Defense to exempt DLIFLC from the standing requirement to use an existing military system and, of course, funding. The argument that DLIFLC could improve the overall security of the DOD networks by taking most of its own foreign-born faculty off that network went far to sell the plan in Washington. Meanwhile, DLIFLC's Richard Chastainmanaged to secure about $8 million dollars to build the system once an exemption, known as a "GIG Waiver," was approved. Russell was amazed at how well Chastain understood the inner workings of the DOD budget process.[415]

In setting up the system, Russell had to account for the difficulty in attracting qualified technical staff when U.S. government civilian service positions paid less than nearby employers in California's Silicon Valley, so he designed an office that was partially staffed by contract employees. He found a school dean, Jack Franke of the Combined Language School, who was willing to allow his school to serve as a testbed to work out inevitable glitches before building out the entire system. By September 2013, the system was operating in all the schools. In early 2014, Russell moved the most critical "business" systems, to some 26 central student databases and 112 or so applications continuously accessed to track student records, information managed by the Directorate of Academic Affairs. With success there Russell focused upon managing the normalization of the installed and functioning system until he resigned to assume a position in Silicon Valley at the end of 2014.[416]

After its build out, the Army continued to audit and review DLIFLC's testing, distributed learning, and classroom technology activities and requirements.[417] On 21 July 2015, a senior TRADOC team closely examined DLIFLC's use of technology in language instruction and

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[414] Jonathan Russell, Exit Interview, 24 September 2014, pp. 2-5, in DLIFLC Archives.

[415] Ibid., pp. 5-6.

[416] Ibid., pp. 6-8.

[417] DLIFLC Situation Report for the Period 22 November-5 December 2014.

provided useful information on how to improve existing capabilities.[418] Various inspections revealed no significant issues.

Command Chaplains Office

The Chaplains Office continued to provide for service members' spiritual needs, ethical guidance, and support for a variety of other programs including military resilience and suicide prevention. The Command Chaplain was Maj. Benjamin P. Clark. Indeed, the Chaplains Office was keenly aware that the recent proposal to increase the proficiency requirements from the reading and listening values from a L2/R2 to L2+/R2+ at DLIFLC would increase stress. The current requirements were already demanding and stressful and thus would bring a future need for even more support by the Unit Ministry Team to develop resiliency and strength in the lives of younger service men and women.

During this period, despite sequestration issues and limited funds for child support, most activities were well funded thanks to "great NCO staff work," the DLIFLC UMT was well funded, staffed, and available to support the command's religious needs. Popular programs offered by the DLFILC chaplains included "Dating 101: PICK – How to Avoid Falling in Love With A Jerk(ette)" and the "Joint Service Married Strong Bonds Training Event" two programs obviously designed to facilitate improved interpersonal relations among service members and their partners. The Chaplains Office offered many similar types of innovative programs, but one of note was its study of sacred texts offered in support of DLIFLC foreign language immersion. Besides offering three Bible study classes in English, the Chaplains Office also offered Bible studies in DLFILC target languages. The program brought students and volunteer instructors together for faith-based personal development using the languages of Chinese, Russian, Urdu, Korean, Farsi, Pashtu, and Arabic.[419]

Inspector General Office

The DLIFLC Inspector General (IG) was a four-person office charged with conducting investigations as requested by authorities or in accordance with regulations to determine the propriety and effectiveness of military organizations and to explore systemic problems. The Deputy IG, William "Skip" Johnson, served as the Acting Command IG for part of the period.[420]

DLIFLC hosted a team from the TRADOC's Inspector General Office during the first month of 2014. The team, led by Col. Jeff Helmick, provided staff assistance to the DLIFLC IG, examined local IG's functions, interviewed selected leaders, and conducted sensing sessions with

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[418] DLIFLC Situation Report for the Period 11-24 July 2015. The team consisted of Richard Davis (SES) TRADOC G-6, Helen Remily, and Col Don Edwards.

[419] Chaplains Corps Annual Report for FY14 (Historical Summary) for the Defense Language Institute/Foreign Language Center, the Presidio of Monterey, CA, 14 February 2015, in RG 21.27.

[420] IG 4th Qtr 2014 History Report, in RG 21.27. Note: Much of the work done by the IG is considered "pre-decisional" and not subject to mandatory disclosure under provisions of the Freedom of Information Act (FOIA) and is not reported in a Command History. Only one IG quarterly historical report was located for this period.

soldiers, DA civilians, family members, and retirees to ascertain the DLIFLC command climate.[421]

In 2014, the IG worked on topics relating to human capital management, initial processes for student success, and the impact of initial military training restrictions on service members. The IG also conducted a staff assistance visit to Goodfellow Air Force Base in San Angelo Texas to assess the ability of involved organizations to support the medical, pay, transportation and other issues concerning service members transitioning from DLIFLC to Goodfellow for follow-on training.[422]

In 2015, the IG conducted organizational inspections, reviewed issues related to student barracks, initial entry trainees' morale, civilian/military performance counseling, and the regulation-required voter assistance program. The IG also conducted staff assistance visits to selected LTDs around the world to help them identify best practices and make recommendations for improvement.[423]

Office of the Staff Judge Advocate

The Office of the Staff Judge Advocate (SJA) served both the legal needs of the DLIFLC commandant and the Presidio of Monterey garrison commander. John F. Jakubowski was the Supervisory Attorney and Senior SJA Advisor. He retired from the U.S. Army Reserves after 30 years of service on 1 July 2015 but continued to serve in the SJA.[424] On 27 January 2014, Ms. Karen Judkins became the new Branch Chief for the Administrative Law Division, OSJA.[425]

The office continued to provide route support on matters relating to criminal and administrative law, assisted in litigation and claims, and provided legal assistance to uniformed personnel.

The office held several office professional development sessions during the period. As an example, on 27 February 2014, Laura Prishmont Quimby, the Cultural Resource Manager for the U.S. Army Garrison, presented an overview of the Native American Graves Protection and Repatriation Act. Similar presentations were made regarding the Foreign Claims Act and the National Defense Authorization Act.[426]

Of note in the first quarter of 2014, SJA supported DLIFLC/POM managers as they began to work with the employee union, AFGE Local 1263, to renegotiate their draft collective bargaining agreement, following its rejection by the Civilian Personnel Advisory Service (CPAS) in June 2013. The Union also filed an Unfair Labor Practice claim with the Federal Labor Relations Authority in October 2013 that alleged bad faith. Afterwards, management engaged in a top-to-bottom internal review of the agreement to identify provisions not in compliance with applicable

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[421]DLIFLC Situation report for period ending 31 January 2014; OPORD 14-32 (TRADOC IG Staff Assistance Visit) and Annex; and OPORD 14-32 (TRADOC IG Staff Assistance Visit) and Annex, 24 January 2014, in RG 21.27.

[422] IG FY14 Inspection Plan, November 1, 2013, in RG 21.27.

[423] DLIFLC POM IG FY 15 Inspection Plan, 22 August 2014, in RG 21.27.

[424] OSJA Historical Report, 3d Quarter 2015, 16 October 2015, in RG 21.27.

[425] OSJA Quarterly History Report, 1st Quarter, CY2014, 23 April 2014, in RG 21.27.

[426] Ibid.

law, rule or regulation, as well as other areas for renegotiation.[427] The situation improved after Col. David Chapman assumed command of DLIFLC in early 2014, as discussed in Chapter 2, and the sides then began to make progress again.

Another matter involving AFGE Local 1263 occurred after the new Commandant, Col. Phillip Deppert, determined that five low enrollment language programs (Turkish, Hindi, German, Portuguese and Serbian/Croatian) would move to DLI-Washington. Unfortunately, he made this announcement during a town hall meeting and faculty, apparently, soon contacted local Congressman Sam Farr who became concerned whether the move would impermissibly convert federal jobs to contractor positions. AFGE Local 1263 requested impact and implementation bargaining, which was scheduled for January 2016.[428]

SJA also managed several notable administrative law and environmental cases concerning garrison responsibilities. SJA even managed legal issues for other posts in California, such as Sharpe Army Depot near Lathrop, California, a closed post for which the Presidio of Monterey was still responsible.[429]

Of note during the summer of 2015, the Legal Assistance Division received the American Bar Association award for excellence in Legal Assistance. According to Jakubowski, who expressed great pride in his team, the DLIFLC/Presidio of Monterey SJA was the only military Legal Assistance Office in DoD to receive such an honor.[430]

Protocol Office and Prominent Visitors to DLIFLC

Chief of the Protocol Office was Mystery Chastain until she left DLIFLC on 23 January 2015, taking a new position with at the Defense Manpower and Data Center (DMDC) in nearby Seaside. Chief of Staff Steve Collins detailed Connie Trautmann to serve as the acting head of the office until a permanent protocol director could be hired. Trautmann had served in the position in 2004 before Chastain was hired.[431]

The Protocol Office remained responsible for managing high level and VIP visits to DLIFLC. Summarizing his experience as the commandant of DLIFLC, located in the enchanting seaside town of Monterey, Colonel Chapman noted that "I've found that we are a popular place to visit - as well as be inspected and audited." In 2014 alone, he noted, DLIFLC supported more than 260 visits by distinguished guests. Some officials came on routine familiarity trips to gain a better understanding of the school's role in producing military linguists. But other visitors had a more focused purpose. For example, the TRADOC Deputy Commanding General sent a "Quick Look Compliance Team" to inspect Institute management of its initial military training students, those

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[427] Ibid.

[428] OSJA Quarterly History Report, 4th Quarter, CY2015, 13 January 2016, in RG 21.27.

[429] Ibid. One of these cases resulted in an Army settlement for $820,000. See "Army Pays $820K to Settle Sexual Harassment Case," The Oregonian online, February 2016; KSBW News, "Army Pays Woman $820,000 to Settle Monterey Presidio Sex Harassment Case," February 11, 2016, available online.

[430] OSJA Historical Report, 3d Quarter 2015, 16 October 2015, in RG 21.27.

[431] Dr. Stephen Payne, Email to Cameron Binkley, Subject: Protocol Historical Report for 2014, 11 February 2015, in RG 21.27.

who were still considered to be in the "basic training" phase of their enlistments. The Army traditionally took management of its junior enlisted, especially basic trainees, very seriously, and fortunately DLIFLC passed the inspection. TRADOC also conducted a "Higher Headquarters Assessment" as well as an accreditation visit in 2014. The Institute also passed reviews by the Secretary of Defense's Cost Assessment and Program Evaluation (CAPE) office and by the TRADOC Budget Audit Team, which were focused on budgeting, testing, and contracting. Allowing for the need for such audits, Chapman felt they consumed a lot of valuable staff time.[432] Visits, however, offered DLIFLC an opportunity to acquaint senior officers, most of whom had no experience with language training, with the Institute's operations and their potential force-multiplier impact at the strategic level.

A sample of the more significant official visits is listed below:

- 28-31 January 2014, Brenda Granderson, the new Branch Chief of the Army's Language, Regional Expertise, and Culture (LREC) Team visited Monterey to survey DLIFLC. Granderson was responsible for all Army language, regional expertise, and cultural training efforts at the HQDA level.[433]
- 22 October 2014, Jessica Wright, Under Secretary of Defense for Personnel and Readiness, and Stephanie Barna, Acting Asst. Secretary of Defense Readiness and Force Management, received a mission brief, observed an Urdu class, and saw demonstrations of online DLIFLC products.[434]
- 17 July 2014, Kazakhstan Military Language Institute representatives visited.[435]
- 17-18 July 2014, Puerto Rico Army National Guard English Language School.[436]
- January 2015, DLIFLC hosted Maj. Gen. Ashley, Commanding General, USAICoE. Ashley was interested in the requirement to increase DLIFLC's basic course graduation standard from ILR 2/2 to L2+/R2+, how to incentivize linguists to reach rates of proficiency beyond ILR 3, and DLIFLC's support to the Army's Regionally Aligned Forces.[437]
- 3 February 2015, Rear Admiral Colin Kilrain, Commander SOCPAC, visited DLIFLC. Kilrain was a two-time graduate of DLIFLC and was happy to speak in both German and Spanish with DLIFLC students.[438]
- February 2014, the Army Intelligence Language Mission Summit was held at DLIFLC from 26 to 27 February 2014. There were 32 attendees including Maj. Gen. Stephen G. Fogarty, Commanding General, INSCOM, Brig. Gen. John P. Johnson, Director of Training, TRADOC, and Maj. Gen. Walter, HQDA G2. The group discussed issues impacting effective management of the foreign language enterprise.[439]
- 4 February 2015, Admiral Michael S. Rogers, Director NSA, visited DLIFLC for discussions with senior DLIFLC leadership and lunched with DLIFLC students.[440]
- 3 March 2015, Maj. Gen. Eric Wendt, Commanding General, U.S. Army Special Warfare Center and School, Fort Bragg, came to discuss how DLIFLC could help ARSOF personnel increase their target language proficiency.[441]

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[432] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files. Impact of the US Army Manpower Analysis Agency review of DLIFLC is detailed in *DLIFLC Command History 2011-2013.*

[433] DLIFLC Situation Report for the Period Ending 31 January 2014.

[434] DLIFLC Situation Report for the Period 11-24 October 2014.

[435] DLIFLC Situation Report for the Period Ending 18 July 2014.

[436] Ibid.

[437] DLIFLC Situation Report for the Period 20 December-9 January 2015.

[438] DLIFLC Situation Report for the Period 24 January - 6 February 2015.

[439] DLIFLC Situation Report for Periods ending 14, 21, and 28 February 2014.

[440] DLIFLC Situation Report for the Period 24 January - 6 February 2015.

[441] DLIFLC Situation Report for the Period 21 February - 6 March 2015.

- 24 March 2015, Cdr. Julia Proffitt and Maj. Doand Chamberlain from the Defence Centre for Languages and Culture, Royal Navy, United Kingdom, visited.[442]
- 9-10 March 2015, Mary Ellen Okurowski, ADET Technical Director, NSA, visited DLIFLC.[443]
- 9-12 March 2015, a delegation from Tajikistan visited DLIFLC for a workshop.[444]
- March-April 2015, Maj. Gen. Glen Moore, Deputy Commanding General TRADOC, U.S. Army National Guard, visited DLIFLC to discuss ways to increase National Guard student proficiency and production rates.[445]
- 10 April 2015, U.S. Rep. Loretta Sanchez, 46th California Congressional District, member of the House's Homeland Security Committee and Armed Services Committee, visited the Presidio of Monterey and DLIFLC. Representative Sanchez received a Command Brief, visited a Persian-Farsi class, and lunched with students.[446]
- 15-17 April 2014, a TRADOC Protection Higher HQ Assessment Team visited to inspect DLIFLC. Of the 29 inspected areas in six functional domains, flaws were found in two items which required remedy within 45 days.[447]
- 27 May 2015, DLIFLC hosted Rep. Sam Farr's Service Academy Reception for local young men and women accepted to attend a military service academy. Colonel Chapman noted that two participants were actually DLIFLC students/graduates. Both were going to West Point and had also received top marks on their respective DLPTs.[448]
- June 2015, DLIFLC hosted more than 40 foreign naval *attachés* and their spouses who visited to learn about DLIFLC. Many were surprised by the scope of Institute activity and the number of students studying foreign languages in Monterey. The visit was part of an annual U.S. government-sponsored tour organized for members of the Naval *Attaché* Association.[449]
- June 2015, Deputy Assistant Secretary of Defense for Readiness, Daniel Feehan visited to learn about DLIFLC. A former military officer who served in Iraq, Feehan expressed his personal knowledge of the value of linguists in saving soldiers' lives. He was impressed by the scope of DLIFLC online learning materials and that they were freely available to anyone. Feehan was intent on helping DLIFLC meet its goals regarding the L2+/R2+ effort to increase the proficiency of Institute graduates. He was responsible for policy and oversight of joint training and education, including innovation, modernization, and distributed learning systems within DoD. Dr. Michael Nugent of DLNSEO accompanied Feehan.[450]
- September 2015, Lt. Gen. Kevin W. Mangum, Deputy Commander and Chief of Staff, U.S. Army Training and Doctrine Command, visited DLIFLC. "There is a lack of language proficiency in the Army. Having men and women who better understand the culture, and certainly speak the language, as we engage populations across the world is critical," he told staff and students.[451]
- October 2015, Dr. Mike Nugent of DLNSEO, Lee Johnson from the U.S. Navy Deputy Senior Language Authority, and Dr. Jill Aspatore, Dean, Center for Language and Area Studies, National Cryptologic School, visited.[452]

[442] DLIFLC Situation Report for the Period 21 March - 3 April 2015.

[443] DLIFLC Situation Report for the Period 7-20 March 2015.

[444] Ibid.

[445] DLIFLC Situation Report for the Period 21 March - 3 April 2015.

[446] DLIFLC Situation Report for the Period 4-17 April 2015; Gary Harrington, "California Representative Loretta Sanchez Tour DLIFLC," *Globe*, Vol. 37, No. 1 (Summer 2015): 15.

[447] DLIFLC Situation Report for the Period Ending 18 April 2014.

[448] DLIFLC Situation Report for the Period 16 - 31 May 2015.

[449] Patrick Bray, "Naval Attachés Visit DLIFLC," *Globe*, Vol. 37, No. 1 (Summer 2015): 21.

[450] Patrick Bray, "Deputy Assistant Secretary of Defense Recognizes Importance of Linguists," *Globe*, Vol. 37, No. 1 (Summer 2015): 29.

[451] Patrick Bray, "TRADOC General Says DLIFLC is a 'National Treasure'," *Globe*, Vol. 37, No. 2 (Fall/Winter 2015): 6.

[452] DLIFLC Situation Report for the Period 19 September - 2 October 2015.

- 14-15 October 2015, Lt. Col. Joanne Burgon and educational staff from the United Kingdom's Armed Forces Foreign Language Education Center, visited to exchange training information. On 15 October 2015, similar staff from the Mexican Army's military language school (SEDENA), led by Lt. Col. Juan Carlos Quiroz Muñoz, also visited DLIFLC to learn how it trains and sustains linguists.[453]
- 23 October 2015, retired Maj. Gen. James Adkins, a 1976 graduate of DLIFLC's Russian program, returned to the Institute with some of his classmates from the same course. Adkins had just retired after 40 years in the National Guard. Adkins and his colleagues met DLIFLC officials and spoke to students. He told them that "DLIFLC meant more to me than any other school I attended including the War College. It provoked us with an understanding of language and culture that were instrumental to our success as soldiers and civilians."[454]
- 4 November 2015, Acting Undersecretary of Defense for Intelligence Marcel Lettre and his party visit and provide positive feedback.[455] Lettre told staff that "there are a lot of tough choices that the Defense Department has to make on budgets." However, he also added that his office was responsible to the Secretary of Defense "to make sure that we are building intelligence capability for today, tomorrow and the future. Languages and cultural awareness of our forces is critical in making strategic solutions to protect the nation."[456]

Public Affairs Office

Beginning in October 2014, Colonel Chapman made it a priority to "increase the visibility and stature of DLIFLC through a purposeful and active strategic communications effort." He began reporting this priority to his supervisor and continued to do so for the remainder of his administration of the Institute. Presumably, this emphasis raised the profile of the DLIFLC Public Affairs Office (PAO) as an important management element.[457] Natela Cutter headed the PAO office with assistance from Dusan Tatomirovic and Gary Harrington.

The commandant acknowledged that DLIFLC's reputation was already very good, but he wanted to increase that awareness. Therefore, he asked PAO staff to rework the Institute's website to enable easier access to its on-line language products as well as to facilitate communication with the general public.[458] In addition, on the basis of the *DLIFLC Pictorial History* by U.S. Army Historian Cameron Binkley published in 2011, the Institute and staff from the Defense Language and National Security Education Office (NSEO) developed a DLIFLC historical exhibit for permanent display in one of the corridors of the Pentagon as part of an overarching exhibit about the Foreign Area Officer program. PAO graphic designer Gary Harrington designed the display, while both the Historian's Office and PAO worked on the verbiage and contributed photos and video footage to improve an original NSEO draft based upon Binkley's book.

PAO also applied more resources to increase DLIFLC's social media outreach. This effort resulted in DLIFLC's *Facebook* presence receiving increased "likes" by more than 2,000 and

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[453] DLIFLC Situation Report for the Period 3-16 October 2015.

[454] Patrick Bray, "Retired general, 'DLIFLC Experience Influenced Most of My Career," *Globe,* Vol. 37, No. 2 (Fall/Winter 2015): 18-19.

[455] DLIFLC Situation Report for the Period 31 October - 13 November 2015.

[456] Natela Cutter, "Acting Under Secretary of Defense for Intelligence Says 'Language Worth the Investment'," *Globe*, Vol. 37, No. 2 (Fall/Winter 2018): 8.

[457] DLIFLC Situation Report for the Period 27 September - 10 October 2014 through 31 May 2015.

[458] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files.

reaching 6,200 in FY2014. Another 24,000 or so viewers saw the DLIFLC *YouTube* channel that year while 39,000 viewers used the *VIMEO* channel.[459] Success for the latter, however, was in part due to programs designed to open automatically when faculty and staff turned on their computers. PAO also pushed a dozen stories to TRADOC Public Affairs about important happenings at DLIFLC and used local TV and media to increase community awareness.

With all this activity, PAO staff were hard-pressed to keep pace and publication of the Institute's long-running *Globe* magazine. In 2013, a manpower assessment deemed that a semi-annual publication would be sufficient instead of a quarterly. Earlier attempts to save money by publishing the magazine only online in 2012 did not prove productive due to the use of iBooks software, which forced all viewers to own Apple computers to gain access. Hardcopy production resumed with a run of 1,500 copies starting with the fall 2014 edition. Although the Institute had reduced costs by limiting distribution to digital means, the lack of a hardcopy product to hand to visitors, for library use, or to mail out for official purposes, was a necessity.[460]

Command History Office

The Command Historian during this period was Dr. Stephan Payne. DLIFLC Librarian Kurt Kuss transferred from the Aiso Academic Library in 2014 to become the DLIFLC archivist, which relieved Deputy Historian Cameron Binkley of the responsibility held since 2012 when a federal hiring freeze and organizational realignment prevented restaffing the position. The office oversaw a sizable historical records collection housed at Ord Military Community within the Chamberlin Library in Seaside to support local military needs, but which was also open to the public via appointment.

A highlight of the period included Binkley's work with staff from DLIFLC's PAO and the Defense Language and National Security Education Office to develop historical panels for a three-wall permanent exhibit in the Pentagon tracking the history of the Foreign Area Officer program and the foreign language training programs of DLIFLC and its predecessors. The exhibit was based upon Binkley's *DLIFLC Pictorial History,* published in 2011.[461]

Staff continued to provide historical tours and occasional staff rides as requested. For example, on 27 August 2014, Binkley led a historical tour of the Presidio of Monterey for five Korean War Veterans and their families from the 4th Ranger Company. The men had participated in an over-water raid at the Hwachon Dam in 1950 near the border of China and executed a combat jump at Munsan-Ni on 23 March 1951.[462] The Command History Office also collaborated in developing a proposal by California State University Monterey Bay for repurposing the Army's Chamberlin Library building as a Fort Ord Museum to be sustained with the support of the faculty, staff, and

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[459] Ibid.

[460] Natela Cutter, email to Cameron Binkley, 29 October 2014, and draft review comments, in Command History 2014-2015 Files.

[461] See http://www.faoa.org/page-1696618 for images of the exhibit and the ribbon-cutting ceremony. Final completion of the multi-year project was in 2017.

[462] DLIFLC Situation Report for Period Ending 29 August 2014.

students from the university's Museum Studies Program.[463] Due to budget cuts, the Army had closed the Chamberlin Library in early 2014, although the building remained in use as the site of the DLIFLC Command History Office Historical Research Collection (archives). The proposal generated a review of the Chamberlin Library's seismic building code status, a requirement of the university, and the costs associated with retrofitting later helped prevent the parties from reaching an agreement.

The office did continue to serve as a community partner within the CSUMB Service-Learning program and hosted some twenty student service learners in 2014-2015 who assisted during short 30 or 40-hour tours in indexing historic military newspapers or in processing archival collections of interest both to the Army and to the general public. Students received academic credit by volunteering for community projects and some later worked in the Army's Pathways Summer Hire program. Finally, Payne also assisted designers working to complete the DoD/VA clinic in Marina during this period, especially in rehousing a noted large-scale mural produced during WWII and formerly hung behind a well-known bar in the Soldier's Club at Fort Ord. The approximately 80-foot-long mural by artist Carlton Lehman, and two tile mosaics pieces, were installed on the ground floor of the new clinic on long-term loan from the U.S. Army.[464]

Criminal Investigation Division

Although not part of the special staff but rather a separate Army organization, note is made here of the opening of a new Criminal Investigation Division (CID) office at the Presidio of Monterey on 5 June 2015, shortly before Colonel Chapman turned over command of DLIFLC to Colonel Deppert (29 July 2015).[465]

DLI Alumni Association/DLI Foundation

During this period, Ben De La Selva, a retiree DLIFLC dean and President of the DLI Alumni Association and former Vice-Chairman of the Board of Directors of the DLI Foundation, published a new book called *Babel by the Bay*, in which he conveyed several stories and anecdotes about DLIFLC based upon his more than thirty years of experience as a former DLIFLC instructor and dean. The work received a favorable review by Dr. Christine M. Campbell, Associate Provost, Directorate of Continuing Education.[466]

The Institute held its 73rd Anniversary Ball on 1 November 2014 at the Naval Postgraduate School's historic Herrmann Hall. More than 350 faculty, staff, students, alumni and friends attended the event that was sponsored by the DLI Alumni Association and Foundation. The guest speaker was Ambassador Daniel Smith, Deputy Secretary for Intelligence and Research.

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[463] Kevin R. Saunders, Vice President, CSUMB, Letter to Col Paul W. Fellenger, Jr. US Army Garrison Commander, October 15, 2015, in RG 21.27.

[464] According to news reports, the VA spent about $400,000 to rehouse and integrate the artwork into a café at the Monterey clinic. Critics of the VA later claimed the agency was spending too much on art and not enough on veterans' care, but defenders of the clinic asserted that quality care included its delivery in well-built medical centers and the mural had "significant sentimental value" for troops who had served at Fort Ord. See Jacqueline Lee, "VA Palo Alto Defends Spending Millions on Art," *San Jose Mercury News*, October 6, 2016.

[465] DLIFLC Situation Report for Period 16-31 May 2015.

[466] See "Book Review: *Babel-by-the-Bay,*" Christine M. Campbell, in *Globe*, Vol. 37, No. 2 (Fall/Winter 2015): 27.

"The Defense Language Institute is a world-renowned organization and has no peer when it comes to producing the quality and quantity of linguists," said Smith, thanking the faculty and staff for their contributions to national security by training some 3,500 students in 23 foreign languages year-round.[467]

SHARP and Health Promotion Programs

During this period, the Army continued to emphasize its Sexual Harassment/Assault Response and Prevention program called SHARP. High profile critics of Pentagon handling of sexual violence included U.S. Senator Kirsten Killibrand (D-NY). Senator Killibrand issued a scathing condemnation of DoD efforts to curb sexual assault in the military in May 2015 even while the Pentagon reported progress in addressing the issue in a report released at the same time.[468] An ongoing case filed against the Presidio of Monterey Police Department reinforced both the need and urgency for managers and supervisors to address the problem.[469]

Both the incoming and outgoing DLIFLC commandants followed prompts by their own commanders to emphasize mandatory training courses addressing sexual violence. They also sponsored additional special events. For example, one program held in February 2014 at the Presidio of Monterey's Price Fitness Center was called "Dancing with the Services." It promoted mature dating activities among younger service personnel and received positive local news coverage.[470] Overall, according to Colonel Chapman, "reduction of sexual assault incidents and education for our force was my number one priority for the year" 2014.[471]

Commanders had several available tools to help mitigate and prevent sexual harassment within the Institute. First, they pushed 100 percent completions of mandatory training requirements, which generally meant attending one live training event annually as well as completing a short online course.[472] Next, DLIFLC conducted quarterly "Staying SHARP" events or similar events, which encouraged service members to adhere to SHARP principles in "a fun and relaxed environment" featuring skits, music, and presentations.[473] In 2014, DLIFLC held nine separate awareness events throughout the year.[474]

Colonel Chapman also promoted SHARP by signing a Memorandum of Agreement with Monterey County to increase coordination with its Sexual Assault Care Coordinator. Overall, he believed that the Institute's reporting and care mechanisms were adequate and functioning well. At the end of 2014, Chapman felt that at DLIFLC "we're doing ok" considering a high-risk

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[467] Natela Cutter, "DLIFLC Hold 73rd Anniversary Ball," DLI website news, 15 November 2014, in RG 21.27.

[468] Richard Lardner, "Pentagon Accused of Withholding Information about Sex Crimes," *Monterey Herald,* May 5, 2015, pg. 6.

[469] See Footnote #429.

[470] DLIFLC Situation Report for the Period Ending 14 February 2014.

[471] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files.

[472] Author's recollections.

[473] DLIFLC Situation Report for Period Ending 15 August 2014.

[474] DLIFLC 2014 End of Year Summary, in Command History 2014-2015 files.

population of young, 27 percent female, and mostly first-term service members. He planned to continue to address the issue full-on in 2015.[475]

In 2015, DLIFLC did continue to promote SHARP efforts. In March 2015, DLIFLC hosted a SHARP Regional Workshop, as part of the TRADOC SHARP Outreach strategy. Several universities, as well as ROTC programs, participated to share SHARP philosophies and best practices. According to Chapman, 14 California colleges sent representatives with nearly 50 attendees overall, to include military organizations from all the services, and good news coverage, all of which earned the CAC Commander Lt. Gen. Brown's expressed approval.[476]

U.S. Army Sgt. 1st Class Saffron Fletcher organized the two-day SHARP Regional Workshop. Fletcher was the Sexual Assault Response Coordinator for DLIFLC and the Presidio of Monterey. She hoped the military and college leaders would learn from each other. What united the two distinct organization types, she told a reporter, was a similar problem within a similar age population, the 16-to-26 bracket being the group most at risk for sexual assault. According to participant Anna Bartkowski, a student ombudsman mediator and deputy Title IX officer at CSUMB, "there is a large influx of 18 to 22-years-olds coming to one specific location, living together, learning together, working together, and that makes for a volatile environment." The workshop also focused upon the need to reduce so-called "victim blaming" as well as the preconceived ideas about accused suspects. According to the TRADOC SHARP Program Manager, Harry Green, the workshop was the first of its kind and he expected to see similar ones like it going forward.[477]

The Army designated April 2015 to be SHARP Awareness Month. At the Presidio, 45 DLIFLC senior leaders, along with key members of the DLIFLC SHARP team from all four services, attended a SHARP Awareness Month two-part webinar.[478] On 29 April, DLIFLC held a "Denim Day" and "Color Run" to recognize victims of sexual assault, which was also part of the SHARP Awareness Month.[479] The run involved more than two hundred and fifty service members, far more than expected, who ran laps around the Presidio's Soldier Field while being doused in colored corn starch.[480]

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[475] Ibid.

[476] DLIFLC SITREP for the Period 21 March - 3 April 2015 (2); Tonya Townsell, "SHARP Workshop Invites Military, Academia to Share Best Practices," 2 April 2015, DLIFLC webnews.

[477] Caitlin Conrad, "Military Partners with Academic to Stop Sexual Assault on Base and on Campus," KSBW-TV newscast and web article, 31 March 2015; Tonya Townsell, "SHARP Workshop Invites Military, Academia, to Share Best Practices," *Globe*, Vol. 37, No. 1 (Summer 2015): 18-19.

[478] DLIFLC Center Situation Report for the Period 4-17 April 2015.

[479] DLIFLC Situation Report for the Period 18 April - 1 May 2015.

[480] Patrick Bray, "Color Run," *Globe*, Vol. 37, No. 1 (Summer 2015): 19.

Figure 16. Participants in DLIFLC's colorful run in recognition of Sexual Assault Awareness and Prevention Month at Soldier Field on the Presidio 29 April 2015.

In July, DLIFLC hosted another "Staying SHARP" event. Anne P. Munch, a nationally known career prosecutor and advocate for victims of domestic violence and sexual assault, spoke to an assembly of military personnel.[481]

During the last week of August 2015, a Department of the Army Inspector General team conducted an inspection of DLIFLC's SHARP Program. The new commandant, Col. Phillip Deppert, reported that the inspection was "thorough, overall complimentary, and provided valued input on how we can be even better in this area." Despite any shortcomings, he was encouraged to see that faculty and staff remained focused on preventing inappropriate conduct in the workplace, which supported "individual and collective resiliency."[482]

Education Center

In mid-2015, the Education Center relocated from Building 630 to Building 636B.[483]

Health Promotion and Suicide Prevention

In July 2014, Colonel Chapman established a new position at DLIFLC - the DLIFLC and POM Health Promotion Officer. The position was created with the assistance of JoJo Huber, TRADOC Health Promotion Project Officer. Huber visited the Presidio and attended the quarterly DLIFLC and POM Community Health Promotion Council meeting during the summer. The meeting allowed Institute and U.S. Army Garrison leaders, service detachments, and health-related working groups to promote and gather input on health awareness. Huber facilitated hiring interviews involving Chapman and the garrison commander, as well as the medical detachment commander, but it is unclear when they chose a final candidate.[484] The position did

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[481] DLIFLC SITREP for the Period 27 June - 10 July 2015.

[482] DLIFLC Situation Report for the Period 22 August - 4 September 2015.

[483] Karin L. Rutherford, Email to various, Subject: Education Center Closure 13-15 May 5015. 13 May 2015.

[484] DLIFLC Situation Report for the Period Ending 4 July 2014.

not appear on the 2016 DLIFLC official TDA (organizational chart) and was apparently staffed by contract. From 2015 to 2018 Amanda Brasch held the title.[485]

In September 2014, the Presidio of Monterey also initiated an effort to promote better suicide prevention awareness in a campaign called Ready and Resilient. The motivation for the campaign was the noted lowering of the military's ability to spring back due to repeated combat deployments after 13 years of conflict. To kick off the new campaign against suicide, the tenth leading cause of death in the United States, DLIFLC and the Presidio brought 38 vendors to the Presidio with booths featuring information on how to seek help for mental illness, substance abuse, and similar issues and asked the commandant to speak. Colonel Chapman told about four thousand service personnel assembled that "the attitude toward seeking help will change when leaders convey the message that asking for help is not a sign of weakness but strength."[486]

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[485] DLIFLC Regulation, Number 10-1, 08 September 2016; Ivette Lopez Moore. Email to Cameron Binkley, 29 April 2019. In 2018, the position was converted to GS and Ivette Lopez Moore, EdD, became the Health Promotion Officer, technically called the "Community Ready and Resilient Integrator (CR2I)."

[486] Natela Cutter, "Ready and Resilient Campaign," *Globe,* Vol. 36, No. 2 (Fall 2014): 13-14.

VII. U.S. Army Garrison Activities 2014-2015

The U.S. Army Garrison, Presidio of Monterey, was responsible for managing Army property on the Central Coast, including the Presidio of Monterey, Army assets located nearby on the former Fort Ord, as well as other installations to the south of Monterey, or to the north in the San Francisco Bay area.

Garrison Command

Col. Paul Fellinger was the garrison commanding officer during this period. A major transition, however, took place in the garrison command when long-serving Deputy Garrison Commander Pamela M. von Ness retired. Coworkers, friends, family members and local dignitaries gathered at the Presidio of Monterey's Munakata Hall for a retirement ceremony on 21 November 2014. Von Ness retired after spending nearly four decades in Federal government service with the last 11 years spent as the Presidio of Monterey's second in command. During the ceremony, officials presented von Ness with a congressional letter from U.S. Representative Sam Farr, the Department of the Army Meritorious Civilian Service Award and an American flag that had been flown over the Presidio. Colonel Fellinger presided over the ceremony.[487] The Garrison also held a change of responsibility ceremony on 21 August 2015 to mark the transition between the outgoing and incoming command sergeant majors. The outgoing command sergeant major was Cmd. Sgt. Maj. Andrew J. Wynn, Sr. who relinquished responsibility to Cmd. Sgt. Maj. Leslie J. Hudson at the Weckerling Center on the Presidio of Monterey.[488]

Figure 17. Col. Paul Fellinger and Cmd. Sgt. Maj. Andrew J. Wynn, Sr. with Pamela M. von Ness at her retirement ceremony on 21 November 2014.

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[487] DLIFLC Situation Report for the Period 8-21 November 2014; "Pamela von Ness Retirement Ceremony," flickr entry under Presidio of Monterey, 21 November 2014, copy in RG 21.27.

[488] DLIFLC Situation Report for the Period 25 July - 7 August 2015 and 8-21 August 2015; Col Paul W. Fellinger, Invitation to attend Change of Responsibility Ceremony for CSM Wynn to CSM Hudson, 19 August 2015, in RG 21.27.

Garrison-DLIFLC Relations

Colonel Fellinger worked closely with and offered his support to Col. David Chapman, the DLIFLC Commandant. According to Chapman, Colonel Fellinger went out of his way to cooperate with DLIFLC. Soon after Chapman arrived, Fellinger came into his office to tell him specifically that the U.S. Army Garrison, Presidio of Monterey, which reported to an independent chain of command, known as the Installation Management Command, was "here to support you." In part due to Fellinger's attitude, as DLIFLC Chief of Staff Steve Collins put it, the relationship between the DLIFLC and garrison commanders during Chapman's command was the best it had ever been.[489]

Fellinger was attempting to overcome some past issues between DLIFLC and earlier garrison commanders that had involved personalities, date of rank, and Army command selection processes. The latter issue evolved from the fact that through Chapman's tour, DoD officials chose DLIFLC commandants by a non-competitive nominative process whereas IMCOM commanders were chosen by Army selection boards, considered within Army culture to be a more rigorous process. Past commanders had also found themselves in disagreement over resource allocations and mission focus, which was why it mattered that one of the two colonels was supposed to be designated the "senior mission commander" or the "installation commander." Indeed, after friction between earlier senior military leaders in Monterey, the Army decided to designate the Combined Arms Center commanding general, in this case, General Brown, as the actual "senior mission commander" for DLIFLC and the Presidio of Monterey, which was problematic because he was based at Fort Leavenworth, Kansas. To mitigate potential disputes over authority, TRADOC and IMCOM had developed a series of memorandums showing line by line what each staff member was responsible for, garrison versus DLIFLC. Chapman thought it was "a little silly, but we need it because [in Monterey] we don't have a senior mission commander."[490] Perhaps to help address this issue, DLIFLC commandants after Chapman were chosen by the Army board selection process.[491]

Emergency Exercise

On 8 August 2014, the Presidio of Monterey conducted an emergency exercise including a unified command setup that was called into actual action due to a credible threat determination made during the exercise. An individual apparently made threatening remarks while on post and it was necessary to search their vehicle. No weapons were found in the suspect's vehicle and the incident was declared clear by 12:47. Nonetheless, some 500 employees were evacuated from surrounding buildings and Presidio employees were released from the duty day early as a precaution while the investigation continued.[492]

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[489] Chapman, Exit Interview, 22 July 2015, pp. 10-11.

[490] Ibid.

[491] Possibly inspired by similar conflicts between mission and garrison commanders elsewhere, IMCOM launched its "Service Culture Campaign" to help IMCOM "adapt to a changing environment characterized by reduced resources" while continuing to "instill a culture (shared value) of service excellence in the workforce in order to maintain readiness." See "Service Culture Campaign," *Stand-to!*, 19 June 2018.

[492] Presidio of Monterey Press Release 2014-12, 8 August 2014, in RG 21.27.

In 2015, on August 7, the U.S. Army Garrison held a similar drill called Exercise COASTAL RESPONSE. This time the focus of this full-scale exercise was to test procedures to respond to a local wildfire scenario.[493]

Thomas J. Schoenbeck, Regional Director for IMCOM-Central visited the U.S. Army Presidio of Monterey garrison on 17 April 2014.[494]

Governor's Military Council

California Governor Edmund G. Brown, Jr.'s military council, composed of several retired flag officers and senior business leaders, met at the Presidio of Monterey on 16 and 17 June.[495] Rep. Sam Farr, whose district includes Monterey and Santa Cruz Counties, chaired the meeting, which was hosted by the City of Monterey. Other local dignitaries included former Defense Secretary Leon Panetta. According to Farr, there were twelve military missions within his district and the importance of the committee was in helping to link state officials and to allow them to improve understanding of the needs of the military across the state, hopefully sufficient to help bring about better cost savings by eliminating duplication of effort. The meeting included Ellen Tauscher, Under Secretary of State for Arms Control and International Security Affairs, whom Governor Brown asked to visit all the state's military installations to assess their national security impact and role in the state's economy. The garrison commander, Col. Paul Fellinger, noted that the Army spent approximately $13 million annually on contracts with the cities of Monterey and Seaside to support base maintenance, fire protection, and incomes for custodial and landscaping employees, saving the Federal government considerably in a time of DOD-mandated budget cutbacks. Moreover, with more than four thousand uniformed personnel alone, DLIFLC infused some $57 million into the local economy through military housing allowances or rents while in 2014 it renovated one hundred homes, costing more than $2 million. He said the overall impact was worth about $1 billion to the local economy. Uncounted in dollars, local service personnel also contribute about 13,500 volunteer hours in 2013, greatly enabling many public events while the military also supported participation in local parades and blood drives, etc. Overall, California hosted 29 military reservations employing 230,000 people and the council's long-range goal was to ensure sufficient understanding of their roles, costs, and importance to help sustain them.[496]

Military Construction and Memorialization

On 11 November 2013, officials broke ground for the new DOD/VA Health Care Clinic in Marina, CA. Built on property formerly part of Fort Ord, planners designed the new 146,000 square-foot facility to serve both active-duty military members and their families as well as

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[493] DLIFLC Situation Report for the Period 25 July - 7 August 2015.

[494] DLIFLC Situation Report for Period Ending 21 March 2014.

[495] DLIFLC Situation Report for Period Ending 13 June 2014.

[496] Natela Cutter, "Governor Brown's Military Council Visits Monterey Military Schools," *Globe,* Vol. 36, No. 2 (Fall 2014): 8-9.

veterans. The VA Palo Alto Health Care System managed the facility. The new clinic was expected to alleviate the Army's limited health care available at the Presidio of Monterey.[497]

The U.S. Army Garrison also held a ground-breaking ceremony for a new dining facility on the Presidio. U.S. Congressman Sam Farr was the guest speaker for the event. The dining hall, which would open in 2020 and accommodate 1,300 servicemembers, was named in honor of Staff Sergeant Kyu H. Chay - a former DLIFLC student in Arabic who was killed in Afghanistan in 2006.[498]

From 22-24 July 2014, DLIFLC and the U.S. Army Garrison held a Real Property workshop to gather input and develop a way ahead for the DLIFLC/Presidio of Monterey facility and building master plan.[499]

From 21-29 July 2015, TRADOC engineers, looking at future MILCON needs for DLIFLC, visited the Presidio.[500]

On 16 November 2015, the U.S. Army Garrison honored 1Lt. Francis W. Gallagher by naming the Functional Fitness Center in the Price Fitness Center after him. The Functional Fitness Center was equipped with state-of-the-art multi-functional equipment.[501]

Cybersecurity

With the world, and certainly the military, having become dependent on computers and the internet to function, cybersecurity (highlighted by scores of compromised networks a year worldwide) became increasingly important for the Army and for DLIFLC. The Presidio Network Enterprise Center (NEC) managed both the .MIL and .EDU networks at the Presidio. Both passed their Command Cyber Readiness Inspection, conducted by the Defense Information Systems Agency (DISA), with flying colors in mid-2015.[502]

Garrison-City of Monterey Relations

The Monterey Model: Since the late 1990s, the Presidio of Monterey and the City of Monterey had been working closely together to reduce costs for both. It made sense to do so given the Presidio's location in the heart of Monterey. More efficient resource management would go a long way towards saving the Army from any potential base closure threats, which neither the Army nor the City of Monterey (the beneficiary of student and permanent party dollars) wanted. By Colonel Chapman's tenure as commandant, cooperation between the Presidio of Monterey

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[497] Jonathan Friedman, "VA and DOD Break Ground on New Clinic," *Globe*, Vol. 36, No. 1 (Spring 2014): 53.

[498] DLIFLC Situation Report for the Period Ending 18 April 2014.

[499] DLIFLC Situation Report for the Period Ending 18 July 2014.

[500] DLIFLC Situation Report for the Period 11-24 July 2015.

[501] "Dedication Ceremony for Francis Gallagher at PFC" (program), 16 November 2015.

[502] Winnie Chambliss, Email to various, Subject: THANK YOU! 28 August 2015. See also Email. USARMY PoM 106 Sig Bde Mailbox POM NEC Information Assurance. Subject: FRIENDLY REMINDER: Upcoming Command Cyber Readiness Inspection (CCIR) at POM and OMC (UNCLASSIFIED). 6 May 2015. See also Fellinger, [Col Paul Fellinger, US Army Garrison Commander] Operation Order 15-68 (Command Cyber-Readiness Inspection (CCRI), Presidio of Monterey. 1 July 2015.

and the City of Monterey had become a reference for other such alliances throughout the Department of Defence, saving millions of dollars through shared management as well as equipment and services.

Figure 16 The Presidio of Monterey, which is located in the center of the City of Monterey.

On 21 November 2014, the Presidio's garrison hosted, and DLIFLC participated in, a "TEAM Monterey" event geared toward maintaining and strengthening relationships between the Army and leaders of the surround communities.[503]

On 4 July 2014, per long standing custom, around 120 Army, Marine, Navy, and Air Force servicemembers marched in the local 4th of July parade in downtown Monterey. The Presidio had for decades remained active in supporting such events and had many of them on their calendar throughout the year.[504]

A potential point of friction in most cities, even small ones, is traffic and parking - and Monterey was no exception. Although the city very much appreciated the military dollars in Monterey, it nevertheless did not appreciate the traffic and parking problems associated with the extra few thousand people the military brought to the city. Changes in security status of the Presidio could cause long lines at the entrance gates, and limited parking at the Presidio could push military cars

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[503] DLIFLC Situation Report for the Period 8-21 November 2014.

[504] DLIFLC Situation Report for the Period Ending 4 July 2014.

onto city streets. The garrison worked continually with the local community to address these problems.[505]

Base Re-alignment and Closure

As part of the effort to convert the former Fort Ord (closed in 1994) into land available for local use, controlled burns continued during this period. Controlled burns were complicated and made necessary by the need to clean up munitions on the former infantry training base and to protect the local habitat.

In 2014, the Base Re-alignment and Closure (BRAC) office reported "more than 500 acres of former range areas were cleaned up and prepared for future management by the Bureau of Land Management (BLM) as part of the Fort Ord National Monument." Additionally, the Fort Ord environmental clean-up effort involved eleven plant communities of which two - central maritime chaparral and valley needlegrass - were rare and declining. Every effort was made to preserve and manage these precious natural resources as responsibly as possible.[506]

Close to 500 acres were scheduled for burns in the fall of 2015, just 4,000 feet northwest of Laguna Seca Raceway. However, such burns could be complex in the extreme. As reported by the Fort Ord BRAC Office "significant wildfires have limited the number of firefighting resources" available in California in 2015. Weather conditions during the year were also not optimal. As a result, the Army put the Fort Ord prescribed burn program on hold and no such burns were conducted in 2015. According to the BRAC Office, "burns are not conducted until firefighting resources are available and weather conditions provide for safe burn operations and good smoke behaviour." Recognizing the difficulties involved, the Fort Ord BRAC Office worked hard to be as transparent as possible with the local community by providing numerous public bulletins and notices and offering tours of the clean-up program area.[507]

The complications in managing the former Fort Ord lands did not end there. The BRAC Office was also managing a comprehensive groundwater clean-up program to ensure safe drinking water in the former Fort Ord footprint. That effort included covering a landfill, managing eleven chemicals of concern, and running a set of extraction wells and treatment plants.[508]

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[505] Karin Rutherford, Email to various, Subject: MESSAG FROM COL FELLINGER, POM GARRISON COMMANDER. 30 January 2015. See also Perry Veola, Email to various, Subject: ALL-POM/All DLI message regarding opening of High Street Gate during morning, 13 January 2015.

[506] Fort Ord BRAC Office, "Munitions Cleanup Actions" and "Habitat Protection" in *Fort Ord Environmental Cleanup 2014 Annual Report* (October 2015).

[507] Tom Wright, "Army cancels Fort Ord prescribed burns for 2015," *Monterey Herald*, 10 December 2015; Fort Ord BRAC Office: "Prescribed Burns Planned for Fall 2015," "Take a Tour of the Fort Ord Cleanup Program," "A Virtual Tour of the Fort Ord Cleanup Program," and "Community relations Program" in *Fort Ord Environmental Cleanup 2014 Annual Report* (October 2015). See also Philip Molnar. "Fort Ord Burns Planned for Fall," *Monterey Herald*, 20 March 2015, 1; and US Army, Fort Ord BRAC Office Letter, "About this Year's Prescribed Burns on the Former Fort Ord" (2015). It was through letters and a great deal of additional community engagement that the BRAC office kept locals apprised of the progress of Fort Ord reclamation.

[508] Fort Ord BRAC Office: "Stop 3: Operable Unit 2 - Landfill," "Stop 4: Operable Unit 2 Groundwater Treatment Plant," "Stop 5: Operable Unit Carbon Tetrachloride," and "Stop 6: Sites 2/12 Groundwater Treatment Plant" in

Fort Ord reclamation was a wide-ranging project in both time and space, as well as with the communities, facilities, and businesses it affected along the central coast, which included a national monument, a state park, a veteran's cemetery, a state university and two small colleges, two golf courses, a small airport, a shopping center and theater complex, a veteran's clinic, and numerous civilian and military housing areas.[509]

Fort Ord Environmental Cleanup 2014 Annual Report (October 2015). See also *Fort Ord BRAC Office. Fort Ord Environmental Cleanup 2015 Annual Report*, (October 2016), which provides additional information on Fort Ord reclamation progress towards the end of Colonel Chapman's tenure as DLIFLC commandant.

[509] Fort Ord BRAC Office, "Army makes Progress on Fort Ord Cleanup," *Fort Ord Environmental Cleanup 2015 Annual Report*, (August 2016).

Appendix 1: Acronym and Abbreviation Glossary

AA - Associate of Arts
AC - Active Component
AC - Assistant Commandant
ACCJC - Accrediting Commission for Community and Junior Colleges
ACE - American Council on Education
ACR - After Class Review
ACS - Army Community Services
AD - Associate Dean
ADFL - Association of Departments of Foreign Languages
AEAS - Army Enterprise Accreditation Standards
AETC - Air Education and Training Command
AFCT - Armed Forces Classification Test
AFPAK - Afghanistan-Pakistan
AILMS - Army Intelligence Language Mission Summit
AIT - Advanced Individual Training
ALA - Advanced Language Academy
ALCC - Army Learning Coordination Council
ALS - Autonomous Language Sustainment
ALS - Army Language School
ALU - Academic Leadership Update
AMO - Acquisition Management Oversight
AOR - Area of Responsibility
APAS - Associate Provost for Academic Support
APFT - Army Physical Fitness Test
APH - Afghanistan and Pakistan Hands Program
APR - Academic Production Rate
APR - Annual Program Review
APT - Army Personnel Testing
ARIMS - Army Records Information Management System
ASAT - Automated Systems Approach to Training
ASP - Agency Strategic Plan
ATCTS - Army Training and Certification Tracking System
ATRRS - Army Training Resource Requirement System
AUP - Acceptable Use Policy
AUSA - Association of the United States Army
BCAT - Basic Course Authoring Tool
BEQ - Bachelor Enlisted Quarters
BGC - Basic Grammatical Concepts
BH - Behavioral Health
BLTS - Broadband Language Training System
BLUF - Bottom Line Up Front
BOV - Board of Visitors
BRAC - Base Realignment and Closure
BSIM - Big Sur International Marathon
C3 - Command, Control, and Communications
C3T - Cross-Cultural Conditions of Trust

CAC - Common Access Card
CAC - Combined Arms Center
CAP - Computerized Assessment Program
CAPE - Cost Assessment Program Evaluation
CARNG - California Army National Guard
CASL - Common Authorized Stockage Listing
CATF - Classroom Assessment Task Force
CBI - Content Based Instruction
CBR - Capabilities Based Review
CCCT - Cross Cultural Conditions of Trust
CCRI - Command Cyber Readiness Inspection
CED - Continuing Education
CES - Civilian Education System
CFC - Combined Federal Campaign
CHPC - Community Health Promotion Council
CIA - Central Intelligence Agency
CID - Criminal Investigation Division
CIMT - Center for Initial Military Training
CKO - Chief Knowledge Officer
CLA - Cryptologic Language Analyst
CLAC - Culture and Language Across the Curriculum
CLASSC - Cryptologic Language Analyst Senior Subcommittee
CLD - Center for Leadership Development
CLDP - Civilian Leader Development Plan
CLEP - College Level Examination Program
CLL - Culture in Language Learning
CLP - Command Language Program
CLPM - Command Language Program Managers
CMLI - Chief Military Language Instructor
CMP - Course Management Plan
CO - Commanding Officer
COA - Course of Action
COE - Contemporary Operational Environment
CODEL - Congressional Delegation
CONUS - Continental United States
COR - Contract Officer Representatives
CPAC - Civilian Personnel Advisory Center
CR - Continuing Resolution
CREL - Culture, Regional Expertise, and Language
CRM - Cultural Resources Manager
CS - Curriculum Support
CSA - Chief of Staff of the Army
CSC - Curriculum Support Council
CSMR - Consolidated School Management Report
CSS - Central Security Service
CSUMB - California State University Monterey Bay
CTARS - Consolidated Team Activity Reporting System
CTS - Critical Thinking Skills

CTS-TS - Cryptologic Training System Training Standards
CUB - Commandant's Update Brief
DA - Diagnostic Assessment
DAA - Directorate of Academic Affairs
DAC - Department of the Army Civilian
DAIG - Department of the Army Inspector General
DAPA - Drug and Alcohol Programs Advisor
DARPA - Defense Advanced Research Projects Agency
DCPAS - Defense Civilian Personnel Advisory Service
DCSIT - Deputy Chief of Staff for Information Technology
DCSOPS - Deputy Chief of Staff for Operations
DCSPL - Deputy Chief of Staff for Personnel and Logistics
DDG - Doctrine Development Guidance
DELRECP - Defense Language Regional Expertise and Culture Program
DELTAP – Defense Language Testing and Advisory Panel
DFAC - Dining Facility
DIA - Defense Intelligence Agency
DISA - Defense Information Systems Agency
DIU - Defense Innovation Unit
DL - Distance Learning
DLAB - Defense Language Aptitude Battery
DLCWG - Defense Language Curriculum Working Group
DLI-W - Defense Language Institute - Washington
DLMP - Doctrine Literature Master Plan
DLNSEO - Defense Language and National Security Education Office
DLIELC - Defense Language Institute English Language Center
DLIFLC - Defense Language Institute Foreign Language Center
DLPT - Defense Language Proficiency Test
DLSC - Defense Language Steering Committee
DMDC - Defense Manpower Data Center
DMPI - Dual Modality Proficiency Interview
DOIM - Directorate of Information Management
DOL - Department of Labor
DOTMLFP - Doctrine, Organization, Training, Materiel, Leadership, Personnel, Facilities
DPMAP - Department of Defense Performance Management and Appraisal Program
DRM - Directorate of Resource Management
DS - Dean of Students
DTRA - Defense Threat Reduction Agency
EA - Executive Agent
EDO - Exempt Determination Officer
EEO - Equal Employment Opportunity
EGR - English Grammar Refresher
EIC - Evaluator Instructor Course

EOD - Explosive Ordnance Disposal
EP - Extension Programs
FAO - Foreign Area Officer
FD - Faculty Development
FDS - Faculty Development Support
FECA - Federal Employees Compensation Act
FFPD - Faculty Professional Development Day
FHLO - Fort Hunter Liggett
FLEDS - Foreign Language Education Symposium
FMWR - Family and Morale, Welfare, and Recreation
FM - Field Manual
FOUO - For Official Use Only
FPS - Faculty Pay System
FS - Field Support
FSI - Foreign Service Institute
FY - Fiscal Year
GLO - General Learning Outcome
GLOSS - Global Language Online Support System
GLS - Grammar Learning Strategies
GOV - Government Owned Vehicle
GPC - Government Purchase Card
GS - General Schedule
HAC-D - House Appropriations Committee - Defense
HASCI - House Armed Services Committee on Intelligence
HAZMAT - Hazardous Material
HBL - Holiday Block Leave
HHC - Headquarters and Headquarters Company
HLT - Human Language Technology
HPSCI - House Permanent Select Committee on Intelligence
HRPP - Human Research Protection Program
IA - Information Assurance
IACC- Inter-Agency Curriculum Consortium
IAW - In Accordance With
IC - Intelligence Community
ICC- Instructor Certification Course
ICI - Initial Command Inspection
ICW - In Coordination With
IDP - Individual Development Plan
IG - Inspector General
IGAR - Inspector General Action Request
ILA - International Language Academy
ILI - Intelligence Language Institute
ILO - Immersion Language Office
ILR - Interagency Language Roundtable
ILS - Introduction to Language Studies
IMCOM - Installation Management Command
IMO - Information Management Officer
IPR - In Progress Review
IRC - Instructor Recertification Course
ISER - Institutional Self Report
ISIS - Islamic State of Iraq and Syria
ISIL - Islamic State of Iraq and the Levant

ISR - Intelligence, Surveillance, and Reconnaissance
IT - Information Technology
JBLE - Joint Base Langley-Eustis
JFP - Joint Foreign Area Officer Program
JLU - Joint Language University
JMUA - Joint Meritorious Unit Award
JSIB - Joint Services In-processing Brief
LDO - Leadership Development Office
LIMDU - Limited Duty
LLE - Lessons Learned Exchange
LLTC - Language Learning and Teaching Conference/Colloquium
LO - Learning Objective
LOE - Line of Effort
LOR - Leadership and Operations Review
LPAD - Language Proficiency Assessment Directorate
LREC - Language, Regional Expertise, and Culture
LTD - Language Training Detachment
LTEA - Language Technology and Application
MARDET - Marine Cops Detachment
MARSOC - Marine Forces Special Operations Command
MATA - Military Advisor Training Academy
MCBC - Monterey County Business Council
MCPO - Master Chief Petty Officer
MDEP - Management Decision Packages
MDMP - Military Decision-Making Process
METL - Mission Essential Task List
MIB - Military Intelligence Battalion
MICC - Mission and Installation Contracting Command
MIIS - Middlebury Institute of International Studies
MIP - Military Intelligence Program
MISLS - Military Intelligence Service Language School
MLI - Military Language Instructor
MOA - Memorandum of Agreement
MOS - Military Operational Specialty
MOU - Memorandum of Understanding
MPAO - Mission Public Affairs Office
MPCC - Monterey Peninsula Community College
MPRJ - Military Personnel Records Jacket
MSA - Modern Standard Arabic
MSPB - Merit System Protection Board
MTT- Mobile Training Team
NAGPRA - Native American Grave Protection and Repatriation Act
NCOER - Non-Commissioned Officer Efficiency Report
NCS - National Cryptologic School
NDAA - National Defense Authorization Act
NDS - National Defense Strategy
NEC - Network Enterprise Center
NetProF - Networked Pronunciation Feedback System

NFE - Non-Federal Entity
NIPR - Non-Secure Internet Protocol Router
NJP - Non-Judicial Punishment
NMS - National Military Strategy
NORAD - North American Aerospace Defense Command
NOV - Notice of Violation
NPS - Naval Postgraduate School
NSA - National Security Agency
NTE - Not to Exceed
OCEN - Ohlone/Costanoan-Esselen Nation
OCONUS - Outside the Continental United States
OCS - Officer Candidate School
OSD - Office of the Secretary of Defense
OEF - Operation Enduring Freedom
OER - Officer Efficiency Report
OACSIM - Office of the Assistant Chief of Staff for Installation Management
OIF - Operation Iraqi Freedom
OLL - Online Learning
OLMG - Organization Lesson Management Group
OMA - Operations and Maintenance, Army
OMC - Ord Military Community
OPI - Oral Proficiency Interview
OPORD - Operations Order
OPREP - Operational Report
OSAE - Office of Standardization and Academic Excellence
OSD - Office of the Secretary of Defense
OSI - Office of Special Investigations
OSJA - Office of the Staff Judge Advocate
OST - Operational Skills Testing
OTSG - Office of the Surgeon General
P3 - Public Private Partnership
PACT - Professional Apprenticeship Career Tracks
PAR - Performance Appraisal Report
PACOM - Pacific Command
PB - Performance Budget
PEG - Program Execution Group
PII - Personally Identifiable Information
PLL - Principles in Language Learning
PME - Professional Military Education
POC - Point of Contact
POM - Presidio of Monterey
POV - Privately Owned Vehicle
QAP - Quality Assurance Program
QRA - Quarterly Review and Analysis
RAF - Regionally Aligned Forces
RC - Reserve Component
RDP - Range Development Program
RE - Resident Education
ROI - Return on Investment
RTA - Responsible Training Authority
SAAPM - Sexual Assault Awareness and Prevention Month
SAPR - Sexual Assault Prevention and Response

SARC - Sexual Assault Response Coordinator
SAV - Staff Assistance Visit
SCI - Secure Compartmented Information
SCOLA - Standing Committee on Language Articulation
SEAL - Sea, Air, Land
SES - Senior Executive Service
SFAB - Security Force Assistance Brigade
SFDP - Staff and Faculty Development Program
SHARP - Sexual Harassment/Assault Response Prevention
SIGINT - Signals Intelligence
SIPR - Secure Internet Protocol Router
SIR - Serious Incident Report
SITREP - Situation Report
SJA - Staff Judge Advocate
SL - Student Learning
SLA - Senior Language Authority
SLC - Southwest Learning Center
SLC - Student Learning Center
SLL - Strategic Language List
SLS - Student Learning Services
SLTE - Significant Language Training Event
SMDR - Structure & Manning Decision Review
SME - Subject Matter Expert
SOCOM - Southern Command
SORN - System of Records Number
SSI - Sensitive Security Information
STAFFDEL - Staff Delegation
STATS - Student Training Administrative Tracking System
STRATCOMM - Strategic Communications
TA - Training Analysis
TAPES - Total Army Performance Evaluation System
TBLT - Task-Based Language Teaching
TCC - TRADOC Culture Center
TDY - Temporary Duty
TI - Technology Integration
TL - Target Language
TLO - Terminal Learning Objective
TM - Technical Manual
TRADOC - Training and Doctrine Command
TRAP - Training Resource Arbitration Panel
TSCI - Top Secret Compartmented Information
TSI - Teaching Success Index
TSP - Training Support Package
TSR - TRADOC Status Report
TSS - Training Support System
TT - Tiger Team
TTPs - Tactics, Techniques, and Procedures
TTT - Train the Trainer
USAG - United States Army Garrison
UCAT - Universal Curriculum Assessment Tool
UGE - Undergraduate Education
UMT - Unit Ministry Team

USAIC - United States Army Intelligence Center
USARPAC - US Army Pacific
USAJFKSWEG - US Army John F. Kennedy Special Warfare Education Group
USCIS - United Sates Citizenship and Immigration Services
VBS3 - Virtual Battlespace 3
VLS - Vocabulary Learning Strategies
VSO - Visiting Scholars Program
VTT - Video Tele-Training
WASC - Western Association of Schools and Colleges
WMD - Weapons of Mass Destruction
WRAIR - Walter Reed Army Institute of Research

BLUF – DLIFLC remains the gold-standard for undergraduate and graduate foreign language acquisition, education and testing in the world.

Undergraduate Education – In 2014, DLIFLC produced 2,117 foreign language graduates with scores of L2/R2/S1+ or better in 23 languages. The school achieved a 70 percent production rate (that is, for every 100 service members enrolled, 70 walked out fully language qualified). This was the highest production rate in the Institute's modern era. After removing the administrative and disciplinary dropouts, DLIFLC's numbers were even stronger. That is, 87 percent of those who finished their program met the graduation standards. Additionally, another 33 percent of graduates scored L2+/R2+ or higher on their end-of-course tests. DLIFLC stopped teaching Italian, Thai and Dari language basic programs in Monterey but added courses in the Egyptian dialect of Arabic. It planned to add the Sudanese dialect of Arabic in 2015. However, DLIFLC's Arabic scores were the lowest of all its schools forcing Institute leaders to launch an Arabic Task Force to study why and to develop plans for improvement.

Language Immersion – At Gasiewicz Hall, DLIFLC's Immersion Facility, the Institute conducted 253 isolation-immersion events for 4,002 students in nine languages. In October 2014 it began adding two-day overnight isolation-immersions. It also conducted 58 overseas immersion events in seven languages for 550 high-performing students. The most attended immersions were in Korea, Taiwan, Morocco, and Latvia. It also planned to increase immersions for the top 20 percent of students in 2015 while adding Chile, Uruguay and Jordan as venues.

Continuing Education Resident Courses – DLIFLC conducted 73 intermediate and advanced courses in seven languages with 80 percent achieving course standards and 50 percent exceeding those standards. In its Russian Arms Control Speaking course, 100 percent achieved the course standard of L2+/R2+/S2 and 25 percent reached the near-native level 4 in some modalities.

Language Training Detachments (LTD) – At DLIFLC's eight "Extension" LTDs (defined as NSA-centric), teachers trained over 4,500 students while at twenty "Field Support" LTDs it trained another 2,365 service members. In September, Army leaders chose to close the remaining five Army "General Purpose Force" LTDs by February 2015 (Ft. Campbell's LTD would remain open an additional year due to deployments and the LTD at Joint base Lewis McCord would continue to operate until June 2015).

Mobile Training Teams (MTT) and Broadband Language Training (BLTS) – Through MTTs and BLTS, DLIFLC trained an additional 2,700 students in 19 languages. It conducted 132 post-basic courses and 59 familiarization courses. Though not fully funded, the BLTS program continued to be one of the most flexible and cost-effective ways to reach language learners in the field.

On-Line Products – DLIFLC continued to produce first-rate on-line language products. It added four new languages to its Headstart2 program (covering 29 languages) and continued to work on six new languages. However, due to resource constraints, particularly the loss of 400

positions as a result of the US Army Manpower Analysis Agency report in September 2013, DLIFLC was limited to producing only one new language Headstart2 per year and no Rapport products (an on-line product of six to eight hours of self-instruction in basic survival language phrases and cultural information). DLIFLC had much activity with its on-line learning; 43,123 online sessions from its products and 8,600 users completed an on-line language diagnostic assessment. Headstart2 and Rapport were identified by HQDA G-3 as the preferred means to fulfill the language requirement for the Army's Regionally Aligned Forces. Additionally, DLIFLC on-line products remained open to the public and provided a powerful and rich set of curricular materials for foreign language and culture teachers, whether grades K-12 or at the undergraduate level.

Testing – As usual, testing numbers were staggering. There were 122,667 Defense Language Proficiency Tests (DLPT) and another 18,870 Oral Proficiency Interviews (OPI) given in 2014. The testing division released a new version of the DLPT in Dari, Azeri, Russian, Sudanese, Kurmanjii, Hindi and Arabic-Levantine. Many of these tests can take up to two years to develop.

Information Technology – DLIFLC completed a three-year project to establish a wireless .EDU network and migrated all academic resources to the network. This enabled a wireless .EDU network in all academic areas. For the first time the Institute could call itself a "Wi-Fi Campus." DLIFLC estimated that using the .EDU over the .MIL network saved students and faculty fifteen minutes per day equating to nine class days per year. The new academic network made DLIFLC the largest mobile device management system in DoD.

Inspections, Audits and Visits – Located in world famous venue, DLIFLC was a popular place to visit, but that included inspections and audits. In 2014, more than 260 unique distinguished visitors traveled to Monterey. For example, DLIFLC passed the test of the TRADOC's deputy commanding general's "IMT Quick Look" compliance team, which came to see how initial military trainees were managed. DLIFLC also passed a TRADOC higher headquarters assessment and a TRADOC accreditation visit. DLIFLC also passed two budget and requirement reviews by OSD's Cost Assessment and program Evaluation (CAPE) team and the TRADOC Budget Audit Team, which focused on testing and contracting. According to the commandant, while these audits and visits were important, the preparation and execution took away valuable time from the staff to do their daily jobs. Lastly, DLIFLC hosted an Annual Program Review where it updated 15 general officer and senior executive service participants from across DoD. The results and due outs were then worked with DA G3/5/7.

Budget – In 2014 DLIFLC executed a $265 million budget. Almost 70 percent of that budget went to pay faculty/staff salaries. The rest was split among contracts, travel, and supplies.

Civilian Faculty and Pay – DLIFLC's civilian workforce numbers for the year were about 2,000 (200 GS employees and 1,800 FPS). DLIFLC was filled at 94.82 percent of its authorizations. Unfortunately, faculty pay bands did not keep pace with civilian GS and market salaries, a situation that would increasingly impact the Institute's ability to hire or retain qualified faculty. Additionally, senior academic leadership positions were not competitively compensated within the current pay band structure, a problem scheduled for future consideration. Another big concern was the need for additional Arabic faculty. DLIFLC ended 2014 with 361 Arabic faculty, a number dropping monthly, while its Arabic faculty TDA for FY2015 had grown to a

peak of 390, which was trending in the wrong direction. DLIFLC's personnel section was searching for Arabic faculty throughout the U.S., but it was a tough task.

Sexual Assault Prevention and Education - Reduction of Sexual Assault incidents and education for the force was the commandant's number one priority. DLIFLC used every available tool to address the issue. It conducted four quarterly "Staying SHARP" events and nine separate awareness events throughout 2014. The Institute signed a Memorandum of Agreement with Monterey County, California, to increase coordination with their Sexual Assault Care Coordinator program. Overall, DLIFLC reporting and care mechanisms were in place and the commandant believed that these were functioning well. Given the high-risk demographic of young, 27-percent female, and mostly first-term service members, the Institute was doing ok. The commandant planned to continue to address the issue full-on in 2015 while also hosting a regional SHARP workshop for California colleges and universities to share best practices in March 2015.

Strategic Communications – DLI's reputation was already very good but the commandant wanted to increase awareness. Therefore, he directed staff to rework the DLFILC website to enable easier access to on-line language products and other information about the Institute. The DLIFLC History and PAO offices also jointly developed a DLIFLC history exhibit that became a permanent installation in one of the corridors of the Pentagon (as part of an exhibit charting the history of the Foreign Area Officers' program). DLIFLC also increased its social media outreach: DLIFLC Facebook increased "likes" by more than 2,000 reaching 6,200 in FY14. Some 24,000 viewers also saw the DLIFLC YouTube Channel, while 39,000 viewers used the VIMEO channel. Finally, DLIFLC pushed a dozen stories to the TRADOC Public Affairs Office about important happenings at the Institute and used local TV and media to increase community awareness of its program. PAO published two *Globe* magazines in 2014.

2015 Outlook – DLFILC's outlook for 2015 was positive. Requirements from the services remained relatively the same. The commandant intended to try and improve the DLIFLC basic course graduation rate to 75 percent while maintaining or improving its intermediate and advanced metrics. It planned to roll out new DLPTs in 12 languages while increasing on-line products across the board. The commandant also hoped to address the faculty pay gap by working with the Defense Civilian Personnel Advisory Service to adjust and supplement current pay bands for all DLIFLC employees. He believed it was necessary to be able to recruit and pay faculty appropriately to continue to produce high levels of proficient graduates. In 2015, DLIFLC planned to start implementation of a new basic course graduation standard that would move after a six-year period from L2/R2/S1+ on the ILR scale to L2+/R2. Nevertheless, the FY2015 budget was tight. While the Pentagon earmarked $312 million for DLIFLC's budget, TRADOC budget guidance indicated that the actual allocation would only be about $260 million. The commandant felt the Institute's needs were somewhere around $272 million. Lastly, Institute leaders looked forward to continued implementation of the Army University model and being a part of that new structure.

Begin First SITREP[510]

FM: Brown, Robert Brooks (Bob) LTG USARMY CAC (US)
To: Collins, Steven N CIV DLIFLC (US); Hughes, Christopher P BG USARMY CAC (US); Nugent, Michael A CIV (US);
Johnson, J P (Pete) BG USARMY HQDA DCS G-3-5-7 (US)
Cc: [removed]
Subject: RE: Defense Language Institute Foreign Language Center Situation Report for Period Ending 30 May 2014
(UNCLASSIFIED)
Date: Monday, June 2, 2014 7:17:02 AM
Classification: UNCLASSIFIED
Caveats: NONE

Thanks Steve. Appreciate the update. I did not know there were 10 Language MTTs at 7 different sites.......impressive.

v/r

rbb

LTG Robert B. Brown
Commanding General
US Army Combined Arms Center
415 Sherman Avenue
Fort Leavenworth, KS 66027-2300
COML: 913-684-0014
DSN: 552-0014

-----Original Message-----
From: Collins, Steven N CIV DLIFLC (US)
Sent: Thursday, May 29, 2014 6:49 PM
To: Brown, Robert Brooks (Bob) LTG USARMY CAC (US); Hughes, Christopher P BG
USARMY CAC (US); Nugent, Michael A CIV (US); Johnson, J P (Pete) BG USARMY
HQDA DCS G-3-5-7 (US)
Cc: [removed]
Subject: **Defense Language Institute Foreign Language Center Situation Report**
for Period Ending 30 May 2014 (UNCLASSIFIED)
Classification: UNCLASSIFIED
Caveats: NONE

Gentlemen:

DLIFLC Weekly SITREP below sent on behalf of COL Chapman.

v/r

Steven Collins

Chief of Staff, DLIFLC

(831) 242-5200

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Gentlemen:

The following is the weekly SITREP.

1. PRIORITY TASKS AND PROJECTS

- Academic competency of DLI students

+ Goal: 70% production rate or higher from the Basic Language Acquisition

Courses.

+ Goal: 30% of students, or higher, achieving ILR 2+/2+/2 from the Basic

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[510] Note: Mr. Steve Collins, DLIFLC Chief of Staff, sends first report on behalf of Colonel Chapman.

Language Acquisition Courses.

- Responsibly operating in a fiscally restrained environment and good

stewardship of U.S. Government resources

- Innovation in language and culture instruction.

2. UPDATE

- DLI-Washington graduated 8 students this week in 5 languages (Albanian-2,

Arabic-1, Chinese Mandarin-1, German-2, Spanish-2).

- Ongoing OCONUS immersion classes in 4 locations with 40 students (Korea-8,

Puerto Rico-5, Latvia (for Russian)-9, Morocco (two separate immersion

activities)-18).

- 10 language MTTs ongoing at 7 different training sites.

- 27 May, VTC with TRADOC QAO in preparation for the TRADOC Accreditation

visit to DLIFLC, 23-27 Jun.

- 29 May, conducted Sexual Assault Review Board.

3. NEXT WEEK's HIGHLIGHTS

- 3-5 Jun, Command Language Program Managers' Workshop -- advanced training

for current CLPMs throughout DoD.

- 6 Jun, TDY by COL Chapman to Ft. Leavenworth, office calls with LD&E and

CAC leadership. Attendance at PCC the following week.

- Visit to DLIFLC by Mr. Frank "Chip" von Heiland (GS-15), HQ USAF ISR

Senior Language Authority.

v/r
Dave
David K. Chapman
COL, AD
Commandant, Defense Language Institute
Presidio of Monterey
(831) 242-5200

Begin Second SITREP
Chapman, David K COL USARMY (US)
To: Brown, Robert Brooks (Bob) LTG USARMY CAC (US); Brown, Kirby R SES USARMY CAC (US)
Cc: [removed]
Subject: Defense Language Institute Foreign Language Center Situation Report for the Period 11-24 July 2015
Date: Friday, July 24, 2015 10:24:32 PM

LTG Brown,

Sir- this is my last SITREP as Commandant, DLIFLC. It's been an honor to have had the opportunity to

lead this great institute and I want to thank you for your mentorship and oversight. There's not

another job at the Colonel level that I would have wanted.

To everyone who has touched DLI during my Command, thank you for your continual support and

please extend the same to Col Deppert as he takes over next week.

As most of you know, we'll be moving to Paris in a few weeks to serve as the Senior Defense

Official/Defense Attache to France. If you are ever in the neighborhood, please send a note and come for a visit.

Sincerely,

David

PRIORITY TASKS AND PROJECTS

- Maintain focus and emphasis on the SHARP program.

- Academic competency of DLI students.

+ Goal: increase production NLT 30 Sep 15 in each language by 5% above FY14 results, with an overall goal of 75%.

+ Goal: 30% of students, or higher, achieving ILR 2+/2+/2 from the Basic Language Acquisition Courses.

- Responsibly operating in a fiscally restrained environment and good stewardship of U.S. Government resources.

- Innovation in language and culture instruction.

- Increase the visibility and stature of DLIFLC through a purposeful and active strategic communications effort.

2. UPDATE

- Currently 2,943 basic language acquisition students enrolled in 67 languages, at the Presidio of Monterey (2,705 students in 22 languages) and DLI-Washington (238 students in 45 languages).

- Since 10 July, graduated 136 students at the Presidio (Arabic- Modern Standard-24, Arabic-Levantine-16, Chinese-Mandarin-26, Persian-Farsi-43, Pashto-22, Russian-5). 66 students (49%) exceeded the 2/2/1+ standard. 38 (28%) AA degrees were awarded. DLI-Washington graduated 15 students (Italian-1, Norwegian-1, Dari-8, Pashto- 4, Turkish-1).

- Current OCONUS Immersions 20 total students in two locations: Latvia (Russian Language)-10, Korea-10.

- Distance Learning Mobile Training Teams (MTTs) 19 teams at 11 Sites utilizing 19 Instructors for 295 students. Some highlights:

- Command Language Program Managers Course at Ft. Lewis Washington-15 Students

- Enhancement Language Training for 254 students at Ft. Huachuca- AZ, Offutt AFB- NE, Clay ARNG Center-Marietta-GA, Kadena AFB-Okinawa, Mildenhall- UK, Camp Lejeune- NC, Davis-Monthan AFB- UT and Madison ARNG Center Wisconsin in Arabic Modern Standard, Arabic-Levantine, Chinese-Mandarin, Dari, Hebrew, Arabic-Iraqi, Korean, Pashto, Persian-Farsi.

- 15 July – Visit to the Presidio and DLIFLC by Mr. Herschel Walker (Heisman Trophy winner & NFL player), talking to service members about dealing with stress and depression.

- 17 July – Recognition of Mr. Siham Munir, Arabic instructor, for 50 years of service to the US Government. A tremendous accomplishment and a great asset to the nation.

- 17 July – Mr. Cole Bunzel, Princeton University, spoke to Arabic and Persian-Farsi language students about ISIS and its implications to security throughout the world.

- 17 July – F Co, 229th Change of Command.

- 20-24 July – Visit by Mr. Chris Theodosakis, NSAG Associate Language Authority, Ft. Gordon, accompanied by three colleagues from the Ft. Gordon NSAG facility.

- 21-29 July – Visit by TRADOC engineers, looking at future MILCON needs for DLIFLC at the Presidio.

- 21 July – Held the semi-annual Safety and Occupational Health Advisory Council meeting for the Presidio and DLIFLC. Accident rates and lost work time are trending significantly downward.

- 21 July – Mr. Richard Davis (SES) TRADOC G-6, visited DLIFLC with Ms. Helen Remily and COL Don Edwards. They examined closely our use of technology in our language instruction and provided useful information on how to improve our capabilities.

- 23 July – Visit by Mr. Church Hutton, professional staff member for the Senate Armed Services Committee.

- 24 July – 2nd DLIFLC Commandant's Run. Over 3,000 participants from all four services ran the length of the Presidio and gathered at Soldier Field where we awarded 18 service members the German Armed Forces Proficiency Badge (8 gold and 10 silver).

3. NEXT TWO WEEKS' HIGHLIGHTS

- 28-29 July – Mr. Kirby Brown, Deputy to the CAC Commander, will visit DLIFLC to preside over DLIFLC CoC.

- 29 July – DLIFLC Change of Command, COL David K. Chapman will hand over DLIFLC guidon to COL Phillip J. Deppert.

David K. Chapman
COL, AD
Commandant
Defense Language Institute, Foreign Language Center
DSN 768-5200, Coml 831-242-5200

Appendix 4: DLIFLC Student Enrollment by Year and Language - 2014-2015

2014 ARABIC-IRAQI 122

2014 ARABIC-LEVANTINE SYRIAN 145

2014 ARABIC-MODERN 582

2014 CHINESE-MANDARIN 377

2014 FRENCH 144

2014 GERMAN 14

2014 HEBREW-MODERN 52

2014 HINDI 19

2014 INDONESIAN 27

2014 ITALIAN 6

2014 JAPANESE 18

2014 KOREAN 284

2014 PERSIAN-AFGHAN/DARI 129

2014 PERSIAN-FARSI 475

2014 PORTUGUESE 23

2014 PUSHTU-AFGHAN 304

2014 RUSSIAN 260

2014 SERBIAN/CROATIAN 21

2014 SPANISH 205

2014 TAGALOG 12

2014 THAI 6

2014 TURKISH 10

2014 URDU 92

2014 VIETNAMESE-HANOI 1

2015 ARABIC-EGYPTIAN 46

2015 ARABIC-IRAQI 114

2015 ARABIC-LEVANTINE SYRIAN 212

2015 ARABIC-MODERN 502

2015 CHINESE-MANDARIN 344

2015 FRENCH 95

2015 GERMAN 18

2015 HEBREW-MODERN 46

2015 HINDI 4

2015 INDONESIAN 18

2015 JAPANESE 14

2015 KOREAN 225

2015 PERSIAN-AFGHAN/DARI 24

2015 PERSIAN-FARSI 400

2015 PORTUGUESE 10

2015 PUSHTU-AFGHAN 213

2015 RUSSIAN 224

2015 SERBIAN/CROATIAN 9

2015 SPANISH 219

2015 TAGALOG 11

2015 TURKISH 3

2015 URDU 66

Colonel David K. Chapman

Commandant, Defense Language Institute

Stephen M. Payne, Command Historian

8 July 2015

Mr. Payne: Colonel Chapman, do I have permission to record?

Colonel Chapman: Yes, you do.

Mr. Payne: Okay, thank you. Today is July 8th and I'm talking with Colonel Chapman, the Commandant of Defense Language Institute.

Sir, a little bit of your background. Your education, interest in the military per se. You've been in for a few years.

Colonel Chapman: I've been in 27 years. Interestingly, when I was about five or six, that was my earliest memory of thinking about the military. And I, for whatever reason, knew I wanted to be a soldier. I know that sounds like a cliché, but it was just what I thought about as a kid.

So growing up in Atlanta, Georgia, we were always playing soldier games. I was reading the Time Life Series books on World War II as a pre-teen. I don't know how much I really understood about it, but I was fascinated with armies, I was fascinated with what I then thought was the glory of war. I know different now, but that was what attracted me to it.

So I had a real passion for that as a kid. And then in my early to mid-teens when we started thinking about college, my parents brought up the idea of going to a military academy. The only one that I went and looked at and interviewed and applied to was the Citadel, which I got into and attended at age 17, graduated at 21, and took my commission as a 2nd lieutenant in the Army. Just like that.

Mr. Payne: Right out of high school there, and --

Colonel Chapman: I did. I actually graduated high school in I think June and two weeks later I enrolled in their summer program.

You go for a visit your junior year, kind of an orientation to see if you like it and they have, it's Charleston, South Carolina. They have the troops and the uniforms and the girls all out in their Laurel Ashley dresses and the canons and the music and I was sold right then. Again, back to the glory of it all without knowing much else.

So my military career basically started as a 17-year-old freshman in Charleston, South Carolina in 1985.

Mr. Payne: Wow. Very interesting. After that you went on active duty, and at some point you ended up with foreign language? DLI or --

Colonel Chapman: I did. I was a pretty traditional Army officer. I actually wanted to go in the Marine Corps first, believe it or not. I wanted to fly for the Marine Corps. But I lost my vision, it was not 20/20. So I ended up going to the Army and have been very happy with it.

But I came in as a combat operations officer in the 7th ID, 7th Infantry Division right here in Monterey, California at Fort Ord. Spent four years, almost four years, three and a half years in the 7th Infantry Division. Then I went to the Ranger Regiment for two years, from 1993 to 1995.

I was in a combat arms. I was an Air Defense officer serving in Infantry units. I didn't know much about the military intelligence. Didn't know much about language. But I was always very interested in foreign relations, and I knew that language, as a part of foreign relations was really critical.

I studied a little bit of French in high school and college, like we all do, we used to say 2.0 and go. Get your C and move out. Knowing what I know now, I would have paid a lot more attention back then.

So I left Monterey, went to Fort Benning. I was in the Rangers for two years, as I mentioned. Went to the Infantry Officer Advanced Course and then went to Fort Bragg, North Carolina where I commanded a battery in the 82nd Airborne Division.

It was in the 82nd Airborne Division that I met some officers who said yeah, we have this Foreign Area Officer Program. I didn't really know what that was. So I got out the regulations on Army Officer assignments, I think it was AR 600-3 and I looked it up (Foreign Area Officer program) and it looked pretty cool. Language school, master's degree, all this kind of stuff.

Very long story short, I applied for it and was selected. So it's a good story.

There were five of the battery commanders. We had just finished a jump. It was a late-night thing, back in the day in the 82nd you jumped at midnight or 2:00 in the morning. That's the way they had to stagger the aircraft. This was a midnight jump, which meant we were done 2:00, 3:00 in the morning and we were back in the company area. And the battalion commander called all five commanders together, kind of as a, you know, a bunch of paratroopers talking in his office. He said yeah, I just got the list. It looks like three of the five of you have been selected to be Foreign Area Officers. And he kind of looked down, and he said, if that's really what you want to do. You know, we got the message loud and clear.

I looked around. We were all dirty and camouflaged up and had been out all night and he said, you know, that's a job where you're probably going to work in an embassy, and you're going to have to speak foreign languages. And I'm thinking to myself, that's exactly what I want to do.

So at the end of the command at the 82nd Airborne Division I came to Monterey, California, to DLI. That was my first experience in 1997. I came out here to study Russian. I was going to be a Russian Foreign Area Officer. So that was my first exposure here.

I did the Russian Basic Course, not fully. I did it in about 30 weeks– it's a 47-week course. I think I did it in 34 weeks or 35 weeks. Due to some bureaucratic mismanagement, I was one of four people that were asked to leave the course early, and it didn't have anything to do with our performance. It had to do, frankly, that we were either single or didn't have kids, which I didn't shout loudly about at the time, but I just accepted it.

So we were pulled early, given about a two-week cram session, took the DLPT, and off we went. I scored a 2-2+ after 34 weeks, so that's why I don't hear any whining from the students here about not meeting standards.

Then I started the journey as a Russian Foreign Area Officer. I don't know if you want to go into that anymore, or if you want to talk about something else.

Mr. Payne: That would be good, because that involves your assignments using foreign language.

Colonel Chapman: Sure, absolutely. I left DLI, again I was at a 2-2+ level. 1+ in speaking. I went to the Marshall Center in Garmisch-Partenkirchen, Germany. I did Intermediate and Advanced Russian for another six months. I got my scores up to 3/2+/2. Then I went to Moscow, Russia and did, we called them internships at the time, but I worked for four months at the POW/MIA Division within the embassy. That's a sub-directorate of the Defense

Missing Personnel Office out of Washington, DC. DPMO. I'm not sure if it still exists, but back then what we did was we used our language - we went throughout Russia and Belarus and we interviewed former Soviets who fought on the North Vietnamese side in Vietnam. I was on the Vietnam Working Group. It was broken into Cold War, Vietnam, Korea, and World War II.

Our job was to try and find information about U.S. service members – alive, dead, captured, otherwise – through interviews with former Soviet officers and NCOs and warrant officers. So I used my language. And I tell these stories at graduations all the time about how I used my language to help find those folks. Incredible experience from a historical perspective. We had access to the Russian Archives. They opened them up to us. If you want to talk about bureaucracy and archives – and they charged us about a dollar a page to photocopy anything we wanted, but it was all manual searching.

Following that, I came back to Garmisch. I took some graduate level courses in Russian for a handful of months and then I went to Kiev, Ukraine where I worked in the Security Assistance Office for about three months, three and a half months doing basically humanitarian assistance, security assistance for Ukraine.

The Army in its infinite wisdom pulled me out of FAO after my completed training. I already had a master's degree. I was now real solid in Russian, I was a 3-3 linguist in Russian and the Army decided to bring me back to the operational career field. They pulled me out of FAO and sent me to Hawaii.

Now I'm in Hawaii and they're saying well, we need you to be an Air Defense officer again. So go up to the battalion and compete to be an ADA guy. Don't worry about this FAO thing or the four years you just spent training.

I was on the staff as a planner, not using Russian, but I heard that you could appeal this decision. I did, in writing. I appealed and asked to the Army "are you sure this is the decision you want? You put all this money into me training." The answer I got was well, you're right major. We did spend a lot of money on you. We want you as a FAO. So now you're in Hawaii as a Russian-speaking FAO. What are you going to do?

So I stayed on the staff. I covered China, Taiwan, a number of places in the Asian-speaking world, none of which spoke Russian, but I used my understanding of cultures and language to my advantage in that. I was a planner for a year. Then I was selected to be the aide-de-camp to the Commanding General of U.S. Army Pacific, a three star. I served as his aide for two years. He was an amazing man, General Jim Campbell, who allowed me to go into every single meeting with foreign ambassadors, with U.S. ambassadors, with chiefs of staff, with chiefs of defense, chiefs of army, because he knew as a future FAO it would help me. So I visited about 25 countries over a two-year period in the Southeast and Northeast Asia and India with him. So a real broadening experience for me as a Foreign Area Officer, even though I was a glorified bag carrier as an aide. He treated me as so much more than that and it helped me.

I finished up that time. The Army called and said hey, Chapman, we'd like you back in this FAO world again. But we've got too many Russian FAOs. What do you want to do?

I said great, I've been out here in the Asian part of the world, I'll be a Chinese specialist or a Southeast Asia FAO. They said no to everything. I said fine, tell me what you want me to do. They said well, we're short on Latin American, South American, Spanish-speaking FAOs, which was shocking. And we're short on western European FAOs.

I said fine, make me a European FAO. They did. And they said oh, by the way, we want you to serve a tour as an attaché in Belgrade, Serbia. I said absolutely. I'd love to do it. So that was my second language.

I came back from Hawaii and studied Serbian at DLI-Washington.

Mr. Payne: Serbian is fairly close to Russian in a lot of ways. It's a Slavic language.

Colonel Chapman: It is. I did kind of an abbreviated program, they used to call it turbo-Serbo for the Russian speakers who could transfer their abilities. I don't exactly think it's that easy, but it helps grammatically. There are a lot of false friends (words that are the same but mean different things) and issues where you can get into trouble, but it's easier to go from Russian to Serbian than from nothing to Serbian, if that makes sense.

Mr. Payne: Yeah.

Colonel Chapman: So I came back. I trained at DLI Washington in Rosslyn. I did Serbian for about four or five months. Then I went on a three-month Serbian immersion in Novi Sad which is in the Vojvodina region of Northern Serbia. I did a full-on, long-term immersion. It was an amazing linguistic training experience, it just sunk in for me how important immersion is to solidifying a language, to increasing the competence, et cetera. So a lot of the decisions I made as Commandant have come from my immersions that I did – Well, both, frankly, in Russian too. When I did immersion training it was for real there, and then especially in Serbia when I did a long three-month immersion.

I was the assistant military attaché and at times the acting defense attaché in Belgrade, Serbia. I used my language throughout that time. It was a particularly tough time. It was when Kosovo declared independence from Serbia and the United States recognized Kosovo along with a number of other big five European countries. Our embassy as burned, one was killed, and we had to do a directed evacuation which a lot of State Department employees have never even done, and deal with some real difficult relations between the Serbian government and the United States government over the declaration of Kosovo's independence. It was a tough time.

I was fortunate enough to be selected for the War College while I was in Serbia. I was a lieutenant colonel at the time. I left Serbia and came back to do the War College.

I guess I completely forgot about Afghanistan and Iraq, didn't I?

Mr. Payne: Yeah, you do have that --

Colonel Chapman: So before I even went to Serbia. After training, before going to Serbia, before going to Serbian language, they were looking for Special Operations oriented officers to go serve with SOCOM in Afghanistan. They'd had a problem where - DIA in particular had a problem where officers weren't quite up to the standard and they were being sent home. So they wanted folks that were Special Forces qualified, Ranger qualified or had served in a Ranger battalion. I was one of those. So I went and served as a team lead on a Special Operations team in Afghanistan, in the Asadabad area of Kunar Province in Afghanistan.

Likewise, during Serbia, during that mission, I was pulled out to go command a Military Intelligence detachment in Baghdad. So I did a tour in Iraq as a Lieutenant Colonel level commander for a unique organization. A lot of organizations during the war were very ad hoc. It was an ad hoc command that I did. So those two things were in there.

Language there, I used interpreters both for Pashto and for Arabic in the multiple dialects.

Mr. Payne: Locals or DLI?

Colonel Chapman: They were locals. But I did work with and know DLI-trained individuals in the business. But most of the DLI graduates were doing strategic collection. This was very tactical and frankly, very difficult.

I don't know how well a DLI graduate would be able to do what we did in Iraq, to be honest, because we were, it just was something that in Iraq in particular, the local Shia or Sunni leaders wanted to speak to another Shia or another Sunni, and they wanted to speak to them in their language. So it was a bit of that. It's not a matter of talent, it was just the cultural bridge.

In my organization we had 10 interpreters, all different parts of Iraq, all different variants of Islam, different last names. So if we needed a Levantine dialect to go with us, we would take one. So I learned a lot about using interpreters and the importance of that through my Iraq and Afghanistan time.

Okay, so War College, 2008-2009. Great year. I was fortunate enough at the end of that to come out on the promotion list for Colonel. I was then selected to go to Athens, Greece, to serve as the Army attaché. I went and attended DLI Washington, again, for Greek language training. I attended seven months of basic Greek, and then I went and did another immersion, both in Athens and on the Island of Crete, the city of Chania. I did Greek immersion, again solidifying my belief that immersion is just the way to go, kind of to polish off the basic language program.

And in 2010 I went to serve as the Army attaché to the American embassy in Athens.

In 2011 we were informed that the defense attaché who was a naval Captain, it was a Navy billet, would be leaving and the in-bound Navy captain was not accepted by the organization's higher headquarters. So instead of gapping it, the Ambassador, lucky for me, had said hey, let's have Chapman be the defense attaché. So I extended for a year and I was the defense attaché, Senior Defense Official in Athens, Greece for two years. So Army attaché for two, and the Defense attaché for two. Used my language every day there, every day.

That kind of brings us up to here, which is the Commandant piece.

Mr. Payne: Okay. So the question then is, how, both the how and the why you were chosen to become Commandant here at DLI and how much of that did you know was occurring or did they just kind of call you up one day?

Colonel Chapman: It's different now, and I think we're going to talk to that later in the interview.

When I was selected, and even the officers before me who were considered, it was a nominative process, which means the senior leader division, all of those who manage colonels, nominates officers and then you compete at a board and one of you gets selected and then you have to run the wickets, and it goes from the nomination process through a number of general officers to the Vice Chief to the Chief of Staff of the Army to the Secretary of the Army. Then from the Secretary of the Army it goes over to the Principal Under-Secretary of Defense for Personnel and Readiness.

Mr. Payne: Is that just paperwork going or did you see all these people or some of them along the way?

Colonel Chapman: I didn't even know who my competition was. I had heard about the DLI position potentially being open. I called Dino Pick who at the time was the Commandant and said hey, what do you think? Is it a cool job? Do you like it? I asked him how the process worked, and he told me how it worked for him. I expressed interest to the senior leader division. They said yeah, you and a lot of other guys. Get in line.

They culled the packets down to about four of us. Of the four of us, I was actually nominated by the Director of DIA at the time, General Mike Flynn. One of the other guys in the pool was nominated by General Austin, Lloyd Austin, the CENTCOM Commander at the time, and there were a couple of other guys.

So we were racked and stacked and put in a priority. The other officer – and this is all hearsay – who was the principal competition was selected for Brigadier General, so good for him, he kind of fell out the running. And then there were I guess three of us left. Unbeknownst to me, I was at the top of the list and it went fairly swimmingly through the chain. And certainly once the Secretary of the Army says we have faith and confidence that Colonel Chapman or Colonel Jones or Colonel Pick, Colonel Sandusky are the right guy or gal for this, OSD usually doesn't push back and say no, we'd like you to go look again. So really you just have to get through the service.

So we got through the Army service and then got the signature from OSD. That was how it worked out for me.

I didn't know anything was happening. It was February or March, February I think, when I found out, and I PCS'd in April.

Mr. Payne: Wow. Now once you were informed, you're the nominee or you're the selectee, how did you prepare for the position? So you'd been at DLI, at least the DLI here at one point.

Colonel Chapman: Twice.

Mr. Payne: And then in Washington, you'd been to Washington as well, so you had a good understanding of it as a student.

Colonel Chapman: Right.

Mr. Payne: But then how do you prepare to become Commandant here? You didn't have a lot of time, it looks like.

Colonel Chapman: I didn't have time, both in terms of the length of time, and I didn't have time in my day.

Mr. Payne: You were busy all the time.

Colonel Chapman: I was a Defense Attaché, an incredibly fast-moving organization, oh by the way, trying to PCS with a two-year-old.

So what I did more than anything, I reached back here to Dino Pick, Steve Collins at the time was chief of staff, and asked them to send me prep papers and, you know, from 9:00 o'clock on at night I tried to figure it out, and went on-line and did what I could to educate myself.

To be honest, it wasn't until I got here that I really understood the task at hand.

I did a lot of thinking. I had some ideas of where I wanted to take this place before I ever even came here, but I wanted to make sure that those ideas made sense. So I didn't want to sink them too deeply into my mind but I said this is kind of what I'm thinking about doing. And you can see in some of the things that I've done, they're actually what I was thinking about doing before I ever even came.

Mr. Payne: Sure.

Colonel Chapman: Some of which I was talked out of, and that's fine, too. Staff said maybe not a good idea, and they showed me why, and I said okay, I'm with you on that.

Mr. Payne: Did the Army or TRADOC or CAC, or people you report to or even the DLENSO office, did they say hey, here's what we would like you to do while you're Commandant? Did they give you any kind of direction?

Colonel Chapman: On the record? Never.

Mr. Payne: Okay.

Colonel Chapman: I'll tell you no. No.

Mr. Payne: Sometimes that happens.

Colonel Chapman: Dr. Payne, the challenge here is that Big Army, and with the exception of DLENSO at the OSD level, they don't know language. The MI community, the Military Intelligence and the FAO community understand it but we don't work for them. The Commandant works for CAC, TRADOC and OSD, and the Army executive agent is the G3-5-7, the Director of Training. And he is normally a super star in Army training as well. Super star Infantry officer or combat arms officer with very little language experience. Couldn't spell DLI – I don't

mean that in a bad way. But so the fact that I didn't get marching instructions did not surprise me, but I didn't get anything.

Mr. Payne: So the question we'll get back to, as you alluded to earlier, is; normally a commandant serves anywhere from three to five years in the past. But your tour up front, as I understand, you were told it's going to be X number of months essentially. A little over a year but not quite two years if I'm not mistaken.

Colonel Chapman: Right.

Mr. Payne: What's the background of that?

Colonel Chapman: When I was notified in February, I was told it could be one year, it could be three years. It depends, because the system is changing, and it depends on when the new commandant is selected. We believe he or she will be selected at the next board which would put them around late summer of wherever we are right now, '15, which you then could have about 15, 16, 17 months. They asked, is that acceptable? I thought about it and I talked to my wife and I said it's going to be a couple of double moves, but the opportunity to lead this organization was too great for me, so I said yeah, I'll do it, even if it's just for a year or a year and a half, I'll do it. So that was how that came about.

The change specifically was moving from the nominative system that I described to a centralized select list, CSL.

What the CSL does, it meets and picks eligible colonels to command units at the O-6 level. DLI in the past was not a CSL command which was what allowed it to be three, four plus years. CSL commands are two years, so that's the change.

So once it was selected by the centralized board, it went to a two-year command, and from now on, unless it goes back, it will probably continue to be a two-year command.

Mr. Payne: Okay. That helps.

And then along with that, though is the assistant commandant is now being selected, is coming in the same year as the commandant. So we don't have the continuity that we usually had.

When you got here you had an assistant commandant who had been here for a year, at least could assist you. Now it's just one after another so that will put --

Colonel Chapman: It will be a challenge.

Mr. Payne: and I guess would put a lot of responsibility on the chief of staff to do both offices on both sides of the --

Colonel Chapman: You are so right. The Air Force was ahead of the Army. The Air Force was doing the centralized select list before us. So the Air Force's rotation had been two years, two years, two years, two years. It was the Army that was three-ish, in Colonel Pick's case four. It just so happened that the year that the Army went to CSL the change-out occurred the same time, which means from now on in the future, unless something changes, you're going to get a new commandant and a new assistant commandant at the same time every summer.

Through our Board of Visitors, we've discussed it at length and one of the recommendations is, well, a couple of things. One is to lengthen the commandant tour beyond two years. I believe it's really important. But at a minimum, to get it off-cycle.

The challenge is command select list commands aren't going to go more than 24 months.

Mr. Payne: That's just how that system --

Colonel Chapman: That's how it is. Given where we are today, it's very important to get guys through the 24-month pipeline.

On the whole, it's an Artilleryman going to command an Artillery Brigade or an Infantryman commanding an Infantry Brigade. So the learning curve, it's just usually a bigger version of what they've already commanded for the most part.

Some of the others, say Recruiting or some of the more distinct ones, there could be some learning curve, but those guys, you're usually not a Recruiting brigade commander unless you've been a successful Recruiting battalion commander.

Dr. Payne: You know that --

Colonel Chapman: You know it. Yeah, you were the number one of five Recruiting battalion commanders. That's kind of how it works.

DLI's not like that. There is no preparatory O-5 level command. There's no preparatory anything to allow you to be an effective, or help you be an effective, DLI commandant. You just have to have lived it. So the learning curve is going to be steep, no matter what.

A couple of things that we've looked to do to remedy the problem, number one is to widen the pool of candidates to compete for the centralized select list.

I talked with a number of former Commandants, I've talked with the staff, I've talked with Sergeants Major, senior leaders at OSD about what they feel and what I personally feel are important characteristics or skills for a commandant.

Obviously, you need to be a leader. That's true of any large organization. The more technical skills, we said first and foremost it's very important to be a linguist - preferably an acquired language. I mean heritage language is good, but having to have gone through it. And even better, to be a graduate of DLI.

You can be a linguist, you can be a Chinese linguist with a degree from a university and that's great, but it's still not DLI. So in order, the least preferred -- The least preferred is no language. The next least preferred is heritage language. Then the next one is probably acquired somewhere other than DLI. But the most preferred is acquired language through DLI one or more times. That was one of the main thoughts on the next commandant.

Obviously, we wanted a MEL-1, which is a War College graduate. That's standard among the brigade level commands.

We believed it was important for someone to have multi-cultural experience. You've got 2,000 civilian faculty. Ninety-five percent were born somewhere else. This place is unlike anything else out there. So multi-cultural experience. Preferably someone with joint experience. While this is not joint, it's inter-service. You've got four Lieutenant Colonel level non-Army commanders that you deal with. You've got unique cultures. You're not dealing with a joint staff, but you've got unique inter-service cultures where being joint would help.

Training and education background, if possible, would be beneficial.

And use of and application of foreign languages in a global context. Using the languages abroad. Whether that's managing, leading an organization full of interpreters or being one yourself like a lot of Foreign Area Officers do.

When you line all of that up, about the only folks that can really come to the table with those experiences are Foreign Area Officers, some Special Forces officers -- Civil Affairs, PsyOps and 18 Series Special Forces, maybe some unique Military Intelligence guys and gals. Maybe. But the Foreign Area Officers were not in the pool to compete for this command.

So we have gone back, FAO proponent has gone back and asked the Army G3 to include FAOs almost principally as the pool from which to draw the next commandant. That -- We didn't draw it up to make it look like a FAO, but when you say what do you need to succeed here, it kind of looks like that.

So I've been told, we think that the next commandant will come from the FAO ranks. If not exactly from the FAO ranks, FAOs will at least compete.

Dr. Payne: This has been pushed up by the FAO's, but also been pushed up by the Board of Visitors too?

Colonel Chapman: The Board of Visitors made that recommendation. It was ten months ago we had a General Officer Steering Committee here. One two star and two one stars, who looked at the problem and said this is what we think needs to happen. And it went to the Army G3, the three-star who signed off on it, and it's in adjudication now at Human Resources Command, so we should know something soon. Maybe by the time you do this, complete this interview we'll know something.

So that would be the officer that replaces Colonel Deppert in two years.

Dr. Payne: In the meantime, we're all going to have to pitch in to help him --

Colonel Chapman: Yeah. Certainly --

Dr. Payne: But he's a smart guy.

Colonel Chapman: Absolutely qualified. If he didn't command here he would command somewhere else. It will put a bit of an onus on everyone else initially.

I will argue, though, I got this from some senior leaders who said, "We just need a leader there." Well, you do need a leader here. But it's the same reason we don't put, for instance, Chemical Officers in charge of Infantry Airborne Task Forces. Or we don't put Artillerymen in charge of Aviation regiments. Because there's a level of expertise there that makes that transition so much easier. You know, let's slate them appropriately. That's kind of where we are with that one.

Dr. Payne: I'll be interested to see how that actually turns out once we get there.

I guess I already asked that question earlier, number six on the other page.

Colonel Chapman: Real quick, we didn't talk about do I think two years is enough. No, I don't. I don't. Even with the knowledge base that I had coming in here, I think three years is about right. I think four may be too long. Colonel Pick may have some different views, I mean he served four years. He intimated to me in private conversation that boy, four years is a long time.

Four years is a long time in any command. There's such a benefit for new ideas and reenergizing the place by rotating. Where's that sweet spot? I think it's about 36 months. It would take about a year to really figure out what's going on. I started getting it full steam back in January, February, which is about my seven-month mark. For someone who doesn't have any experience here maybe they start picking it up a little bit later. Then they've got a year to operate, really run.

Because we're so broad and so dynamic and at times it takes 15 months to see the result of a change.

Dr. Payne: Colonel Wright said the same thing. In fact, several of the commandants have said the same thing. You need three years to really figure out what needs to be done and figure out, get it moving and actually concluding with that.

Colonel Chapman: And that's with a fairly vanilla working environment. That doesn't take into account things like USAMA manpower cuts, wars, changing requirements, incredibly shrinking budgets - where you have to really change things. So I would say about three years is where you need to be.

Dr. Payne: Great.

When you arrived, how had your experiences as a student helped you in this position? At one time you were like everyone else, in the classroom learning these two languages.

Colonel Chapman: More than anything, I can empathize with what they're doing. I can tell you all day long what it's like to jump out of an airplane but until you jump out of an airplane, you don't know. I can empathize with that.

I have instant credibility with faculty, with students. That's all just helpful. It really is.

From a pedagogical perspective, I generally understand what works and doesn't work. Now granted, I understand what works for me and my experience, but I get it. I can make academic decisions, where without that, I would really be completely reliant upon the Provost. Which we do, we are relying upon them because that's their job. But it's very difficult to back up all their decisions without having any basis of why they made the decision. So that experience alone has given me an edge in making decisions – and I seldom, maybe once or twice, have gone against something Dr. Leaver thought was important academically. I don't give myself that much credit. But at least I think about it and I put my perspective on it.

So without a doubt it helped me tremendously prepare for this command.

Dr. Payne: You arrived here. What was the state of DLI? As you started looking at DLI and coming back to Monterey and looking at DLI, what was the state, if you will, of DLI when you arrived? If you started figuring out what was going on.

Colonel Chapman: Obviously, I expected DLI to look like it was when I left 15-17 years before. So physically it was different. I'll kind of talk about what I thought it should have looked like and what it did look like, and then I'll talk more specifically to the state of play as to where DLI was, which I now know.

I was amazed at the technological integration when I arrived. We were just bringing the dot-edu on board. We had 800-some-odd classrooms, 800-900 classrooms. 800 had smart boards in them. Students were using notebook computers and tablets, iPads and MacBooks. Students were getting their course work, their homework, their extra information dropped into a shared folders that they were accessing from their barracks or from the library or from the PT field. That was completely new to me.

I was, I don't want to say old, old school, but I was tape recorder, red book, notebook, highlighter. That was what I did. Authentic material was SCOLA, which at the time was the only game in town, where we'd get news casts that were seven days old on the old VHS tape.

These guys and gals are getting it real time, real world, authentic material, fast, taking notes on their computers. So the whole technological piece was very different for me.

The work force had also changed. I'll speak specifically to the Russian faculty.

My Russian faculty were ex-Soviet kind-of political refugees, educated but still living in that 1975 era Russian bubble. There's only one faculty member left here from those days and he's actually the voice of the Russian DLPT-5, Dr. Alexander Kovalyov. But the rest have all changed. It's a new Russian faculty that's smart -- Not that they weren't smart before, but they're current.

We were taught Russian from faculty that had basically lived in a Monterey California bubble. And you know, language is living and breathing and evolving. Their language didn't evolve.

So when I left here in 1999 and went to Moscow I had trouble speaking to taxi drivers. I bet the young men and women today are much more current than I am and that's in the Russian field alone.

So that was different.

The breadth of languages had changed certainly. So much more Arabic here than when I was here. And to be honest I didn't, as a student, I didn't understand how global we were with our language training detachments, with our extended programs, our satellite campuses, if you will.

I also didn't understand continuing education, that we did all that kind of stuff, so that was all new to me.

I think -- Now to put a qualification on what was the organization like when I arrived, the organization was still reeling from the USAMA manpower cuts. There was real unease on the staff when I arrived. The faculty were edgy. They felt very insecure about their jobs, about their pay, about their livelihood. There were rumblings about potential changing standards, just slight rumblings. There was a bit of unease here. Not to say that I made it more stable, I don't know if I ever have. I'd certainly give the Chief of Staff and the Assistant Commandant the credit for that. But it was a bit of an uneasy place 15 months ago, mostly because of the manpower cuts. And we were trying to figure out how we were going to make do with what we had. And now that we've been making do and even improving for the last 15 months, it's a bit more stable, I think.

Dr. Payne: Perfect.

Colonel Chapman: That kind of was the state of play of DLI when I got here. Our budget was generally stable but we read the tea leaves. Army's drawing down, everyone's drawing down, and so there was unease about the money, there was unease about a number of things. I wanted to put people at ease, mostly the faculty, the staff when I was here.

Dr. Payne: So you arrived here. As you're learning about DLI, the current version, what we're doing here, but you're then dealing with Colonel Wallace who had been here for a year, your Assistant Commandant. And can you describe your working relationship with her? What was her job? How did you mesh with that? How did you guys divide up the workload, which was a huge workload?

Colonel Chapman: Colonel Pick and Colonel Wallace had it divided up such that she, in essence, was the academic boss and the Commandant was the overall boss, because the academic portfolio in itself is enough, plus the Assistant Commandant has to command an organization as well.

I looked at that and said boy, there's no reason to change that formula. It looks good to me.

Now another Commandant may come in and say I want to do the academics, but it seemed perfectly acceptable. She was a year in the saddle. So I guess the first thing I should say, a really amazing woman. Full of energy and just a great colleague, confidant and Assistant Commandant for me to have.

I assessed immediately, right away, that she knew what she was doing, and if she didn't, she wouldn't make rash judgments and she would figure it out. So I let her go with all of the academic side. I asked her to do the Commandant piece when I was out of town, and I was out of town a lot. And that we would seamlessly, kind of run this place together. I know that runs counter to the one person/one command, but I don't think you run this place by yourself. You just don't. It's a command team, to include the sergeant major. I don't want to leave the sergeant major out of that because he has his own role as well. But she was fantastic. Again, mostly academic, academic development. I did both academic and then the broad direction of the organization.

Dr. Payne: What were the big issues that you two worked on? Or that you focused on or she focused on. What were the big things in the last 15 months or so?

Colonel Chapman: That we jointly worked on or --

Dr. Payne: Yeah, let's start with that and then we can break it down to what you did. But some things you probably both worked on. Other things you said tag, you're it.

Colonel Chapman: We jointly worked on faculty pay and compensation. I think we're going to talk about that a bit later, but that was the one thing that we were hand in hand on.

She spent some time developing our Office of Standardizations of Academic Excellence, it's called, OSAE. Anyway, our standardizations office which we believed, and still believe, needed to be stood up to put some standardization across all eight undergraduate schools plus the Continuing Education Division. So she spent a lot of time on that and I supported her there. But for the most part, it was the FPS system, getting the pay right, recruiting, and bringing our faculty numbers up to where they needed to be so we could both recruit them and maintain them. Retain them.

She spent a lot of time on faculty development also with Dr. Lever. I oversaw that but I didn't spend that much time on faculty development. That was kind of the big joint effort between the two of us was the faculty pay system.

Dr. Payne: What did you then focus on? Just the Commandant. You said she'd taken the academic side and you're looking at other things.

Colonel Chapman: I had five priorities and I guess still do have five priorities.

For the organization, Department of Defense writ-large is undergoing a real hard look at sexual assault, sexual harassment and how we treat each other, and that became my number one priority was prevention of sexual assault, sexual harassment in the workplace. Across the board, faculty included. More generally, though, directed at the students because that's where most of the cases took place. I put a lot of time, energy, resources into that.

My second priority was academic production. I wanted the school to have about a 75 percent production rate. That is for every 100 service members that showed up on day one, I wanted 75 to walk across the stage having completed the course to standard. Seventy percent realistically is about where we were, and we've increased from, to be honest, we were in the 50s a few years ago, up to 60s, and then I think Colonel Pick got us into the upper 60s and we're now cresting 70. So we're getting better every day.

My third priority was, I wanted to reward academic creativity in the classroom, both by the faculty and the students. And I did that through an outreach program with the faculty and talked to them about the pedagogical changes that needed to take place to achieve the number two priority which is the "70 percent plus" standard.

A lot of our faculty are, a lot come from under-developed countries or countries that don't have the technological resources we do. So you bring them in, they may have a teaching degree, but you put them in a class with a smart board and six or eight young men and women who are as technically savvy as anybody, how are they going to be creative? So I tried to reward them for that.

The fourth priority was and is, we need to be good stewards of government resources. I scrutinize, if you will, every single hour of overtime, TDY trips, purchases, contracts, all of that. And it takes a lot of time. That's not micromanagement, that's just making sure folks are doing the right things.

We came out of a time where there was a balloon of resources. In the previous era you didn't have to ask, you just got, and sometimes you got more than you needed, usually.

Dr. Payne: We got millions.

Colonel Chapman: We got millions. So Winston Churchill said, well we're out of money, now we have to think. So we do. I saw that clearly coming and said we've got to be better at this. We can't do the same old business.

Site survey to Country X to stand up an immersion, I had a request that came through that had five, six, seven senior leaders on it, all of which spoke some level of Russian or this or that. And I'd go back to, why does this person need

to go. He speaks Russian. Well, what does he do? So I said no, we'll take two. That saves $7,000 per each traveler.

Dr. Payne: It does.

Colonel Chapman: So that kind of stuff. Being a good steward of resources.

Fifth, which these aren't necessarily in order. The first two are. I wanted to develop a strategic communications plan to enhance the already great reputation of DLI. And there are a number of reasons I wanted to do this.

I felt like we needed to communicate better down and into the faculty. We needed to communicate better down and into the cadre. We needed to educate our senior government leaders.

At the beginning of this interview, you asked me how I was prepared. Well, I wasn't really because no one in the senior administration outside of DLENSO really knows about DLI, or outside of the funding, at least. They don't know.

So you can't blame them for not knowing. So let's educate them. So I really wanted to use the strategic communications plan to educate our senior leaders. That's why we had a lot of visitors and a wide visitor program.

And then thirdly I wanted to educate the academic and community leaders around us. I say around us, it doesn't have to be geographically, but those who are in the field of linguistics, in the field of experimental language development and local community leaders.

So I embarked on a speaking campaign, on an engagement campaign. I was talking to everyone from the Kiwanis Club to Google representatives to academicians about DLI. And everywhere I went I would carry the DLI message in a tri-fold color pamphlet and good words about this organization.

I reached out to the recruiters for all four services and said look, I know you're sending me the best you've got but I need better than that. I want more than that because I want to be able to turn away seven for every ten that apply. Maybe only three get in. I just really wanted to up this into -- It already is the Ivy League of language schools, but I really wanted to cement that.

So those were the five main things.

I put a tremendous amount of time, energy and resources into immersion. I broadened the CONUS-based immersion over at the Ord Military Complex. I authorized additional staffing. I authorized additional resources for them. I extended the immersions from just one day, six hours of "feel good, let's make food and talk", to overnight immersions. I wanted to increase the stress on the students there, and you do that by continued sustained immersions for a couple of days.

The OCONUS immersions - I wanted to broaden the locations. I wanted good, solid, safe locations that would demand of the students and I wanted to send more of the student body and preferably longer. So I increased the numbers from, it was about from 60 or so, we've got the numbers somewhere, but we're up to about 85 different OCONUS immersions next year, across the undergraduate and Continuing Education schools. Increased OCONS immersion both in quantity and quality. We opened new sites in Serbia, Germany, France, and Uruguay. We're looking at Jordan. We're looking at Egypt. I moved Spanish out of Puerto Rico and put it in South America. I wanted to move Arabic out of Morocco and put it into the Arab-speaking world. I'm a big fan of immersion, obviously. So I worked on that a lot.

Dr. Payne: Which is very costly, too.

Colonel Chapman: It is. But the --

Dr. Payne: The benefit, though, is to get --

Colonel Chapman: A lot of bang for the buck.

Dr. Payne: -- help with higher proficiency but also more knowledge.

Colonel Chapman: Absolutely. We can sell the point with data. We can say okay, four weeks of immersion, bring the student back, and he or she then has a half point greater on their proficiency test- You can tell it with that. That's part of the story.

The other part of the story, what you can't measure. If you take 20 percent of your class and you tell them up front, the top 20 percent are going to get to go to Taipei, Taiwan, for four weeks, five weeks, six weeks. Study Chinese, civilian clothes, away from here if you're in the top band. How hard are those students going to compete to be in that top 20 percent? You can't measure it. You don't know but you know they'll fight to go there.

Likewise, of those that get to go, how many are going to reenlist because of the incredible experience they had? To a man and woman, they come back, and they are so high on their service and on what has happened to them. Hopefully, that will carry through a few years. Then you get a linguist who reenlists who maybe wants to come back and do it again. I don't know. I can't measure -- empirically I can measure changes in DLPTs, but I can't measure, the rest is anecdotal. But I believe it to my core that it's worth the cost.

Dr. Payne: That makes sense.

Have the responsibilities of managing the school, the institute, changed at all? Or is it pretty much where it was when you came in. Just the overall, here's the big job.

Colonel Chapman: It's the same, I think.

I haven't had the kind of climate where the responsibilities in my opinion, would change through extraordinary circumstances. A manpower cut, a war, a dramatic shift in requirements. I didn't have any of those. I had a fairly stable command tenure.

Dr. Payne: Things had already been cut.

Colonel Chapman: I was dealing with the fallout which Colonel Dino Pick had to deal with, and Ginger. Colonel Wallace.

So yeah, the responsibilities, were predominantly the same.

Dr. Payne: Recently it was announced that we're again moving towards the goal of 2+ and for the time being at least we're going to keep level 1+ in speaking, rather than the old [tap] goal which is 2+2+2. We have this plan to reach this goal by what, 2022?

Colonel Chapman: 2022.

Dr. Payne: Yeah, 2022. Can you describe a little bit about that plan and why we put that into effect, what we're trying to do different than what the old PEP plan was which kind of came in. We were supposed to reach 80 percent proficiency by -- 2+2+2 -- by 2013. Well, obviously we did not hit that and there were lots of reasons.

So then there's now a reemphasis on that and a let's go there.

Colonel Chapman: We'll kind of put the PEP aside. It didn't happen and as you say, there were a lot of reasons it didn't happen, but let's just put that aside.

Dr. Payne: Okay.

Colonel Chapman: Current graduation standard is 2-2. Seventy percent of our graduates go on to work for NSA. The working standard at NSA they'll tell you is 3-3. So in very short summary, NSA said hey, meet us in the middle, because we're spending so much time and money getting the 2-2 graduates up to 3-3 standard that it's kind of breaking the bank. Can you meet us somewhere in the middle? We said okay, let's look at it. What if we meet at 2+2+, so two and a half to two and a half.

We all kind of agreed on that, we being the Defense Language Steering Committee, the crypto linguist subgroup working committee, the services agreed, the agencies that were involved agreed and said let's do this. How are we going to do it? Let's lay out a plan.

We laid out a broad plan from 2015 to 2022, really 2014 was when we started pitching it, that we would start with the least, and this is only for the big languages. But for the least challenged language, meaning those that are closest to the 2+2+ goal already, to the most challenged, and that's how we -- We didn't say hardest or easiest, we just said those that have the farthest to go, those that have the least to go.

We broke it down into modalities so either reading or listening, right? And we assigned it a year.

So for instance I believe next year 2+ reading in Pashto is the first in the hopper that would be required.

Dr. Payne: Very interesting.

Colonel Chapman: Right now they're almost there already, without any changes that we're doing.

Chinese is the first language to go in 2018 to the 2+2+ level.

So how are we going to do it? We asked the services, and I think we're almost there, but we asked the services to stop waiving DLAB requirements. Obviously, there is a direct correlation between a student's ability, not concretely but generally, as they come in. If they have a high enough score they have a better chance of succeeding in the program than if they have a low score. So you can't waive the minimum requirement. We don't waive minimum requirements to get into Ivy League schools, we don't need to waive it for DLI.

Likewise, we can't waive the graduation standard. If a student doesn't make it, you can't waive him or her on to the next assignment. What happens, that spreads like wildfire and students will say hey, it doesn't matter what you get. You're going to still get to go to Hawaii. You're still going to get to Fort X, Y or Z. So we asked the services to get in line with us and they said they would.

We looked at how to change the curriculum pedagogically to support the increase. It doesn't mean lengthening the program because then you get better at being a level 2. There's something that takes place between level 2 and 2+ that we're not doing.

Specifically, we are an institute of platform led instruction. Its teachers getting up on the platform and teaching. We have found that the next level is student led or curriculum led instruction. It's a different paradigm for a lot of folks. So we're going to revamp our semester programs. Say you take a three-semester program, you may change the way you do the whole thing. You may have faculty that specialize in the basic level acquisition of semester one. You may have faculty that are great at level two. And then semester three is your student led, curriculum led free flowing as opposed to having a curriculum that runs from week 1 to week 47 and being done. It has to be tailored almost to the specific student, but at a minimum to the individual team because teams move kind of like fish in a school, kind of generally together.

We wanted to put a lot of emphasis on the faculty. Continue to recruit the best, retain the best, and then train them. How do you train the faculty and incentivize this?

Well, you do that through incentivizing their graduate level programs, through taking leadership positions, and giving them faculty development opportunities that, to this point had, been cut by USAMA. USAMA took our faculty development positions away. So --

Dr. Payne: Are we going to get those back?

Colonel Chapman: Our TDA won't change necessarily. Right now we can, we're going to look at redirecting those -- I did that within immersion. The immersion coordinator position was cut. I went back and said just take it out of hide. We just have to take risk in other areas because it's that important. The same thing with faculty development.

So we're considering creating a master teacher program. I don't know what that will look like right now but it will be an incentive for faculty to quit doing what's normal and change the way they do things and it's going to be very results-based.

And lastly, we want to increase immersions even more. Right now the top 20 percent of our students get to go on immersion, but we're limited, frankly, because I can't get them out the door. I don't have enough support personnel to process passports and visas and buy airplane tickets and do TDY vouchers to get them out. And that's a terrible thing that our administrative system limits what we can do.

Fiscally it's going to cost more as well, but we would like to broaden that from the top 20 percent and include mid-pack performers. Maybe even see how lower-level performers do, and we're going to do some experiments with that. But broaden it to beyond the 20 percent because we really believe at that third semester point when they go into immersion, they're going to explode in a positive way. And the more students you can reach that way, the better.

Services play a role, faculty play a role, immersion plays a role, and obviously the students play a big role.

Dr. Payne: This is going to be an interesting time. You'll have to keep getting the Globe, I think so you can keep up to speed with what we've done, how this worked out.

Colonel Chapman: Right. 2022. I don't know where I'll be.

Dr. Payne: You know where we'll be. We'll be here and you can get the information, how close we're getting and when we got it.

The initial program in the '80s went, DLI graduation was, and actually in the '70s was the level 1 in one modality.

Colonel Chapman: Wow.

Dr. Payne: When Ray Clifford came in, he said no, we need to change this. He got the Steering Committee behind it and put in the 2-2-1+ and it took a decade to get there, but as you know, we did get there. Proficiency. So it's probably a little less in productivity, but we were bloody close to that. It does take time, but once we have that goal we need to work on it.

Colonel Chapman: So we're looking at six, seven years to go a half point. Which when you look at the time continuum of, I can get you from 0 to 2 in 6, 9, 12, 15 months.

Dr. Payne: Yeah.

Colonel Chapman: Getting you from 2 to 3 is a whole nother deal.

Dr. Payne: It really is.

Colonel Chapman: Some of them might not even get you there.

Dr. Payne: Okay. We just kind of touched on that a bit, you touched on it earlier a little bit, but we're no longer talking about just proficiency but production. That is as you mentioned earlier, the number of students, looking at who started it, who ends, getting whatever we're supposed to get, the 2-2 or now it's going to be 2+2+. And that's

the production. The academic production, and we take out of that the administrative production which is really on the faculty as much.

How did this come about? Why was that shift? Because the reason I mentioned it, having been a disciple of Ray Clifford, he always talked about just deal with the proficiency because it did hide, as it's been pointed out in some of the papers, what was really going on here.

So why was that shift? Was that something that we did or something DLENSO do or -- How did that come about?

Colonel Chapman: I think it was a combination of an effort between [Colonel] McGary and the DCSOPS who is our number cruncher extraordinaire. One of them. The Assistant Commandant, me to a degree. And the Defense Language Steering Committee saying okay, I buy that. Let's not hold the school accountable academically for administrative drops.

I think the Commandant should be held accountable for administrative drops in some form. Because how you set the conditions for command, you can have a horrible command where everybody's drinking, driving, doing drugs and doing silly things. Yeah, it should be reflective overall, but I don't think it should be the single factor for how you measure the academic program.

So we're going to pull the administrative piece out of that so when we report numbers for production it's going to be academic pass and failure vice administrative disenrollment.

The risk you run is you can't get into, and I don't think we will, but you can't get into gaming the system to say well, I don't think he or she's going to make it, let's give them an administrative disenrollment so it doesn't count against our numbers. I don't think we'll do that. Well, I know we wouldn't while I'm here.

That was kind of how we looked at it. Let's let the academic part be the academic part.

I strongly believe the Commandant should also pay attention to administrative drops as well. They don't get a freebie. The battalions and the squadrons don't get freebies just because we're not counting them per se. You still need to look at your command climate, the type of atmosphere that's going on in the barracks, et cetera.

Dr. Payne: So this then will help DLI explain itself outside of DLI what we're really doing rather than what we used to do.

Colonel Chapman: I think so.

Dr. Payne: Which we kind of touted.

Colonel Chapman: Yeah.

Dr. Payne: I was part of the system, so I know.

Colonel Chapman: I want to go back real quick to one thing we were doing for the 2+. I should have mentioned this earlier.

I've worked hard to pull, and this is for Army specifically, to pull requirements off of them that I didn't feel were necessary that they had been doing for years and years and years, namely shooting, moving and communicating – Army basic skill training. And give them that time back. Either eat, sleep, PT or study, which is all I ask them to do here.

An example, I'd been in command of DLI for two weeks, three weeks, in the new swanky house I was in. Sunday morning out on my porch at 8:00 a.m. Sunday morning now, there's a squad of Army soldiers in the housing area doing a linear-danger crossing exercise. A typical Light Infantry maneuver, going down the hill.

There's a sergeant of course with the road guard vest, and it was training. I got dressed and went down and grabbed the sergeant. I said what are you doing? He said, sir, "we're doing training. We're doing small squad maneuvers. Warrior task battle drills."

I said okay, why are you doing them on a Sunday, number one? Why in the housing area, number two? Why are you doing them on a Sunday morning?

Quickly, he put me in touch with the lieutenant. I went down to talk to the lieutenant and he said sir, "because this is what we have to do." And within about ten minutes, Lieutenant Colonel Frank Smith, the battalion commander called and said sir, "what's going on? You've got my guys all riled up." I said okay, explain to me why you're in the housing area doing linear danger area crossings at 0800 on Sunday.

Very long story short, we were doing stuff that frankly, didn't matter. If those young men and women can't get through this program it doesn't matter if they can cross a linear danger area because they're not going to do the job. And frankly, most of them aren't anyway.

So I took a trip back to meet with Major General Ridge who was a two star at the time in charge of Initial Military Entry Training for troops and said sir, this is what I want to do. I want to pull all these requirements. I don't want them to shoot, I don't need them to do warrior task battle drills, I just need them to study. Yeah, they've got to be soldiers. I got it. They've got to do all the basic formations and they have to understand all of that stuff. But I don't need them necessarily applying first aid tourniquets and learning how to do procedures like that when they need to be doing verbs and nouns.

And I was surprised that he was very supportive. So we removed the majority of the 350-1 type requirements, the training requirements from the Army. We feel like that is important throughout as we go towards the 2+2+, give the service members, not just the Army, but the service members time back and ensure that they use that time to study as well.

The second piece of that is to get the service members here a little bit earlier. Right now many of them show up two, three, four days before their class. They're unpacking boxes and hanging pictures in their housing area when they should be conjugating verbs. Get them here earlier, give them a choice -- This is a new program as well.

Up until my time that I know of, and you can probably tell me differently, service members didn't have much of a choice in their language. We did not match skills. I found through my joint service in-briefs, I'd ask them all to raise their hand. Who's the heritage linguist, who studied Korean, you know. And I'd have a near native Korean speaker who said well I'm studying Arabic. I said what did you want? Korean. Hello?

We can't match all of them, but we can match some of them. And if they feel like they have a say in what they're studying, their heart's going to be in it.

Most of them will tell you, oh, I learned a lot of Pashto, I learned a lot of Farsi, I didn't even know where Iran was on a map. But if they come into this at least believing that they have a choice, and right now we're giving some of them choices, they will perform better.

So those two components I didn't put on the front end of the 2+ plan, was giving service members a vote and measuring their heritage and previous training and their language selection; and then secondly, removing all the training requirements from them.

And you know who's been doing it the longest? The Marines. Of all the services who swear by shoot, move and communicate, the Marines, they're like no, we don't do that stuff – and they outperform the other services almost every day. That was 2+. I just wanted to go back and cover that.

Dr. Payne: Along with that, from my vantage point, a couple of jobs here. People need to realize the 5:30 PT for 18 years olds is not a good --

Colonel Chapman: That ain't going to get it.

Dr. Payne: Make sure that every Commandant realizes that. There's good literature behind that done by the Naval Post Graduate School, done by the military about that. The best time for them, of course, is in the afternoon, to rejuvenate them before they have to study some more.

Colonel Chapman: You didn't have to tell me that because I've been through here.

Dr. Payne: You've been here. But so many people we've had that problem in the past.

Colonel Chapman: Yeah. Of course, you've got to do PT.

Dr. Payne: In the Big Army they do that, but it also is not necessarily --

Colonel Chapman: No.

Dr. Payne: -- a different story. My soapbox.

Colonel Chapman: I'm with you.

Dr. Payne: We got through the immersion program very good, and that's really fantastic.

I had a question here -- How are you on time, by the way?   I have scheduled to meet with you again in two weeks. I have enough to stop here if you'd like. Whatever you'd like to do.

Colonel Chapman: Are we at 1400?

Dr. Payne: Yes, sir.

Colonel Chapman: Let's go ahead and hold up right there.

Dr. Payne: I'm probably going to throw in a couple more questions. I'll send them to you. I'd asked Cameron to take a look since he's the main writer and he suggested a few little things that we should probably focus on. You may have already focused on it but I wanted to look at his, but it would only be one or two questions.

Colonel Chapman: And I'll try to be less verbose.

Dr. Payne: No, we'd rather have you talk. Again, when we're finished with all this we'll get you the transcript and allow you to, I didn't mean to say that. What I really meant, because often that happens when we get chatting. Thank you.

Colonel David K. Chapman

Commandant, Defense Language Institute

Stephen M. Payne, Command Historian

22 July 2015

Mr. Payne: Today is July 22nd and I'm interviewing Colonel Chapman.

Sir, do I have permission to interview you?

Colonel Chapman: Yes, Dr. Payne, thank you.

Dr. Payne: Very good. I thought we'd start off with the immersion program. I think you have some positive experiences with that and feelings about it from what I've heard.

Colonel Chapman: I do. Immersion, both OCONUS and CONUS based have been one of my top three, four, maybe five priorities here at DLI. That comes from two things. It comes from both personal experience - I've done probably five or six immersions in my language studies, as well as data which is acquired through studying our students' performance.

There's a lot of anecdotal evidence out there as well that immersion just makes sense.

So specifically, how have we been able to expand our participation in the program?

When I took over, CONUS based immersions done over the former Fort Ord complex where usually once or twice in a student's tenure or study time here, none of them were overnight. I asked the faculty to put together a program to get them there as often as we could, and to include an overnight immersion stay at the complex.

That required a number of things, because given that we've got initial military training soldiers, overnighting them in the same complex with careerists, you're kind of going against certain Army policies. The services had concerns. How do you sleep females and males, how do you feed them, how do you pay the faculty, where's the overtime? All the administrative stuff.

I said fine, let's figure it out, but let's do it. Let's spend at least 48 hours in an immersion type local facility and let's really ramp up the pressure on the students to speak nothing but target language.

I did not want that site to be just classroom material over there, if that makes sense. I didn't want a seventh, eighth, ninth, tenth hour. I don't want them doing over there what they do here, so I asked them to develop, for instance, a scenario where the students get on a bus. They drive from DLI to the Ord military complex, community. They have an airplane ticket in hand. As soon as they get off the bus that's their ticket. They go through customs. They go through traditional inspections. Some of them will be pulled into secondary inspection and interviews. Some of them will be loosely interrogated as they might in any other country. Maybe one of them has a bottle of aspirin dropped in their suitcase that they have to try and explain away. But put them in difficult situations where they have to use their language to talk their way out of it. That starts the experience.

Then the curriculum within the CONUS immersion, everything from solving crimes to watching movies and discussing them, to drills, to setting up bazaars where they buy and sell CDs and movies and haggle. It's a lot of fun language stuff but it's also a lot of difficult stuff.

The second broader immersion we're talking about is the OCONUS immersion. When I came to DLI we were doing them. We had some fixed sites, fixed countries and a smaller bit of the population to do them. I put another probably $2 million into the OCONUS immersion program. I asked the immersion office to consider opening sites in Serbia, in Germany, reopening in France. I asked them to consider looking at Egypt, Jordan, a couple of spots in

South America -- Uruguay, Chile. I asked them to get out of Puerto Rico for Spanish. I would like to get out of Morocco for Arabic but I need some alternate locations. So I've asked the organization to go look and canvas for the best places to do immersion for our students.

Then I said okay, let's make sure we're taking the right people. Right now we take about 17 percent of our top students. I wanted to increase that to 20 percent, and I've asked them to try and increase that between 20, 30, maybe even 35 percent for the future to get us closer to 2+. That's going to cost money, it's going to cost human resources, and it's going to cost time.

Right now it's not dollars that keep us from going. I don't have enough people to process visas and process passport applications, to do the administrative tail required to get folks out of here.

Dr. Payne: I guess a lot of soldiers coming in don't have a passport themselves.

Colonel Chapman: They certainly don't have an official passport. An official passport and visas are required in almost every instance.

Dr. Payne: Got it.

Colonel Chapman: No, they don't. And there's just a lot of challenges. You have to identify the students early enough so that there's time to get them the passports. Particularly if it's a six-month course. But you don't know if they're your best students yet or not.

I don't want to get into the administrative piece. The important part is that immersion has shown to add a half a point to a student's listening and reading ability. More importantly to me is they come back with a level of confidence that they didn't have before.

They know they can speak at a CONUS based immersion. They know they can speak in their classroom and their teacher understands them. But the minute they go to a market in Taiwan or in Uruguay or in Bordeaux, France, and they're able to buy something and speak in that local language they say holy smokes, it works, it really works. And they come back with a real renewed interest in the language and their career and it just takes off from there.

You can't discount the cultural benefit as well. They see the culture, they see the street names, they see the historical sites, and it just kind of solidifies everything that they've been reading about and learning about in class.

I can't measure -- I can measure grade point averages. I can measure DLAB scores, I can measure DLPs. But I can't measure their heart, to how hard they're trying to compete to be on one of these immersions. And everyone talks about them. They rave about them. All the surveys say they're awesome. So it's just another tool to motivate them to get them out there.

My personal experience has been that I've added at least a half point from a numerical perspective. But more than that I've walked out of immersions understanding how the locals think and how they view Americans because I've had the ability to interact with them.

So that's my belief in immersions. Hopefully the next Commandant will continue it. I think they're needed and they're very important.

Dr. Payne: In terms of working with DLENSO and all that. Are the people in that area behind it?

Colonel Chapman: The Defense Language Steering Committee and everyone at the DoD level senior language authority is very supportive. They all believe in it as well. And they're actually helping because there are a number of places that do immersions that we don't know about and they're helping share that with us. But absolutely, they're behind it.

Ultimately Big Army will look at the dollar figure and say where's the bang for the buck, but I think we can justify it.

Dr. Payne: With the half point --

Colonel Chapman: Of course. And what you can't measure, how many of these NCOs or young troops reenlist because of something that we did during their language program? That's a life-changing experience, spending four, five, six weeks at a foreign institution. You say man, the services really care about my career. Maybe I'll do that again. You never know. You can't measure that.

Dr. Payne: It's all out there.

You said you'd like to drop Puerto Rico and Morocco. Puerto Rico, I guess, because it's really part of the United States.

Colonel Chapman: Well, yes. You don't get the true South American flavor or in Spain, you don't get that from a cultural perspective. And I'm not a Spanish linguist but I've been told that the Puerto Rican variant of Spanish is not what we really need our students studying. We need a different dialect. So the Puerto Rican dialect is not something that was terribly effective for us.

Dr. Payne: I imagine Moroccan is very similar to the dialect, because it is so far away from where the action is.

Colonel Chapman: It is. A couple of the biggest challenges, two or three big challenges for an OCONUS immersion. Number one is safety and security. The embassy security officer and the country team have to approve of every official visitor that comes through, and not all of these places are garden spots that love Americans. So you have to balance that.

Then you have to find a suitable institution. This isn't just going to do a home stay with a family and walking around the market. They go to class every day. And they have to keep up with their classmates back here doing academics.

So you've got to match those two things together -- security, safety and academics and a country that's willing to host us. Then you have to work out the curriculum with them, then you've got to work out payment, you've got to do all this. So again, back to the administrative part, there's a lot of work that goes into it.

Dr. Payne: It makes sense, yeah.

Now we'll move on to continuing education. I'm not sure I have this right, but it seems that I've heard that some of the intermediate and advanced courses have been shortened down from 47 to 19 weeks in category 3 and 4 languages but with the same expected outcome.

Colonel Chapman: Yeah.

Dr. Payne: I just wanted to know what brought this about, and why we're doing this, and is it working?

Colonel Chapman: It's generally correct. The services have basically said look, it's really difficult for me to give up an NCO, a career linguist NCO for another year. Forty-seven weeks is a year, really. After it's all said and done. After they take a little bit of leave and PCS it's a year.

Let's see if we can get the same result in a shorter period of time.

We're at about 20 weeks and we've found that if you take the 20-week intermediate and advanced course and couple it with an immersion - so part of those 20 weeks are an OCONUS immersion, you can get the same result generally that you can at 47.

You have to do some work on the front end. So a lot of things that we would do when they first got to class, the service member's already done. They've taken an on-line diagnostic assessment. Maybe they have done a blitz program to bring them up to a certain level before they get here so they hit the ground running.

They do their base intermediate and advanced program, they do an OCONUS immersion for four or five weeks, come back and test. And we're finding that the results are, to be honest, somewhat similar.

Dr. Payne: That's good.

Colonel Chapman: While we're on this, as we move to the 2+ program we're going to eliminate the intermediate program altogether. We're just going to --

Dr. Payne: Phase it out?

Colonel Chapman: Phase it out, yes.

Dr. Payne: Do a slow phase out because we still have people in the force that will need it.

Colonel Chapman: Yes, it will be phased out.

Dr. Payne: Then, I was wondering about moving to something completely different. Developing TDA that's actually tied to the mission and the reorganized structure that we've done recently. Has this TDA, has this gone up the chain? Is everyone on board with this TDA? I'm thinking in terms of what happened because of the --

Colonel Chapman: The USAMA manpower cuts.

Dr. Payne: Yes.

Colonel Chapman: We have done numerous TDA reviews and scrubs. Yes, we've sent it up to TRADOC through CAC. I can't tell you right now if we've got any dramatic changes expected. I don't think so. We are, I've got the ability to - rob Peter to pay Paul - if you will, to move folks around.

For instance, the USAAMA manpower cuts took away the immersion coordinator from each undergraduate school. I gave them the leeway to add it back.

Now it's a zero-sum game. They're taking a faculty member from a team, but I said go ahead and do this. So that's kind of where we are. We're playing a bit of a dice game, the shuffle game, to move faculty around.

Dr. Payne: So we're working that. So far we're okay.

Colonel Chapman: Yeah. One of our biggest concerns, and I don't know if you got this from Colonel Pick, was that when USAMA came they said I want you to cut here, cut there, cut testing, cut this, cut that. Instead of just saying give us a 15 percent whatever the number, 15 percent across the board cut. You figure out what's best for you, draft the TDA and have it done. We would have been much better off if we could have set our own cuts than being directed to do that.

Kind of what I'm doing now is an end-around. They've cut my immersion and faculty development. I'm adding them back. I'm carrying the billet as a faculty member in the Urdu section, but he or she is actually performing the job of a faculty developer or immersion coordinator because we need that.

I hope it will get better. I just don't know, given the drawdown in military forces. I don't see a lot of growth in the future.

Dr. Payne: I was interested because I've been writing about that recently and looking at where we were years ago before we created faculty development, before we created separate curriculum development. When it was in the

schools, what would happen is the deans looking around, if they have a class or a group that's not doing well that's who they grabbed, their best faculty.

Colonel Chapman: Right, and put them in there.

Dr. Payne: Put them out of what they should be doing long term and into the short term, and we don't get to where we're supposed to go. What I'm personally watching is how that's going to play out.

One of the other things, actually it's probably more the AC had direct work on this, but I'm assuming you were working on this too and that's the faculty pay system.

Colonel Chapman: Right.

Dr. Payne: Especially with regards to the way they're paid in terms of locality pay. Did you have much to do with that?

Colonel Chapman: I had a lot to do with it. I had a tremendous amount to do with it. Ultimately all the approvals are the Commandant's to make anyway.

We've been working with our Civilian Personnel Agency, our Department of Defense Civilian Personnel Agency, DCPAS, for over a year on this.

What DCPAS told us was the Commandant has not exercised all of his authorities to raise pay and make pay more equitable for the faculty. So I went and did that. I raised the representational rate, I increased pay where I could. I gave as many bonuses as I could, and we maxed it out and then went back to DCPAS and said look, we're still not where we need to be. We don't have a locality pay. We are paid below what our faculty's peers are being paid. Specifically, within the Faculty Pay Structure I can't do anything about. I don't have the ability anymore to provide recruitment, retention or relocation bonuses. That had been taken away. So you've got to work with us on this.

What DCPAS had been referring to was something we called a Pang document. Pang is a gentleman that drafted the first document that built our faculty pay system. The document was written many years ago and it basically set the foot, our entry point for pay, and the top of our pay in such a place that we can no longer -- You don't realistically bring someone in at $32,000 a year. You can't do it. So you bring them in at the upper two-thirds of the band but there's nowhere to grow. So we need to completely shift our pay bands up so we can bring someone at the middle and give them, or even at the bottom third and give them room to grow. So that was the pay band piece.

The locality pay, also tied to the Pang document, was such that technically our faulty members' pay included locality pay. So when you look on your leave and earning statement it would say locality pay, zero. Well the faculty member says I'm getting nothing, you know. It's built in. But then when you add that in, in theory, or take out the locality pay out of the base pay, it's even lower. So we have gone back and asked at the Principal Under-Secretary level of Defense to address this with DCPAS so we can provide locality pay to all of our faculty.

It could be as little as five, ten percent, but when you talk about it across the spectrum of DLI it's a tremendous amount of money. It's going to be somewhere around $25-$30 million a year extra in pay. It's pretty significant.

So the Assistant Commandant and I both worked very very hard on that. We've done I think everything we can and we'll see where it goes from here.

Dr. Payne: So we're pretty close do you think?

Colonel Chapman: I think so.

Dr. Payne: At getting a decision.

Colonel Chapman: Well we've got buy-in from the Deputy Assistant Secretary of Defense for Readiness. We've got buy-in from the Principal Under for Readiness, I believe. So yes, we're getting there.

Dr. Payne: One of the things that happened just before you arrived, but you've worked with the new Chief of Staff longer than Colonel Pick did. And that is, (the Chief of Staff position) it's been civilianized. Since I've been here 21 years I've seen people come and go. Now we have a civilian there. I was just wondering, how do you see the advantages and disadvantages in having a civilian there? And is it dependent upon "the" civilian rather than having a civilian there? Sometimes things are based on the person rather than on what the job duties are, as you well know.

Colonel Chapman: First of all, I'll say that the person in the job right now, Steve Collins, is as good as they get. So that's good. Even if Steve Collins wasn't the super star that he is, I would still believe that civilianizing the Deputy or the Chief of Staff position is without a doubt the way to go.

What you would generally have -- Yes, for a number of reasons. Longevity. You have a mostly civilian staff. The Chief of Staff would be very intimately familiar with pay, procedures, and all the civilian type issues that come up.

The institutional knowledge of the organization rides with him or her. Your commanders come and go every 24 months. By the time you get your house and move in and the time you get your house and move out you've got 22 months of command. You're on the road at least six to eight of those months. The Chief of Staff is the anchor back here.

Now could a uniformed lieutenant colonel do it? Sure. I would worry, though, about the type of lieutenant colonel guy or gal that you get in. They're probably a terminal Lieutenant Colonel, probably not all would come in with the same fire and vigor that they should into that position. They could be seeing this as a retirement position. That's just the reality of it.

So for all of those reasons, the inability to get the right uniformed person; the stability a civilian Chief will provide you and the connectivity to a civilian staff; and just the institutional knowledge. Preferably someone that's risen through the ranks much like Mr. Collins and has been a part of this organization.

There are a number of applicants that applied also internally. I know them all, and they all would have been great Chiefs of Staff. Great decision, whoever made it. I think Colonel Pick made it. So good on him.

Dr. Payne: Switching gears again. In the past we have had, we meaning DLI and the new, as I look at it, Presidio Monterey garrison have had various relationships. Not all have been as pleasant.

How do you see the relationship and the working relationship with the garrison nowadays?

Colonel Chapman: At my level, my relationship with Colonel Fellinger is very good. I think we set the tone. Our sergeants majors' relationship is good. I think the staff generally is good. There are some bumps, some safety offices have some bumps and the PA offices have some because they run into each other a good bit. But on the whole I think it's very good.

I do know it's been troubled in the past and it can be that you have two colonels commanding, both thinking they're in charge and egos are what they are.

The first thing Colonel Paul Fellinger said to me when I arrived, and he'd been here a year. He didn't have to do this. He came into the office and sat down, and he said, "Dave, we are here to support you." Which is an incredibly disarming thing for me. Not that I'm the kind of guy that would compete like that anyway because I'm just here to get the job done. But he said look, we're here for you. If you guys weren't here, I probably wouldn't be here. I said great, let's work on this together.

I don't know if his replacement will say that. I don't know what my replacement will be like. But as we sit here today it's good. And Mr. Collins said to me this is as good as he's seen it in a long time.

One challenge is that the senior mission commander, if you will, is the three-star at CAC. It's held by General Brown. So neither myself nor Colonel Fellinger are the senior mission commander, although I'm technically the installation commander. Senior mission authorities rest with General Brown.

Installation Command, INCOM, is not willing to give the fight up for that one. So I don't know what's going to happen in the future. We've got MOUs, memorandums of agreements and understandings that show line by line what each staff member is responsible for, garrison versus. I think that's a little silly, but we need it because we don't have a senior mission commander. It's good right now.

Dr. Payne: Okay. We have a new union president. We had one here who was here for decades then another one here for about a decade that had been part of the union. So how has the new union president relationship been, do you feel?

Colonel Chapman: On a personal level, my relationship with the union chief is great. He's of Serbian origin. I speak Serbo-Croatian. We went down and spoke Serbian and ate kymok and cheese pies together. I brought the garrison commander. So we got off on a good foot.

Again, back to language and culture. We understood each other. We signed the first collective labor agreement in I think it's about 11 years. The relationship as I understand it was somewhat acrimonious between the union and management recently. It's not so right now. I have a lot of respect for Mr. Borlats. I include him where I'm legally able to do so and he does the same for me.

So yeah, I think it's a good working relationship, probably as good as it's been in a while.

Dr. Payne: To be fair about it, I used to commute with him for a long time, so I haven't recently, but I used to. A good guy.

Colonel Chapman: He certainly is, and wants to be a facilitator as opposed to an obstructionist and that's great.

Dr. Payne: That's important here. Still on internal stuff. We've got a few more minutes here. We can probably get through this part. The Foundation recently moved into the Weckerling Center. That's a whole new thing of having a Foundation here. How do you see the value of having a Foundation on the post? Why have them here? How do they add value to the overall mission here?

Colonel Chapman: While all Foundations are connected to the organization, they are legally not a part of the organization. We're unique in that we're such a unique environment, our foundation can be a spokesperson throughout the community for us. And having the foundation close to us gives them certain access to both leaders and happenings that allow them to represent us better.

I will say that we're legally careful with the foundation because you can get into some trouble with them, but on the whole, it's an organization, the DLI Foundation, that wants to do right. They want to support us. They want to raise funds for us to support the mission where they can. So as long as it's done legally and ethically, within the bounds, we're okay with that. So I support them.

Dr. Payne: Good.

And your relationship with Mayors, education leaders. I know you meet with them quite often.

Colonel Chapman: I do. I'm the co-chair of the Monterey Bay Council on Higher Education. I co-chair that with Dr. Eduardo Ochilla who is the President of Cal State Monterey Bay. We would meet quarterly to share practices, experiences and issues that all of our institutions face. I was the token non-PhD of the group, or non-EED educator of the group. But to be honest, I had an organization that was bigger than all theirs, from faculty to students to budget we dwarf most of them so they had to listen to the few things that I said. But my relationship with them is very good. We share ideas on how to run our organizations, ideas on how to be good representatives within the community, et cetera.

I am the only one within that organization that is federally funded one, if you will. Fully federally funded, Department of Defense. The others are either private or state or city. So we're the only DoD -- I take that back. The Naval Post Graguate School (NPS) does participate loosely, but seldom did I see them -- and we would have, the Department of Defense Manpower Data Center would come periodically as well. So I take that back. So those three. But from a big institution, we were the principal one.

My relationship with the Mayors is very good. My relationship with Mayor Roberson from Monterey is probably the strongest. We've had the Mayor and the City Manager and the Deputy City Manager come for a visit. The Mayor of Seaside is out quite a bit. I know the Mayor of Pacific Grove and I've met the Mayor and former Mayor of Salinas. So we talk a good bit about service members living in their communities, faculty members living in their communities and the relationship between DLI and the Presidio of Monterey and their communities. So a good relationship.

Dr. Payne: Any projects you've been able to work on with either the educational group or with the local Mayors?

Colonel Chapman: We have with Cal State Monterey Bay. We've recently had an initiative where our service members can bypass the traditional admissions process for Cal State University (Monterey Bay) and can take classes through tuition assistance if they have time.

We've looked at partnering with Cal State Monterey Bay's athletics program to both share our fitness facilities and theirs and to do some programs together in that sense.

Dr. Payne: Okay.

Student units. We have four services here. It's an Army school. And I'm just wondering how the student unit commanders and their staff, if they're appropriately focused on the education of linguists or on training Marines or Sailors or Airmen and all that? How do you see that relationship?

Colonel Chapman: They all have the unique responsibility of both training linguists, although they don't do the training themselves, and training them in their service specific requirements. Most of them have gotten relief from a lot of the military specific training, as has the Army. It was one of the things I did for the Army here was get rid of the shoot, move, and communicate training part because frankly, if you can't get through language school, you're no good to me as a linguist anyway. Someone else will train you in that.

The short answer is yes. They're appropriately focused on putting out linguists while balancing the requirement for military training.

What they do more than anything is provide them the structure, the tools, and the facilitation necessary to make the grade and get through it.

Dr. Payne: So they're doing the things that they need to do to get the students enough time to get into class and do what they need to do here.

Colonel Chapman: Prepare them on the front end if they arrive early; get them into Running Start and Headstart programs, try to match their skills and desires with an open slot which the Marines do, the Army does, so try to match them best for the seat that they can fulfill. Manage them as they go through the process. Their health, their behavioral health, their welfare, their physical fitness, their base Soldier skills, Marine skills, Airmen skills. Then transition them out once they go to the next unit.

They're held accountable for production rates. They're held accountable for graduation rates, administrative and even academic disenrollments. But I know that if the Marines don't graduate a certain percentage it's not always on the Marine Corps because these young men and women are not in their possession eight, nine hours a day while they're over in the schools.

Dr. Payne: Sure. You have to work together.

Colonel Chapman: We do. And it's a great group that I have. They've turned over once already so they've all been super supportive. Even though I don't have a carrot or stick for the non-Army, I don't write their fitness reports, their OERs. We always joke and say we get it done through good looks and charm. But ultimately they're good officers trying to do the right thing.

Dr. Payne: Okay, cool. The Army is the executive agent, as you kind of alluded to in the last question. Yet in a way DLI also reports dotted line wise to several other organizations, DLENSO and others. Is our current structure appropriate? IS it the right structure? Is there a better structure for the institute as far as how we're put together?

Colonel Chapman: There are other structures. I don't know if they're a better one because I haven't lived through them.

I can tell you it's not efficient. It is inefficient. I have a rating chain that runs through the Combined Arms Center to TRADOC. I have a care and feeding chain that runs through the Director of Training, the DOT, the G3-5-7. Army G3-5-7. And I have a policy boss that starts at, really starts at the Deputy Assistant Secretary of Defense level through DLNSEO.

What we don't mention here is the input from, we don't mention the input from other governmental agencies or DoD agencies, namely the National Security Agency (NSA), service-specific language authorities, COCOM language authorities. They all have input on what we do.

So as the Commandant here you're answering at times to numerous people. Senior Language Authority from DIA has his or her own priorities. But it's a bit inefficient. You just learn how to juggle bosses.

Is there a better way? Could be. Potentially one would be have DLI serve generally like the National Defense University, directly under the Chairman, Joint Chiefs of Staff, or a Joint Staff.

It would be difficult to have us line up directly under OSD because you kind of need a uniformed chain.

Dr. Payne: Here in place.

Colonel Chapman: In place, yes. Or even so my boss. But could I report to someone on the J-9 or directly to someone on the Chairman's group? Sure. Could it be an NSA function? Could we report, for instance to NSA's four-star boss. Could you report to NSA given that 70 percent of the graduates work for NSA? I think you could. I think you'd certainly start to get an NSA influence on the process. You already have a strong one. But so there are other options. I'm not prepared to say that one is better than, because I just don't know. It would take some study. But it is inefficient and a bit convoluted.

Dr. Payne: But based on that, here's the follow-up question. Based on that, and your experiences here, as you said everyone's asking questions all the time. Should the office be a flag office? Would that be a better solution? Is that a solution or is that a better solution? As you're leaving you're thinking about probably what you've done, what you could have done and all that.

Colonel Chapman: Really, does the scope of the operation, the organization, does it warrant a flag officer? I think it could. We're not going to get there in today's growth, I understand that. I think if you put a flag officer here, without a doubt you get a tremendous advantage, immediately you get more weight at the more senior levels.

But look, the last whatever, six or seven Commandants, well we've all been colonels, but have done just fine. So you'd have to measure how much significant gain there would be by putting a flag officer here, and then who would he or she report to.

I think the risk of having a flag officer, particularly a one star unless it's a brevet fixed term, is that you're going to have this guy or gal for a year. That tends to be how one stars roll, particularly newly minted one stars. They'll do a year in a command environment like this, then they'll go be on the staff somewhere.

Now could you do that and then this officer then goes to be the senior language authority at some level maybe. But I think, I've always said that the Commandant here should be a minimum of two years if not three. Preferably 36 months. And you're not going to get a one-star here unless -- You're just not going to get it with the time.

The idea's been discussed about having a brevet, you know, a locally promoted one-star. I don't know if the military is still doing that often, but where you bring someone in, you promote them for this particular position, and then they retire out of here. Or they go back to being a colonel somewhere else. That could both add some weight to the position as well as ensure that you've got longevity.

It could be one of your absolute senior FAOs in the community. Bring them here for three years, give them another three years' service and it could be a very senior person.

The way the system is now with the centralized select list, you're bringing in a relatively junior colonel, potentially in some cases with no language experience, not having been through the program. Great officers, I'm sure, but you're at the entry level part of your colonel years and I just, I know it would be much more challenging for the incoming Commandants to move the ball down the field.

Dr. Payne: The brevet thing is what they used to have at Center for Military History.

Colonel Chapman: I didn't know that.

Dr. Payne: We've had, Collins when he left here, went there.

Colonel Chapman: He left as the Commandant. Sure.

Dr. Payne: Went there and then retired out. They used to do that all the time there, and then they got rid of that position, it became an SES position. That's the other thing too. Could this be an SES?

Colonel Chapman: Yes, I suppose so.

Dr. Payne: Isn't that what they have at Naval Post-Graduate School?

Colonel Chapman: They do. They do. It could be. I think you lose something though in that. The uniformed leadership here as an example or role model for all of the service members is something worth holding onto.

It would be something to think about, I guess. The Commandant of, for instance, DISAM, the Security Assistance school in Ohio, is a GS-15 Commandant. But there are no troops that work for him.

It could be done. INSCOM has a three-star and a two-star kind of runs, or SES two-star level kind of runs stuff. I like the idea of a brevet one-star, senior guy or gal, for 36 months. Just ideas.

Dr. Payne: Are we at the end of your time?

Colonel Chapman: Yes.

Dr. Payne: Because we're going to get into some other things too that might take quite a bit of time next time. I'll talk to Faith and get on the calendar for Friday if that's agreeable.

Colonel Chapman: She'll probably put us down for Friday morning.

Dr. Payne: That's great.

Colonel Chapman: Dr. Payne, thank you, sir.

Dr. Payne: Thank you. I appreciate it.

Colonel David K. Chapman

Commandant, Defense Language Institute

Stephen M. Payne, Command Historian

24 July 2015

Mr. Payne: Today is July 24, 2015. I'm Stephen Payne and I'm here to interview Colonel Chapman. Sir, do I have your permission to interview you?

Colonel Chapman: Yes, sir. You do.

Dr. Payne: Okay. We did a lot of things last time, but now I wanted to talk about some of the key things that you worked on at the Pentagon. DLNSEO [Defense Language and National Security Education Office], the DELTAB, DLTWG. What are some of the things you felt you were working on and accomplished with that group?

Colonel Chapman: Strategic level, the lead task was to develop the beginnings of the 2+ plan. I don't remember if we talked about 2+ earlier in the interview or not.

Dr. Payne: We have a little bit.

Colonel Chapman: Okay. So ultimately that took about six to eight months of the first part of my time working with DLNSEO. Because they are looking at it from a policy perspective, and a 2+ change across the board is very policy oriented. So that was the largest bit of my effort there.

We worked a good bit, believe it or not, on the SCOLA program. DLI in coordination with the Defense Language Steering Committee and pretty much all of the subscribers to SCOLA met and we discussed the way ahead. We looked at usage of SCOLA. We looked at availability of current alternative methods. We looked a little bit at the price. That wasn't the bottom line. And we decided that this would be the year that DLI would not renew the SCOLA contract.

While DLI accounts for only about the last year or two, about 40 percent of SCOLA log-ins and usage, we pay the whole bill. So it was ultimately the Executive Agent and the Director of Training who is the Army Senior Language Authority, we sat down with the Defense Language Steering Committee, had somewhat of a vote, and decided not to renew the contract. Then we had, and still I believe, are having a fairly lengthy discussion with some of the stakeholders on that.

As of today I believe SCOLA has moved out and is looking for other customers to buy their product, to keep them in business.

So SCOLA and the 2+ plan were the Defense Language Steering Committee focuses.

We talked a good bit about coding NSA billets to the 3 level. That was a big strategic move. Particularly when the Army says look, why do I need to go to 2+ if the billets say the minimum requirement is a 2? And what is the requirement?

So we worked a lot with the Steering Committee and particularly with the Senior Language Authority from NSA to ensure that the billets within their spaces were coded for 3 and they promised that they would be. I don't think they are yet. Which then drives the requirement for the services and drives DLI's requirement to provide 2+ students to meet them halfway, and we talked about the 2+ plan.

For the Testing Working Group and the Curriculum Working Groups, we spent a good bit of time on which tests we were to develop next. Reprioritization of some of the tests. And which ones would be updated. Which is

something fairly typical for that working group, and for the Curriculum Working Group, again, it focused on the addition of the Sudanese dialect of Arabic as well as most of the 2+.

We also ended Dari during this time period and that was in coordination with the Language Steering Committee.

Dr. Payne: We ended it here, but I guess we still have it in DC if needed, is that correct?

Colonel Chapman: We do.

Dr. Payne: That's the good thing about that. Okay. You just mentioned a few minutes ago about NSA, but while we don't have a direct connection with NSA, they are the user, the largest user of our students.

Colonel Chapman: Yes, that's correct.

Dr. Payne: So how does that work in terms of a dotted line? Or do we take advance from them? How did that really --

Colonel Chapman: They are one of the voices and a large voice on the Defense Language Steering Committee. So the NSA Senior Language Authority, Ms. Cheryl Houser, is a strong voice on that committee. She also co-chairs the subcommittee for Crypto linguists.

So in that sense she has a strong input into the direction of DLI because it helps shape her work force in the future. It's checked by the other Senior Language Authorities from the services from DIA, from SOCOM, et cetera, but they have a large voice at the table, at the Steering Committee meetings.

Additionally, with our extended program language training detachments which are seated right next to their training centers and sometimes co-located, we are able to train our service members in intermediate and advanced and maintenance language right next to their centers. So they have a voice in that as well.

So while no, they can't reach down and touch DLI without going through the Steering Committee or through the Army, they do have a strong voice at the table.

Dr. Payne: And is that a good relationship? Solid since you've been here?

Colonel Chapman: Very good relationship. Absolutely. Great relationship. They're all good people. They understand what we're trying to do and very supportive. I don't know how it's been in the past, but with me it's fantastic.

Dr. Payne: We also have another group, because we're an accredited college, we have the Board of Visitors and that was something that we had to put in place a while back. And how have they assisted DLI? It's one thing to come and hear what's going on, but I think part of their mission is to assist us. How do they do that?

Colonel Chapman: Certainly by law we have, by regulatory and by law, I believe, we have to have a Board of Visitors to ensure our continued accreditation. That's part of it.

So from that standpoint, they help us stay accredited. What they really do, they come and look at our program. A lot of them have been on the Board a number of years so they know the changes. It's not like it's starting over every year.

They look at the program, we give them the general direction of where we're going, and they give us advice, they give usually a list of five, six, seven recommendations as to where they think DLI should focus and how we should spend more time and effort.

They then in their personal, private capacity, will go back within their organizations in Washington, DC or wherever, and network on our behalf and try and help us accomplish what we're trying to accomplish.

So more than anything it's advice and counsel, with some bilateral, if you will, work on our behalf back at the Beltway or wherever they are.

One thing I've done with the Board that's I think a bit different. When I showed up the Board was not terribly diverse, both in terms of gender, age, experience, function, and I made an effort to break away from that. We had a lot of kind of the good old boy retired, lieutenant general network, which is great. Super advisors. But they all kind of looked and talked and thought alike in a way. Incredible breadth and depth of experience among these men, but I wanted to add some new voices.

So I reached out, I wanted to get more, I wanted to get a little younger, a little more tech savvy, I wanted to get some voices that weren't 35 years in the military. We did have one investment banker on the Board, I wanted to get more like him. I just wanted some different views. So we allowed a couple of the regular Board members who had been on the board for several terms, we did not renew their membership to the Board and we invited others. We've got a PhD coming out of, I think, Northeastern, University. We've added two lawyers, long-term lawyers who have had senior policy experience within OSD. We've got an Ivy League Dean coming who had been on the board before. We had asked an entrepreneur, two entrepreneurs who had done numerous technical startups and understand the changing dynamic of technology on education, I wanted to bring that in. So I really wanted to change the shape of the Board from the old three star, retired three star general. We need some of that, for sure, because this is a military installation, but to add a bit more diversity to it.

We brought in Ambassador Ruth Davis, former director of the Foreign Service Institute. She's got a ton of experience running an organization like this, so we brought her in. She's been great.

Dr. Payne: And we've worked with them over the decades.

Colonel Chapman: We do and have.

Dr. Payne: Yeah. Unlike other Board of Trustees, if you will, at a normal civilian college, this Board has very limited ability to fire you for instance, your equivalent to the president, as I'm saying that.

Colonel Chapman: Yes.

Dr. Payne: Is that something they have to get used to or do they know --

Colonel Chapman: Not at all.

Dr. Payne: -- what you're going to do and that's it?

Colonel Chapman: Whoever the senior member of it, I forget what they call the senior member, whether it's the Board president, he lays the conditions out for everyone on the Board and they understand that it's predominantly an advisory role. There were no concerns at all. They were just great with -- I took every bit of advice they gave us. They've got a lot more experience than most of us do.

Dr. Payne: Yeah, for sure.

One of the key things that's happened, it happened just before you got here, but you essentially in your tenure here bore the brunt of it and that was the USAMAA cuts.

I was just wondering, because we've had to then reorganize several of our academic organizations -- curriculum development, faculty development, student learning center. How do you look at these new organizations in terms of, is this detrimental to have to break up these organizations do you feel? Or were your hands kind of tied?

Colonel Chapman: I didn't go through the painful process. As you mentioned, I showed up and it was done. And I think I mentioned earlier in the interview, if we had just been told to cut a certain percentage it would have been much less painful instead of telling us where to cut because we know our business pretty well and we know where

we can -- Everybody can take some cuts. I fully believe that we're all a little heavy at certain points. But where we were directed to cut I think it was particularly difficult. In our entry level training program, our student learning services, Student Learning Center and our immersion program and our faculty development.

The USAMAA cuts almost looked at it like we're going to let you keep your instructors and all the rest doesn't matter. Well anyone in their right mind knows in academia you've got to do faculty development, you have to have a student learning service and immersion is so unique to language, boy, how can you cut your language coordinators out of the building? They do more than probably a platform language instructor would.

So yeah, we were a bit handcuffed but we found ways to flush out our staff while staying true to the cuts. The challenge is continuing that really.

Dr. Payne: Is there any way that we can get relief from, either from CAC, TRADOC, or form DLNSEO to be able to put some of these programs back in place? Or is that even needed?

Colonel Chapman: I'm not sure it's needed, but we are, frankly, at about the bare bones.

What we've asked, and asked DLENSO to help us with, is just leave us alone for two years. Let the dust settle. Let us figure out the cuts and see what works and doesn't work. If you come back a year later or 15 months later and you cut more, boy, we don't know what we're going to do. We feel like we've been cut mostly to the bone and we're now as I said, moving some of the shells around to make the program work. So we've asked to be left alone. I think that's going to be the case. And in a couple of years we'll have a better idea, although we're moving the goal posts. Standards are changing to 2+, but we'll have a better idea of where we are.

Dr. Payne: Okay.

In the past, and since I've been here 21 years I do look at the past as being several decades ago, that the Army really hasn't wanted DLI to spend its budget on, in support of the Language Training Detachment. They were really opposed to that because they felt the mission was just the basic language program here.

What's the Army view today regarding LTDs do you feel?

Colonel Chapman: The Army's view is that general purpose forces can be trained through the Head Start and Rapport programs on-line. And that the Language Training Detachments while important, if they're that important to the unit the unit should pay for them and not DLI.

So if you've got a division commander at the 101st Airborne Division who says I love my Language Training Detachment, you guys are awesome, the Army G3 says great, you pay for it if it's that important.

And we all know that division commanders have to then rack and stack priorities, and language probably does not, when you're talking about shooting downrange, it probably does not make their list.

That's kind of the Army's position. We here at the school disagree, but I've asked staff not to get into the policy debate on it and we've fallen in line behind the Director of Training and we're putting more emphasis then into the Rapport and Head Start programs so that the general purpose force can be flush with the capability, the training capability they need.

Dr. Payne: Okay. So we do what we can.

Colonel Chapman: We do what we can, and we do frankly what we're told to. In terms of that.

Dr. Payne: Sure, that makes sense.Looking at our budget which I think a lot of people have looked at our budget and it's grown from the time I've been here from around $70 million to over $300 million. Does it support all the things that we need to have supported? Is our budget about right, or are we constrained at all?

Colonel Chapman: I think it depends on what you're going to ask us to do, obviously. Today as we sit here, we're about right at about $270, $280 million. We did a CAPE study, Cost Assessment Program, Cost Analysis Program, I can't remember what the E's for. That was actually another big initiative we had with DLNSEO and with OSD, to critically look at our functions, our budget, and to give us a real check on our spending. They put us about $273 or $274 million, $280 million is about where I think we need to be.

So what we're being asked to do today, I think we're okay. What we'll be asked to do in the future, maybe not. Particularly when you add in what we want to pay the faculty to give them the locality pay and those kinds of things. $280 is probably not going to get it done. We're going to have to put more into the bank.

Dr. Payne: So we'll have to ask for more to do that.

Colonel Chapman: Well, Dr. Payne, we're programmed at $313 million. We're not getting $313. If you give me what I'm programmed for, I can probably do it. What's happening is somewhere between the program dollars and the deposit hitting DLI's savings account or checkbook, some of that money's going missing. Last year $54 million went missing. We found $27 million. I'll leave it at that.

Dr. Payne: Understand.

Colonel Chapman: So if you give us all we're programmed for, we can do it.

Dr. Payne: Wow. It will be interesting with this locality pay and how that really hits us then.

Colonel Chapman: Yes.

Dr. Payne: There are tangible benefits to have senior leaders visit DLI. I mean we've had the Chairman of the Joint Chiefs of Staff here several years ago, before you were here, as you well know. But how do you feel about the visits? And what's the payoff of having some of these people come out here to Monterey to see what we do?

Colonel Chapman: One of my top priorities in the strategic communications plan is to educate our senior leaders. Just yesterday we had a professional staffer from the Defense Appropriations Committee out. We've had the Director of NSA out. I think as a brigade-sized unit we've had about 270, 275 unique visits. Tremendous amount of stress on the staff to do this, but I think it's absolutely critical. Because if you haven't grown up in this business, in the language business, if you're not a career intelligence officer or special forces, special operations officer, and you're rising to our senior ranks, and most of our force aren't Military Intelligence and Special Forces rising to the high ranks of decision-makers, you don't know what's going on out here.

So if you can bring the senior leaders out and have them understand how much of a force multiplier language is at a strategic level, they then go back and make policy decisions and frankly budget decisions that help support the cause. So it's about educating.

One of the first things, like that division commander, if the Chief of Staff of the Army's got to make tough decisions he or she will probably make tough decisions in favor of tanks, guns, aircraft, personnel pay and such. This more low density niche kind of capability sometimes gets lost.

So we're very fortunate to have the incoming Chief of Staff, Army General Milley who is a DLI graduate. He was a Spanish graduate from this program. And for all intents and purposes, was going on to be a FAO, a Foreign Area Officer, until I guess something happened, but now he's the Chief of Staff of the Army. So good for DLI. Maybe we'll be able to get him back out.

He's not one that we probably have to sell on the program. There are others that, it's a cliché, but they can't spell "DLI" because they just don't know. Once they do come out, and I see it all the time, they say holy smokes, I thought DLI was an institute. I thought it was one building. Well it's an entire base of buildings with 900 classrooms, 800 of them technologically capable. Training 4,000-4,500 students a year. And they're overwhelmed

with both the product and the process. I think it's invaluable to getting policy decisions and budgetary decisions made in our favor.

Dr. Payne: Definitely. I've seen my painting of the little red school house, had that up there on purpose when I was upstairs, and I kept it down below --

Colonel Chapman: Exactly right.

Dr. Payne: Because that's how people look at us unfortunately.

We already talked about executive agency and all that. We talked about it earlier, so I'm going to skip over that and move to -- You came in knowing that you had reduced amount of time.

Colonel Chapman: Right.

Dr. Payne: And not even the two years that the new commandants will get.

Colonel Chapman: Right. I figured 15 months, 18 months maximum. And I got 15. Fifteen months, yeah.

Dr. Payne: What do you think, at this point on your way out, what do you think you could have accomplished had you been able to get the additional six, seven, eight months?

Colonel Chapman: I think I could have gotten us closer, from a pedagogical, academic perspective to where we need to be for the 2+ plan. I believe I could have gotten a DLI East stood up or very close to it.

Dr. Payne: Was that in the plans?

Colonel Chapman: It was until I realized how quickly I was going to be moved and I didn't have the time and effort to get it going.

Dr. Payne: Oh. We used to have --

Colonel Chapman: Absolutely. So right now DLI Washington is nothing more than a contract facility, if you will. We spend $10, $12, $15 million a year farming out, contracting out what we do best. My plan was, and I had already coordinated with the Defense Intelligence Agency to share their space, and we were going to bring a full-on cadre of instructors out there and teach our core six or seven languages to DIA personnel, to incoming attaches, to national capital region personnel who would not need to PCS out here just to do it.

We would take those big ones away from the contractors in the Washington, DC area and give them a place to go and be DLI East. They would be DLI employees, it would be our curriculum, our oversight, our standards, and frankly, I know we can train better, higher quality, for cheaper than what we do through contracts. So that's one thing I absolutely could have gotten some legs under.

We considered helping the Guard and Reserves by moving the Guard and Reserve personnel to two centers -- one in Utah, one in Marietta, Georgia, Atlanta, Georgia, where the Guard and Reserve could send their service members without having to move them out here. They could save money. They could have more control over them. It would be a similar kind of thing. And they asked for this back in 2011. The Army turned it down. But I think we could go back and show that, number one, we could train to the same standard, and again, at a cost savings by allowing the Guard members to serve, if they're West Coast to do their language in Utah; if they're East Coast, to do their language in Atlanta, Georgia. And that's something I would have spent more time on for sure.

Dr. Payne: Are those then, looking at those two initiatives, are they now dead in the water or --

Colonel Chapman: No, I don't think so. I'm going to pass them on to the incoming commandant. But I don't know if he's going to run with that. I'm going to pass on a number of things that I've learned. If you want to say

I'm experienced -- Of my four languages, I did the full blown Russian basic course here at DLI, Monterey. I did my French program, although it wasn't complete -- I did it while I was a commandant, so it wasn't technically sitting in class. But I still did it and did well on my scores. So I got two languages here, and I got two languages in DLI Washington. Greek and Serbo-Croatian were done there.

You can't compare the two programs. The level of instruction, the dedication to what it takes to learn the language. So I'm a living example that we do it better here at the mother ship. Not to say the mother ship within the DLI family, our Language Training Detachments are great too. So I don't know if he'll have that commitment. Or will even understand what that means. I've done two programs in Washington and it needs to be fixed.

Dr. Payne: Interesting.

You mentioned a couple of issues that you think the new commandant will be faced with. What other things do you think will hit the new commandant in the first, you know, six months or so? We can't look out too far, obviously.

Colonel Chapman: Another thing that I would recommend and will recommend to him, is looking down and in, is maybe to take our 229th MI Battalion and split it in half and create a second Military Intelligence Battalion.

Dr. Payne: Like the Air Force does potentially.

Colonel Chapman: Right. It's too big. Dr. Payne, it's too big. The two battalion commanders I've had working for me are great, and they're down there in the knife fight and they're winning, barely, but they're winning. It's administratively too big.

You have young company commanders and first sergeants with 300 troops, 300 soldiers in a company. How in the world do you manage that? Your span of control is--

Dr. Payne: They're just out of Basic too.

Colonel Chapman: A lot of them are. A lot of them are new. They require additional care and handling. So I think you could have two 900 person battalions function a bit better than one 1,800 soldier battalion. So that's something I'll recommend he take a look at. And we've got some pretty grandiose things that I won't put on record because I don't know if they'll ever get off the ground.

Dr. Payne: I understand. We're actually just about at the end, so I have a question to ask you, and that is, what didn't I ask you that I should have asked you basically? We've covered a lot of stuff, I realize that, but what should I have asked you?

Colonel Chapman: I think we should talk a little bit specifically about the commandant's responsibility as the General Court Martial Convening Authority, and the relationship to the other services. GCMCA first.

I think there are only two Army colonels in all of the Army that have the responsibility of a General Court Martial Convening Authority. So as an O-6 I write a General Officer Letter of Reprimand known as a GOMAR.

The requirement to have a standing Court Martial Panel is a bit of a burden. The requirement to weigh in on the results of court martials is an incredibly large burden. We are not trained fully for it. About halfway through my command my boss called and said I didn't know you had General Court Martial Convening Authority. I'm like sir, yes I do. He said well, how did you get trained for that? Well, I spent about two hours at the legal course down at the University of Virginia where we share that facility with our Army Law School and they told me how to do it and the rest has been OJT.

Well, it's tough to On the Job Train GCMCA. You've got to have a lot of common sense and a lot of faith in your Staff Judge Advocate and then you learn as you go.

So that's something that really surprised me. You probably could have asked what has surprised you about this command. That, collective bargaining -- working with a union is something I had never planned or prepared for. We talked earlier in the interview about it. The absolute breadth and challenges of a multi-cultural civilian work force was a bit of a surprise. And then I mentioned about how to work with subordinate level commanders who don't technically report to you.

Dr. Payne: At least with an Assistant Commandant you have somebody you're working with, that helps. But the Marines and the Navy don't.

Colonel Chapman: They're kind of on their own.

When I arrived, no knock on the Marines or the Navy, they were kind of doing their own thing. And not bad, just doing their own thing. I said let's get together and pull on our oars all at the same time in the same direction. I got a little push-back initially, but all it takes is one change of command, and now everybody's on board. Everything from motorcycle safety reflective belt policy to how we're going to handle selection of immersion students, students going on immersion to participating in a joint-like environments as opposed to four services who happen to be living and working together on the same base.

So for today's run, we're doing a Commandant's run today. It will be the DLI Command Group and then the Marines are first. We're going to have a simulated staff of all, one of each service running right behind me as kind of a staff member and it's going to look a lot like a joint command.

And we act a lot like a joint command although we report to separate senior channels. So that was a bit of a challenge initially. Working with those guys, the GCMCA -- General Court Martial Convening Authority piece. I forget what the other one was I said.

Dr. Payne: The union.

Colonel Chapman: Oh, yeah. The union and the multi-cultural work force.

Dr. Payne: So many civilians, you probably haven't done this many civilians. I know you've worked with civilians --

Colonel Chapman: I have --

Dr. Payne: But not the same as this.

Colonel Chapman: Even for the Defense Intelligence Agency, I've rated civilians and had civilian deputies. But never anything like this. And never anything with the multi-cultural –

Dr. Payne: Based on what we just talked about with the different commands here, should this really be a purple organization? Would that be better? Or does it really matter?

Colonel Chapman: I don't know. Because I don't know enough about the Joint Staff of where you would work directly. I think it would be an interesting study. What would change? The funding would certainly change. Without knowing all of the regulatory pieces, I could see the funding being sent directly from OSD to the Joint Staff and then the J-9 maybe of the Joint Staff sending it directly to us, and then everyone fills a joint billet.

The challenge with the Joint Manning Documents, the JMD, is that for cadre, for permanent party, you're generally locked into your 36-month tour. That's by law. So the Joint Manning Document would not allow the flexibility of service cadre and support staff to come in for less than three years. That, while stabilizing, can be tough on some of these young careers.

Dr. Payne: Oh, I see. Pluses and minuses to everything.

Colonel Chapman: Yes. Do you make -- Because it would be a JMD, a Joint Manning Document that would list, as opposed to a TDA for the Army, which would list everyone's position, by joint line item, because now you're talking about getting joint credit for this, which is a big deal.

Dr. Payne: Promotion wise, that's good.

Colonel Chapman: It's all good. Yeah. I don't know the total, you know but it would be an interesting study for sure.

Dr. Payne: The key thing then is for the gains you have made working with the other commanders, that the new commandant is able to step in and continue that.

Colonel Chapman: There's such momentum now that I think he will be able to do that, and it's so much personality based.

One of the other -- the Air Force commander, if he wanted or she wanted, could come and say hey, I'm good. I've got my own boss, we're doing our own thing, thank you very much, we'll show up once a quarter for the run and that's it.

I've included them in everything that I could. I've asked them to come spend a day with me in these shoes to see what it's like to run this organization. And a couple of them have taken me up and not spent a whole day, but have looked around and said okay, I get it. I see the big picture. And that helps. When you understand the big picture that helps you run your unit even more effectively.

Dr. Payne: Sure. Anything else?

Colonel Chapman: I think that's it, sir.

Dr. Payne: I think we've been able to cover lots of things. I do appreciate it. I know your time is valuable, especially here as you have no time left. But I appreciate that.

Colonel Chapman: I'm a big fan of history and documenting the record I think is really important, so --

Dr. Payne: Thank you. And like I said, once we get the transcript we'll email it to you so you can review it.

Colonel Chapman: Okay.

Dr. Payne: We're at 60 Minutes.

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