

Defense Language Institute
Foreign Language Center

Annual Command History
(RCS CSHIS-6[R4])

1 January – 31 December 1993

by

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Command Historian

June 1996
Presidio of Monterey, California



REPLY TO
ATTENTION OF

ATZP-MH (870)

DEPARTMENT OF THE ARMY
DEFENSE LANGUAGE INSTITUTE FOREIGN LANGUAGE CENTER
AND PRESIDIO OF MONTEREY
PRESIDIO OF MONTEREY, CA 93944-5006



12 December 1995

MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: DLIFLC 1993 Annual Command History

1. The enclosed 1993 DLIFLC Annual Command History describes my first year as Commandant. Within hours of taking command I was faced with the very real prospect of the Institute closing or, at the very least, moving. Over the next few months we learned that the Institute had many friends, both within DoD and the local civilian community. However, that was not our main focus for the year. After visiting every school, I realized that the schools needed to be reorganized to take advantage of the skills and abilities of all personnel associated with the schools. In addition, it was apparent that DLIFLC needed to have one point of contact for outside agencies. This led to the creation of Operations, Plans and Programs (OPP). By the end of the year, Phases I and II were complete and virtually every program, as well as all associated school personnel, were either reassigned or relocated. Two years later we are reaping the benefits of the reorganization as proficiency has soared to unprecedented heights. Our customers in the field are extremely pleased with the significant strides which DLIFLC has made to get the linguists they need, when they need them.
2. By the time most read this letter, Phase III of the reorganization will have been accomplished. This will complete the entire reorganization of the Institute's educational mission and, like Phases I and II, will have positive benefits. It is important, however, to realize that the Institute is not just the vision of a particular era, but that our current successes are based on the accomplishments of the past.
3. I have been privileged to have served my country for almost 40 years. During that time our nation has moved from the Cold War era, when my native Russia, (then the Soviet Union) was viewed as an "enemy," to a new era and a New World Order, where Russia and the United States are working together to help end a civil war in the Balkans. Moreover, I realize that our country has entered into an era when the Institute will be more valuable than ever. As I leave active duty I wish to commend all those whom I have served with here at the finest foreign language institute in the world and wish them continued success.

Encl

VLADIMIR SOBICHEVSKY

COL, SF
Commanding



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MEMORANDUM FOR THE RECORD

The following information was obtained from a review of the records of the Department of Chemistry, University of Chicago, during the period from 1945 to 1955. It is noted that the records of the Department of Chemistry, University of Chicago, during the period from 1945 to 1955, are maintained in the files of the Department of Chemistry, University of Chicago, and are available for review by the appropriate authorities.

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W. R. BOYD
Director

PREFACE

This annual command history is the U.S. Army's official history of the Defense Language Institute Foreign Language Center (DLIFLC) for 1993. The year was extremely important for the institute. In January, the Commandant, Colonel Donald C. Fischer, Jr., USA, retired and Colonel Vladimir Sobichevsky, USA, assumed command. Within twenty-four hours the new Commandant was informed that his command was on the Base Realignment and Closure (BRAC) list and would in all probability be moved from the Monterey Peninsula where it had operated since 1946. The news was unexpected. Eventually, after months of uncertainty, during which the institute was taken off the BRAC list and put back on, the institute was spared. Rather than resting on his laurels, the Commandant looked ahead two years and decided to put the organization in the best position to withstand the next round of BRAC, which was coming up in 1995. In October 1993 Colonel Sobichevsky reorganized the schools and created a new directorate, Operations, Plans and Programs, to deal with scheduling, both resident and non-resident; contingency support; and language programs and proficiency. Finally, as if these issues were not enough to keep everyone busy, the Command Group started planning to assume, all garrison activities in 1994 from Fort Ord, which was closed due to the 1991 BRAC process.

The present series of annual command histories, by Dr. James C. McNaughton, begins in 1986. In 1994 he was awarded a Secretary of the Army Research and Study Fellowship to write the histories of the Defense Foreign Language Program from World War II through 1993, which was completed in 1995, and that of the Army's first effort in training and using military linguists. This was the World War II Japanese language school that was founded just prior to the entry of the United States into the war. Dr. McNaughton will complete this project during 1997, at which time he will resume his normal duties. I have had the privilege of filling in for him since September 1994.

In writing this monograph I have had Dr. McNaughton's invaluable guidance and counsel. Furthermore, he had most of the research complete and ready for me when I arrived. In designing the chapters I varied from previous DLIFLC annual command histories, in that I added two sections. One was an introduction and the other was the addition of a chapter on "Academic Support." I felt an introduction was needed to set the global, national, and local backdrop which the rest of the chapters would fit into. To the introduction I added a section covering the base closure threat in 1993 that Dr. McNaughton wrote. As this was not an annual occurrence I thought that this issue did not fit into any other chapter – as the institute had very little influence on the outcome. The other area that I varied from past annual command histories was the splitting off of the "Academic Support" sections from the "Resident Language Training" chapter. This allowed me to focus on the issues surrounding the running of the schools separately from other academic organizations that are supportive in nature. Those who are familiar with past DLIFLC annual command histories will recognize the organization of the rest of the chapters.

As in most other endeavors, it would be impossible to research and write the annual command history without the support and cooperation of numerous individuals and their organizations. I would like to thank the deans for reviewing and suggesting improvements to the sections dealing with their schools. Likewise, several directors gave invaluable input to the sections dealing with their organizations and the work as a whole. Captain Russell "JR" Reiling, USAF, read the entire document and offered stylistic comments. I would also like to offer my thanks and appreciation to Chief Master Sergeant Richard Harrold, USAF, who offered extensive comments on the Military Language Instructor program and Command Sergeant Major Thomas J. Bugary, USA, who virtually rewrote the section dealing with the re-establishment of the Command Sergeant Major position at DLIFLC and the key issues he was faced with upon assuming that post. The Commandant and the Assistant Commandant, Colonel Ronald E. Bergquist, USAF, granted Dr. McNaughton and myself extensive interviews. There were many other people who lent a hand for this effort, but I would like to thank three people for their extraordinary efforts. Lieutenant Colonel Rod Gale, USAF, conducted the first thorough stylistic and content review of the project. His comments kept me on track and gave direction and insight early in the writing phase. Colonel William H. Oldenburg, the Chief of Staff from 1993 through 1995, took time from his busy schedule to review my outline and make extensive comments on the draft. He spoke with me at length concerning the issues and concerns of the Command Group during 1993. Finally, as mentioned above, Dr. James C. McNaughton handed me his research and offered encouragement when needed. He also wrote the majority of the sections dealing with the base closure threat and the reaccreditation effort. Without his help and encouragement during each phase of the work I would still be struggling with the outline. Even with all this help errors will, no doubt, be apparent – they are mine.

Stephen M. Payne, Ph.D.
Command Historian

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INTRODUCTION

From New World Order to New World Disorder

and the Impact on

The Defense Language Institute Foreign Language Center

On 2 November 1993, a ceremony commemorating the 52nd anniversary of the founding of the Defense Language Institute Foreign Language Center (DLIFLC) was held on Crissey Field on the Presidio of San Francisco. Major General Robert S. Frix, deputy commanding general, U.S. Sixth Army aided by the widows of several members of the first class of the Military Intelligence Service Language School unveiled a monument honoring the first military language school and the Nisei linguists involved with the establishment of the institute. During the ceremony Colonel Vladimir Sobichevsky, USA, the commandant of DLIFLC¹, explained the current mission of the institute. Present were two of the original four instructors, Tetsuo Imagawa and Shigeya Kihara, and 6 members of the first class of 60 students. General Gordon R. Sullivan, acting secretary of the Army, sent a letter of congratulations while Mayor Frank Jordan of San Francisco issued a proclamation designating the day as "Military Intelligence Service Language School Day" for the city.²

The importance of the past and present missions of the institute was evident that day, as it had been throughout the year as civilian leaders from the City of Monterey and other cities on the Monterey Peninsula, aided by other educational institutions and several civic groups, successfully defended the institute against relocation or closure. During the year the institute was looked at as it never had been in its history: From mid-level Army representatives to the secretary of defense and, finally, the Base Realignment and Closure (BRAC) Commission, what these investigators found was a robust and flexible institution providing linguists for a diverse and large number of military missions requiring language skills in listening, reading, and speaking.³ The graduates of the institution served the nation in a number of missions including intelligence fields, interpreting, and translation. The investigators found that, in the words of its commandant, "DLI is an institution that cannot be duplicated--anywhere!"

In calendar year 1993⁴ the institute enrolled 3,057 students.⁵ Although this represented fewer students than during any given year in the 1980s this figure was expected to re-

¹Colonel Vladimir Sobichevsky, USA, became the institute's nineteenth commandant on 22 January 1993.

²"DLI's Birth Place Marked," *Globe* (30 Nov 93), 1.

³Writing is not a skill that is required although students do learn some writing during their course of study.

⁴Most statistical data is kept on a fiscal year (FY) basis, however the annual command history is based on a calendar year (CY). Discrepancies will be noted throughout this monograph.

main fairly constant into the future. The vast majority of these language students enrolled in basic language courses, although the institute offered intermediate, advanced, conversion, special, and refresher courses. The student population was made up primarily of enlisted personnel with an average grade of E-4, however, the institute also supplied the four services with a sizable population of language trained officers. The institute also provides training to civilians, both military dependents (spouses) and other government agencies, primarily from federal, state, and local law enforcement agencies. In addition, the institute provides language training to some foreign military.⁶

During CY 1993 the institute graduated 3,093 students. After graduation, 69 per cent of the students received cryptological training at Goodfellow Air Force Base, Texas; 10 per cent received human intelligence training at Fort Huachuca, Arizona; while another 21 per cent received other foreign language training or reported directly for duty at locations throughout the world.⁷

In addition to the resident training mission, the institute operated the largest foreign language testing program in the world. Linguists from Department of Defense (DoD) agencies across the globe took approximately 22,000 DLIFLC-produced foreign language tests during the year to determine their current proficiency in listening, reading, and speaking. The institute also supported a non-resident program for over 500 command language programs world-wide. Finally, from its headquarters at the Presidio of Monterey (POM), the institute

⁵Records on the student input and graduates are kept by the Dean for Academic Administration (DAA) and were called up on a calendar year; however, the Annual Program Review, FY 1993, showed an enrollment of 2,957 students (1 Jan 1994).

⁶ATFL-CS, Memorandum, "Defense Language Institute and Foreign Language Center (DLIFLC) Cost Analysis Data, 10 Dec 1993. The student input for CY 1993, was 3,057. A breakdown by type of course and student category was as follows*:

| Students by Category | Officer | Warrant | Enlisted | Foreign | Civilian** | Dependent | Totals |
|-------------------------|------------|-----------|--------------|-----------|------------|-----------|--------------|
| 01 Basic Courses | 249 | 12 | 2,297 | 14 | 8 | 51 | 2,631 |
| 02 Basic Conversational | 1 | | 1 | | 1 | | 3 |
| 03 Gateway | 15 | | | | | 1 | 16 |
| 05 Conversion Courses | | 1 | 125 | | | | 126 |
| 06 Intermediate Courses | 13 | | 404 | 1 | 6 | 1 | 125 |
| 07 Advanced Courses | | | 17 | | 2 | | 19 |
| 09 Special Courses | 1 | | 9 | | 28 | 3 | 41 |
| 10 Extended (Le Fox) | | | 4 | | | 1 | 5 |
| 30 Arabic Remediation | | | 17 | | | | 17 |
| 40 Refresher Courses | 9 | | 37 | | 1 | | 47 |
| 70 RU Special | | | 24 | | | | 24 |
| TOTALS | 288 | 13 | 2,638 | 15 | 46 | 57 | 3,057 |

* Data provided by DAA.

** Includes DoD and other Federal Government students.

⁷Ibid.

offered over 1500 hours of Video Teletraining (VTT) monthly through satellite networks reaching across the country.⁸

No other foreign language program offered as many hours of language instruction to as many students as the DLIFLC. Depending on the language, the institute's highest enrollment programs were between 11 and 146 times larger than the largest university programs in the United States. The institute's programs accounted for over 10% of all foreign language hours of instruction offered above the high school level in the nation.⁹

National and International Scene

The break-up of the Union of Soviet Socialist Republics that began in 1989 seemed to foster a sense of relief in America as the nation entered into the last decade of the Twentieth Century. The last great military challenge to world democracy and capitalism the USSR was in shambles. Although the Peoples' Republic of China was still intact, its military might was not seen as an imminent challenge to the United States. Throughout the nation, from the editorial pages of local newspapers across the country to the corridors of Congress, people began planning ways to spend the expected savings from the military budget. However, although the Cold War was finally over, the world became much more complex and much more dangerous for America's military leaders.

Voices began sounding the alarm and by 1993 they demanded attention. The break-up of the Soviet Union did not necessarily mean peace and tranquillity. Civil war threatened to break out. Inherent were new political facts of life. As of 24 August 1991, the old Soviet Union became the Russian Federation or Commonwealth of Independent States composed of twenty-one autonomous republics. Other members of the former union became independent nations. The new republics and states instituted a series of political reforms designed to differentiate their identity as independent from Russia by, among other things, changing the official languages from Russian back to their former ethnic national languages. With these events the official languages in the former Soviet Union, jumped from one to fourteen. All totaled there were eighteen languages spoken in what was the USSR.

In addition to what occurred within the borders of that defunct state, there were tremendous changes in the political structure of what was once the East Bloc. The break-up of the Iron Curtain could be seen as a realignment of artificial post World War II or, in some cases, World War I boundaries and nations. The result was a reemergence of nationalism and return to ethnic languages. The Eastern European nations adopted ten official languages, although a total of up to fourteen languages were used in everyday communications within these nations.¹⁰

⁸Ibid.

⁹Ibid.

¹⁰The spoken language of the Russians, Bulgarians, Slovenians, and Czechs is mutually understood. See "Serbo-Croatian and the Languages of (Former) Yugoslavia," *Globe* (12 Mar 93), 14. Further, Moldovan is the same language as Romanian but political necessity requires a distinction.

For most United States government agencies these changes, coupled with the changes in the former Soviet Union, resulted in a major language problem since many of the national languages that reemerged were virtually unknown in the United States. In addition, the United States government, faced with what many called "a new world order," began to foster closer ties with Russia, its federated states, and the former East Bloc nations, as well as the new nations that broke away from Moscow.¹¹

America's continuing interest in the region was understandable. The new nations had neither a strong economy nor a strong political system. Yet, most of the new nations had large armed forces--Russia alone had a military of about one million. These facts, many believed, would lead to an uncertain future in the region. This uncertain future could be clearly seen with the break-up of Yugoslavia as the ethnic civil war in the new nation of Bosnia and Herzegovina raged on throughout 1993. Similar ethnic unrest remained throughout the region.

America's Response

In November 1992, the American voters turned away from the Reagan/Bush era and elected the second youngest president in the nation's history. Bill Clinton had run his successful campaign almost entirely on a domestic agenda and to further complicate matters, at least in the minds of foreign policy experts, the former governor of Arkansas had no experience in foreign affairs.

During the FY 1994 defense posture hearings held in February 1993, the new secretary of defense, Les Aspin, placed the role of the armed forces in the context of dangers facing the United States.¹² Aspin pointed out that, "This new world order is long on the new world and a little short on the order." Aspin reported that the United States faced challenges in two categories. The key item in the first category involved "maintaining the superb quality of our forces and the high technology advantage we have..." The key items in the second category concerned the ever changing dangers in the post Cold War world. Aspin expounded on the

¹¹As an example, in a measure designed to check uncertainty and cement developing cooperation between the two nations, United States Secretary of Defense Les Aspin and Russian Federation Minister of Defense General of the Army Pavel Sergeyevich Grachev signed a Memorandum of Understanding. The agreement, signed on 8 September 1993, called for the United States 3rd Infantry Division, stationed in Germany, and the Russian Federation 27th Motorized Rifle Division to participate in future joint peacekeeping training and exercises. According to Secretary Aspin, the agreement "recognizes that the well-being and security of the United States and the Russian Federation are vitally related". See *Soldiers* (Nov 93), 5. This agreement followed the successful and highly publicized continuing joint space missions.

¹²*Army FOCUS 1993* (Washington, DC: Department of the Army), 6-8. Secretary Aspin served for 11 months until mounting pressure forced President Bill Clinton to ask him to resign in December 1993. He died on 21 May 1995. Serving as Armed Services Committee chairman in the House of Representatives from 1985 to 1993 he became one of the first in Washington to realize that the Cold War was largely over and called for the reexamination of the U.S. military mission. As Secretary of Defense he called for the "bottom-up" reevaluation of the military in an effort to have the Pentagon defend the nation with less money and manpower in light of the new world order.

second category by identifying four dangers that faced the United States. The first was nuclear danger in the form of "warheads in the hands of terrorists or terrorist states." The second danger came from regional conflicts that posed a threat to a vital interest of the United States, such as that turned back by Desert Storm. The third danger was the possibility for the failure of reform in the former Soviet Union or Eastern Bloc nations which could lead to the rise of dictatorships threatening world peace. Finally, the fourth danger would be the failure to develop an economically sound national defense policy that incorporated conversion and reinvestment. The secretary of defense emphasized that, although the United States was committed to a reduction in its armed forces, the nation would maintain the quality of its defense.¹³

The concepts and dangers that Secretary Aspin pointed out were also seen by the nation's military leadership as key areas of concern. In a paper presented at the Twentieth Anniversary Seminar of the Army's Training and Doctrine Command (TRADOC) the former TRADOC commander, General Donn A. Starry, USA, Ret., pointed out five implications of the New World Order: (1)The political instability within the former Soviet Union and potential nuclear threat from the former republics; (2) The destabilization caused by religious and ethnic conflict throughout the world; (3)The willingness to resort to military power, including weapons of mass destruction, to solve regional conflict in the Third World; (4) The new and poorly understood interdependence of the international economic system further separating the have and have-not states; (5)The absence of national leaders who had served in the nation's armed forces had and would lead to a widening gulf between the military and both the executive and legislative branches of government. In addition, there were pressing social and economic national issues and a willingness to believe that with the end of the Cold War the threat of war itself was gone. This, in turn, led to a widespread belief that the military's role in national budgetary issues was secondary to other interests. The problem confronting the national defense leadership was that, rather than looking forward to the "New World Order," the United States needed to face up to the "New World Disorder."¹⁴

Even as military leaders increasingly sounded the alarm over the instability of the world the United States Congress favored continuing budgetary cuts to the nation's intelligence community. As intelligence agencies faced the seventh consecutive year of a declining budget, R. James Woolsey, Director of Central Intelligence, asked Congress to delay further cuts in the intelligence budget for the next few years. With the end of the Cold War, many lawmakers questioned the need for a large intelligence budget when other arms of the DoD were facing steep fiscal cuts. In an effort to placate Congress, Woolsey agreed that up to \$1 billion could be cut from the 1994 FY budget, but warned that deeper cuts would be "disastrous." The reality of the post-Cold War Era meant that the intelligence agencies of the

¹³"Aspin Speaks to Army's Future," *Fort Ord Panorama* (26 Feb 93), 2, 9. The four identified dangers remained the crux of the secretary's thinking as expressed in his review of the Armed Forces. See "The Bottom-Up Review: Forces for a New Era," 1 Sep 1993.

¹⁴ General Donn A. Starry, (USA, Ret.), "TRADOC at Twenty," *Looking to the Future: TRADOC's 20th Anniversary Seminar on Future Warfare*, (Fort Monroe, Virginia: TRADOC, 30 June -- 1 July 1993), 9-10.

United States were faced with an extremely fluid world order necessitating more intelligence work in different areas and languages than had been the case a few years earlier.¹⁵

The dangerous post-Soviet world was quite evident in the former Republic of Yugoslavia. There, ethnic and religious hostility dating back hundreds of years erupted into a bloody civil war during the early 1990s. In an effort to try to preserve peace in the new nation of Bosnia and Herzegovina, the United Nations sent peacekeepers into the region as Joint Task Force Provide Promise.¹⁶ As part of the United States' support for the operation the 502nd Mobile Army Surgical Hospital deployed to Zagreb International Airport where its 185 medical personnel provided medical care for the 25,000 member Protection Force.¹⁷ To the south of Bosnia and Herzegovina, the Republic of Macedonia, although not recognized by the United States, was being protected by American forces¹⁸ and remained the only part of the former Yugoslavia not torn apart by civil war. In May 1993, the United States Army handed over its operations to the United Nations and came under the command of the United Nations Protection Force. The deployment of United States military forces into the Balkans marked only the second time American troops served under a United Nations' command--the first being the Korean War.¹⁹

At the same time that the nation's political and military leaders faced the new challenges created with the Soviet Union dissolving, other potential threats remained intact. The armed forces of Asian communist nations remained high. The Peoples' Republic of China had the largest military in the world and was capable of fielding an even larger armed force by virtue of having the largest population in the world.²⁰ Although China was making some inroads toward normal relations with the West, its ally and protégé state, North Korea, remained extremely hostile to the West and the United States in particular. North Korea maintained a military might over twice that of South Korea, with an approximately one million man army lined up on the demilitarized zone. China's southern neighbor, the Socialist Republic of Viet-

¹⁵"Campaign to Shield Spies From Cutbacks," *San Francisco Chronicle* (15 Mar 93).

¹⁶The concept of peacekeeping as a mission of the United Nations (UN) was not mentioned in the organization's charter. This function was an outgrowth of the problems faced by the fledgling organization in 1948 as its membership attempted to wrestle with the question of Palestine and the creation of a new Jewish state. The Canadian Ambassador to the UN, Lester Pearson, suggested that a UN force be placed between the combatant Palestinians and Israelis to keep them from fighting until diplomacy found an answer. That force remains, albeit with notable breaches in mission. See Brigadier General Ian Douglas, Canadian Army, "Peacekeeping: A Canadian Perspective," *Looking to the Future*, Ibid, 36.

¹⁷"JTF Provide Promise" *Soldiers* (Oct 93), 8.

¹⁸"Mission in Macedonia," *Soldiers* (Oct 93), 6-8.

¹⁹Ibid; and "U.S. Troops Arrive in Macedonia," *Soldiers* (Aug 93), 5.

²⁰The CIA estimated that China had over 190,500,000 males fit for military service. "The World Factbook 1993," Central Intelligence Agency, p. 82.

nam, had only recently withdrawn from its incursions into neighboring nations during the 1970s and 1980s and remained the dominant military force in Southeast Asia.

In addition, the United States faced potential and actual hostile forces in parts of the Near East and North Africa. Iraq, while soundly defeated in Operation Desert Storm, still maintained the largest military force in the Persian Gulf. Iran, although quiet, was also a potential threat to peace throughout the region. Finally in North Africa, Libya's dictator Colonel Mu'ammar Abu Minyar al-Qadhafi remained in power with a substantial army.

Direct or implied military threats were not the only factors guiding America's foreign military policy. Since early in 1991, the United States was concerned over the eruption of civil war and unrest in Somali. By August 1992, the situation had deteriorated to such a degree that the United States began an emergency airlift of food and humanitarian relief. The following month the United States Marine Corps began planning for possible deployment to Somalia. The Marines would help maintain the order needed to allow United Nations personnel to minister to a civilian population that was facing massive starvation. By November, the United States Army also began planning for possible deployment and on 25 November, the United States officially offered to send troops to assist the United Nations' effort. On 9 December, approximately 1,050 Marines of the 15th Marine Expeditionary Unit landed at Mogadishu securing the airport, harbor, and United States Embassy. Four days later the first United States Army contingent, Company A, Second Battalion, of the 87th Infantry, 10th Mountain Division arrived at Baledogle airfield in Somalia. With this deployment the United States government entered into the first phase of Operation Restore Hope. For the next five months members of the Marines and Army protected the United Nations' peacekeepers until other member nations sent relief forces. United States forces remained in Somalia until shortly after the disastrous ambush of Army Rangers in October 1993.

In a paper addressing "Threats to the New World Order," Alan R. Goldman and Eric Vardac identified potential future conflict areas on four continents: South America, Africa, Europe, and Asia (both the Near East and Far East). At the heart of these potential conflicts were several factors: some overlapping and some region specific. For the United States these potential areas of conflict represented major political and economic strategic concerns. Furthermore, in all of the areas identified, totaling about twenty nations, English is a second language, at best.²¹ The need for capable military linguists, then, remained crucial during the creation of the New World Order. The United States Armed Forces found that its military linguists needed to communicate in many more languages than was the case in the recent past.

During the process of assessing the role of the American military for the Bottom Up Review, DoD leaders, both civilian and military, reached the conclusion that, facing an uncertain future in an increasingly unstable world, the United States must have the nearly simultaneous capability of fighting two wars in two different parts of the world. Further, the United States would be facing potential threats in areas not previously considered in military strategic planning. The findings of the investigators were not unexpected to anyone familiar with world events since the break-up of the Soviet Bloc. At military bases throughout the United

²¹"Threats to the New World Order," *Military Intelligence* (Jan-Mar 93), 42-46.

States and overseas, military commanders and their staffs were rethinking their missions and strategy.

The situation at the Presidio was no different. Since the demise of the Soviet Union the institute's leaders found that although the numbers of students had diminished, the number of languages needed by the armed forces had actually risen. Languages that had languished for years with few or no students suddenly became important to the institute's mission. Just as it had over the previous fifty-two years the institute trained military linguists to help ensure the nation's security in a dangerous and uncertain world.

Within this new world order the armed forces sustained their need for language training. As 1993 began, most people involved in military language training or its resultant missions believed that language training would continue to occur primarily at the DLIFLC & POM, where about 2,900 language students studied twenty-four languages and dialects annually. However, there were signs of change in the air. The Defense Language Institute Foreign Language Center's future at the Presidio of Monterey might not be as bright as once thought.

The Base Closure Threat

For two years the institute's staff had watched as Fort Ord and the surrounding communities struggled with the impending closure of that base, an important part of the Monterey Peninsula since 1940. The closure would leave the POM as a separate Army installation for the first time since World War II. As the new year began, the institute's support staff was busy planning for the transition to self-supporting status, especially after the Army declared its intent to accelerate the movement of the 7th Infantry Division (Light) to Fort Lewis, Washington, in 1993 and close Fort Ord two years ahead of schedule.

During this time, the institute's leaders had given little thought to a base closure threat to the Presidio itself. When the General Officer Steering Committee (GOSC) met on the Presidio on 21 January 1993, those in attendance saw no hint of trouble. On that same day, outgoing Monterey Representative Leon E. Panetta submitted a bill to Congress. Panetta introduced a statement in conjunction with his bill that dealt with the reality of the "new world order," which was characterized, he wrote, "By regional economic and military competition and ethnic disputes within and among neighboring states." Economic contests would shape nations in this new era while military power would "diminish as a tool of larger powers." To this end "the Federal government ought now to devote ... attention and resources to our language and area studies programs tailored not only to national security but also to our economic security."²²

The Federal Foreign Language Institute Consolidation Act would have placed all federally-sponsored foreign language learning under the supervision of the Secretary of Defense

²²U.S., Congress, House, *A Bill to Provide for the Consolidation of Government Foreign Language Programs into the Defense Language Institute in Monterey, California to Form a New Federal Language Institute*, Short Title: "Federal Foreign Language Institute Consolidation Act," H.R. 532, 103d Congress, 1st Session, 21 January 1993.

within five years of enactment. The secretaries of Defense and State along with the directors of the Central Intelligence Agency and the Center for Advancement of Language Learning would have coordinated and consolidated all government foreign language study at the POM,²³ including: Department of State, Central Intelligence Agency, National Security Agency, Defense Intelligence Agency, Department of Health and Human Services, Justice Department, Peace Corps, and the Department of Agriculture. The advantage to the Federal Government would be the savings incurred by consolidating several language programs into one. Although Local 1263 of the National Federation of Federal Employees sent a petition in support of Panetta's legislation, the bill died in Congress after Panetta moved on to become the director of the Office of Management and Budget.²⁴

Thus it came as a surprise on 11 February, when the local newspaper announced that the Army and Navy were actively considering closing the institute and the nearby Naval Postgraduate School (NPS). This news sent waves of fear through the civilian staff, already shaken by recent faculty reductions-in-force. "Hasn't California taken enough of a hit?" complained Monterey City Manager Fred Meurer. Sobichevsky was presented with his first crisis in command just three weeks after becoming commandant.²⁵

Over the previous five years the Army had moved two other TRADOC schools, the Intelligence School from Fort Devens, Massachusetts, to Fort Huachuca, Arizona, and the Engineer Center and School from Fort Belvoir, Virginia, to Fort Leonard Wood, Missouri. Several other schools were slated to move from Fort Benjamin Harrison, Indiana, when that base was closed in 1995. Moving the institute would be more difficult, however.

There were three key issues involved with a potential move of the institute. First, unlike most other TRADOC schools, DLIFLC's primary customers were in the defense intelligence community, outside the Army's command structure. Second, the institute had few military personnel on its eight-hundred member faculty. The civilian faculty, mostly foreign-born, had their roots into a supportive local community. The City of Monterey conducted an independent survey of the DLIFLC faculty asking if they would relocate out of Monterey should the institute move. Of the 235 respondents fully one-half of the faculty and two-thirds of the chairs replied that they would stay in Monterey rather than move.²⁶ And third, base closure meant more than relocation. It was a threat to close the institute altogether, and to shift its missions to contractors.

In fact, the Army's base closing process had been underway for months before the institute became aware of it. Planners at TRADOC and the Army staff had been careful not to leak any information. DLIFLC had been responding for months to innocuous "data calls," and TRADOC and the Army staff had been using these numbers, together with other information,

²³Ibid.

²⁴"Panetta Introduces Three Bills on Fort Ord Reuse," *Monterey County Herald* (21 Jan 93).

²⁵"Monterey Fights Closures," *Monterey County Herald* (11 Feb 93), A1.

²⁶"Best Serving the DLI Mission," *Globe* (7 Jul 93), 3; Provost's School Staff Meeting, Meeting #9, 27 Apr 93.

for the Cost of Base Realignment (COBRA) fiscal efficiency model, giving the institute no chance to check the data they were using.

By the time Sobichevsky took command, on 22 January 1993, TRADOC had already forwarded to the Army executive agent action officer, Brigadier General James M. Lyle, an option paper for handling the language training mission should the Presidio close. According to a memorandum written by Lyle, the Army was exploring several alternatives for the institute: One alternative placed it at Goodfellow Air Force Base in San Angelo, Texas, another moved the institute to Fort Huachuca, Arizona, and yet a third proposal would give the mission to the Navy administered through the NPS.²⁷

The burning question was why the Army put the Presidio of Monterey on the list? The simplest answer was that it was a logical consequence of the Army's decision to close Fort Ord, which had been endorsed by the previous commission in 1991. The prevailing philosophy at Army level was to exploit the congressionally-mandated base closure process to eliminate smaller Army posts gradually in favor of larger, more cost-effective "power-projection platforms." The cost estimates for maintaining a large "annex" carved out of the former Fort Ord to support the Presidio and other military activities in the region, with a large staff and expensive payroll, were high. These costs put the Presidio on a direct collision course with dire projections of reduced funding for all Army installations and training.

Behind these factors lay a deeper issue. Foreign language training has always been a difficult challenge for the Army's training managers. From the budget perspective it was costly, and from the training management perspective it was messy. At precisely that same moment, the Army's senior leadership was stinging from criticisms leveled by the DoD Office of the Inspector General, whose final report on the Defense Foreign Language Program was released in April 1993. Some saw this as an opportunity to give the Defense Foreign Language Program and the institute to another service, perhaps the Navy, or bring it under the wing of another, less troublesome school such as the US Army Intelligence Center and School. Some saw this as an opportunity simply to contract out the whole program. As early as August 1992 the University of Arizona had offered to duplicate the institute's training program at its Sierra Vista campus near Fort Huachuca at "substantial savings."²⁸ Those savings, however, were never documented.

The prospect of the relocation of DLIFLC was one of optimism for citizens of Sierra Vista, Arizona. A committee of local residents called the "Fort Huachuca 50" formed with the intent of promoting their area as a place to move Army school functions. The committee already knew the fruits of having the Army relocate to the area. As part of the BRAC-91 decision, Fort Huachuca received the Fort Devens Military Intelligence School consisting of three departments: Morse Collection, Electronic Warfare, and Maintenance Training. All totaled, this move resulted in an influx of approximately 1,750 personnel including students, military

²⁷DAMO-TRO, Memorandum, Transfer of Executive Agent Responsibility for the Defense Language Institute (DLI) from Army to Navy, 29 Jan 93. See also "NPS Seems Safe; Navy May Get DLI," *Monterey County Herald* (23 Feb 93), 1A, 10A.

²⁸"Language School May Move Here," *Sierra Vista Herald* (23 Feb 93).

and non-military staff.²⁹ Sierra Vista citizens were optimistic that the DLIFLC would be moving there also. As part of this effort, the University of Arizona developed a "white paper" to inform the Army of the university's ability to support such a proposal. According to this report the moving of the language institute to Fort Huachuca would result in a substantial savings and cost avoidance as the university would provide facilities and training at its Sierra Vista campus, a satellite campus of the university's main campus at Tucson. Randy Groth, the director of the Sierra Vista campus and coincidentally the president of the Sierra Vista Economic Development Foundation, reported that a relocation of the DLIFLC to Arizona would mean enormous growth to the region's population "making it the third largest metropolitan area in the state." This growth would translate into benefits for the Sierra Vista campus and the local community college, Cochise College. A potential contract between the Army or DoD and the university that would have been worth approximately \$45 million annually plus the economic shot in the arm of students and faculty into the local community had the local press in a frenzy for weeks. In addition to the DLIFLC, the Fort Huachuca 50 also had their sights set on the United States Southern Command headquarters in Panama, as well as other military intelligence, testing, and telecommunications research and development organizations within the Army.³⁰ Boosterism, rather than educational excellence, seems to have been at the heart of the University "white paper."

The Fort Huachuca movement had considerable momentum. Arizona was already the home of two foreign language organizations: the Middle East Studies Association of North America (MESA), representing twenty-two affiliated organizations of Middle East Studies, was located at the University of Arizona, at Tucson; while the American Association of Teachers of Slavic and East European Languages, Slavic/East European Languages (AATSEEL), was based at the Foreign Language Department of the Arizona State University in Tempe. The President of the University of Arizona, Manuel Pacheco, a Spanish, French, German, Italian, Portuguese, and Vietnamese linguist, visited the Pentagon in an attempt to gain support to move DLIFLC to Fort Huachuca. "This (DLIFLC) is one of the premier language centers and for it to be affiliated with the University of Arizona will expand our global commitment," he told Army officials.³¹

For Monterey and the institute the announcement could not have come at a worse time. Representative Panetta became President Clinton's budget chief. The in-coming administration had yet to name people to key positions, such as the Secretary of the Army and the Assistant Secretary of Defense for Command and Control, Communications and Intelligence (ASD/C3I). Sobichevsky, although previously assigned at DLIFLC, had only just taken command and his chief of staff, Colonel William H. Oldenburg II, USAF, had recently been promoted and was new to the job. Fortunately, Oldenburg had been assigned to the institute for

²⁹Phone conversation with TRADOC/Fort Huachuca BRAC Move Coordinator, Ms. Johnston, Historian's notes 12 Oct 94.

³⁰"Language School May Move Here," *Sierra Vista Herald* (23 Feb 93), 1.

³¹*Ibid.*

the previous two and one-half years as the associate dean for Program Evaluation, Research, and Testing. In addition, the institute's assistant commandant, Colonel Ronald E. Bergquist, USAF, had been in place for the previous eighteen months. To complicate matters, however, TRADOC, along with senior Army officials, wanted the institute to have no contact with the city concerning the BRAC process.

Under extreme pressure, the City of Monterey launched a crash program to reverse the decision as the fight became a head-to-head competition between two towns, Monterey and Sierra Vista. The city was not without resources, however. Its city manager, Fred Meurer, a retired Army colonel, had served as the director of public works at Fort Ord for seven years and had a deep understanding of how the Army and DoD operated. The city council met in an emergency meeting and authorized Meurer to spend up to \$200,000 to hire a consulting firm to advise the city on ways to combat the movement of the NPS and DLIFLC.³²

The city's Washington-based lobbying firm quickly retained the just-retired commandant, Donald C. Fischer, Jr. (COL, USA, Ret.), and the recently retired, long-time director of the DLIFLC Washington Office, Peter W. Kozumplik (LTC, USA-R). The new team then obtained a copy of the data the Army had used for its COBRA model. They went over the data carefully and found the Army's numbers seriously flawed.³³

After two weeks of furious activity among the senior staff and terrible anxiety for the faculty, Sobichevsky issued a personal letter to all employees communicating his optimism and urging everyone to remain calm. "We teach better, in more languages, and with more students than any other intensive language training program in the world!" he wrote. "The quality and quantity of Foreign Language Training at DLIFLC is not duplicable by any other program anywhere else in the country." The POM was being looked at, he said, "like every other military installation around the world [emphasis in original]." He asked all employees to continue to do their best in these difficult times. "Will the Presidio be on the list? No one at this level knows for sure, but personally, I don't think so," he wrote. "We have an outstanding reputation within the DoD and the need for highly-skilled linguists is even more critical now, with the New World Order, than it has been in the past."³⁴

The institute simultaneously issued a boldly worded fact sheet: "Critical Facts: Why DLI Cannot Be Duplicated." The topics revealed the institute's serious concern about the validity of the BRAC proposal and a strategy for survival. It was a blunt challenge to the University of Arizona, or anyone else who might hope to steal the language training mission away from Monterey:

Language is a life or death issue
The Defense Foreign Language Program has a three-fold mission
DLI accomplishes each of these missions

³²"Monterey Fighting to Retain School," *Sierra Vista Herald* (24 Feb 93), 1.

³³See the coverage in the local press: "Monterey OKs \$200,000 to Fight Closures," *Monterey County Herald* (24 Feb 93), 1A; Letter, City of Monterey, to BRAC Commission, 24 Mar 93.

³⁴ATFL-CMT, Memo, Subj: DLI Issues in the News Media, 24 Feb 93.

A quality faculty is the key to success
Maintaining a professional faculty is crucial
Specialized facilities are required
DLI's track record is unequalled
Mission accomplishment costs less at DLI³⁵

The combined efforts of the institute and the city began to pay off. For example, on 25 February Senator Paul Simon (D-Illinois) rose to speak on the Senate floor. More than a decade before, Simon had played an important role on the President's Commission on the Foreign Language and International Studies and had published a book, *The Tongue-Tied American: Confronting the Foreign Language Crisis*. "We need linguists," he asserted as he read into the *Congressional Record* the DLIFLC Board of Visitors report from October 1992. "In the area of defense languages and our security, we have the best facility in the world. For someone, through shortsightedness, to think that we can close that down and serve the Nation, it really is incredible. ... What we need is clearly not to close this facility down, but, if anything, to strengthen it." Other supporters also made their concerns known.³⁶

The National Federation of Federal Employees (NFFE) union worked tirelessly as well, issuing a stream of information fliers and organizing a letter-writing campaign. The union committed its small treasury to the fight and sent its leaders to public commission hearings in Oakland, San Diego, and Washington, DC. On 11 March the union president, Alfie Khalil, joined with community members in a lawsuit against the commission, the DoD, and the Army to halt the move. And on 5 April the union filed a formal grievance against the plan to contract-out language training without going through the required procedures.³⁷

The senior leadership of the defense intelligence community, initially in the dark about the Army's base-closing plans, weighed in during the weeks after the announcement. In particular, the ASD/C3I and the National Security Agency (NSA) made it clear to defense officials that they had not been consulted by the Army's base-closure planners. As the institute's primary "customers," they felt the movement or closure of the institute would impact on the language proficiency of military linguists they needed for real-world operational missions. They were also concerned about the closure of another Army post with an intelligence-related mission, Vint Hill Farms near Warrenton, Virginia.

³⁵DLIFLC, "Critical Facts: Why DLI Cannot Be Duplicated," 26 Feb 93.

³⁶Congressional Record-Senate, 25 Feb 93. See the President's Commission on Foreign Language and International Studies, *Strength Through Wisdom: A Critique of U.S. Capability* (Washington, DC: Government Printing Office, 1979) and Paul Simon, *The Tongue-Tied American: Confronting the Foreign Language Crisis* (New York: Continuum, 1980).

³⁷NFFE Local 1263, News Release, 5 Mar 93; sample letter to BRAC Commission, "DLI Is in the Public Interest," no date; "Monterey County Residents Sue to Protect Language Institute," *San Jose Mercury-News* (12 Mar 93), B1; NFFE Local 1263, News Release, 30 Mar 93; NFFE Local 1263, *Presidian* (Spring 1993); National Headquarters, NFFE, letter to BRAC Commission, re: Grievance to Halt Base Closure at Defense Language Institute, Monterey, California, 7 May 93 [enclosure to NFFE Local 1263, *Presidian*, Special Issue (Jun 93)].

On 8 March, Sobichevsky felt confident enough to invite reporters into his office for his first press conference as commandant. He cautioned them against assuming the worst. "No one is going anywhere," he told them. "It ain't over until the fat lady sings," he said. "And ladies and gentlemen, the fat lady is not even on the stage yet."³⁸

Sobichevsky's optimism was vindicated on 11 March when Les Aspin, the new Secretary of Defense, announced that he would not recommend two California bases for closure, McClelland Air Force Base near Sacramento and the POM. Eight other California bases remained on the list. As their principal rationale, senior defense officials pointed to the "cumulative economic impact in an area already hard hit" by the impending closure of Fort Ord, playing down the no less real impact on linguist and intelligence training.³⁹

This turn of events did not happen without last minute heroics. By chance a senior institute official was in Washington, DC, on other matters on 10 March, the day prior to Secretary Aspin's announcement. Coincidentally Dr. Robert Gard, (LTG, USA, Ret.), the president of the Monterey Institute of International Studies (MIIS), was staying at the same hotel and the two happened to meet. During their conversation the topic of BRAC naturally came up. Gard, like the leadership at the DLIFLC, was also concerned over the possibility of the institute closing as his school, located a few blocks down the hill, had developed close ties with the military language institute. Gard realized that the fate of the military school was in a precarious situation. Because the new administration had yet to announce the appointment of a Secretary of the Army, Aspin had placed acting department heads in senior positions. The result was that there were three and four star generals who felt at liberty to deal with the institute as they wished and what they wished to do was to move DLIFLC to Arizona.⁴⁰ Furthermore, the make-up of the commission itself was disadvantageous to California as none of the commission members were from a western state.⁴¹

Due to his former military status Gard was able to arrange an interview with Deputy Secretary of Defense William Perry, that day. Perry was the last level of review before the

³⁸Videotape, Commandant's Press Conference, 8 Mar 93; "DLI's Fate Also Affects Navy, Ord," *Monterey County Herald* (9 Mar 93), 1A; "DLI's Defenders Circle Wagons: Closure Threatens 1,500 Jobs," *Salinas Californian* (9 Mar 93), 1A.

³⁹"DLI May Survive Base-Closing Ax: Local Officials Jubilant, Wary," *Monterey County Herald* (12 Mar 93), 1A; "Economic Impact Called Key Reason," *New York Times* (12 Mar 93), 1A.

⁴⁰"Little MIIS Tough-It" *Ibid.*

⁴¹"Stateside Base Closure Process Continuing," *Globe* (30 Mar 93), 4: In January 1993 before he left office and after consulting with incoming President Bill Clinton's transition team President George Bush nominated eight members of the BRAC commission. Former New Jersey congressman and chairman of the 1991 panel James A. Courter was again selected to chair the commission. Two other members of the 1991 commission retained were Arthur Levitt, Jr. of Levitt Media Co., New York; and Robert D. Stuart, Jr. of Conway Farms, Illinois. President Bush nominated five new members: Peter B. Bowman, Gould, Inc., Maine; Beverly B. Byron, former U.S. representative from Maryland; Rebecca Gernhardt Cox, Continental Airlines, Washington, D. C.; retired Air Force Gen. Hansfort T. Johnson, United States Automobile Association, Texas; and Harry C. McPherson, Jr., a lawyer from Maryland.

BRAC 93 list went to the secretary of defense the following day. Gard pointed out the importance of leaving the DLIFLC at the POM. That evening Perry, Panetta, and others also met and burned the midnight oil. In a move designed to quell criticism two installations were taken off the list: the institute and the Sacramento Army Depot.⁴²

The institute's employees and the local community heaved a collective sigh of relief, and the staff resumed routine planning for the transfer of base operations support with the closure of Fort Ord only eighteen months away. The institute hired two BRAC analysts, and Sobichevsky appointed Lieutenant Colonel Charles W. Miller as director of the BRAC office and sent him to a major meeting at TRADOC headquarters from 23-24 March to review TRADOC's transfer execution plan for the Presidio of Monterey. The institute's new thrust was to reduce the projected size of the annex. On 26 March a group of California state assembly members, including local assemblyman and candidate for Panetta's House seat Sam Farr, came for briefings on the Presidio. In April, a team from the US Army Force Integration Activity, USAFISA, came to review proposed staffing after the final closure of Fort Ord. The team expanded its earlier recommendations, validating over 600 positions to be added to the institute's civilian personnel rolls, most for support to the housing annex.⁴³ The shifting of Fort Ord from FORSCOM responsibility to TRADOC was not without protest, however. DLIFLC's executive agent, BG Lyle had already stated that, if the institute stayed in Monterey and did not go under the NPS, then Fort Ord should stay a FORSCOM responsibility. Lyle realized the intense pressures that would be placed on the institute's staff if DLIFLC had to manage the process of transferring Fort Ord lands to non-DoD agencies.

This pause, however, was brief. Within two weeks of Aspin's announcement the commission revealed it would re-consider the Presidio's status, even though the DoD had reversed the Army's proposal. The BRAC Commission saw through the guise of pulling the Presidio and the Sacramento Depot and placed both installations on a new separate list.⁴⁴ "We wouldn't be carrying out our responsibility," the chairman said, "if we didn't take a look at Aspin's decision to take them off."⁴⁵

The institute once again geared up for outside scrutiny. In an effort to hold down rumors, the institute's command group instructed the *Globe*, DLIFLC's newsmagazine, to run an article explaining to the institute's personnel, civilian and military, how they should treat press inquiries.⁴⁶ On 23 March institute instructors, on their own volition, wrote to Jim Courter, the

⁴²"Little MIIS Tough-It" Ibid.

⁴³TRADOC, ATCS-OR, Memo, subj: Presidio of Monterey (POM) Transfer Execution Plan Update Tasking, S: 16 Feb 93; Historian's notes, BRAC meeting, 18 Mar 93; Historian's notes, briefing to State Democratic Party leaders, 26 Mar 93.

⁴⁴"Little MIIS Tough-It:" Ibid.

⁴⁵"Base-Closing Panel Widens Scope from Pentagon List," *New York Times* (22 Mar 93), 10; "DLI May Go Back on Hit List," *Monterey County Herald* (23 Mar 93), 1A+.

⁴⁶"Dealing with the Media Takes Common Sense," *Globe* 30 Mar 1993.

Chairman of the BRAC Commission, to express their concern over the potential of closing the DLIFLC. During a meeting with the union in mid-April Sobichevsky related continued problems facing the institute's existence. Quite simply TRADOC wanted proficiency high and expenditures low. Sobichevsky, however, remained very optimistic of the future, but "not business as usual." His intent was "to make us so competitive (cost effective) that no contractor can touch us."⁴⁷ Meanwhile, the city stepped up its efforts, organizing the Cooperative for Research and Education (CORE) committee composed of local businessmen and political leaders.

Others at both the Army and DoD level began taking an active interest in the fate of the institute. Acting Secretary of the Army John Shannon visited Monterey at the end of the month and urged the commission to leave the Presidio alone. ASD/C3I formed a special DoD task force to review the problem. Rumors abounded about which general or congressman was "for" or "against" the institute. During this crucial juncture the General Accounting Office issued a report that was critical of the Defense Department. The DoD had removed the Presidio from the list "because of intelligence community concerns," but the report found that "there [were] conflicting points of view within DoD on this issue." The report also raised questions about cost and savings projections, saying that "certain elements of the cost and savings projections raise questions."⁴⁸

On Friday, 23 April 1993, Courter, along with the Governor of California, Pete Wilson; the Commanding General at Fort Ord, Major General Marvin L. Covault; the Superintendent of the NPS, Rear Admiral Thomas A. Mercer; Monterey City Manager Fred Meurer; and senior staffers from several senatorial offices toured the institute.⁴⁹

When Courter and Wilson arrived at the POM the institute was prepared to receive them. Prior to their visit the institute's military personnel policed the buildings and grounds throughout the POM, though only Munzer Hall and its conference room, Rasmussen Hall (the Command Center), Munakata Hall (School of Romance Languages), and Building 418 (the audiovisual Service Branch) were expected to be visited. The senior military and civilian staff members spent hours grooming their presentations. Courter listened with great interest as the assistant commandant, Colonel Bergquist, and the provost, Dr. Clifford, briefed him on increasing student proficiency in the resident courses and the variety of additional missions the institute was performing, such as support to contingency operations, testing, and support to

⁴⁷Union -- Management Meeting, Historian's notes, 12 Apr 93.

⁴⁸"Gloves Coming Off Again in Fight for Monterey's DLI," *Salinas Californian* (30 Mar 93), 1A; "City Issues Call to Arms for Presidio," *Monterey County Herald* (31 Mar 93), 1A; Letter, Fred Meurer (Monterey City Manager), to Assistant Director, GAO, 2 Apr 93 [reprinted in US General Accounting Office, *Military Bases: Letters and Requests Received on Proposed Closures and Realignment*s, GAO/NSIAD-93-173S (May 93), 26-27]; US General Accounting Office, *Military Bases: Analysis of DoD's Recommendations and Selection Process for Closures and Realignment*s, GAO/NSIAD-93-173 (Apr 93), 5; "Mayor Raises 'Army' to Save DLI," *Monterey County Herald* (14 Apr 93), 1A+; "GAO Questions Cost Analysis for DLI Move," *Monterey County Herald* (16 Apr 93), 1A.

⁴⁹ATFL-CMT, Memorandum, "BRAC Visit to the Defense Language Institute," 25 Apr 93.

linguists in the field. Accompanied by the governor, Courter spent two hours hearing briefings, touring the school, observing classroom and VTT demonstrations, and talking to students, faculty, and staff. The thrust of the presentations was to show him that no university or contractor could hope to duplicate the results being achieved at the institute. The commandant called the visit "a turning point." The following day the commission held its regional hearings in Oakland.⁵⁰

From that time on, the institute's leaders were confident of the ultimate result. They turned their attention to strengthening the institute from the inside, as Sobichevsky put it, "to make this school so productive that it truly cannot be duplicated anywhere else." On 13 May commission member General Hansford T. Johnson, USAF, Ret., paid an unofficial visit to the base. The general was given a windshield tour of the post and shown a display of Russian materials in Munzer Hall.⁵¹ He then met with the institute's leaders. When the commission discussed the Presidio in open session on 21 May, they only voted to review the proposed annex in the light of the institute's needs and their previous decision to close Fort Ord. The main issue was the annex's size and cost, not the future of the Presidio itself. For good measure it added to the list Fort Monroe, the location of TRADOC headquarters itself. The General Accounting Office had previously criticized the Army for failing to consider the small Virginia installation for closure. Meanwhile the city continued to line up key supporters. For example, Senate minority leader Robert Dole (R-Kansas) sent a "Dear Jim" letter to the commission chairman in support of maintaining the institute at the Presidio: "In my view, it is unwise to move this vital resource and risk serious disruption especially during this time of rapid world change with emerging new threats." Former Secretary of Defense and the Chairman of the Board of Hewlett Packard Company, David Packard, wrote, University based programs...have not done a satisfactory job in the past, and there is not evidence that [they] can do any better in the future."⁵²

These efforts eventually paid off. When the final vote came on 24 June the commission agreed to retain the Presidio, but also urged the Army and Navy to find more ways to cooperate and to reduce the size of the proposed Annex. In congratulating his staff, Sobichevsky urged them to take up the challenge offered by the base closure threat and "take the opportunity to grow, change, and become ever better at what we do." He called for the institute to "work together to streamline our organization, to become leaner and more focused on our three-fold mission to train, sustain, and evaluate the DoD linguist community." The institute needed a "paradigm shift" to prepare for the future.⁵³ On 1 August Sobichevsky hosted a

⁵⁰Videotape, Courter press conference, 23 Apr 93; COL Sobichevsky, memo for all DLI Faculty and Staff, subj: BRAC Visit to the Defense Language Institute, 25 Apr 93.

⁵¹Provost's School Staff Meeting, Meeting #11, 11 May 93.

⁵²Historian's notes, Commandant's staff call, 9 Mar 93; BRAC Commission draft transcript, 21 May 93; Letter, Senator Robert Dole, to James Courter, BRAC Commission, 3 Jun 93.

⁵³TRADOC BRAC Office, PROFS, subj: Defense Base Closure and Realignment Commission BRAC 93 Deliberations--FYI, 06/24/93 17:30; COL Sobichevsky, memo, subj: BRAC and the Future, 25 Jun 93.

celebration at the Weckerling Center entitled *A Midsummer's Evening* "celebrating a new era of joint DLI/Community Cooperation."

The institute's leaders next turned their attention to reorganizing and fine-tuning the institute to make it "BRAC-secure" for the next round of base closures in 1995. The institute had survived the scrutiny, with tremendous help. The secretary of defense and later the base closure commission were convinced that moving or closing DLIFLC would have a severe impact on the quality of the DoD linguists for years to come, and perhaps cause irreparable harm. Their job was made somewhat easier by flaws in the Army's initial analysis and by concerns about impacting a local economy that was already reeling under the closure of Fort Ord. The institute's long-term survival on the Presidio of Monterey would rely on continued improvements in its academic programs and on dramatic cost savings in its support operations. As Sobichevsky told his staff, "We will not fail."⁵⁴

⁵⁴ATFL-CMT, COL Sobichevsky, Memo, subj: BRAC and the Future, 25 Jun 93.

CHAPTER I

The Defense Foreign Language Program

The break-up of the Soviet Union and the Warsaw Pact did not lead to an era of peace and prosperity as many had predicted. Although the threat of nuclear war was greatly reduced, the United Nations conducted more peacekeeping operations between the five years from 1989 through 1993 than during the rest of the international organization's existence. These operations cost an estimated \$4 billion in 1993. Based on a Gross National Product special assessment, the United States paid 31.7 percent of the peacekeeping bill. These costs did not reflect the expenses for the Balkan mission however.¹ In addition to monetary costs, the United States supported many of these efforts with military forces. In recognition of new and changing missions for the military, the Army rewrote the 1986 field manual, FM 100-5, including a chapter on "Operations Other Than War" (OOTW). In addition, the manual writers focused on a new orientation for the manual. With the end of the Cold War the emphasis of the manual orientation accepted the fact that the United States would have to face rapidly developing situations spread across the globe in places that the United States military had never ventured, and in situations not anticipated in the past.² Bosnia, Croatia, Cambodia, Kuwait, Israel, Panama, Western Sahara, the Sinai desert, and Iraq were all places where the United States military was seen as peacekeepers.³

In explaining the new mission, Army Chief of Staff, Sullivan, told *U.S. News & World Report*, "Technology doesn't apply. ... It takes a young rifleman on the ground in a place like Somalia telling someone who's got a pin out of a grenade: 'Put the pin back in the hand grenade; give me the hand grenade'; Now that stuff went on, and that's a 19- or 20-year-old soldier telling them to do that. That's not some lightweight who overreacts. It's a young person who has been trained and has the confidence in himself and his leaders and has the courage to stand up there and do it."⁴ Inherent in Sullivan's message was the need for language training. The language the young soldier would be speaking would not be English and the language training that the soldier received would be connected to the Defense Language Institute Foreign Language Center (DLIFLC).

¹EUR 93-10008, CIA, Directorate of Intelligence, "Worldwide Peacekeeping Operations, 1993," May 1993.

²See pp. v-vi of FM 100-5, *Operations* (June 1993).

³"Keeping the Peace," *Soldiers* (Jun 93), 9-10; By June 1993 the U.S. Armed Forces had 520 men and women serving in United Nations peacekeeping teams, another 1,000 still in Somalia and a battalion in the Sinai. The United States was also planning for a deployment of up to 20,000 soldiers to Bosnia as part of a multi-national peacekeeping force. See also, Chapter 13 in FM 100-5.

⁴"New Weapons of War," *U.S. News & World Report* (31 May 93), 33.

In order to accomplish their new missions, both the Defense Foreign Language Program (DFLP) and the DLIFLC had to continue to improve. To that end the DFLP had to stay on-course while making corrections where needed. Corrections required input, and in 1992 the Office of the Deputy Chief of Staff for Intelligence (DCSINT), Department of the Army, asked the institute to evaluate four different twenty-four week Arabic conversion programs that were developed by contractors during Operation Desert Shield. The institute's Research Division undertook the mission and publishing their results in 1993. The authors of the final report, Dr. Gordon L. Jackson, Nooria Noor, and Dr. John A. Lett, Jr., pointed out that only 18 percent of the students in the special twenty-four week Arabic programs reached even Level 1 in the three skill areas of listening, reading, and speaking. To be optimally useful in the field, however, a linguist must have reached level 3 in their specialized area. As a result, the authors questioned the utility of these students had they "been deployed ... in a hostile environment." The authors also reached the conclusion that "fully functional linguists cannot be created quickly, on an as-needed basis."⁵ Yet, this was precisely how defense planners viewed language needs. During 1993, the institute was tasked, with little or no warning, to provide training and support for Macedonian and Haitian/Creole, as part of the institute's support for contingency operations.

A more troubling note (still unresolved in October 1995) was that the minimum desired proficiency skill level of entry-level signal intelligence linguists accepted for training at Goodfellow Air Force Base, Texas, was Level 2 on the Interagency Language Roundtable (ILR) language proficiency scale for both listening and reading skills (L2/R2); however the Army's requirements for human intelligence linguists accepted for training at Fort Huachuca, Arizona, was only L1/R1, the minimum qualification for Army linguists. In addition, there was no minimum requirement in speaking at either school even for those who were going on for training in interrogation. Furthermore, the Army's overall linguist qualification of L1/R1 was completely at odds with recognized field requirements of Level 3 in a linguist's skill area. This was clearly at odds with the new Army regulation published in July, AR 220-1, Unit Status Reporting. This regulation required commanders to report linguist proficiency levels as a criteria for acceptable unit readiness posture. Linguists would have to score at least L2/R2 on the DLPT in order for the unit to achieve a satisfactory rating. The regulation took effect 15 August 1993, however the wording was ambiguous enough that most units did not follow through and US Army Command in Europe received a special disposition allowing them to put off implementation until 1 October 1995.

Adding to all of this was the General Officer Steering Committee (GOSC) goal that 80 percent of DLIFLC's graduates reach levels L2/R2/S2. Clearly the Army needed to recognize and deal with the need for proficiency as a key element in the success of its human intelligence mission, as well as its other linguist missions.⁶

⁵DLIFLC Evaluation and Research Division Report No. 92-04, Gordon L. Jackson, Nooria Noor, and John A. Lett, Jr., *Desert Shield's 24-Week Arabic Programs: An Evaluation*, Dec 1992, p. 43. For an analysis of the report see 1992 Command History pp. 40-41, 65, 84-85.

⁶AR 220-1, Unit Status Reporting (31 Jul 93).

The Defense Foreign Language Program and the Budget Process

On 4 August 1993, the House of Representatives, with bipartisan cooperation, passed House Resolution 2330 (House Report 103-162), the intelligence authorization bill. The House provision froze intelligence spending at current levels. The Senate was expected to concur. As part of their actions, members rejected an amendment that would have made public the nation's intelligence agencies' budgets; however, those budget totals were already well known throughout Capitol Hill as about \$28 billion. House Republicans found themselves in the unaccustomed spot of supporting President Bill Clinton's version of the bill. However, as the minority party they did not have the votes to pass the President's request for an additional \$1 billion for intelligence against the wishes of the President's own party.

The House's actions affected two language provisions in the bill. An amendment eliminated a provision to increase the monthly stipend for military linguists in the reserves. The Chairman of the House Intelligence Committee, Dan Glickman, D-Okla., was concerned over jurisdiction problems associated with the stipend. The House also acted to repeal the National Security Educational Trust Fund. This action nullified the program that Senator David L. Boren, D-Okla., pushed through in 1991 that provided language scholarships to college and graduate students. The action returned \$57 million of the trust's total appropriation of \$157 million to the treasury. One hundred million dollars, however, was already obligated through 1998.⁷

A lesson learned early-on after the break-up of the Soviet empire was that the United States Armed Forces would need to respond to more crisis situations in widely separated and linguistically different parts of the world than was the case during the Cold War Era. With this knowledge came an increased emphasis on quickly training or cross-training linguists using video teletraining (VTT) and mobile training teams (MTT). The result was that the institute faced a growing concern regarding funding for these and other command language program (CLP) training requirements and requests. The 1993 Department of Defense (DoD) Inspector General Report on the DFLP identified this shortfall and tasked the institute and the four services to develop a solution.

In 1992, the Army's Training and Doctrine Command (TRADOC) Management Engineering Activity (TRAMEA) validated VTT instruction at the institute and developed a manpower standard to be utilized in the instructor resourcing process of the Structure Manning Decision Review (SMDR).⁸ The following year the institute submitted course administrative data (CAD) on VTT and MTT courses to TRAMEA. The courses were validated and submit-

⁷"House Votes to Freeze Funding But Keep Amount Secret," *Congressional Quarterly Weekly Report* (7 Aug 93), 2167, 2169.

⁸Inherent to the budgetary problems was that the SMDR validated resident language training requirements eighteen to twenty months prior to the Fiscal Year in question. The SMDR was the mechanism used to plan the institute's budget, instructor manpower requirements, and establish the student load, which was set at 2,900 student years per fiscal year. The student load was then divided among the four services based on their unique mission requirements.

ted to TRADOC for staffing and inclusion into the Army Training Requirements and Resources Systems (ATRRS) and the SMDR process. There, however, the process was halted; the CADs returned to the institute because they were considered non-resident courses which could not be included in the resident training funding through the ATRRS and the SMDR process.

At the end of 1993, the institute restated its position in one portion of a group of "significant issue" reports that were sent on to TRADOC on 4 January 1994. The report cited the new requirement that linguist readiness be reported under Status of Resources and Training Systems (SORTS). Without a budget that incorporated the MTT and VTT courses, the institute's report stated, linguist readiness requirements could not be maintained. But by incorporating the MTT and VTT training requirements into the SMDR process the funding for instructors could be funded through the normal DFLP budget.⁹

General Officer Steering Committee

The annual meeting of the General Officer Steering Committee (GOSC) met at the institute on 21 January 1993. The Army was the executive agent for the committee with Major General James M. Lyle, USA, Director of Training, Office of the Deputy Chief of Staff for Operations and Plans serving as the chairman. This was Colonel Donald Fischer's last major meeting before turning over the commandancy of the institute to Colonel Vladimir Sobichevsky on the following day. The attendees wrestled with several aspects of the DFLP, ranging from the fill rates at the institute to the directorship of the Center for Advancement of Language Learning (CALL). One of the key concerns was the Final Language Objectives (FLOs). Those assembled were briefed on the prototype "FLO Test" in Russian. However, Major General Lloyd H. Pfister's comment--that he did not feel that the DLIFLC faculty could define what a FLO was--hit home.¹⁰

The steering committee also discussed the impending takeover of garrison duties by the Presidio of Monterey (POM) and expressed concern over the costs associated with the environmental cleanup, caretaker functions, and real property disposal at Fort Ord. Major General Dennis P. Malcor, TRADOC DCS-T, reported that he wanted the POM to work closely with the Naval Postgraduate School (NPS) to develop plans to cut costs that would benefit both institutions.

Fiscal matters were of utmost concern during the meeting. The imminent reduction in force (RIF) of over 100 language instructors was also discussed. Malcor reported that TRADOC agreed to fund the costs associated with the reduction of civilian personnel. However, Monterey's congressional representative, Leon Panetta, had sent a protest to General Frederick M. Franks, Commanding General, TRADOC, concerning the loss of jobs. Every day that the action was delayed cost the institute an additional \$13,000 in faculty salaries. On another budget matter, the steering committee discussed the projected shortfall of \$3,358,000

⁹DLIFLC, ATFL-OPP, Memorandum, Significant Issue: Funding VTT and MTT Through SMDR, 4 Jan 94.

¹⁰See Final Learning Objective section of this chapter for a discussion on the institute's FLO activities for 1993.

for the fiscal year. The fiscal concerns then led to a general discussion concerning the importance of reducing attrition rates.¹¹

Although, the next steering committee meeting was scheduled for August the BRAC-93 process took priority, focus, and a great deal of time. In addition, several key staff members had changed, and the meeting was put off until February 1994, which, as events turned out, would be the last GOSC meeting.

Department of Defense Inspector General Report

In April 1992 the DoD Inspector General (IG) began a review of the DFLP. The investigation was tasked with determining the validity of reports that indicated that "foreign language skills were not keeping pace with DoD requirements." The investigators reviewed reports on different aspects of the DFLP from 1961 to 1993. They visited forty-four Defense and non-Defense agencies where they reviewed multiple aspects of foreign language program management, including organization and management of the program by the DoD, foreign language requirements, funding, foreign language training programs, and career management of military linguists. The final report, published on 17 June 1993, ran approximately 150 pages including appendices.

While management of the DFLP was generally "limited to intense scrutiny of the Army-run language school," the institute, according to the tone of the report, was doing just fine. The investigators cited the expertise, professionalism, and dedication of the personnel at the DLIFLC as the "[m]ost noteworthy" of "several positive aspects" of the DFLP. Other aspects of the program, however, were in need of improvement. Most of the ongoing problems facing the DFLP stemmed from the lack of management and guidance from the Assistant Secretary of Defense for Force Management and Personnel (ASD/FMP) and the Assistant Secretary of Defense for Command, Control, Communications and Intelligence (ASD/C3I).

Craig Wilson, ASD/C3I, agreed to review the DFLP practices, and to take an active role and provide leadership in the areas of policy, guidance and oversight. He also agreed to determine, validate, and document the foreign language requirements for developing strategic DoD missions, and to work on tighter financial management controls.

In addition to administrative management areas, the report cited the poor professional management of military linguists as a serious problem. The DoD did not have the necessary information on military personnel that would allow managers "to make sound decisions about the true nature of the Department's language capabilities." This was true at both the active and reserve levels. The report further cited the ineffective system for proficiency pay and cited the restrictive nature of the resident program as being inflexible and unable "to accom-

¹¹Summary Report, DFLP, GOSC, 21 Jan 1993. Attendees were Colonel Donald C. Fischer, Jr., USA, DLIFLC Commandant; Colonel N. R. Nance, USMC; Major General James M. Lyle, USA; Nicolai Timenes, ASD(FMP); Colonel Benjamin Romero, USAF; Lancing J. Blank, Training Manager, Defense Intelligence Agency; Major General Lloyd H. Pfister, USA; William K. S. Tobin, NSA; Lieutenant Colonel Dorsey Hill, USA; Major General Dennis Malcor, USA TRADOC, and Craig Wilson, ADS(C3I).

modate missions other than signals intelligence." Finally, the report cited the Services' neglect of the Command Language Programs in the field.

In many ways the findings in the DoD IG's report were not unanticipated by the administration at the institute; in fact institute leaders went on record in support of those findings that were directly aimed at improving teaching and maintenance programs.¹² The IG's report, however, set in motion a review of DoD-level management of the DFLP that resulted in the restructuring and renaming of the GOSC a year later.

At the same time that the DoD IG's Office was involved in their report, the Government Accounting Office (GAO) conducted a study of the management, training, and compensation provided to DoD linguists. The report was conducted at the request of the Chairman of the Committee on Appropriations, United States Senate, Senator Robert C. Byrd (D-VA). A draft report was completed on 15 March 1994, and distributed to the DoD for review and comment. The comments were sent back to the GAO on 15 June 1994, and included in the final report dated 12 July 1994.¹³

The GAO report pointed out that although the GOSC had established a graduation proficiency goal of levels L2/R2/S2 in listening, reading, and speaking, about one-half of all students graduated below the goal. Those same students were routinely accepted into technical schools where they received signals intelligence (SIGINT) or human intelligence (HUMINT) over a period lasting from 9 to 19 weeks. During the training period student linguists experienced a proficiency drop of up to 25 percent. Furthermore, while most students regain proficiency levels, some do not, especially those in Russian and Korean--two key languages of the DFLP.¹⁴

The report also commented on the lack of consistency within CLPs once linguists left training and began their assignments. Only the Army had a requirement for language maintenance programs at assigned units. This situation led to an estimate of up to 50 percent of SIGINT linguists operating at below level 2 in their primary functions. In the Army alone, less than 40 percent of active duty and 20 percent of reserve linguists met the level 2 proficiency goals. Yet, due to there being no set procedures for language proficiency pay across the services these same under-qualified linguists could receive Foreign Language Proficiency Pay (FLPP).¹⁵

¹²93-INS-10, Inspector General Department of Defense, "Defense Foreign Language Program," Inspection Report, 17 Jun 93.

¹³The report was based on research conducted between 1992 and 1993, with much of the data from FY1992. In order to present the findings as close to the event as possible, the "1993 Command History" is the appropriate vehicle. See: GAO/NSIAD-94-191, B-256342, United States General Accounting Office, National Security and International Affairs Division, Report to the Chairman, Committee on Appropriations, U. S. Senate, "DoD Training: Many DoD Linguists Do Not Meet Minimum Proficiency Standards." 12 Jul 94.

¹⁴ibid.

¹⁵ibid.

The final area of the study revealed serious fiscal resource management problems in the commercial contract training within the DoD. Both the National Cryptologic School and the DLIFLC Washington office run commercially contracted training programs in the Washington and Baltimore metropolitan area. These classes often had only one or two students and were duplicated at both operations. The study reported that in 1992 there were sixteen common languages contracted out, of which ten could have been combined in one location at a savings of about \$450,000. In addition, the auditors found that many of the courses used the same commercial contractor, but that the contracts differed by up to \$2.25 per hour of instruction for the identical course--DLIFLC's Washington office had the better contracts. The auditors recommended that the Secretary of the Army and the Director of the National Security Agency (NSA) establish procedures to coordinate the contracted language training classes between the different agencies. In concurring with the recommendations, the DoD initiated a study of the FLPP program and reported that it planned to work with other agencies to coordinate contract language training.¹⁶

Support for Contingency Operations

Support to contingency (crisis) operations was a growing mission area for the institute and the DFLP, putting older management and budgetary processes under new strains. During the year the institute completed a study of foreign language support for contingency operations. In his report to TRADOC, Master Sergeant David L. Oglesby, USAF, reviewed the situation, outlined the institute's approach and actions taken, and presented recommendations to TRADOC for further action. He reported that the institute divided its support for contingency operations into three tiers. The "first tier" was the immediate response to a crisis: DLIFLC would provide the language chapter for the *Soldier Handbook*, laminated command and control cards, and a pocket-size book and audio tapes of key phrases in the target language. Accordingly, the institute developed templates for survival-level language materials that could be used for any language. Key phrases and commands were identified to be translated into the target language within hours of receiving orders and several languages were completed during the year.

The "second tier" involved VTT to linguists, as well as sending a MTT to the deployment base prior to departure. Finally, the "third tier" would be enacted for operations that had the potential of long-term commitment. This would involve accelerated resident instruction for new linguists or the rescheduling of classes to allow new classes to form at the DLIFLC. With the lessons learned in support of Operations Restore Hope and Provide Promise, the institute created a crisis action team (CAT) coordinated by the Operations, Plans and Programs Directorate (OPP) to develop and implement responses to contingency situations. If there were enough time, the institute would provide resident conversion training for linguists proficient in a similar language.

Oglesby identified a weakness in the planning system that was also identified in the 24-Week Arabic report: The institute still had no single point of contact for deploying units

¹⁶Ibid.

and had to "advertise" its training capabilities to whatever units the institute's staff thought might be deploying. Under the system proposed in late 1993, the institute required a single point of contact and requested that the TRADOC Emergency Operations Center bring DLIFLC into the operations planning loop. The institute also recommended that TRADOC request that the Department of the Army incorporate foreign language into all contingency planning and operation planning to insure that language needs would be considered during the early stages of any contingency operation.¹⁷

Shifting Requirements

Although Operation Desert Storm ended on 28 February 1991, the Army continued to identify a need for Arabic linguists for both active and reserve forces. Further, the Forces Command (FORSCOM) foreign language managers discussed the option of retraining linguists, both active and reserve, into other languages during their May meeting at the institute.¹⁸ At the annual Structure Manning Decision Review (SMDR) meeting held in Washington on 18 and 19 May 1993, the growth of the Army's Arabic language program was a key issue. The problem was the expected drop in Arabic need in FY 1995 after growth in FY 1994, and the need to maintain a level number of instructors at the POM. The Army's Action Officer, Lane Aldrich, was unable to justify the "grow-shrink" philosophy, and was told to reschedule the FY 1994 Arabic numbers to reflect the availability of instructors. The discussion then turned to Eurasian Languages, mostly in the former Soviet Union. While training would be concentrated at DLIFLC-Washington, the POM would continue to teach one section of Byelorussian and three sections of Ukrainian in FY1995. Further, unfunded Eurasian classes (Armenian, Georgian, and Kazakh) scheduled for FY1994 at the POM were canceled. That decision was mirrored with the elimination of Basic Cambodian. Although the initial requirements had been set at nineteen sections for FY 1995, the costs associated with course development and hiring coupled with uncertainty of actual need forced the planners to cancel the basic Cambodian program at the POM and return to contract training through DLIFLC-Washington.¹⁹

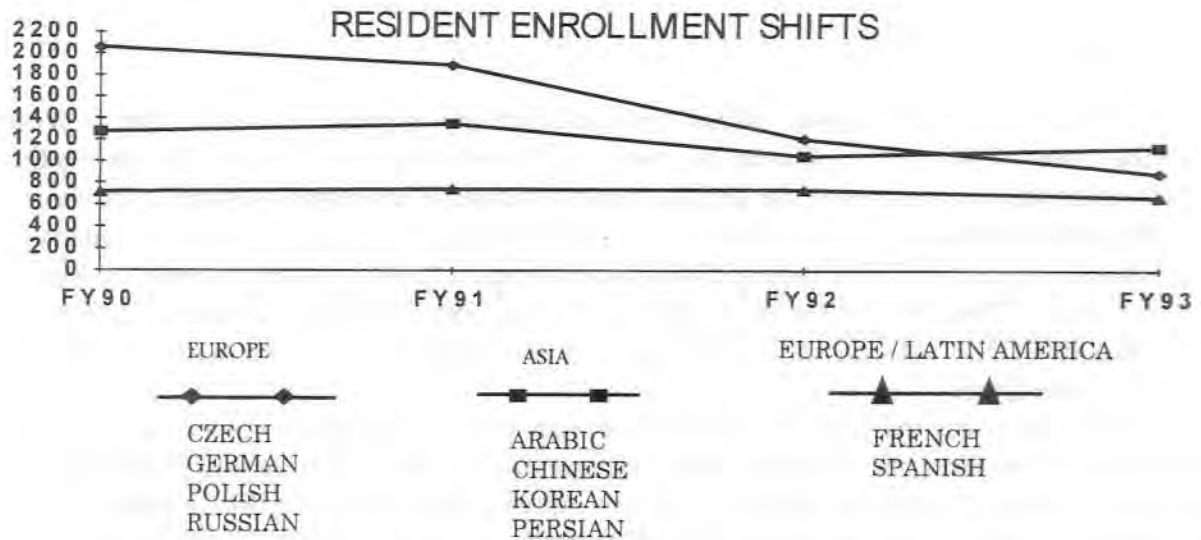
While the SMDR determined that Persian-Farsi would remain stable, the Russian program was problematic. The FY1994 Russian program called for 135 instructors while the FY1995 program dropped to 121 instructors. A lengthy discussion revolved around increased drug use in Russia and expected DEA, FBI, and U.S. Customs need for Russian language skills. The members also discussed NASA's proposal for two full-time DLIFLC Russian instructors to be sent to the Johnson Space Center for FY 1995 through FY 1996. Finally, the SMDR committee discussed the possibility of increased need in other Russian aid programs.

¹⁷DLIFLC, ATFL-OPP-PO, Memorandum, Significant Issue: Foreign Language Support for Contingency Operations, 4 Jan 1994.

¹⁸Historian's Notes, FORSCOM Language Program Managers Meeting, 18-19 May 93.

¹⁹ATFL-OPD-PS, Memorandum, Subject: Trip Report, Defense Foreign Language Program FY1995 Structure Manning Decision Review, 27 May 1993.

All agreed that further decreases in the Russian program would probably not materialize, although they tasked DLIFLC to contact possible user groups within the U.S. government concerning the possibility of a Russian course of 15 to 25 week's duration.²⁰



The overall DLIFLC structure load cap was set at 2,900 students; however, the four services failed to use all their quotas in FY 1993 with the Army having the largest shortfall. The seats were distributed to the other services and the institute ended the year with eighty unused language slots representing slightly less than 3% of the student population.²¹

Reserve Components

The FORSCOM Language Program Managers Meeting was held at DLIFLC between 18 and 19 May. The participants discussed the need for a unit-level Language Program Manager Handbook, and the need for initial training money for reserve commands. The model discussed was the 123rd Army Reserve Command (ARCOM) in Detroit. That unit taught Russian two nights a week over a period of two years with 4 of 12 students testing at ILR Levels L2 and S2. However, if reserve commands could teach basic acquisition language training, what should the target language(s) be? Reserve Military Intelligence units had not been told how to proceed. In addition, they had not received guidance concerning their existing German, Czech, Russian, and Polish linguists. The reserve units were also expending significant effort in trying to target native speakers for recruitment and retention with slim results. Finally, the effort of recruiting Arabic linguists into the reserves after their active duty met with little success: those that did join had low proficiency levels. Discussion then centered on how

²⁰Ibid.

²¹Ibid.

best to utilize those that joined the reserves, and whether or not they should join units within 50 miles of their homes or join Military Intelligence Special Training Elements. Most of the FORSCOM Language Program Managers felt that a handbook detailing the new linguist military occupation skill (MOS) program might be helpful in addressing these problems.²²

Action Officer Workshop

The annual DFLP Action Officer (AO) Workshop was held at Harpers Ferry, West Virginia, from 4-7 May 1993. During the course of the meetings the AOs present made a list of recommendations concerning the DFLP. Among the items discussed was the AO's choice of Vietnamese for the next Curriculum Review, with Japanese to follow. The representatives also debated the feasibility of reducing the student load to 2,500. After the meeting Major Randy A. Hill, USA, the AO for the DLIFLC, reported that Lieutenant Colonel John Daly, USA, (DAMO-TRO) subsequently confirmed that the student load would remain at 2,900 for the foreseeable future.

Both NSA and the Special Operations Forces (SOF) community voiced the need for additional support from the institute. NSA representatives Andre Vernot and Hugh McFarlane (who was the Cryptologic Training System representative at the DLIFLC) reported that their agency would like the institute to develop a budget for long-term VTT support to NSA linguists in the field. This problem had already been discussed during the Annual Program Review briefing on 16 March.

Commander William Stettinius, USN, Assistant Secretary of Defense Special Operations and Low Intensity Conflict (ASD-SO/LIC) articulated the need for a "DLPT-like" test to enable unit commanders in the Special Operations Forces community to assess the capability of their linguists as part of unit readiness reporting. All agreed that the test, if available or if newly created, should correlate to the DLPT. The representatives discussed the merits of the Navy's Cryptologic Diagnostic Exam and of the NSA Global Language Diagnostic Exam; however, no one felt that either test correlated with DLPT scores. In addition, since none of those present could provide possible funding sources for the needed new research and test development, the proposal was tabled.

The fiscal problems faced by the services also came up in discussion. The Air Force representatives, Captains Stuart P. Lay and Kim Rex, were quite strident in their disagreement with Army budget-driven reductions in DFLP training, citing DoD Directive 5160.41 as support. The AOs then discussed the budgetary problems facing the DLIFLC and the need to reimburse the institute for services rendered other organizations outside of the POM. Daly urged that the institute's staff develop alternative methods of distributing materials, including: electronic files, CD-ROMs, and the shipment of camera-ready materials to users who could reproduce quantities at their own expense.

The meeting ended with agreement to cancel the August GOSC meeting since there were too few topics and too many new flag officers who had not visited the institute. The next

²²Historian's Notes, *ibid.*

meeting would be in early FY 1994, after the new steering committee members had visited the institute.²³

Final Learning Objectives (FLOs)

One of the key concerns of the DFLP managers revolved around the Final Learning Objectives (FLOs) training process. The study of foreign language can occur in several formats depending upon the needs of the person studying the language. Traditionally civilian language training follows either the literature or spoken model, although there is some overlapping. College students, for instance, usually become more proficient in reading a language than in speaking the language. This is due to the need to read a foreign language for research purposes. For the military, however, the needs are more diverse. Most military language learning is done for the purpose of intelligence work. In their initial jobs, language students are generally asked to become listeners, and most (if not all) of their duties revolve around that single skill. Other military jobs, however, may place the emphasis on proficiency in speaking in the target language, while still other military needs require translating written documents. Rarely do military linguists need all four language abilities: listening, speaking, reading, and writing. Yet occasionally some military linguists have the need for just that. Providing training for military linguists, then, has always been a challenge. For civilian language instructors at the institute the needed to understand the FLOs became critical.

The FLO process has been a topic of thought and debate within the DFLP since the mid-1980s. Between 29 March and 2 April 1993, the institute hosted a conference to further discuss the FLO process. Forty-five representatives from the Goodfellow Air Force Base Training Center and the institute met to decide the merits of adopting the FLO skills tests developed at the institute as a replacement for the Goodfellow-developed tests. The conference was also an opportunity to allow Goodfellow Russian language instructors to take the Russian FLO skills test, to streamline the Goodfellow language diagnostic test (LDT), and to review the FeedForward (FF)/FeedBack (FB) system between the two institutions.

Hugh G. McFarlane, DLIFLC's CTS representative, served as the conference host. The participants developed fifteen recommendations for improving the testing programs of the two institutions and viewed the conference as a success. The recommendations ranged from the institute ensuring the completion of all cryptologic objectives, to the institute administering content area tests in the areas of military security and geography. Furthermore, the conference attendees recommended that the French program material related to FLO skills and area studies be adopted as a model for other languages and be sent to Goodfellow for test development and use. To insure that the recommendations would be acted upon, the final recommendation requested that the conference results along with the fifteen recommendations be briefed at the upcoming GOSC.²⁴

²³ATFL-OPD-PS, Memorandum: "Action Officer (AO) Workshop, 4-7 May 93" from Maj. R.A. Hill, 12 May 93.

²⁴CTSRep DLIFLC, Report, "Cryptologic Final Learning Objectives Conference", 2 Apr 1993.

The FLO process remained on the front burner throughout the year. On 24 September, the Director of the National Military Intelligence Collection Center, Major General John A. Leide, USA, sent a letter to the Deputy Chief of Staff for Operations, Headquarters, Department of the Army entitled "Final Learning Objectives for Military General Intelligence Linguists." Leide referenced the reports concerning the FLOs from 1985 on and updated the proficiency requirements that general intelligence linguists needed to complete their missions. In addition to the existing skills of listening and speaking, Leide added the requirement that graduates "be able to write notes in the language being studied ... and make simple written translations from English..." Further, the proficiency levels in listening, speaking, and reading would have to be at a minimum of a Level 2, and students would be expected to obtain Level 1+ in writing. The general stated, "I believe that GITS [General Intelligence Training System] students should strive to attain higher levels of proficiency." The basic course, he continued, must be geared to allow the student to reach level 3 in the three interrelated categories of general proficiency, particular skills, and specific content knowledge.²⁵

While the L2/R2/S2 proficiency goals were adopted, the writing proficiency Level 1+ was to be looked at during the next GOSC meeting in February 1994. The committee decided that while writing was a needed skill for linguists, it was not the type of skill that could be tested for as part of proficiency testing without developing a new test in each language. The costs simply would not be worth the expenditure. In looking at General Leide's proposal the committee noted that what was being asked could, however, be accomplished using the FLO testing process as the requirement seemed to be in a survival skill area, rather than in a proficiency area of language use.²⁶

In an effort to assist the faculty with the FLOs, the Faculty and Staff division collaborated with Dr. Maurice Funke, the academic coordinator of East European School I, and McFarlane to help develop a series of curriculum related materials called "Bridges." This project, which was introduced in 1993, was designed to utilize "real world" materials and situations in an exercise format to augment traditional textbook learning in Arabic, Chinese, Japanese, Korean, Russian, Spanish, and Vietnamese. Funke coordinated a visit by Dr. Earl Stevick, Professor Emeritus of Georgetown University, to the DLIFLC to train the faculty members who then wrote the "Bridges" in the target languages. This project utilized the Final Learning Objectives in conceptualizing and developing the individual exercises.²⁷

Krystyna Wachowicz and Steve Koppany worked with McFarlane and the DCI Instructional Technology (IT) branch to develop the Curriculum Integrated FLO Workshop. The workshop introduced instructors to FLO documents while showing them how to develop, discuss, and teach using this material. The instructors then discussed and developed a curricu-

²⁵"Final Learning Objectives for Military General Intelligence Linguists," Defense Intelligence Agency, 24 Sep 1993.

²⁶Historian's Notes, Interview with Dr. Ray Clifford, 4 Jan 1995.

²⁷ATFL-DCI-FS, 1993 Faculty and Staff Historical Summary, 28 Feb. 1994; also see introduction the "The Bridge": A Model for Integrated FLO Activities, ND.

lum-integrated series of activities before teaching their students using the FLO material.²⁸ By November, Brigitta Geltrich-Ludgate of IT prepared a workbook titled "Curriculum-Integrated FLOs Workshop." The workbook was used starting in December to help train instructors in integrating the much needed FLO activities into the classroom. However, as this was a relatively new process, implementation was slow at the school level and the debate over how and what to integrate as part of the FLOs for each language continued well into 1994.

With the shift in emphasis toward the FLOs came a new emphasis on the role of Military Language Instructors (MLIs): they would begin to bring their experience of learning a foreign language and using a foreign language in a military setting to the students; they would also begin preparing students for their duties as military linguists by integrating cryptologic FLOs in the classroom as members of teaching teams.

Center for the Advancement of Language Learning

From 9-13 August 1993, DLIFLC hosted the first Center for the Advancement of Language Learning (CALL) inter-agency language-specific seminar. The seminar brought together thirty military and civilian language instructors and administrators from NSA, CIA, FSI, and DLIFLC with the Korean language as the theme. The sessions focused on use of authentic language materials, networking, and sharing of ideas and materials. The topics for the seminar sessions included attitudes, error correction, the role of grammar, immersion programs, reading instruction, interactive listening, and integration of technology into language teaching. The CALL coordinators asked the attendees to implement what they had learned at the seminar into their teaching methodology by incorporating strategies or adopting a newly learned teaching tool and keeping a diary on the effectiveness of the new tools and reporting back on its usefulness.²⁹

The Research Division represented DLIFLC on the new Research and Development Board of CALL and received funding for two research projects. One project was to develop a user-friendly computer-based template that would facilitate the development and administration of computerized questionnaires on training issues and computerized language tests of reading, listening, and speaking ability. The other project was to develop an electronic bulletin board enabling CALL agencies to exchange files of questionnaires, test instruments, and research data and reports.³⁰

In addition the institute served as the manager for several CALL contracts. The FY 1993 contracts included Persian Basic and Intermediate, Armenian Basic, and Turkmen Basic. Some of the contracted programs would be ready by 1 October 1994. The Persian Basic was

²⁸ATFL-DCI, 1993 Curriculum and Instruction Historical Summary, 28 Feb. 1994 and "DLIFLC, DLIELC, FSI Annual Reports," BILC 1994 Conference Report, Turin, Italy, 192.

²⁹"DLI Hosts CALL Seminar," *Globe* (29 Oct 93), 10.

³⁰"DLIFLC, DLIELC, FSI Annual Reports," BILC 1994 Conference Report, Turin, Italy, 195.

being rewritten by the University of Washington under DLIFLC supervision to replace the old DLIFLC course.³¹

Bureau for International Language Coordination (BILC)

In June the institute hosted for the annual Bureau for International Language Coordination (BILC) conference. The last time DLIFLC had hosted the BILC conference was in 1986.³² One of the key ingredients of the conference was a Technology Fair. The provost, Dr. Ray Clifford, welcomed the attendees to the conference held in the Weckerling Center. Those attending were able to work with eighteen of the latest developments in language training and the use of computers, the VTT Lab, and audio/visual equipment in several languages. BILC members from Canada, Denmark, France, Germany, Italy, the Netherlands, Spain, Turkey, United Kingdom, Austria, Australia, as well as the United States were involved participants. In closing the five day affair Herbert Walinsky, the director of the Western Language Training Federal Language Bureau (*Bundesprachenamt*), who also served as BILC Secretariat and Steering Committee Chairman, reported that the "conference was an unqualified success."³³

* * *

As 1993 came to a close both the Defense Foreign Language Program and the Defense Language Institute Foreign Language Center were still under the microscope. Most of those concerned recognized that there was much that needed attending to, especially if the institute was going to successfully experience another serious challenge during BRAC-95. The Defense Foreign Language Program remained a complex--but critical--piece of the national security equation in the scheme of the new world order.

³¹"Board Holds Spanish Curriculum Review at Romance School," *Globe* (7 MAY 93), 8, 10.

³²"Institute Hosts 1993 BILC Conference," *Globe* (14 Jun 93), 4

³³For a complete list of presentations see DLIFLC, "BILC Conference 1993, Technology Fair:" Also see "DLI Hosts 1993 BILC Conference," *Globe* (29 Jul 93), 1, 7-8.

CHAPTER II

Managing the Defense Language Institute Foreign Language Center

Throughout 1993, the world outside of the Defense Language Institute Foreign Language Center (DLIFLC) was in the midst of rapid change that often directly impacted the mission at the Presidio of Monterey (POM) and served as a reminder that the institute was not as isolated from world events as its location on the scenic Monterey Peninsula would appear. The year began with the retirement of the institute's commandant and the arrival of a new commandant. With that and other top leadership changes came modifications in the way the institute conducted its daily business, and its commitment to the future. This was evidenced in the reorganization of all of the schools and the non-resident training program--the institute's support organization for field unit command language programs--in what would become known as Phase I and II of a three phase reorganization of the institute.¹ Both of these major changes were implemented to increase the proficiency of the resident language programs on the Presidio and the non-resident sustainment programs in the field. Furthermore, the institute's leadership was deeply concerned that the DLIFLC retain its accreditation as a college level language institution.

As much as the institute needed to deal with the routine challenges of managing a world-renowned language education program, new leadership realized that they also had to look about for signs of change, and how those changes would affect the mission at the institute. Throughout the history of the DLIFLC and its predecessors the institute had a tremendous impact on the Defense Foreign Language Program (DFLP); however, the future was the real driver at the institute. Events worldwide required the ability to be poised for change at the same time the current mission was continually improving.

Change in Command

On Friday, 22 January 1993, the Fischer era ended. At 1400 hours in a ceremony held in the Lewis Hall gymnasium Colonel Donald C. Fischer, Jr., turned over command of the DLIFLC Foreign Language Center to Colonel Vladimir Sobichevsky.² Major General Dennis

¹Phase III would be the internal restructuring of supervisory and administration duties within each school. While the concept was developed during 1994 and 1995 this phase was scheduled to be implemented after the new Faculty Personnel System was implemented in 1996.

²*GLOBE*, (19 Jan 93). Attendees were Major General James M. Lyle, USA, Chairman of the GOSC and Director of Training, Office of the Deputy Chief of Staff for Operations and Plans; William K.S. Tobin, Deputy Chief of Education, Training and Information Services, National Security Agency; Lansing J. Blank, Chief, Operations and Administrative Support, Defense Intelligence Agency; Rear Admiral Thomas F. Stevens, Deputy Director of Naval Intelligence, Commander, Naval Security Group Command; and Major General Dennis P. Malcor, Deputy Chief of Staff for Training, Training and Doctrine Command (TRADOC). DFLP Action Officer Meeting Notes, 6 Jan 93.

P. Malcor, Deputy Chief of Staff for Training, Training and Doctrine Command (TRADOC), presided over and spoke at the ceremony. General Frederick M. Franks, the Commanding Officer of TRADOC, sent his best wishes and thanked Fisher for his thirty years of dedicated service. He wrote that Fischer's "leadership, initiative and responsiveness as commandant at DLIFLC has been tremendous and made a real difference in providing skilled linguists for Operation Just Cause, Desert Storm, and of course, humanitarian assistance during Operation Restore Hope."³

As the institute's commandant, Fischer had been an activist. He visited linguists serving in Saudi Arabia during Operation Desert Shield to get first-hand information on the effectiveness of the support programs provided by the DLIFLC.⁴ Fischer directed the activation of twenty-two interactive satellite-based language training sites for Video Teletraining (VTT), designed to keep proficiency standards up for linguists deployed to commands outside of DLIFLC. Finally, the first annual worldwide Language Olympics was held at the institute during his command.⁵

The new commandant, Sobichevsky, had immigrated from his native Russia to the United States at the age of twelve from a displaced persons' camp in Germany. He joined the Army as an enlisted man at eighteen, attended boot camp at Fort Ord and was a sergeant first class seven years later. In 1965, after attending officer candidate school, he was commissioned a lieutenant. Sobichevsky earned a master's degree in government from the University of San Francisco. He first arrived at the institute in 1987, and served as associate dean for the School of East European Languages. As a native Russian speaker he understood the concerns of the faculty, and as a soldier, both enlisted and officer, he understood the concerns of the student. Sobichevsky became the acting chief of staff in February 1988, with the retirement of Colonel Robert M. DePhilippis. Later that year, after his promotion to colonel, he became school secretary where he learned first-hand about the logistical and facility concerns of the command group and provost's office.⁶ After his first tour at DLIFLC ended Sobichevsky left for Hawaii. There he became J-3 of Special Operations Command-Pacific (SOCPAC), where he directed all Army, Navy, and Air Force Special Operations Forces in the Pacific.⁷

³"DLI Honors Old, Welcomes New Commandant," *Globe* (12 Feb 93), 12, 24.

⁴*GLOBE*, *ibid.*

⁵He was also honored as Monterey Peninsula Major Employer of the Disabled in 1991. *GLOBE*, (19 Jan 93).

⁶Historian's Notes, 28 Nov 94.

⁷"School Secretary Bids DLI Farewell; Receives Special Forces Command," *Globe* (8 Mar 90), 5; James C. McNaughton, Defense Language Institute Foreign Language Center Annual Command History, 1988, pp. 15, 23.

Top Leadership

The joint leadership on the military side of the institute that Sobichevsky inherited included two colonels and one commander. The second-in-command, Colonel Ronald E. Bergquist, USAF, had served at the institute since 1991. As assistant commandant he was the commandant's eyes and ears and sometimes voice with the four military services and the provost's office. His primary duty was to keep both sides of the institute abreast on issues of mutual interest. Colonel William K. S. Olds, USA, like Bergquist was a graduate of the Arabic basic course. In 1993 he served as school secretary and acting chief of staff. Along with the deputy chief of staff, Commander Sally S. Robins, USN, Olds kept the commandant informed about the daily running of the institute, including which issues were likely to be important in the future. When the new commandant took over command he had an able staff, but with the imminent departure of Robins, Sobichevsky realized that he needed more strength in the position of chief of staff.

This position called for a naval officer, but after Robbins' departure the Navy decided not to replace her. To gain the strength needed Sobichevsky requested another O-6. The new chief of staff would direct day-to-day operations and serve many other roles as well. This would free the commandant to look into the inner workings of the institute. Fortunately, on 29 January 1993, within days of the new commandant assuming command, Lieutenant Colonel William H. Oldenburg II, USAF, who was serving as associate dean for the Program Evaluation, Research, and Testing Directorate and acting director of Evaluation, was advanced in rank to colonel. Eleven days later Sobichevsky appointed Oldenburg to the position of chief of staff. Oldenburg's new duties were to direct, supervise, and coordinate the work of the staff and serve as a conduit for all command correspondence, thus freeing the commandant from routine details. The offices under the chief of staff's purview included Resource Management, Civilian Personnel, Audio Visual Management Service, Information Management, Logistics Division, Security, Protocol, Command Historian, Public Affairs, Administrative Support Division, the Military Personnel Branch and the Equal Employment Opportunity Office.⁸ Within a short time he was also responsible for the new Base Realignment and Closure (BRAC) Division office.

Since 1981, the senior civilian and academic official at the institute had been Dr. Ray T. Clifford, the provost. During the first six months of the year, Clifford worked extremely hard dealing with the school-house side of the BRAC-93 issues. In addition, as the institute's senior academic official he initiated, developed, and executed key academic issues and played an active role in relations with the Western Association of Schools and Colleges and the reaccreditation effort.⁹

⁸Minutes of School Secretary Meeting (30 Apr 93).

⁹Commandant's Staff Meeting, Historian's Notes (14 Dec 93).

Mission, Goals, and Accomplishments

The honeymoon period for the new commandant was at best brief, in reality--nonexistent. Sobichevsky faced the prospect of having his new command realigned, reorganized, and moved, due to the Base Realignment and Closure (BRAC) process, within twenty-four hours of assuming command. In fact Sobichevsky had no knowledge of the impending BRAC review until after he assumed command. This issue would take much of his time during his first six months as the institute's commandant.¹⁰ However, to suggest that the new commandant let his command flounder would be erroneous. Although the new commandant had served at the institute before and was familiar with its strengths and weaknesses, Sobichevsky did not have preconceived objectives in mind, other than assessing the "state of the institute" when he assumed command. To that end he "walked every school, every section, talked to all the people" and "began to see some weaknesses and disconnects."¹¹

Although the events of the first half of the year, as described in the introduction, did not allow the commandant much time to act on his findings, the second half of the year would prove to be one of the most dynamic in the history of the DLIFLC. The commandant and his staff accomplished four major reforms: First, the reorganization of the entire institute--both the schools and the support organizations; Second, the creation of an associate provost position, to be held by a military O-5, to assist the provost; Third, the refining and defining of the responsibilities of the associate deans, academic coordinators, and military language instructors; and Fourth, the implementation of the Final Learning Objective (FLO) process, as discussed in Chapter One.¹²

The commandant met with all faculty and civilian staff members in the Tin Barn on 23-24 June 1993. The meetings were held much later than planned due to the pressing nature of BRAC-93, which concerned everyone in the command group during the first half of the year. Sobichevsky wanted to share with the civilian personnel the new directions that DLIFLC was embarking on and he wanted to hear, first hand, the concerns of the civilian staff. From the commandant's point of view the meetings were worthwhile and brought to his attention problems that his staff began investigating.¹³

On 14 October 1993, the commandant issued his philosophy of command, which he had provided to the military services when he arrived in January. He set forth four goals: (1) Foreign language training to the highest possible proficiency -- 2L/2R/2S and higher in listening, reading, and speaking; (2) Military training to the highest standard; (3) Welfare of the

¹⁰See Introduction for a full discussion of the BRAC-93 impact on the institute.

¹¹Interview with Colonel Vladimir Sobichevsky by James C. McNaughton, Ph.D. 4 Feb 1994.

¹²Memorandum, Commandant (21 Jul 93).

¹³Memorandum, Commandant (21 Jul 93).

troops and their families; and (4) Maintenance of the facilities on the historic POM.¹⁴ Before Sobichevsky could attempt any changes, however, some old business had to be faced head-on.

BRAC-91 and the Institute

Although the institute's leaders were forced into the uncomfortable and unfamiliar position of defending the institute's existence, at least on the POM, the BRAC-93 situation would end eventually as a minor incident in the institute's history. Of more importance would be the consequences of the BRAC-91 decision two years before.

As of 2 October 1991, everyone in the region knew that Fort Ord would close due to BRAC-91. However, all concerned felt that this was an issue that was on the distant horizon. The post was not scheduled to actually close until fiscal year 1997, at which time the POM would gain garrison status and annex some of the land at Fort Ord. Six years was plenty of time to plan for the transition, most felt. Time, then, did not become an issue until 1992 when the Army decided to speed-up the closure process and deactivate the post as of 30 September 1994.

While this development caught everyone by surprise, the institute's command group quickly sprung into action. The chief of staff, Oldenburg, and Fort Ord's garrison commander, Colonel Thomas Ellzey, USA, began holding monthly meetings with a combined staff from both Fort Ord and the DLIFLC to work on issues affected by the change of MA-COMs and starting-up a TRADOC installation. command. As discussions on "transfer of function" surfaced, there appeared strong disagreements over what functions to transfer to POM. The institute's leaders also found that all concerned had to learn the issues concerning disposal of land and property, and the re-use of the post, as well as environmental clean-up of Fort Ord.¹⁵

During the first half of 1993, the command group was totally focused on what the movement and inactivation of the 7th Infantry Division (Light) would mean to the institute. Support to the DLIFLC and planning for the POM Annex was on the forefront of their thinking. The institute's new status as a garrison activity would require additional staffing, and the resulting new workload would require more space and equipment as well as telephone and computer lines. Phase I of the transition involved the planning for five agencies to move from Fort Ord to the POM. By the time of the joint meeting held on 26 October 1993, a larger picture of the total process began to emerge. Facilities Management would have to renovate several buildings starting with 614, the headquarters building, to allow work space for the additional personnel. Problems associated with that process included equipment, furniture, telephone, computers, maintenance, and historic preservation. Identification of projects needed to ensure a smooth transition to garrison status, however, was not as problematic as

¹⁴Memorandum (14 Oct 93).

¹⁵BRAC Meeting, 22 Nov 93.

funding issues. The BRAC personnel were initially uncertain where the dollars for renovation work would come from.

In addition, civilian personnel issues surfaced during the joint BRAC meetings held on 26 October, which was one of a series of BRAC related meetings held in 1993. Job descriptions and legal issues with the impending reduction in force (RIF) became known to all. Further, TRADOC did not want DLIFLC to assume any Fort Ord (FORSCOM) functions until 1 October 1994. However, Fort Ord Garrison personnel were not considering the effects on the POM or its residents when they closed down the Thrift Shop, and the closure of the Youth Center was not smooth. Robert Snow, the institute's civilian personnel officer, called attention to the fact that civilian personnel at Fort Ord and at DLIFLC had different unions: the Association of Federal Government Employees (AFGE) and the National Federation of Federal Employees (NFFE). For personnel that would transfer to the POM this may have posed a problem, but Snow suggested that those questions should be looked into and negotiated early in the process. Snow's concerns caused Kathryne F. Burwell, the institute's Equal Employment Opportunity (EEO) director, to point out that there might be Fort Ord EEO complaints outstanding that would be shifted to the POM EEO office. If her office were put in charge of handling those complaints, her staff would have to have access to the records. As the meeting concluded, Oldenburg requested that his staff conduct, over the following four weeks, transition planning within their areas of responsibility and develop a plan of action through the end of FY 1994. The institute's Director of Base Realignment and Closure (DBRAC), Lieutenant Colonel Charles W. Miller, USA, would continue to monitor all such efforts and related developments.¹⁶

While the Command Group's focus was turned toward BRAC related issues, the institute's faculty, who were largely unaware of the BRAC planning, continued to accept, teach, and graduate students as well as perform numerous other duties required of the world's largest foreign language facility. The institute remained poised to respond, at a moment's notice, to the ever-changing world conditions of the 1990s.

Reorganization Phase I -- Schools

On 8 September 1993, after many months of studying and discussing the best way to achieve improved language proficiency levels throughout the institution, Sobichevsky released a video tape to all civilian and military permanent party personnel. Although he had just signed a memorandum on the subject, Sobichevsky felt that another medium was needed to reach all DLIFLC employees. The tape contained his reasons for the imminent reorganization of the schools and what he hoped the reorganization would accomplish.¹⁷ Sobichevsky explained that the institute was in real danger of having its progress in language proficiency level out. The reorganization would shift some languages and all senior administrators from

¹⁶Historian's Notes, Chief of Staff's Staff BRAC Meeting, (26 Oct 93).

¹⁷PROFS note, (8 Sep 93).

one school to another, resulting in a complete make-over effective 1 October 1993.¹⁸ The object was to link skills of administrators to the needs of a school and language program. This would, Sobichevsky reported, allow the proficiency levels to continue toward the General Officer Steering Committee (GOSC) established goal of 80 percent of graduates reaching levels 2L/2R/2S.¹⁹ The earlier memorandum pointed out that in light of the Army-wide plan of drastically reducing both active duty military by 29 percent and the civilian workforce by 24 percent, when BRAC-95 came around "there may not be any sacred cows remaining." Before directing any changes the commandant visited every school and every department and had his staff look into the changing language and student requirements, as well as classroom and office space for teaching teams and support elements transferring from Fort Ord throughout 1994.²⁰

To head the reorganization effort Sobichevsky named Lieutenant Colonel Roderic A. Gale, USAF, the associate dean of the old Middle East School, to the new position of associate provost and dean of students. This move would allow the deans and associate deans the time to work together and focus on curriculum development, instructor training, and their classroom testing and evaluation programs during the reorganization planning and execution phases.²¹ Gale was assisted by Lieutenant Penny White, USN, and Captain Anne D'Amico, USA, who took charge of the planning team that coordinated and executed the moves of all the schools. Ultimately, almost 2,300 students and 700 faculty and staff members would move to different classrooms, offices, and buildings during August.²²

The original reorganization proposal by the command group met opposition from some faculty. The union developed a counter-proposal that resulted in fewer schools moving, although all departments eventually moved within a school's facilities. After hearing the concerns of all, the final plan was released and acted upon. The physical space within the schools, for the placement of offices and classrooms, was modeled using a consolidated team configuration (CTC) structure: each team had two offices, three classrooms, and a "break-out" room. The faculty offices were placed in the same area as the classrooms to facilitate student-teacher interaction. The addition of a "break-out" room allowed the students to be divided into smaller groups for intensive learning activities.²³

The reorganization affected every department in every school. Four of the seven schools were moved and relocated. The Korean School was moved from buildings 621 and 632 into 624 and renamed Asian II. The Middle East School was moved from 624 and part of

¹⁸Commandant's Staff Call, (10 Aug 93), Historian's Notes.

¹⁹Videotaped briefing, 8 Sep 93.

²⁰Memorandum (31 Aug 93).

²¹"Associate Provost: A New Position at DLI," *Globe* (29 Oct 93), 7.

²²ATFL-SWL, 1993 SWL Historical Report, 14 Mar. 1993.

²³Historian's Notes (28 Nov 94).

four other buildings and split into two schools: Middle East I, which was relocated in the old Korean School buildings 621 and 624, and Middle East II which was moved into buildings 619 and 620. The Asian School was moved from buildings 619 and 620 into buildings 209 and 210 and 450 through 453 in the historic section and renamed Asian I, with Persian Farsi moving to Middle East II. The Central European School, located in buildings 450-453, was disbanded and its eight languages merged into four different schools: German to West European and Latin American (WELA) School in building 610; Polish and Ukrainian moving to East European I in building 212; Greek, Hebrew, and Turkish moving to Middle East I in building 632; while Czech and Slovak moved to East European II in building 848.

| ASIA I | ASIA II | EUROPEAN I | EUROPEAN II | MIDDLE EAST I | MIDDLE EAST II | EUROPEAN & LATIN AMERICAN |
|---|---------|--|---|--------------------------------------|------------------------------|---|
| CHINESE FILIPINO JAPANESE THAI VIETNAMESE | KOREAN | CZECH RUSSIAN SLOVAK SERBIAN/ CROATIAN | RUSSIAN BELORUSSIAN POLISH UKRAINIAN | ARABIC GREEK HEBREW TURKISH | ARABIC PERSIAN (FARSI) | SPANISH GERMAN DUTCH FRENCH ITALIAN PORTUGUESE |

The Reorganized Schools

Although three schools did not move to another building, they were, nonetheless, internally reorganized and also gained some language departments. The Romance School remained in building 610 as WELA and gained the German program. The Russian School I remained in buildings 204-207, 211-218 as East European I and gained the Polish and Ukrainian departments. The new Belorussian program was also established there. Finally, the Russian School II remained in 848 as East European School II and gained the Czech and Slovak efforts, while the Serbian-Croatian language was reestablished there.²⁴

As part of the reorganization all deans, associate deans, and academic coordinators moved to new schools. A committee composed of the commandant, provost, assistant commandant, chief of staff, and associate provost matched the deans to the new schools. The committee met for several formal meetings and spent countless hours debating the proposed changes. Each of the deans expressed which three schools that they would like being associated with and one that they would not. During the decision making- process the deans and others voiced challenges to the concept of placing deans in schools outside their linguistic expertise. The committee's response, however, was that the deans were often operating outside their language fields anyway; for example, a dean might be a Spanish linguist but as the dean of the Middle East School he or she would also be responsible for Arabic. The idea was to separate specific language ability from leadership, managerial, and academic abilities and

²⁴*Globe* (29 Oct 93), 4-5. Serbo-Croatian was an established department until 1989 when it was closed after the break-up of Yugoslavia.

place the weniior managers in the school where their skills could make the biggest impact. The committee was successful, with one exception, in placing the deans in one of the schools of their preference.

The reaction to reorganization was mixed. Although the union did have a chance to provide input and that input was acted upon, where feasible, most of those affected, both civilian teachers and military students, did not appreciate the move. To help the students, most of whom were new to the military, understand that the reorganization was not a random decision, the institute's chaplain, Major Gene E., Ahlstrom, USA, wrote a short article for the *Globe*. Ahlstrom explained that while change was difficult, the results would make the institute more efficient. He asked that those affected keep the big picture in mind while reminding them that their sacrifices would help the institute in the long run.²⁵

In the commandant's view, one of the key problems with the institute prior to reorganization was the lack of coordination between the schools and the command group. As a result the schools were believed to be operating independently of the needs of the command group and military mission. The institute had evolved from a military school to a language college in its institutional thinking. Reorganization would, the committee members believed, shift that thinking onto the right track--the institute *was* a military training center. To gain control of the institute the commandant reorganized several civilian and military positions within the schools.

The academic coordinator position in the schools was seen by the commandant as a "dumping ground" for those made excess by minor reorganizations within the schools. The command group, therefore, included the academic coordinators in the reorganization planning and personnel assignments. Sobichevsky and Dr. Martha Herzog, the associate provost, re-defined the job descriptions for the academic coordinators. As of September, the academic coordinators began to focus on and implement faculty training needs. This would allow the department chairs to concentrate on instruction, either as observers or actually teaching in the classroom. In addition, the academic coordinators took on the additional responsibility of teaching the faculty the latest FLOs.²⁶ The same approach was taken for the executive officer positions and the deputy associate deans. While the academic coordinators were civilian positions, the executive officers were military officers and the deputy associate deans were non-commissioned officers.²⁷

While reorganization did create initial outcry from within the schools, the outcome was mostly successful. The institute was recharged, the number of union grievances dropped, and DLPT scores began to climb higher. An unanticipated problem that occurred shortly after reorganization was an increase in specific student populations which left some schools, especially Korean, without the planned buffer zone for future student population expansion.²⁸

²⁵"Change: One of Life's Necessities," *Globe*, *ibid*, 3.

²⁶Provost's School Staff Meeting (23 Sep 93), Meeting #22.

²⁷Interview with Colonel Vladimir Sobichevsky by Dr. James McNaughton, 4 Feb 1994.

²⁸Historian's Notes (28 Nov 94).

In the 30 November issue of the *Globe*, the commandant thanked all those associated with the massive move of over 700 permanent party personnel, the seven schools, and all of the students of DLIFLC during the brief period of five weeks. In his message Sobichevsky stated that 1993 was the year to reorganize and re-energize the institute, 1994 would be a year to focus on the training objectives of DLIFLC, while 1995 would be one of exploiting what was achieved.²⁹

Reorganization Phase II -- Operations, Plans, and Programs

The next reorganization focused on functions associated with the Distance Education Program. The commandant's investigation showed that the institute "needed a single point of contact. We needed to eradicate the confusion of who was in charge, who was in the lead, who was accountable." The confusion was not only internal, but the institute's customers did not understand how to get what they needed when they needed it.³⁰ In November 1993, after five months of planning, the Command Group implemented a reorganization of the institute's non-resident training program. Change was not without a fight, however. According to Sobichevsky, there was "more emotion and violence" involved in this reorganization than with the reorganization of all of the schools!³¹

The new organization, the Operations, Plans and Programs (OPP) Directorate consisted of the former Operations, Plans and Doctrine Directorate, the Distance Education Division, and the Language Program Coordination Office. The commandant wanted to separate training programs from other programs. This would allow a single point of contact for requirements: language programs and proponency; scheduling, both resident and non-resident; support of command language programs (CLPs); and contingency support--all of which would be under the new OPP organization. The provost's organization would add the language training aspects of the old programs to its traditional resident training programs, thus creating a single point of contact for training resources. In an effort to provide training focus within the institute, the eighteen or so permanent instructors assigned to the VTT program were returned to their schools.

Major Maria C. Constantine, USAF, became the new organization's director, replacing Lieutenant Colonel Britt L. Edwards, who retired from the service on 22 October 1993. He had served as Director, Operations, Plans, and Doctrine as well as Reserve Affairs Advisor. Constantine faced a new job in an organization in the midst of change. As her first task, she completed the reorganization of OPP by dividing the division into two branches: Programs and Proponency (PP), and Plans and Operations (PO).³² Constantine merged the Language

²⁹"Commandant's Update," *Globe* (30 Nov 93), 2.

³⁰Interview Sobichevsky, *ibid*.

³¹Commandant's Staff Meeting 9 Nov 93, Historian's Notes.

³² "DLIFLC, DLIELC, FSI Annual Reports," BILC 1994 Conference Report, Turin, Italy, 189.

Programs Coordination Office and the CLP branch of Distance Education to form the PP Division. Major Greg Robinson, USA, became the chief of the division. Chief Warrant Officer 4 Robert Higgins, USA, took over the leadership in the Programs branch while Robert Wekerle became temporary chief of the Proponency branch. In a similar move, Constantine formed the PO Division from a merger of the Plans and Scheduling Division and the non-resident training branch of Distance Education. Lieutenant Commander Cheri Waterford, USN, became that division's chief. Art Gebbia became the division's program analyst, Pete Lалlos continued as the coordinator of the VTT section, and Solfrid Johansen became the coordinator for the Mobil Training Team (MTT) program.³³

Resourcing the Program

In the immediate years following the demise of the Soviet Union and the emergence of the new world order, the Resource Management Division found it increasingly difficult to find funds for various needs. At any point during a given year, the institute could face new taskings or reduced requirements in a particular language program. The new taskings meant that money which had no appropriations needed to be spent, while a reduction in force or voluntary separation program also meant that additional funding would be needed. During 1993, the institute was faced with several such anomalies: The Voluntary Separation Incentive Program (VSIP) cost \$1,881,300 to implement;³⁴ Support for Operation Restore Hope in Somalia cost \$153,400; while the crisis in the Balkans cost the institute \$287,900. In addition, because the RIF of instructors, requested in September 1992, was not approved until late in FY 1993, those instructors remained on the payroll, draining resources for the entire year.

To report that there were no frills at the institute during FY1993 would be stating the obvious. Out of the institute's total allocation, 84.94 percent went to pay the civilian labor force--including both language instructors and other civilian workers needed to operate the institute and the POM. Outside contracts ran 10.16 percent of the budget and supplies cost 4.27 percent, while only .63 percent was spent on travel. Despite the budget and resource challenges, the Resource Management staff was able to close the books in 1993 with unexpended funds of \$114.69 from an initial allocation of \$55,906,800.³⁵

The institute was able to provide support for non-funded projects only because it received \$5,053,800 in reimbursable orders for work done from the organizations that needed the projects. The Special Operations Forces Project received \$3,175,300 for its work in de-

³³ATFL-OPP, 1993 Annual Historical Summary, Directorate of Operations, Plans and Programs.

³⁴This cost was included in the civilian pay cost for the fiscal year. The one-time VSIP was for those civilian employees leaving government employment prior to their retirement. The institute started the fiscal year with 1,135 employees, and by 30 September employed only 1,020 civilians. ATFL-RMB, Memorandum, Subject: Fiscal Year 1993 Cost Review, 10 Dec 93.

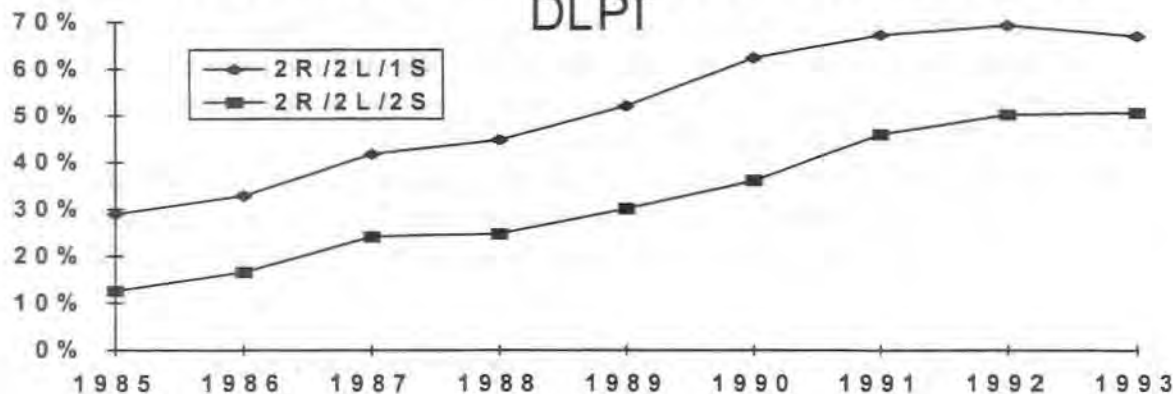
³⁵For a complete analysis of the operating budget see: ATFL-RMB, Memorandum, Subject: Fiscal Year 1993 Cost Review, 10 Dec 93.

veloping computerized language courses that would be used to train Special Operations Forces at their home bases and in the field. The On-Site Inspection Agency paid the institute \$385,400 for teaching Russian to its personnel during the year. The institute also received \$221,900 from the Federal Bureau of Investigation, mostly for Spanish instruction. Several customs and drug enforcement agencies paid a total of \$152,300 for Spanish training. Finally, other federal military and non-military agencies paid for Distance Education materials and Drug Enforcement Agency language proficiency testing. The institute's Washington office received an additional \$573,800 for its contract language programs provided to the military and the Department of State.³⁶

Improving Resident Training

Although DLIFLC was forced to spend funds on new areas of concern, improving proficiency remained the driving force for the institute. In 1985, the baseline year for student and program language proficiency figures, the institute's language students averaged only 29 percent graduating at levels 2R/2L/1S. Their averages stood at 12.6 percent graduating at levels 2R/2L/2S. Four years later, in 1989, the averages climbed to 44.8 percent and 30.1 percent respectively. By the end of FY1993, the scores jumped to 67 percent and 51 percent in the two categories. The goal of 80 percent at 2R/2L/2S, yet to be achieved, was closer to becoming reality than ever before. Of note to the institute was a correlation between grammar awareness by entering students and their proficiency levels at graduation.³⁷ To address this finding, the Army and Marine units at the institute began teaching their entry level students basic English grammar prior to the students beginning their foreign language classwork.

DLIFLC-wide Proficiency Levels Measured Using the DLPT



³⁶Ibid.

³⁷DLIFLC, Annual Program Review Briefing, 16 Mar 94.

Once students had achieved the the goal of 2L/2R/2S, however, there would remain a major problem--the maintenance of those linguists' skills. Everyone concerned with this issue realized that while the institute's primary focus was on training linguists in resident classes, once the linguist left the institute they often fell behind the levels of proficiency they had reached while at the institute. Over several years the institute completed nine reports dealing with factors related to students' proficiency levels. While the reports showed no real effect on graduates who used the CLPs in the field, they did show some proficiency growth by those graduates who used their acquired language as part of their daily mission.³⁸

The school-house side of the institute had long been working to improve the educational quality of instruction and the ability of its graduates, and these efforts could be seen in the improving DLPT scores. Although the tests were developed and administered at the DLIFLC, the DLPT batteries were recognized by the Department of Defense and, increasingly, by other government agencies as the standard by which one could measure proficiency in foreign languages. In addition, although the institute's leadership recognized that DLIFLC was a military training center, they were also interested in making sure that the language training received by its student body measured up to the standards of civilian universities and colleges.

Reaccreditation

To this end the institute had sought, earned, and retained accreditation by the Western Association of Schools and Colleges since 1979. Both Clifford and Sobichevsky wanted to continue that standing. For both men this issue was critical; should the institute lose its accreditation it would simply be another military trade school and its graduates would be unable to transfer college credits from the institute to civilian institutions of higher learning. To keep its accreditation the institute would have to maintain the quality of its academic programs. Accreditation, then, was another mechanism that could be used to help maintain and increase proficiency.³⁹ To deal with the reaccreditation process Sobichevsky and his military staff, and Clifford and his staff put together a team charged with completing a self-study.⁴⁰ The steering committee was co-chaired by Oldenburg, and then-dean of academic administration Dr. Taba Tabai. In addition, seven committees each chaired by a dean, began reviewing all major edu-

³⁸Ibid.

³⁹Commandant's Staff Meeting, Historian's Notes (14 Dec 93).

⁴⁰Chairperson, COL William H. Oldenburg II, USAF; Institutional Integrity, Purposes, Planning and Effectiveness, D. Olney, dean, DAS; Educational Programs, Charles Cole, chief, ESE; Student Services, Ben de la Selva, dean, DME; Faculty and Staff, Betty Leaver, dean DCE; Library and Learning Resources and Physical Resources, Peter Armburst, dean, DRO; Financial Resources, Dr. Neal Granoien, dean, DR1; Governance and Administration, Luba Grant, dean, DR2; Data Collection and Synthesis, Dr. John Lett, director, ESR; Final Review and Synthesis, Dr. John Clark, dean, ES; Editing and Polishing, Dr. James McNaughton, DLI historian.; Publicity, Dr. Taba Tabai, dean, DAA; and B. Malek, co-chairperson. "Institute begins reaccreditation process." *Globe* (12 Feb 93), 4.

cational missions at DLIFLC. The process forced the committees to consider issues such as faculty development, curriculum development, library resources, student services, academic freedom, and a host of other academic issues. The committees then drafted responses that described, evaluated, and made recommendations for further improvement.

After the committees drafted their responses, the steering committee invited Dr. Judith Watkins, the commission executive director, to talk on a one-to-one basis with each dean. Watkins' visit on 19 August was a success, and in September the deans met with the commandant and the provost for more one-to-one discussions concerning their final drafts of the self-study reports. That draft was then delivered to Dr. James McNaughton, the command historian, for a final edit prior to publication in January 1994.⁴¹ The accreditation team visited in March 1994 and recommended the renewal of the institute's accreditation. The commission accepted the team's recommendations and extended the institute's accreditation status to the year 2000.

At the end of the year, with the new structure in place, Sobichevsky told his staff, "We don't know our potential--because we never had all the gears engaged--we will know by this time next year. ... If we do not break the sound barrier, then really, truly something is rotten." For the next twelve months there would be "no let up" according to the commandant.⁴²

⁴¹"The Cycle of Reaccreditation," *Globe* (29 Oct 93), 1. See also DLIFLC & POM, *Accreditation Self-Study Report*, 1994.

⁴²Commandant's Staff Meeting, Historian's Notes (14 Dec 93).

CHAPTER III

Resident Language Training

Although recognition and the resulting reaccreditation by the Western Association of Schools and Colleges was an important issue to the leadership of the Defense Language Institute Foreign Language Center (DLIFLC), of equal importance, if not more so, was the accreditation of the Defense Language Proficiency Tests (DLPTs). During 1993 the American Council on Education (ACE) reviewed the two current DLIFLC proficiency test programs, DLPT III and DLPT IV, retroactive to 1 October 1990, when they were initially approved by ACE. The initial accreditation allowed students to earn and transfer university level credits for language courses where they obtained level 2 or higher in the three skill areas: listening, reading, and face-to-face or tape-based speaking.¹ The test programs were re-accredited in 1995.

For the institute, the DLPTs served as both "the carrot and the stick". A lot of factors and variables shaped the outcome of any given test. The ability of the learners, the teachers and teaching process, and the testing mechanism all played important roles in the definition of success at the institute, namely the achievement of "level 2" in listening, reading, and speaking L2/R2/S2 as shown on the DLPT. A persistent concern was that over the years some language programs had adapted their teaching methodology to fit a particular version of the DLPT. Most notably, the Russian program was quite successful over a lengthy period of time. The Russian instructors were thought, by many at the institute, to be teaching their students *to* the DLPT IV versions A or B. These critics pointed out that when the DLPT IV versions C or D were used the Russian students' scores would fall. Other critics pointed to the 80 percent goal and the concept of Level 2 as being somewhat arbitrary, rather than representing important aspects of understanding a language. But Level 2 in these three skill areas, however measured, was a valid and realistic expectation for learner outcomes that was directly linked to job requirements.

Whether or not the above arguments held validity was not openly discussed. However, what to do about helping students attain the new General Officer Steering Committee's February 1992 goal of "80 percent of graduates reaching Levels L2/R2/S2" was on everyone's mind.² To further complicate matters, the end-users (those organizations that used foreign language linguists) did not recognize the need to reach level 2 in speaking as an important goal. Therefore, students were not as likely to concentrate on speaking as much as listening and reading. Speaking, however, was a tool that would lead to better listening and reading

¹Distance Education Division, Nonresident Language Program Newsletter, Vol. 26, 3rd Quarter FY 1993, p. 1.

²See: DLIFLC, *Annual Command History*, 1992, 45.

ability; more importantly for human intelligence specialists, speaking was a vital skill--a point lost on some students and their end-user agencies.³

One of the problems left to be addressed at the end of 1993 was the effect of allowing students who matriculated from DLIFLC without meeting the minimum stated proficiency standards. These students experienced trouble completing their training at the 17th Training Wing, Goodfellow Air Force Base.⁴ The institute's Evaluation and Standardization Directorate completed a survey of graduates who were assigned to Goodfellow for further training in fiscal years (FY) 1992 and 1993. Of the 1,001 students who went on to Goodfellow in FY 1992, 67.5 percent met the L2/R2/S1 requirement. Of those, only 0.8 percent failed in their training assignment. However, of the 32.5 percent who did not meet the L2/R2/S1 requirement, 6.8 percent failed in their training assignment. In FY 1993, of the 496 students who went to Goodfellow, 73.7 percent met the L2/R2/S1 requirement with a failure rate of 0.8 percent at Goodfellow; while of the 26.3 percent who did not meet the L2/R2/S1 requirement, 9.9 percent failed in their training assignments at Goodfellow.⁵ Clearly, there was a relationship between meeting proficiency goals at the DLIFLC and success in further training at Goodfellow.

Proficiency Standards

During the Provost's School Staff Meeting of 10 August, the school deans reported on the reasons they felt the institute suffered a slowdown in proficiency increases over the past few years. The deans reported that the reduction in force (RIF) of language instructors during the year was a factor. The RIFed instructors were hired after the institute began using employment standards designed to find better qualified instructors. With the layoff of these instructors the institute lost talented and valuable resources. In addition, the RIF caused major disruptions to many teaching teams. That and the ever-present threat and uncertainty of BRAC-93 throughout the first half of the year led to a general lowering of morale among the faculty and to some degree the students.⁶

Topping the deans' list of reasons for falling proficiency statistics was the shift of enrollments to Category IV languages. These were unquestionably the hardest languages for English speakers to learn and had traditionally been the lowest in meeting the proficiency objectives. Between 1989 and 1991, however, proficiency levels began to increase dramatically. This was due to two factors: The Gulf War, and the switch to teaching Arabic over sixty-three weeks.

The military build-up and eventual deployment during Operations Desert Shield and Desert Storm had a motivating influence on Arabic faculty and students. They were teaching

³See discussion in Chapter I.

⁴DLIFLC, "Annual Program Review," 1 Jan 94 and DLIFLC, Annual Program Review Briefing, 16 Mar 94.

⁵Provost's School Staff Meeting (15 Jan 93), Meeting #16.

⁶Provost's School Staff Meeting, (10 Aug 93), Meeting #20.

and learning a language that was becoming increasingly important in the latter part of 1990 and throughout the beginning of 1991. In addition, the course length in Arabic was increased during 1990 to test the expected correlation of increased proficiency levels due to increased class time. That correlation was proven through 1991. However, with the build-up in Arabic between FY1992 and FY1993 the institute was forced to hire some teachers who had neither foreign language teaching experience or a teaching background. Similar to the declining Russian, Erasian, and European programs, the result was that many teaching teams were disrupted. This caused proficiency levels in the impacted languages to fall. In a move to halt the downward slide and promote the learning process throughout the Category IV languages,⁷ the Provost briefed the General Officer Steering Committee (GOSC) on the need to extend all Category IV languages to 63 weeks.

The only studies on proficiency as related to category of language showed that Category IV languages took the average native English speaker 2.9 times longer to learn (in listening skill) than Category I languages.⁸ Given this, a linear extrapolation of classtime for the Category IV languages should accordingly have been adjusted from 47 weeks to 75 weeks. However, the institute realized that this magnitude of a training-time increase would be impossible to fund and proposed a compromise: Students entering Category IV languages would have to have a higher Defense Language Aptitude Battery (DLAB) score than for less difficult languages, and would be given 63 weeks to complete their coursework. This level of intensity seemed to be working in Arabic, which began switching to the longer courses in 1990 with a resulting upsurge in proficiency scores: between 1990 and 1992 students achieving L2/R2/S1 in the 47 week courses stood at 29.5 percent, while those taking the 63 week course shot up to 62.5 percent achieving a L2/R2/S1 score. As a result the provost recommended and the GOSC approved that the institute would initiate a gradual phase-in for the Category IV languages over the following three years with one-third of the courses being lengthened each year. By 1995, all Category IV languages would then have a duration of 63 weeks. This gradual phase-in, began in April 1993, was needed to avert any sudden drop of new linguists proceeding to further training or deployment. It would also be a low-cost method of achieving what all agreed was an excellent program extension. Besides Arabic, the languages affected were Chinese, Japanese, and Korean.⁹

"Student motivation", a statistically difficult (if not impossible) factor to correlate with proficiency, was a major discussion topic during the Annual Program Review Briefing. The discussion centered around either allowing students to choose their own language, which drew almost no support, or testing the language aptitude for native speakers of other languages and

⁷The Categories I - IV for foreign languages had been established since the mid-1960s in relationship to the difficulty for native English speakers to acquire a foreign language. The Romance Languages, such as Spanish, Italian, and French, were placed in the Category I level of difficulty, which were the easiest for an English speaker to learn, while Arabic and most Asian languages were placed in the Category IV level of difficulty, which were the hardest for an English speaker to learn. Course lengths were established in the late 1940s.

⁸Interview with Provost, 1 Mar 1995.

⁹Tab U, GOSC Meeting, 21 Jan 1993.

re-training them into yet other languages. This drew the discussion into using the DLAB as a measure for non-native English speakers in determining their ability to learn a foreign language. Although some questioned the amount of English a linguist needed, most of those assembled felt that the English DLAB was not an appropriate measure for a non-native speaker.¹⁰

Curriculum Review

From 17 February through 4 March 1993, a board of seventeen civilian and military Spanish language experts evaluated the institute's Spanish program. Through the coordination of the Evaluation Division, the board reviewed several key components of the program, focusing on the Basic Spanish Program, and gave comprehensive feedback to the School of Romance Languages. The reviewers identified the following seven areas of need within the Spanish language program: (1) Faculty development, with emphasis on classroom instruction, faculty appraisal, and incentives for faculty who improve instruction; (2) Curriculum development, with emphasis on Final Learning Objective (FLO) requirements; (3) Establishing a permanent committee within the School of Romance Languages to provide for continued improvement in testing and technology; (4) Establishing a permanent committee within the School to monitor the quality of materials and the testing and evaluation procedures developed for Spanish; (5) Developing a mechanism to integrate the efforts of the Testing, Curriculum, and Educational Technology Divisions and the School of Romance Languages; (6) Development of a centralized multimedia resource center within the School of Romance Languages for the instructors and; (7) Establishing a two-week breaks between classes to permit faculty the time for systematic planning and self-development.¹¹ With the successful completion of the Spanish Review the Provost's office recommended that Hebrew, French, and German be considered for curriculum reviews in 1994.¹²

Learner-Focused Instructional Day and the Seven Hour Day

Although Colonel Donald Fischer, USA, relinquished his command and retired on 21 January 1993, throughout the rest of the year the two most controversial initiatives of Fischer's tenure as commandant were debated by all: What exactly was the Learner Focused Instructional Day, and what should be done with the seventh hour? Many in the schools felt that the Learner Focused Instructional Day was a mess from the day Fischer first proposed the idea in 1991 and it was implemented in 1992. To add to the confusion and outright hostility surrounding the two issues Fisher gave different groups different reasons, some of which were

¹⁰DLIFLC, Annual Program Review Briefing, 16 Mar 94.

¹¹"Board Holds Spanish Curriculum Review at Romance School," *Globe* (7 May 93), 8, 10.

¹²Provost's School Staff Meeting (23 Mar 93), Meeting 7.

contradictory, for the new initiatives. Some people heard that the initiatives would give tailored instruction and more homework. To others he justified the concept by stating that it would eliminate homework. For many on the schoolhouse side of the institute these initiatives and others advanced by the Command Group were suspect. The concerns from them were two-fold: They did not want a top-down approach to teaching, nor did they need micro-management of the schoolhouse by non-academics.¹³

Unfortunately, the Learner-Focused Instructional Day and the Seven Hour Day initiatives were linked together during their initial presentation to such a degree that most of those debating the two different concepts could not separate the issues. In retrospect, however, it is best to separate the two concepts since they are two very different issues.

The Faculty and Staff Division hosted a workshop on "Learner Focused Instruction and What it Means for the Faculty" at the Weckerling Center on 2 July 1993.¹⁴ This date was chosen due to TRADOC's practice of releasing students from classes on the Friday prior to a holiday.¹⁵ Faculty and Staff also supported the workshop with a visit by Professor David Nunan of Macquarie University, Australia.¹⁶ Nunan taught a course on Learner Focused Instruction to the faculty. Even with this attention, the faculty never really accepted the concept of the Learner Focused Instructional Day.

Fischer's other initiative--the seven hour day--remained a sore spot with both faculty and students from its inception. While the seven hour day extended the school day to 1600 and eliminated the "tug-of-war" between the schools and service units for the students' time, it was difficult to administer. Some faculty members refused to alter their work day to meet the new schedule, preferring instead to use flexitime and depart their school at 1500. In some departments, the time was not effectively used. The typical student complaint was that it was simply "more of the same." Many students and faculty pointed out that an extra hour of classroom instruction was not the kind of learning activity that was needed at the end of the day.¹⁷

Although the concept became the number one student grievance and was widely disliked and sometimes openly ignored by faculty, the institute could not easily reverse the course for several highly sensitive political reasons. Key among the reasons the leadership felt it could not simply abandon the effort was that other TRADOC schools were in session seven or eight hours per day. In fact by increasing the school day to seven hours the institute had merely met the thirty-five hour per week TRADOC standard. In addition, TRADOC had just instituted a new standard of a forty-four hour training week. If the school day was cut the

¹³For background on the development and initial implementation of the Learner Focused Instructional Day and the 7-hour Day, see 1991 Annual Command History, pp. 18-19, and 1992 Annual Command History, pp. 31, 45-47.

¹⁴Provost's School Staff Meeting (15 Jun 93), Meeting #16.

¹⁵Historian's Notes, talk with Dr. Martha Herzog, 13 Apr 1995.

¹⁶ATFL-DCI-FS, 1993 Faculty and Staff Historical Summary, 28 Feb. 1994.

¹⁷Provost, Discussion Paper (27 Nov 93).

backlash could be disastrous. In fact, the actual time spent on language-related activities by both the students and faculty was greater than the new standard. Unfortunately for the institute, the time teachers spent correcting papers and holding team meetings and students spent doing homework and language laboratory work could not count towards the workday. Further, as Dr. Ray Clifford, the institute's provost pointed out, "Within the Department of Defense the current reality is that budget restrictions and efficiency are of greater concern than learning outcomes."¹⁸

With this in mind Clifford formed a committee which began looking into the seven-hour controversy. The committee desired to develop a plan that would put the issue to rest while, at the same time, not cause an uproar at TRADOC or in other areas of the Department of Defense.¹⁹

Chaired by Clifford, the committee debated the merits of three proposals: 1) Keeping the seventh hour, but allowing the schools to excuse the best students while focusing on students having problems; 2) Adding all military instruction as part of the official POI, such as mandatory study halls, physical training and CST; and 3) Looking into adding other activities such as computer instruction, pre-foreign language instruction in study skills, grammar, intercultural awareness, geography, and current events, as well as adding evening immersion programs during the last third of basic courses.²⁰

After listening to complaints by both students and faculty and the solutions proposed by Clifford's group, the new commandant, Colonel Vladimir Sobichevsky, directed that the seventh hour be reserved for special assistance to the student population. Sobichevsky directed the schools to adopt that proposal and also to release those students who were doing well. The students would, within the guidelines established by their service units, determine the best use of their time for the seventh hour. He directed faculty teams to meet weekly to determine which students needed the seventh hour for remedial work and which could be released. Those students identified as needing additional work and those who desired voluntary enrichment training would work with the faculty during the seventh hour.²¹

Flexitime

The seventh hour controversy quickly brought to light the different workday schedules held by various teachers. Some instructors were using flexitime to adjust their schedule in such a way that they were not providing instruction during the seventh hour. In addition, flexitime was disruptive for the team teaching concept. Teachers were needed in their class-

¹⁸Ibid.

¹⁹Ibid.

²⁰Ibid.

²¹ATFL-CMT, Memorandum, "The Seven Hour Academic Day" (12 Jan 94). Although this memorandum came out in 1994 the issues were debated and the decision was made by December 1993.

room, or in their offices to assist students or to be effective as part of their teaching teams.²² Furthermore, the issue could not have surfaced at a worse time since the institute was in the midst of the BRAC closure threat. The commandant didn't want anyone to reach the conclusion that the instructors at the institute were "slacking off."

Sobichevsky called a meeting with the union leadership on 12 April 1993 to discuss the issue. The commandant reported that he wanted to eliminate flexitime but that he anticipated a backlash by the faculty. Further, he was aware of demoralization in the faculty ranks and would not object to flexitime for hardship cases that had been properly addressed through the chairs and deans.²³ During the next month-and-a-half the union and management hammered out a bargain shaping the flexitime program. On 21 May 1993, the Civilian Personnel Office (CPO) published Policy and Procedure No. 610-4. Henceforth, only employees with severe personal hardships or DLIFLC operational needs would be exempt from the standard tour of duty of 0745 until 1645.²⁴

After the announcement, only fourteen employees requested and were approved for non-standard schedules based on personal hardship. Eight other employees were given alternative tours of duty based on mission requirements.²⁵ However the flexitime issue did not end at that point. Instead some faculty and civilian employees persisted with their old habits of leaving work before the end of the duty day. On 20 August 1993, the commandant was again compelled to write a memorandum to all employees at DLIFLC warning them that he would not tolerate people leaving work early without approval from their supervisors.²⁶ Again the policy was ignored by a few and the command group felt compelled to consider more drastic measures.

On 20 October, Jerry Abeyta, the director of facilities, responded to a request by the commandant and sent a PROFS note informing the staff that he would be visiting all areas during the following week to determine the best location to install time card clocks. The preferred placement would be next to department chairs' or supervisors' offices. Abeyta sent another note two days later stressing that he was conducting a feasibility survey only and that the commandant would not require the time clocks if time violations ceased. On the same day the commandant sent a memorandum to all employees again stating that he was adamant that all employees adhere to the stated time policy for DLIFLC. Further, he reported that student comments on the Automated Student Questionnaire (ASQ) stated that "many faculty members cannot be found after 1500 hours." He also pointed out his own observation that the parking

²²Historian's Notes (28 Nov 94).

²³Union -- Management Meeting (12 Apr 93), Historian's notes.

²⁴Minutes of School Secretary Meeting (21 Apr 93). Memorandum from the Commandant, for all employees, "Establishment of Standard Tours of Duty for all DLI Employees," (29 Apr 93). See also: Civilian Personnel Management Policy and Procedure No. 610-4, 21 May 1993.

²⁵Chief of Staff Meeting Minutes, (16 Jun 93).

²⁶Memorandum, (20 Aug 93).

lots were nearly empty prior to 1645. Sobichevsky concluded with his expectation of "100% compliance" with the approved work schedule.²⁷ Although some faculty still persisted on leaving early throughout the remainder of the calendar year and into 1994, the school deans brought the situation under control and time clocks were not installed.

Faculty Personnel System

Although the command group might have been seen by many faculty members as being unsympathetic to them, the institute's top administrators, as had several previous administrations, sincerely wanted to do what they could to find common ground and work with the faculty on issues important to the mission. As was the case during each year since a new faculty personnel system (FPS) was first proposed in 1985 and when Congress finally approved the FPS in 1992, other pressing matters intervened making it impossible for the command group and provost to implement the concept--1993 was no exception. The CPO had to work through their increased duties and requirements due to the BRAC-91 process as several departments and directorates within the Presidio of Monterey (POM) added personnel. This, coupled with BRAC-93, reaccreditation, and the reorganization of the schools, kept the new system on the back burner during the year. By September, though, the administration believed that they would be able to implement the new FPS in 1994. This would allow the individual faculty members to elect to remain in the Civil Service General Schedule (GS) system or enroll in the new system. The benefits of the new system to the faculty would be both monetary and professional. In October 1993, the provost told his staff that the system would be in place during FY 1994.²⁸ As in previous years, the institute management felt that they would have the time to properly concentrate on what all realized would be an extensive, challenging, yet vital project for the future of the DLIFLC. As in past years, however, intervening events meant that two more years would pass before the issue could surface again in earnest.

The Schools

At the end of March 1993, the DLIFLC employed 878 language instructors in the 1700 job series in grades GS-7 through GS-12 with an average pay grade of GS-9.9.²⁹ Of these foreign language instructors 93 percent had permanent tenure status. Furthermore, 75 percent of the language instructors were born outside of the United States, 58 percent had earned more than a bachelor's degree, 87 percent had fewer than 20 years of service at DLIFLC,

²⁷PROFs note from Jerry Abeyta, (20 Oct 93) and (22 Oct 93), Memorandum from the Commandant, (22 Oct 93).

²⁸Provost's School Staff Meeting, 12 Jan 1993, Meeting #1, Item 3.

²⁹ATFL-RM, *Review and Analysis Quarterly Report*, Second Quarter, Fiscal Year 1993, p. 3.

while 27 percent were eligible to retire.³⁰ By the end of June the need for instructors in several programs had decreased and the institute separated a total of 63 faculty members.³¹ This trend continued throughout the year and by the end of December the institute had lost an additional 55 language teachers and the institute's faculty stood at 754 members.³²

From 1990 until 1993, the institute saw a steady decline in the number of students enrolled from the services as the military began cutting back on old missions and personnel as a direct outgrowth of the decline and fall of the Soviet Union and its Eastern Block allies. However, by 1993, the decline stabilized, and the institute trained 2,841 students during the year of whom 2,523 were enrolled in Basic language courses.³³ The students attended seven language schools that taught twenty-three languages and dialects in basic courses lasting from twenty-five to sixty-three weeks. As discussed in Chapter Two, top among the key accomplishments of the institute during the year was the complete reorganization of the seven schools. Each school reacted differently to the process, but overall the reorganization process was viewed as a success--each of the schools that were moved saw improvement in the proficiency level of their students, although this was not immediately obvious in late CY1993.

Asian School I

The Asian School underwent several changes in leadership during the year. The dean, Dave Olney, took a voluntary early retirement (VSIP) and was replaced on 4 June by Major Gregory L. Robinson, USA, who served as acting dean until 17 August. At that time Major Debra Lukaszewicz, USA, the associate dean, became acting dean until Peter Armbrust was appointed on 3 October and Lukaszewicz resumed her duties as associate dean. Andrew Soh continued as academic coordinator and First Lieutenant Lisa D. Cromer, USAF, assumed the executive officer position with Sergeant First Class Tabbias Wright, USA, serving as deputy associate dean.

Between 12 and 15 October, during the institute-wide reorganization effort, the school moved from buildings 619, 620, 632, and 636 "down the hill" to the historic wood barracks, buildings 450-453 and 209-211.³⁴ After reorganization, the Asian School became Asian School I (SAA). The Persian-Farsi program moved from Asian School I to the new Middle East School II, leaving Asian School I with two Chinese departments and a multi-language department consisting of the Japanese, Filipino, Thai, and Vietnamese programs.³⁵

³⁰"Best Serving the DLI Mission," *Globe* (7 Jul 93), 3.

³¹ATFL-RM, *Review and Analysis Quarterly Report*, Third Quarter, Fiscal Year 1993, p. 3.

³²Ibid. NOTE: Most of the institute's statistical reports are generated on a fiscal year starting 1 October.

³³"DLIFLC, DLIELC, FSI Annual Reports," BILC 1994 Conference Report, Turin, Italy, 200.

³⁴ATFL-SAA-ML-TH, 1993 SAA Annual Historical Summary, 7 Oct 1993. Buildings 619 and 620 were built in the late 1970s for the Asian School.

³⁵ATFL-SAA, 1993 SAA Annual Historical Summary, 7 Oct. 1993.

Even with the changes in leadership and location the faculty of the school continued to be active in improving the courses taught. In March 1993, Jamlomg Busadee and Nanna Jonsson of the Thai branch and Captain Michael Hann Pasco, USA, a Thai student, began developing a Computer Assisted Teaching Project for the Thai language. In June, both Jonsson and Captain Pasco attended the Council of Southeast Asia Conference at the University of Washington. They also visited the Fort Lewis Foreign Language Center to learn about special computer software for their project. Jonsson also attended a Toolbook Workshop at the institute late in September designed to assist people who were attempting to develop computer-assisted language materials.³⁶

The Japanese Branch of the Asian School revised the course outline for the Basic Japanese program and started work on completely revising the Japanese Basic program. As part of the effort the Course Development Team worked for four months developing a prototype "prochievement" test for Semester I in listening and reading. During the reorganization and as a further effort to improve the Japanese Program, the branch received its first Military Language Instructor (MLI), Staff Sergeant Eric Scott Nichols, USMC.³⁷

The branch graduated 22 basic students during FY 1993, 7 more than the previous year; however, proficiency fell in both L2/R2/S1 and L2/R2/S2 levels. Only 9 percent reached L2/R2/S1, while 5 percent managed L2/R2/S2 on the DLPT during FY 1993. This compared to 20 percent L2/R2/S1 and 13 percent L2/R2/S2 in FY 1992. The entry-level DLAB scores were 5 points lower at 108 in FY 1993, however. This may have accounted for some of the decrease, although there were no academic attritions during either year. In addition, the administrative attrition rate during the year rose from 12 percent in FY 1992 to 29 percent in FY 1993, yet this amounted to only 3 students in FY 1992 and 6 in FY 1993.³⁸

Although one might argue that the Japanese program had serious problems, the branch was yet to harvest the fruit of two major improvements: one was the establishment of "team teaching" for the first time with the creation of two four-person teams. The other improvement was that during the year each team began teaching two sections in the expanded 63-week Basic program. The first students who would benefit from these improvements would not be tested until late 1994.³⁹

The reorganization effort seemed to have affected the Vietnamese Branch of the Asian School in a positive light: proficiency in the department continued to improve. Although the department graduated only 14 students during the year, which was 8 fewer than the previous year, the proficiency levels increased in both the L2/R2/S1 and L2/R2/S2 areas. Fully 57 percent of the graduates achieved the older L2/R2/S1 goals, which was a dramatic increase over the 45 percent figure of the previous year. At the same time 36 percent of the graduates

³⁶ATFL-SAA-ML-TH, Historical Summary, *ibid.*

³⁷ATFL-SAA-ML-JA, Historical Summary, *ibid.*

³⁸ATFL-DAA, *Annual Program Review*, Fiscal Year 1993, 1 Jan 94.

³⁹ATFL-SAA-ML-JA, Historical Summary, *ibid.*

achieved the L2/R2/S2 goal, which was a 3 percent increase over FY1992. The success of the program was clearly the result on a lot of hard work by all concerned; rather than allowing the program to begin to level off, several developments during the year assured all that it would not. The Vietnamese curriculum underwent a review chaired by Lieutenant Colonel Charles Robertson, USAF, Director of Foreign Language Training at the Air Force Academy, Colorado Springs, Colorado. Thanh Hoang and Hien Dovan completed the Vietnamese portion of the Special Operations Forces Project and returned to their teaching duties. In addition, the branch received a MLI with the arrival of Staff Sergeant Heather L. Cayer, USAF.⁴⁰

In 1991, the DLPT IV in Tagalog (Filipino) was complete and students began taking this test. During the previous few years, the branch had received high results from the DLPT II, but with the advent of the new test the scores dropped quite low. However, by January 1993, the average scores in the three key areas--listening, reading, and speaking--were beginning to rise. In January, the retiring commandant, Fischer, awarded members of the branch with the "Coin of Excellence" in recognition of their work.⁴¹ The program graduated 19 students over the year with 74 percent reaching L2/R2/S1 and 42 percent reaching the new goal of L2/R2/S2. This was in contrast to 65 percent reaching L2/R2/S1 and just 26 percent reaching L2/R2/S2 during the previous year. Furthermore, the high achievement levels were achieved with no academic student attrition.⁴²

In May, Victor Wen, Chair of Chinese Department B (CB) retired and Harry C. Olsen, the chair of Chinese Department A (CA) became chair for both departments. The departments continued their support of the VTT program and introduced a course in the Southern Min dialect.⁴³ They also gave assistance to the Immigration and Naturalization Service during the year as seven instructors provided translation and interpretation services. This work was performed in conjunction with illegal immigration situations involving Chinese at San Diego, Bakersfield, El Centro, and Moss Landing.⁴⁴ The program's DLPT scores varied, with a total of 109 students graduating during the fiscal year. Proficiency rates showed steady increases in both L2/R2/S1 and L2/R2/S2 over the previous year with 54 percent reaching L2/R2/S1 while 22 percent reached L2/R2/S2 compared to 40 percent at L2/R2/S1 and 19 percent at L2/R2/S2 during FY1992.⁴⁵ The accomplishments of the Chinese program were recognized when Mang-Lin Wang, the Chinese instructor of the year, was named the Asian School I In-

⁴⁰ATFL-SAA-ML-VN, Historical Summary, *ibid.*

⁴¹ATFL-SAA-ML-TA, Historical Summary, *ibid.*

⁴²ATFL-DAA, *Annual Program Review*, Fiscal Year 1993, 1 Jan 94.

⁴³ATFL-SAA-ML-CA/CB, Historical Summary, *ibid.*

⁴⁴*Ibid.*

⁴⁵ATFL-DAA, *Annual Program Review*, *ibid.*

structor of the Year. Wang also became the institute's nominee for TRADOC Instructor of the Year.⁴⁶

Asian School II

During the first six months of 1993, the Korean program lost one department as the school completed an internal reorganization several months prior to the institute-wide reorganization. Under the new configuration, the school was divided into three departments with Alice Lee, the first female Korean chair, heading Korean Department A; Dr. John Sohn, chair of Korean B; and Dr. Yoo Sang Rhee as chair of Korean C. William Chee, the former chair of Korean B became an academic specialist, in a RIF action.

During the year, Dr. Alex Vorobiov, the dean of the Korean School, issued an instructional process policy letter. A key change stemming from the letter was an increase in "task-based communicative activities" in small groups. This change led to speaking proficiency level increases of 12 percent over the previous two years. In addition, after study and consultation with faculty, students, and key personnel, the dean eliminated the ten-year-old core curriculum, a 33-volume set of textbooks. These were replaced with a two-volume commercial textbook, "Myungdo." To help augment the materials the School produced the first four volumes of Korean Proficiency Enhancement Exercises (KPEE) and 17 Korean School Proficiency Tests in listening and reading.⁴⁷

The school also installed three new computer labs and the Technology Integration Division provided eight video lessons for the Korean Interactive Videodisk (IVD) program. Five instructional teams completed a one-week Proficiency-Oriented Classroom Workshop. Fifteen faculty members participated in the Center for the Advancement of Language Learning (CALL) one-week Korean Language Specific Workshop for federal agencies.⁴⁸

In April, the commandant announced the extension of Category IV Basic Courses, including Korean, from 47 to 63 weeks.⁴⁹ The extra 16 weeks was added in an attempt to dramatically improve the proficiency of the most difficult languages. However, the changes implemented during the year did not affect the classes which were started or nearing completion in 1993. The overall Korean DLPT scores in listening fell after implementation of the DLPT IV test in May 1992. The low results were to plague the Korean program for another two years. While 26 percent of Korean graduates reached level 2 in speaking, which was an increase of 11 percent over the previous year, and 54 percent reached level 2 in reading, which was a 2 percent increase over FY 1992, only 14 percent reached the same level in listening, which was a significant 15 percent drop from the previous year. Overall, only 14 percent of the school's 217 graduates attained level L2/R2/S1 which was a 9 percent drop, while 8 per-

⁴⁶ATFL-DCI, 1993 Curriculum and Instruction Historical Summary, 28 Feb 1994.

⁴⁷AFTL-DKO-AC, 1993 DKO Annual Historical Summary, 17 Sep 1993.

⁴⁸Ibid.

⁴⁹Ibid.

cent of the graduating students attained Level L2/R2/S2, which was virtually the same as the previous effort. However, the school reduced its academic attrition rate by 10 percent and its overall attrition rate from 31 percent in FY 1992 to 20 percent in FY 1993.⁵⁰

Dr. Neil Granoien became dean at Asian School II (SAB) during the reorganization and Vorobiov moved to the newly reorganized West European and Latin American School. The move was not unusual for Granoien who had moved three times during the previous eighteen months. He originally served as dean of the Central European School, which was broken up in 1992. He then moved to Russian I, which later became East European I (SEA), and was there less than one year when the institute-wide reorganization began. Realizing the challenge and need Granoien volunteered for the Korean School. He was not a stranger to the school. Before becoming dean, he served as head of Faculty and Staff Development and helped define and introduce the team concept developed under Colonel Monte R. Bullard⁵¹, after the non-academic, non-military industrial model that was then being introduced into American automobile factories by Japanese automobile managers. In that capacity, he had worked with the Korean faculty establishing the team teaching process.⁵²

With Granoien, Dr. Patricia Boylan was assigned to Asian School II as one of two academic coordinators to help in a major curriculum development effort.⁵³ Joe Kwon, the other academic coordinator, was asked to develop the final FLO test, an important aspect of the program improvement process. He spent the rest of 1993 and most of 1994 in that project. Meanwhile, Granoien and Boylan spent several months observing classes and talking to faculty and students as the first steps in overhauling the institute's Korean program. The pair discovered that the Korean teachers were using outdated teaching techniques, and that the teaching process was not well defined. However, they also discovered that the instructors were receptive to change and willing to adapt. Granoien and Boylan reached the conclusion that the curriculum needed to be totally rewritten. The expectations for Korean graduates had changed and the approach to teaching technology had also changed. They approached the command group with their findings and requested funding that would allow the course to be completely restructured over the next eighteen months. This was an unprecedented plan-- most previous programs had taken curriculum development up to five years from start to finish, which meant that a lack of cohesiveness was automatically built into the finished product. However, Granoien and Boylan argued, if a large enough team was assembled they could accomplish the goal in a fraction of the time. The command group accepted the proposal, freeing resources for ten civilian faculty members and two MLIs.⁵⁴

⁵⁰Ibid.

⁵¹Bullard served as Commandant from 1985 through 1987.

⁵²Commandant Bullard and Ray Clifford wanted to implement teams and Dr. Granoien helped to implement the idea during 1985-6.

⁵³The other schools received only one academic coordinator, but Korean was seen as a problem area and given two in an effort to help the school. However, Kwon's services were needed to help develop the final FLO tests and he was reassigned for the rest of 1993 and most of 1994 to that project.

⁵⁴Historian's Notes, Interview with Dr. Neil Granoien, 29 Nov 94.

Granoien and Boylan's first job was to teach the new curricular development team members the process of writing a text. This was no simple task. None of the members had formal language textbook writing experience. In addition, there was no tradition of textbook writing for Korean, as the language was not taught much to foreigners prior to 1950, and available commercial textbooks lagged behind in instructional approaches. Furthermore, a lack of consensus among scholars in describing Korean resulted in there being no set grammar that was accessible to learners. Granoien and Boylan went beyond presentation of vocabulary and grammar and trained the writing team to adapt learning psychology to the classroom. After an introduction to the process, the team members began work that they would complete in July 1996. In addition, Granoien worked with department chairs to shift the focus of their jobs from administration to teaching, encouraging them to become role models for the rest of the faculty.⁵⁵

In another move designed to increase real learning Granoien stopped "DLPT-mongering." Because many faculty viewed the DLPT IV as unfair (despite the results of several statistical studies and related analyses by the DLIFLC Testing Division, which found no measurement-related problems with the tests), they were expending negative energy on a campaign against the test, rather than channeling positive energy into teaching Korean.⁵⁶

At the end of the year, the results of Granoien and Boylan's efforts were still unknown. However, all involved expected significant improvement by the end of 1994. New approaches were not the exclusive domain of the school's administration as the school honored Sahie Kang as Instructor of the Year. Kang had only begun teaching at DLIFLC two years prior to earning this prestigious award.

East European School I

The Russian program consistently produced some of the highest results at the institute in terms of the percentage of students reaching the goal of L2/R2/S2. There were perceptions, however, that the Russian results were based on misleading data. Some teachers appeared to be teaching *to* the DLPT rather than teaching *for* proficiency. Students reported memorizing questions and answers that were thought to be frequently asked by examiners during the oral proficiency portion of the exam and spending large amounts of classroom time preparing for multiple-choice exams. Such methods, according to some, ran the risk of teaching students less than they needed to know about the actual day-to-day use of the language while at the same time artificially raising the DLPT scores.⁵⁷ Whether or not this was the case or whether it was merely a reaction to the program's success by those in programs that could not duplicate the success of the Russian results was a matter of debate.

⁵⁵Ibid.

⁵⁶Ibid.

⁵⁷ATFL-SEA, 1993 EEI Historical Summary, March 1994.

From January through the reorganization late in September 1993 Granoien, the Russian School I dean, and Dr. Maurice Funke, his academic coordinator, attempted to introduce more communicative activities into the curriculum, which they considered to be too rigid. They found that most chairpersons did not give their instructors latitude in deciding what, how, or when they taught. Either directly or indirectly, everything was centrally controlled, down to the number of pages to be covered during a specific hour. In an effort to revitalize the departments, Granoien worked at implementing the concept of team teaching early in the year. Although the school received several highly trained Russian teachers from the former School of Slavic Languages, who could have provided new approaches, resistance to new ideas was a major stumbling block. Most believed that change was unnecessary, considering the high DLPT results. Part of the hesitancy was no doubt a result of the impending RIF. On 30 November, 101 language instructors were going to lose their jobs, most of whom were Russian teachers, and many of these included exceptionally talented classroom teachers.⁵⁸ Participation in faculty training fell to such a low level that Student Blood Day training sessions were canceled.⁵⁹

The commandant's institute-wide reorganization affected each program in different ways. For the Russian schools, this was a chance to reassess the program. The new deans, Charles Cole (SEA) and Benjamin De la Selva (East European II [SEB]), introduced the concept of area studies. In the past the Russian departments had lacked a systematic curriculum dealing with area studies. Grades covering that portion of the course were extracted from various exams. The two deans took as their model the area studies program from Polish and the former Central European and Slavic Languages Schools.⁶⁰ Another area of concern was the development of FLO training. The design portion of the FLO sub-skill curriculum was complete by December and would be introduced in 1994 in an effort to reduce time spent in preparing students for the DLPT examinations.⁶¹

During the year, EEI responded to the changing world situation and the need for Belorussian military linguists.⁶² To help the faculty understand the dynamic changes occurring in the former Soviet Union and East Block nations, Monterey Peninsula College began offering a political science course, *Communist/Postcommunist Societies*, at the POM through the Education Center.⁶³ Finally, as the United States and Russia began exploring areas of mutual interest and cooperation, the institute and the National Aeronautics and Space Agency (NASA)

⁵⁸Memorandum, (16 Aug 93); and ATFL-SEA, Historical Summary, *ibid.*

⁵⁹ATFL-SEA, Historical Summary, *ibid.*

⁶⁰*Ibid.*

⁶¹*Ibid.*

⁶²"DLIFLC, DLIELC, FSI Annual Reports," BILC 1994 Conference Report, Turin, Italy, 199.

⁶³*Globe* (12 Mar 93), 2.

agreed to a two- to three-year contract to train astronauts and flight surgeons in Russian. The astronauts would work with the Russian space program.⁶⁴

The reorganization left three Russian departments (as well as the Polish, Belorussian, and Ukrainian programs in a multi-language department) within the new East European School I. The new dean was assisted by Major James Collins, USA, the associate dean, and Funke the academic coordinator.⁶⁵ Natalie Marchenko-Fryberger, a Russian instructor since July 1979, became the school's Instructor of the Year.

East European School II

The Russian School II (DR2), which became East European School II (SEB), continued to lose students and, correspondingly, faculty members as the need for Russian linguists diminished. The workforce reduction meant that on 30 November seventeen Russian and seven Czech permanent instructors lost their jobs, while nine additional Russian and one additional Czech instructor were retained in temporary situations. Two Russian and three Czech instructors had already taken advantage of the Voluntary Early Retirement Authority (VERA) and Voluntary Separation Incentive Pay (VSIP) programs and either retired or separated from the institute.⁶⁶

While the 100 member civilian and MLI faculty graduated 276 Basic students, which was down from 345 in FY1992, the graduating students were more proficient than ever. Ninety-one percent of the students reached DLPT levels L2/R2. In addition, fully 80 percent of the students reached levels of L2/R2/S2, which was up 7 percent over FY1992 and was the new GOSC goal for all Basic language programs at DLIFLC. At the same time that the testing scores increased, the academic attrition rates declined.⁶⁷ Even with the uncertainties and uneasiness of both faculty and students with the reorganization and downsizing, the school continued making significant academic progress.

Although the Russian faculty were among the best at classroom instruction, the school continued to work with and encourage the implementation of computer use. Student and faculty records and reports were automated and Everex 486 computers were used for software development, in student laboratories, and for administrative purposes.⁶⁸

The new East European School II was formed around four Russian Departments and the Czech, Slovak, and Serbian/Croatian programs in the multi-language department from the former Central European School (DCE). Dean Benjamin De La Selva moved from the former

⁶⁴One of the astronauts, Norman Thagard joined the Russian space station *Mir* crew in March 1995. BILC Report, *ibid*.

⁶⁵ATFL-SEA, 1993 EEI Historical Summary, Mar 1994.

⁶⁶ATFL-SEB, 1993 EEII Historical Summary, 10 Feb 1994.

⁶⁷ATFL-DR2-AD, 1993 DR2 Historical Summary, 7 Oct 1993.

⁶⁸*ibid*.

Middle East School to become the school's dean. Assisting him were Major Mark Stotzer, USMC, as associate dean and Dr. Alan Smith as academic coordinator, with Captain James Korpela serving as executive officer. Smith resigned his position at DLIFLC on 23 December to take a job in the private sector.⁶⁹

Formally Russian School II, SEB remained in Building 848, Nicholson Hall, which had been the location of the Russian program, and the former Serbian/Croatian program before it was abolished in 1989. Two other programs, Czech and Slovak, moved up from the 450 buildings, the old wooden barracks, into Nicholson Hall and joined the new school. At the time of the reorganization, the Russian program was facing a RIF of seventeen instructors and, accordingly, the four departments were consolidated into three. Teams were reorganized and moved to new co-located offices and classrooms as part of the consolidated team configuration (CTC).⁷⁰

In addition to area studies and integrating the FLO sub-skills, the two new deans of SEA and SEB began a standardization effort for the Russian programs in the two schools. They produced a modified plan dividing the program into sub-courses and introduced module, semester, and final testing.⁷¹

In October, sixty former Russian students reported to East European II for conversion into Serbian/Croatian. This was a special 16 week program designed for speakers of Russian with a goal of listening 1+ and reading 1+ in the new language. The students were placed in two separate classes. De La Selva recruited three Serbian and four Croatian instructors for temporary duty and borrowed two Serbian instructors from other language departments at DLIFLC to put together the teaching teams.⁷² SEB faculty, with the help of Plans and Operations Division, completed a successful program, cross-training 140 Russian and Czech linguists into Serbian/Croatian in 16 weeks rather than the 47 weeks normally required for the basic course.⁷³

In December, two members of the Czech team, Jana Kunta Reimann and George Petrcek, took newly-learned skills and began development of a Computer Assisted Study (CAS) Proficiency Improvement Course (PIC) for computer use. Both had been members of the Special Operation Forces (SOF) Basic Course Project where they learned programming skills in Toolbook and techniques for integrating computer graphics and sound into language

⁶⁹ATFL-SEB, Historical Summary, *ibid.*

⁷⁰*Ibid.*

⁷¹*Ibid.*

⁷²*Ibid.*

⁷³BILC Report, *ibid.*, 200. LTJG James Diffell, NSGD executive officer spent six months reassigned to the Naval Reconnaissance Support Activity as a Serbo-Croatian linguist for the Navy and NATO forces. Diffell received his initial linguistic training at DLI studying Russian in 1975-76. He returned to DLI in 1986-87 for 47 weeks as a student in the now defunct Serbo-Croatian Department. Diffell was of the opinion that to cross train from Russian to Serbo-Croatian would be challenging without "the benefit of having gone through the course here at DLI." "Serbo-Croatian Linguist Returns from the Balkans," *Globe* (12 Feb 93), 18.

materials. The initial course was in Czech for intermediate and advanced level linguists. Developed for use on computer disk (CD) the "Czech PIC" focused on FLOs and was interactive, allowing students to take charge of their learning pace. They featured six units; Geography, Economy, Ecology, Military, Help, and one not yet determined as of this writing. The expected date of completion was set for March 1995.⁷⁴

Even with the major turmoil that the Russian teams faced in 1993--reorganization, RIF, and the implementation of new teaching methods and styles of teaching--the Russian students ended the calendar year scoring at the same level as the previous year.⁷⁵ The efforts of the Russian faculty were rewarded when Luba Grant, the dean of Russian School II until September, nominated Sophia Rappoport, a Russian language instructor and team coordinator at Russian School II, for the 1993 Griffin Award for Excellence in Teaching. Rappoport's other awards include DLIFLC Teacher of the Year for 1987 and 1991, as well as being the DLIFLC nominee for TRADOC Instructor of the Year for 1992.⁷⁶ Daniel Heifetz won the School of Russian Language School II Civilian Instructor of the Year Award. Heifetz began his career as an instructor in October 1978 and became an academic specialist in October 1992. Finally, Lubica Alberty, a veteran instructor of twelve years, won the School of Central European Languages Instructor of the Year Award.

Middle East School I

During FY1991 the DLPT proficiency results in Arabic rose dramatically as faculty and students faced the prospects of a major war in the Persian Gulf. In FY 1993, however, proficiency results began decreasing. Several factors contributed to the decline: The teachers and their students did not feel the urgency after the sudden end of Operation Desert Storm; the emphasis in Arabic shifted to greater listening abilities, but the faculty seemed more interested in developing students' speaking skills; and the program itself had not been updated for several years. The reorganization of all the schools throughout DLIFLC was an opportunity for revitalization.⁷⁷

De La Selva had headed the school since 1989. He was assisted by Lieutenant Colonel Roderic A. Gale, USAF, the associate dean. During the year Captain William Hales, USAF, moved from the Directorate of Evaluation to become the DME executive officer. In August, just before reorganization, DME lost both of its senior military staff officers. The commandant reassigned Gale to the newly formed position of the Associate Provost. Mean-

⁷⁴Handout, CAS-PIC, by Jana Kunta Reinman, 4 Nov 1994 and Historian's Notes, Interview with Jana Kunta Reinman and George Petracek, 6 Dec 1994.

⁷⁵ATFL-SEB, Historical Summary, *ibid.*

⁷⁶"Russian Instructor Nominated for 1993 Griffin Award," *Globe* (30 Mar 93), 9.

⁷⁷ATFL-SMB, 1993 ME2 Historical Summary, 28 Feb 1994.

while, Hales was reassigned to the Republic of Korea as chief of protocol, Headquarters, Ninth Air Force.⁷⁸

The year was an extremely busy year for the Middle East School (DME) which was composed of the entire Arabic program. At one time DME was facing the prospect of 28 teaching teams consisting of 172 instructors teaching 86 student sections to over 700 students. However, DLIFLC staff members attending the August 1993 SMDR persuaded the military representatives to constrain the student load to 71 sections. Still, the school saw its faculty grow to 142 members in six departments when it hired eleven new teachers.⁷⁹ Although the school's L2/R2/S2 proficiency goal dropped slightly to 44 percent, two points lower than 1992, this was influenced by an all time low 3 percent academic attrition rate, less than half the previous year.⁸⁰

With the world focus being on the Persian Gulf for the previous two years, the Middle East School was a natural for guests to visit. In June 1993, De La Selva welcomed James Courter, the head of the 1993 BRAC Commission, and the honorable Pete Wilson, Governor of California, to the school--one of two they toured at the institute. The following month Dr. Peter Molan, head of the Arabic Curriculum Review team that visited in 1991, returned. His visit was instrumental in eliminating the Abdelmalek course from the Arabic program, which included the old audio lingual material developed in the early 1970s.⁸¹

With the rapid growth of the Arabic program and despite the contrary advice of the dean and the chair of the curriculum review the commandant decided to split the school into two parts. Middle East School I (SMA) and Middle East School II (SMB). Rather than having one extra-large school, the commandant wanted each of the schools to all have approximately the same student and faculty loads, plus room to expand when needed. Under his guidance SMA was given three Arabic departments as well as a multi-language department consisting of Greek, Hebrew, and Turkish. The Arabic departments moved into buildings 621 and 623, while the multi-language department moved into building 632. The new dean, Dr. Mahmood Taba Tabai, came to SMA from his previous position as dean of Academic Administration. He was also a former chairman of the Persian-Farsi Department as well as dean of the former Romanic-Germanic School in the 1970s. Taba Tabai's staff included Lieutenant Colonel Donna Connolly, USAF, as associate dean; Sabine Atwell as academic coordinator; and Captain Ann D'Amico, USA, as executive officer.⁸²

A three-day workshop, under the theme "Let's Welcome Change" highlighted the establishment of Middle East School I. Facilitated by Lynn O'Neil, the workshop took place

⁷⁸Gale's job included that of Dean of Students and that of Action Officer for the institute's reorganization effort. ATFL-DME, Historical Summary, *ibid*.

⁷⁹ATFL-DME, 1993 DME Historical Summary, 28 Dec 1993.

⁸⁰*Ibid*.

⁸¹*Ibid*.

⁸²*Ibid*.

between 27-29 October. Change and transition was the theme, with roundtable discussions and interaction between the participants served as an excellent manner to acquaint the faculty and staff of the new school.

During the year, eleven instructors worked with the Special Operations Forces Development Project, Video Teletraining (VTT) or Training Development. In addition, the institute provided two Arabic linguists to Operation Bright Star in Egypt for 90 days and provided the FBI with an Arabic instructor to translate documents related to the World Trade Center bombing.⁸³ The efforts of the Arabic faculty were rewarded when De La Selva, the dean of the Middle East School, selected Virginia Sarkis, who started teaching at DLIFLC in June 1981, as the 1993 Instructor of the Year for the school.

Middle East School II

When the former Middle East School was divided into Middle East Schools 1 and 2 in October, Luba Grant, the former dean of Russian School II, became the dean of ME2 and Major Richard Donovan, USA, was named the associate dean. Most of the staff came from the old School of Russian Studies II: First Lieutenant Eric Lambert, USAF, as executive officer and Sergeant First Class Glenn Miller, USA, as deputy associate dean. The school received three Arabic departments and one Persian department. The Arabic departments moved into buildings 619 and 620 while the Persian department moved to building 619. The move to new facilities allowed the teaching teams to be in the same area as classrooms and facilitated the CTC approach to teaching.⁸⁴

In her first two months Grant initiated a thorough review of the academic programs in the school. She devised and implemented new policies and guidelines. The FLO process was given greater emphasis and the majority of the faculty received training in teaching to the FLOs.⁸⁵

West European & Latin American

The School of Romance Languages consisted of Spanish, French, Italian, Dutch, and Portuguese programs. These were considered Category I languages with a course length of 25 weeks. The dean, Peter Armbrust, was assisted by Captain Lawrence J. Verbiest, USA, the associate dean.

During the year ten students from the Botswanian Army (two officers and eight enlisted personnel) arrived at DLIFLC and began the Basic Portuguese program. This was the first time that foreign students made up an entire class and the first time DLIFLC had students

⁸³PROFs Note, C/S, (23 Aug 93).

⁸⁴Ibid.

⁸⁵Ibid.

from Botswana.⁸⁶ Major Debra M. Lukaszewicz, USA, the institute's External Military Student Officer (EMSO) discovered, as she was assisting the new students, that although English was the official language of Botswana, English was not the primary language for Botswanians. Nine of the ten were extremely deficient in their English skills. Lukaszewicz continued to monitor their progress until they graduated the following year.⁸⁷

Significant effort went into improving the Spanish program. As a direct result of the Spanish Curriculum Review (17 February - 4 March), the new dean, Alex Vorobiov, formed a Faculty Advisory Committee and a Spanish Executive Steering Committee. Students in the intermediate and advanced Spanish programs began using a multiple choice listening computer program for levels L2/R2+/S3 in listening, reading, and speaking as well as the first part of the interactive transcription exercises for levels L2/R2+.⁸⁸

The three Spanish departments graduated 398 Basic students during the year with essentially no change in proficiency rates from the previous year. There was a 2 percent increase, from 76 percent to 78 percent, in the L2/R2/S1 results, while 51 percent attained the L2/R2/S2 goal. Reading continued to improve with 89 percent reaching level 2, but both listening and speaking fell--listening by 1 percent with 79 percent reaching level 2 and speaking by 2 percent with 61 percent attaining level 2 on their DLPT.⁸⁹

During the course of the year the faculty developed standardized proficiency tests and an in-house Spanish sub-skill FLO test battery. As part of these efforts, Olga Jarel-Chandler developed special audio tapes and exercises for dyslexic students in Spanish, José Domínguez developed "Spanish Basic Course 'Pop' Quizzes;" and Terrisa Díaz completed "Spanish Capitalization and Punctuation." These language specific products were developed as supplementary materials to the Spanish Basic Program. After the materials were developed the Spanish faculty attended training sessions designed to show them how to implement the sub-skill FLOs.⁹⁰

The year was a banner year for the Spanish faculty as they received numerous awards. The Monterey Kiwanis Club honored academic specialist Raúl G. Cucalón and training instructor Maria P. Aparicio of the Spanish program for the 1993 Kiwanis Community Service Instructor of the Year Award. This was the first time the Kiwanis Club honored two people from the same language program. In addition, the school selected Technical Sergeant Daniel Kiser, USAF, a Spanish MLI, as its Instructor of the Year. This was another first, as it was

⁸⁶ATFL-SWL, 1993 SWL Historical Report, 14 Mar 1994.

⁸⁷Memorandum for Assistant Commandant, (351-1) Foreign Student Training Program. Periodic Report on Foreign Student Population, 15 Nov 1993. See also videotape "Botswana/Portuguese" Aug 1994, 06:45min.

⁸⁸ATFL-SWL, 1993 SWL Historical Report, 14 Mar 1994.

⁸⁹ATFL-DAA, *Annual Program Review*, Fiscal Year 1993, 1 Jan 94.

⁹⁰ATFL-SWL, Historical Report, *ibid.*

the first time that a military instructor had received this award from any school at the institute, all the previous awards having gone to civilian instructors.⁹¹

During 1993, the Drug Enforcement Administration (DEA) and other law enforcement students, such as the FBI and Orange County Sheriff's Department, continued to take resident and non-resident classes from the institute. In March, a U.S. Customs class graduated and in September the Coast Guard class graduated.⁹² In the Spring, the Customs Service also ended its resident training program with the institute. From August through October, a Spanish Mobile Training Team (MTT) taught a class for the Bureau of Narcotics Enforcement at Fort Ord in support of the Law Enforcement Agency project.⁹³

In response to the declining resident enrollment by the law enforcement agencies Captain Robert J. Terselic, USMC, of Operations, Plans, and Programs (OPP) revamped the Law Enforcement Support Program. The revised Law Enforcement Support Program began non-resident support of Joint Task Force Six and the Coast Guard with MTTs.⁹⁴ Under the revised guidelines, at least one institute instructor would deploy on temporary duty status with the requisite training materials to the non-resident site for two weeks to one month of intensive training when a field commander requested on-site language training. During the year, 48 MTTs conducted 3,298 hours of instruction in twenty languages for almost 500 students. This effort almost doubled the program's instruction time and the number of students of the previous year taught through MTTs.⁹⁵

The French DLPT IV was completed in April and students received the test in November. In the meantime, students were tested with the old DLPT and showed some improvement in the L2/R2/S1 category, with scores increasing from 71 percent to 77 percent during the fiscal year, but dropped slightly in the L2/R2/S2 category from 61 percent to 57 percent.⁹⁶

The Portuguese Branch initiated discussions into the prospect of replacing the Portuguese Basic program, although this branch had the highest success ratio at DLIFLC with all nine of its students reaching level L2/R2/S2. In fact all of the students were tested at or above 3 in listening, while 88.9 percent achieved 3 or higher in reading. Moreover the students were split into thirds at 2, 2+, and >3 in speaking.⁹⁷ Members of the branch, however, felt that they

⁹¹Ibid.

⁹²The Coast Guard students were the first Law Enforcement Agency students who were housed in military quarters on the Presidio of Monterey.

⁹³ATFL-SWL, Historical Report, *ibid.*

⁹⁴BILC Report, *ibid.*, 189-190.

⁹⁵*Ibid.*, 191.

⁹⁶ATFL-DAA, *Annual Program Review*, *ibid.*

⁹⁷*Ibid.*

needed to look into alternative methods to help their future students and, to that end, began experimenting with a commercial textbook that included video and audio tapes.⁹⁸

The Spanish program lost nine Spanish instructors during the year through normal attrition. However, after 23 December, eleven teachers in four languages returned to the reorganized school from the Special Operations Forces (SOF) Project.⁹⁹

Throughout the year instructors from the school served as interpreters and translators for local and national agencies. In February, Archie Schmidt traveled to Forces Command (FORSCOM) Headquarters to serve as translator and interpreter for Brazilian General Geise Ferrari, Commander, Ground Operations Forces. In July, Terrisa Diaz translated documents for the Monterey Bay Unified Air Pollution Control Department. Two months later, in September, Emma Sorrentino interpreted Spanish, French, and Italian for the international press covering the Formula One World Championship auto races in Laguna Seca. That same month Raúl G. Cucalón translated official Venezuelan Armed Forces documents for the Department of Defense. In November, Dr. Jorge Kattan lead a team engaged in translating a collection of military-related articles for the Naval Postgraduate School (NPS), and several Spanish speaking instructors provided interpretation services for thirty-five distinguished Salvadorean visitors to the NPS.¹⁰⁰

During the institute-wide reorganization in October the School of Romance Languages was one of only two schools that did not move to a new location; however, the school was not untouched. Renamed the Western European and Latin American School (SWL) and commonly called "WELA", the school gained the German Department, a Category II language, which was a 34 week course from the deactivated Central European School. The German program faltered slightly during the year when proficiency levels dropped from 70 percent to 65 percent at the L2/R2/S1 level and from 49 percent to 45 percent at the new L2/R2/S2 goal. The reading scores, however, remained strong with 97 percent of the graduates reaching at least level 2. The drop was attributed to the tremendous strain that the German instructors were under as the student load continued to drop and they faced a major RIF. During FY 1993, the program graduated 37 fewer students than in the previous year for a total of only 65 basic graduates, in comparison to 1985 when 304 students completed the program. The constant student loss resulted in a RIF of another 10 instructors, leaving the beleaguered department with only 13 members.¹⁰¹

Ninety percent of the WELA faculty moved to new collocated offices and classrooms and were assigned new break-out rooms as part of the CTC teaching concept. As part of CTC, Vorobiov encouraged the use of split sections and dropped the seventh hour of instruction, although he increased the other six periods to one hour each. Assisting Vorobiov was Major Kevin Brown, USA, who replaced Captain Lawrence J. Verbiest, USA, as the associate

⁹⁸ATFL-SWL, Historical Report, *ibid.*

⁹⁹*Ibid.*

¹⁰⁰ATFL-SWL, Historical Report, *ibid.*

¹⁰¹ATFL-DAA, *Annual Program Review*, *ibid.*

dean, and Deana Tovar, the new academic coordinator. After the reorganization was complete Lieutenant Penny White, USN, was assigned as executive officer for the new school.¹⁰²

Area Studies

Although the Area Studies Department was not part of the reorganization effort of 1993, change was still the story. In May, the department moved from building 277 to 274 to allow Information Management to expand at the POM. In March, Major Gregory Robinson, USA, moved from his position as associate dean of the Romance Language School to become associate dean of this department. After Lieutenant Colonel Terry Johnson, USA, retired on 30 June, Major Robinson served as interim dean. At the same time Major Robinson was also serving as interim dean for the Asian School until mid-August. He moved to Operations, Plans and Programs after Lieutenant Colonel James Silva, USA, arrived to take over Area Studies on 1 September.

The department's primary mission was to develop and manage the Department of the Army-directed orientation and training programs for Foreign Area Officers (FAOs). While the officers studied language at DLIFLC, the department offered an orientation course and a guest speaker program, while the department's Chaplain, Major Eugene Almstrom, taught World Religion. In addition, the Area Studies Department directed several small organizations for the institute. The dean had responsibility for the security of the closed post museum and for operation of the institute's cultural center.¹⁰³

On 21 January 1993, DLIFLC paid tribute to Brigadier General John Weckerling, the first commandant of the institute and the father of the Army's foreign language program, by renaming the Cultural Center for him.¹⁰⁴ Attending the ceremony were surviving graduates of the Fourth Army Intelligence School, which became the Army Language School after the end of World War Two.¹⁰⁵ Colonel Harry Fukuhara, USA, Ret., represented the veterans and spoke of how the Japanese-Americans (Nisei) felt about Weckerling's contributions to the program and the 6,000 Nisei who served under him. Weckerling Center was built in 1904 and originally served as the POM officers' club, then as a combined faculty and officers club. The building became the International Language and Culture Center in 1990, serving as a multi-purpose educational and cultural activities facility for DLIFLC.¹⁰⁶ During the ceremony a

¹⁰²Ibid.

¹⁰³DLIFLC Reg 10-1, Organization and Functions, 19 May 1994, p. 35.

¹⁰⁴For a biography of Brigadier General Weckerling see "Defense Language Institute pays tribute to BG John Weckerling," *Globe* (12 Feb 93), 5, 24.

¹⁰⁵The school became the Defense Language Institute West Coast Branch in 1963 with its headquarters in Washington, D.C. In 1974 the headquarters moved to Monterey, and in 1976 the school was given its current title, Defense Language Institute Foreign Language Center (DLIFLC).

¹⁰⁶Ibid.

painting of Brigadier General Weckerling and a display of his awards were placed on permanent display in the facility and a bronze dedication plaque was installed outside the front door.¹⁰⁷

In March, Dr. Svata Louda retired as Director of Weckerling Center and Marina Minelli came to the Center from Russian School II. During the year the Center received several pieces of new and used equipment: two Wurlitzer pianos came from chapels at Fort Ord, the Polish Branch donated a Baldwin piano, the upstairs stage area in the Gold Room received a large automatically operated screen and rear projection system, a new ice machine was installed in the kitchen, and, completing the upgrades, a cable television was installed in the Bayview and Main Dining rooms.¹⁰⁸

During the course of the year the Weckerling International Language and Culture Center hosted 457 events. The events included language and cultural activities such as international cookery, the World Wide Language Olympics, holiday celebrations, and language curriculum reviews. The Pancultural Orchestra, conducted by Claire Horn, presented its Spring Concert on Sunday evening 28 March, at the historic building and on Sunday evening 23 May, the orchestra presented "A Musical Journey". This was one of the last events for the orchestra before officially disbanding later in the year due to budget cuts effecting the director's position. In addition, the Center hosted military programs including change of command and retirement ceremony receptions, FAO orientation courses and lectures, professional development meetings, and activities organized for the Command Group by the Protocol Office. Civilian programs such as classes for the Civilian Personnel Office, faculty and staff meetings, awards presentations, and union activities were also held at the Center.¹⁰⁹

Chaplain Ahlstrom provided World Religion lectures for the Vietnamese, Thai, Japanese, Filipino, Arabic, Persian-Farsi, and Russian programs. In addition, the Chaplain served as caretaker of the Presidio Museum. In December, the commandant decided that the museum would remain permanently closed and directed the Foreign Area Department and the Command Historian to dispose of the artifacts.¹¹⁰

Military Language Instructors

Long neglected as a vital teaching source, the MLI program was completely revamped in 1993 as part of Phase II reorganization of the non-resident and command language program support. In the past, the MLIs were not part of the teaching teams, but were used by most schools to manage the language labs. In 1993, the institute directed that the MLIs would no

¹⁰⁷ATFL-AS, "1993 Area Studies Historical Sketch," 16 Mar 1994.

¹⁰⁸Ibid.

¹⁰⁹Ibid.

¹¹⁰ATFL-AS, Historical Sketch, *ibid.* In March 1995 the museum artifacts were packed and shipped to holding areas for Center for Military History. The State of California was given some of the 19th Century artifacts and will reopen the museum with the City of Monterey once the lower forty acres of the Presidio is leased to the city.

longer serve in the tape labs; rather, they would be fully integrated with the teaching teams. Chief Master Sergeant Richard Harrold, USAF, announced that the entire MLI program was under review with the goal of enhancing its effectiveness. This entailed (1) MLI professional development as Non-Commissioned Officers and Petty Officers; (2) the MLIs' ability as linguistic instructors, and their ability to respond to global contingencies; and, (3) the MLIs knowledge of FLOs and real-world requirements. As one of the advocates for this new approach, Major Maria Constantine, USAF, Director of Operations, Plans and Programs (OPP), reported that the MLIs would also be used as master linguists during Field Assistant Visits (FAV's).¹¹¹

The first step in the process to reorganize the MLI program was to remove MLI management from the Language Program Coordination (LPC) Office, as that office merged with OPP. Thus, the management of the eighty-eight MLIs, representing all four Services, was placed in the new MLI Program Management Office under the new associate provost, Lieutenant Colonel Gale.¹¹² There had been only a limited emphasis on the MLI program, under the Language Program Coordination Office due to the wide scope of the LPC program's responsibilities and duties. Although they issued language materials to command linguists in the field and helped with non-resident affairs such as the World Wide Language Olympics, they were also responsible, by default, for many of the duties that were assumed by the new OPP directorate. With the reorganization of the MLI program came a new emphasis on the three part role of MLIs: (1) training language students in all the FLOs; (2) serving as mentors to language students mainly through their intelligence training pipelines; and (3) serving as model NCOs and POs for the young students still new to their Services.

As part of this reorganization, DLIFLC proposed to TRADOC that AR 611-6 be changed. Under the proposal the MLIs would undergo a certification process and be renamed Master Linguists (ML). Chief Warrant Officer 4 Gary Leopold, USA, in the Office of the Deputy Chief of Staff for Intelligence disapproved the initiative because of administrative and regulatory difficulties with the term "Master." However, the idea was to become the basic set of tenets of DLIFLC Regulation 600-2, the MLI Program, and the MLI "3Plus" Program. The new program contained a clear statement of minimum requirements for all four Services. In addition, the regulation gave guidance for the selection, professional development, and certification of the MLIs.¹¹³

The initial cadre of the MLI Program Management Office was Sergeant First Class Beverly McClinton, USA; her replacement, Sergeant Major Jay Kalbrener, USA, who was already stationed at DLIFLC as Comand Sergeant Major with Troop Command; and the Superintendent of MLI Professional Development, Chief Master Sergeant Richard Harrold, USAF. Together they reorganized the activities of all MLIs at DLIFLC. Under the new or-

¹¹¹Commandant's Staff Meeting 9 Nov 93

¹¹²Ibid, Historian's Notes.

¹¹³Provost's School Staff Meeting (15 Jun 93), Meeting #15. (I wish to thank both SMJ Kalbrener (USA) and CMS Harrold (USAF) for their contributions to this section).

ganization all MLIs assigned to the schools came under the arm of the MLI Program Management Office for manpower, personnel, and professional development purposes. This change allowed increased contact and the sharing of ideas between all MLIs throughout DLIFLC while encouraging their professional development.

As part of the reorganization and professionalization of MLIs the commandant authorized the development of the "MLI 3Plus" Program. With the development of this new program the MLIs focused on three areas of improvement: (1) military leadership and management, (2) language proficiency and other linguist activities, and (3) instructor skills. The "Plus" portion of the new program involved language proficiency. Acceptance into DLIFLC as an MLI and members of the "MLI 3Plus" Program required a proficiency level of L2/R2. Within twenty-four months the linguist needed to upgrade his proficiency levels, including speaking, to L3/R3/S3 in Category I and II languages, L3/R3/S2+ in Category III languages, and L3/R3/S2 in Category IV languages. To accomplish this the linguist was paired with a native speaking mentor. The MLIs also began attending the Instructor Certification Course which civilian instructors took, as well as other language training courses offered to civilian faculty. To obtain certification they needed 500 teaching hours, including classroom teaching, course development work, remediation, team activities, and other duties. Upon completion of the "MLI 3Plus" Program the military linguists would have better linguistic skills that would benefit them in their teaching roles; they would be fully integrated into the faculty; they would be able to explain to their students the tie between the basic programs and follow-on training at Goodfellow Air Force Base and Fort Huachuca; and they would be able to manage contingency operations and command language programs in the field.¹¹⁴

McClinton, Kalbrener, and Harrold, worked with the institute's MLIs on revising the portions of Army Regulation 611-201, Enlisted Career Management Fields and Military Occupational Specialty, which applied to MLIs, and Army Regulation 611-6, Army Linguist Management. The new emphasis of both regulations was greater proficiency standards and professionalization. They also rewrote DLIFLC Regulation 600-2, Management of the MLI Program, to comply with the new role of MLIs at the institute.¹¹⁵ These senior MLIs, with support from Gale and the command group, believed that the changes would bring greater opportunity for promotion to the MLIs, both at DLIFLC and in the field.¹¹⁶

¹¹⁴Information Paper for Participants of the Command Language Program Managers Workshop, "Review of the Defense Language Institute Foreign Language Center (DLIFLC) Military Language Instructor Program (MLIP), n.d.; also see AR 611-201, (AR 350-20 Air Force Reg. 50-40 OPNAVINST 1550.7A MCO 1550.4C), and DLIFLC Reg. 600-2.

¹¹⁵Memorandum, "Revised Request for Change to Army Regulation 611-201, 13 Jan 94; DA Form 2028, AR 611-201, "Enlisted Career Management Fields and Military Occupational Specialty," 10 Jan 93; DA Form 2028, "Army Linguist Management," 17 Mar 94; DLIFLC Regulation 600-2, "Management of the Military Language Instructor Program," 1 Jun 94.

¹¹⁶Historian's Notes, Interview with Sergeant Major Kalbrener, USA, and Chief Master Sergeant Harrold, USAF, 22 Nov 1994.

Throughout 1993, the MLI program managers and school deputy assistant deans worked, with varying success, to integrate MLIs into the classroom teaching teams. The full utilization of MLIs was a problem. Some civilian faculty felt the MLIs did not possess the necessary skills to teach the language, or they felt that using MLIs to help teach was a threat to their job security. Other departments, however, such as Spanish and Korean, accepted the new role of MLIs, although for different reasons. Most Spanish MLIs came from Spanish speaking families with DLPT's of L3/R3/S3 or L3/R3/S4, and found an easier time integrating into the civilian teaching teams. The teaching teams in the Korean departments accepted the presence of MLIs because the MLIs had all served in Korea and could use their first-hand knowledge to help the students. In addition, the Korean MLIs were highly proficient due to the constant rotation between Korea and Continental United States (CONUS) commands. Further, the Korean linguists were seen by the Korean teachers as being very dedicated to both the teaching of the language and Korean culture. To Granoien, dean of Asian School II (the Korean school), the MLIs in his school were the best he had ever worked with.¹¹⁷

However, in other departments, such as Chinese, the lack of this first-hand knowledge caused the civilian native-speakers to doubt the effectiveness of the MLIs as part of the teaching teams.¹¹⁸ In addition to the opposition by some civilian language instructors, many of the MLIs assigned to the schools fought the new programs. For the MLIs in the schools, many of whom had been independent in the listening labs at the school level, the uncertainty of this change, coupled with the major reorganization of the schools was hard to accept.

By December the MLIs' morale had reached a low point, but an upswing was on the horizon.¹¹⁹ With Command Group encouragement, the Associate Provost and the MLI Program Management Office began intensive efforts with the school deans, associate deans, and deputy associate deans to fully integrate MLIs and civilians into teaching teams. The MLI 3 Plus Program would be an important tool to prepare the MLIs to meet this challenge and be accepted by their civilian team members.

Washington Office

Although 96 percent of all Department of Defense foreign language acquisition takes place at the POM, 4 percent or approximately 400 students in 40 languages (the majority of which were Defense Attaché students) were enrolled under the Contract Foreign Language Training Program through the Washington Office of DLIFLC. This enabled DLIFLC to offer courses to a small number of students and without incurring the expense of maintaining a language department or program at the POM. In some cases this allowed the student to take a language when they could not be released from their duties in the Washington, D.C. area to take the course at the POM. On 8 February 1993, Major Arlene Underwood, USA, replaced

¹¹⁷Historian's Notes, Interview with Dr. Neil Granoien, 29 Nov 94.

¹¹⁸Historian's Notes, Interview with Kalbrenner and Harrold.

¹¹⁹Ibid.

Lieutenant Colonel Peter W. Kozumplik, USA, who had retired as director of the DLIFLC Washington Office. Underwood supervised the small Washington staff of three military and two civilian administrative workers.¹²⁰

The Washington Office's Russian language services were in high demand during 1993. Steven Soudakoff and Vladimir Talmy provided the twelve-week Moscow-Washington Direct Communications Link (MOLINK--"Hot Line") training courses for the White House Communication Agency. Further, as a result of the new relations between the United States and Russia, the Office of the Joint Chiefs of Staff (JCS) requested that the Washington office support the Russian delegation of industry, scientists, and government officials during their tour of the U.S. Neutral Particle Beam Directed Energy Research Facilities by providing Soudakoff and Talmy to the officials for translation and interpretation services. The JCS also asked that the pair provide translation and interpretation services for the Joint Simulation Conference held in Garmisch, Germany, between Russia and the United States. During the year, Soudakoff and Talmy also provided translation services for the first United States and Russian Joint Staff Talks.¹²¹ An outgrowth of the Washington branch's efforts in translation and interpretation for the JCS occurred during the year when the U.S. Secretary of Defense and the Russian Minister of Defense established a direct communications link. The Secretary of Defense requested that the interpreting and translation support mission be performed by the DLIFLC-Washington Office.¹²²

When hostilities broke out in the former Republic of Yugoslav, the headquarters of the institute was tasked with providing language instruction in Serbian and Croatian. The Washington Office quickly provided four contract instructors who traveled to Monterey for ninety days. The Washington Office further supported the effort by finding authentic language materials at the Federal Research Division of the Library of Congress. Those materials provided the nucleus of the printed materials used to begin the class.

In addition to Serbian/Croatian, and Somali, Haitian-Creole became increasingly important during the year. The Headquarters of Army Personnel Command asked the Washington office to help identify Haitian-Creole speakers. The office began testing the proficiency of potential Haitian-Creole instructors and military linguists through Test Control Offices throughout the United States and through the offices of the Foreign Service institute.¹²³

Future

During the monthly Commandant's Staff Meeting of 9 November, Sobichevsky pointed out several troubled areas within the language training program that needed to be addressed. Japanese, Thai, German, Korean, Dutch, and Spanish were all cited as needing im-

¹²⁰DLIFLC, ATFL-W, 1993 DLI-Washington History, 15 Mar 1994.

¹²¹BILC Report, *ibid*, 203.

¹²²*Ibid*.

¹²³*Ibid*; DLIFLC, ATFL-W, 1993 DLI-Washington History, 15 Mar 1994.

mediate attention. In addition, the commandant announced that during 1994 both the FLOs and Curriculum Development would be worked hard. He also pointed out that the accomplishments of 1993 would not be neglected and allowed to fade away, but would be used to build upon. The institute would establish a resident Instructor Certification Course (ICC) as part of the MLI "3Plus" Program within 4-6 months and would set up a standard Command Language Management course by June 94.¹²⁴

As the year closed out everyone was still mindful of the near successful attempt to move the institute. Both the commandant and Provost had reminded all that there would be another round of base closings in two years. They urged their staffs to be vigilant in their primary duty, which was to produce highly qualified graduates for follow-on training. In addition, the commandant noted that the operating cost of DLIFLC could be cut significantly by "eliminating functional overlaps."¹²⁵

¹²⁴DLIFLC. Annual Program Review Briefing, 16 Mar 94.

¹²⁵Provost's School Staff Meeting (16 Mar 93) Meeting #6.

CHAPTER IV

Academic Support

Of key interest to the leadership of the Defense Language Institute Foreign Language Center (DLIFLC) in 1993, was the increasing use of technology in language training and the role of technology to the current and future mission of the institute. Over the past several years all areas of the institute began relying on the new technologies that were being constantly developed and improved upon. However, without some sort of centralized guidance, the administration realized that different user groups within the institute were in danger of utilizing several distinct technologies that often were not compatible, thus prohibiting the interchange of ideas within DLIFLC. To try and sort out the various potential trouble spots the chief of staff, Colonel William Oldenburg II, USAF, announced that the Technology Steering Committee would focus on providing an integrated and cohesive management plan for the institute's information resources. This would enable the institute to strategically manage and integrate information technology throughout the institute.¹

In another technology-related development the institute was named a federal laboratory for technology transfer.² With its new status as a federal laboratory the institute established a Technology Transfer Board of Directors and initiated a new concept for ownership of the intellectual developments produced at DLIFLC. As the Director of Research within the Evaluation and Standardization Directorate, Dr. John Lett also became the head of the Office of Research and Technology Applications. His staff began identifying which institute-developed technologies were suitable for commercial use under the Cooperative Research and Development Agreements. The first such candidate was "The Listening and Reading Tool-Book Templates." Lett initiated negotiations with potential partners under the guidelines of the program. In November, representatives of the institute attended a meeting of the Federal Laboratory Consortium to discuss issues with other laboratories and develop additional networking capabilities.³

Evaluation and Standardization Directorate

One of the key organizations instituting technology at the institute remained the Evaluation and Standardization Directorate (ES) under the leadership of, its dean, Dr. John L. D. Clark. This organization, however, like virtually every other major division of the institute, was subject to reorganization. ES was composed of three divisions: Evaluation, Re-

¹Minutes of Technology Steering Committee Working Group Meeting, (16 Dec 93).

²DLIFLC, DLIELC, FSI Annual Reports, BILC 1994 Conference Report, Turin, Italy, 194-195.

³C/S meeting 19 Nov 1993; DLIFLC, DLIELC, and FSI, Annual Report, BILC Conference 1994, p. 189.

search, and Testing. The Evaluation Division (ESE) went without a civilian chief in 1993, although, with the assignment of Lieutenant Colonel Jerome Pradier, USAF, to the Evaluation and Standardization Division, Clark found a knowledgeable stand-in. Pradier had served as the Dean of Students of the Defense Language Institute English Language School at Lackland Air Force Base, San Antonio Texas. Lett headed Research and Analysis Division (ESR), as well as the Office of Research and Technology Applications, as discussed earlier, and Dr. Dariush Hooshmand continued to lead the Testing Division (EST).

During the year Clark shifted the Curriculum Review program to the Evaluation Division from the Research Division. The various administrations at the school level began to identify areas in need of corrective actions through the internal DLIFLC curriculum review process, rather than having an outside review. The philosophy behind this approach was to promote "ownership" of the issues and allow the schools to have a direct input on solutions.⁴

In 1992, the Evaluation Division, with input from Oldenburg, then the ES associate dean, completed the computer-based Automated Student Questionnaire (ASQ) which was given to departing students. The ASQ replaced the labor intensive paper version, the Student Opinion Questionnaire, which the institute had last revised and had used as an end of program critique since 1987. The new questionnaire provided valuable information to the senior administrators during their monthly briefings. The Evaluation Division staff then designed and developed an Interim Student Questionnaire (ISQ) to gather student input during the training program rather than just at completion. The ISQ was seen as a tool to allow administrators to see problems during the training cycle and implement corrective actions.⁵

As part of the review process used in developing the two questionnaires the staff at Evaluation discovered that a certain amount of overlap existed between the Curriculum Review process and the School Assistance Visits (SAV). In order to correct this redundancy and improve the SAV process the division reviewed the structure and objectives of the SAV program and revised the program's objective. Rather than continue to assess the language programs in the schools, a process that both the ASQ and Curriculum Review process did quite well, the emphasis of the SAV program shifted to assessment of administrative and management effectiveness within the schools visited. This new process was to begin in May 1994.⁶ However, with the reorganization of the schools the project was put on hold to allow the new organizations a chance to begin to work together prior to undergoing a SAV.

The Research and Analysis Division (ESR) continued its project to revise the DLAB and published two special studies for the Command Group: "Relationships of Language Aptitude and Age to DLPT Results Among Senior Officer Students in DLIFLC Basic Language Courses," (Research Bulletin 93-03, Oct 1993) and "The Effect of Length of Service and Prior Language Study at DLIFLC on DLPT Attainment (Research Bulletin 93-04, Dec 1993).

⁴DLIFLC, DLIELC, FSI Annual Reports, 196.

⁵ibid, 195.

⁶ibid, 196.

The first study was conducted using data from 120 senior officer students in paygrades O-5 and O-6 over a five-year period of time. The officers' ages ranged from 37 to 50 years. The researchers looked at both age and DLAB results as gauges for successful language acquisition in the 2L/2R/1S and 2L/2R/2S Levels in listening, reading, and speaking as measured by DLPT scores. The findings indicated that there was no significant correlation between age and DLPT scores. However, the researchers did find a significant correlation between these same officers' DLAB results and their DLPT scores. Those senior officer students with higher levels of aptitude, as shown in their DLAB results, scored higher in their DLPTs. Of the 22 students who scored 120 or above in the DLABs, 20 reached Levels 2L/2R/1S while 15 reached Levels 2L/2R/2S. Furthermore, of the 8 students who scored 130 or above in their DLABs, all 8 attained Levels 2L/2R/2S. The researchers recommended that DLAB scores should be considered in selecting senior officer language students and whenever possible the score should be 120 or above to maximize the resulting acquisition level.⁷

The second study used data from enlisted personnel in paygrades E-1 through E-9. The student data was then broken into two categories: that pertaining to students with four years or more in the service and those with one year less of service time. The researchers looked at two issues; one was the effect of length of service on DLPT scores, while the other question dealt with whether prior language study at the institute affected DLPT scores in acquiring a new language. Although, the results concerning length of service to DLPT scores were limited and inconsistent, the results comparing DLPT scores to students who had prior language training at the institute clearly favored those with prior study at DLIFLC. The researchers recommended that, especially in cross-training into other languages, prior DLIFLC experience would increase the student's ability to reach levels 2L/2R/2S.⁸

The Research Division also published two lengthy studies in 1993. The first was the "24-Week Arabic Evaluation Study," (Report No. 92-04) which was actually finished in 1992 and published in 1993. To the original draft report the authors, Gordon Jackson, Nooria Noor, and John Lett, added a chapter in which they presented an action plan entitled, "Planning for Future Linguistic Contingencies." Their action plan was divided into three components: Long-range strategic planning at the national level(s); Development of a quick-response capability at DLIFLC; and Development of a prototype three-tiered mobilization plan by DLIFLC.⁹ The second report was titled "The University of Washington's Tajik and Central Asia in Transition Courses," (Research Bulletin No. 93-01). The second report, published in June, discussed the Tajik capabilities as taught at the University of Washington and the possible relevance to the DLPT. In this report Noor made two recommendations: 1) that the Persian Department review the University of Washington's printed and taped Tajik materials, as

⁷"Relationships of Language Aptitude and Age to DLPT Results Among Senior Officer Students in DLIFLC Basic Language Courses," (Research Bulletin 93-03, Oct 93), 2-3.

⁸"The Effect of Length of Service and Prior Language Study at DLI on DLPT Attainment (Research Bulletin 93-04, Dec 1993), 1-7.

⁹Ibid: For a review of the proposed action plan see Chapter 5.

they might be useful in meeting the objectives for area studies, and 2) that the materials collected be retained for future use with a copy forwarded to the Center for Advancement of Language Learning (CALL) to enable other government agencies access to the material.¹⁰

Under the leadership of Hooshmand, the Testing Division developed new DLPT IV batteries in Czech, Spanish, and French as well as beginning development of initial DLPT IV batteries in Greek, Persian, Serbian/Croatian, and Ukrainian. The Testing Division and representatives from the Russian and Spanish programs also completed computer-based Final Learning Objective (FLO) sub-skill prototype tests in those two languages and began development in Korean, Polish, Russian, and Vietnamese.¹¹ The Russian FLO sub-skill tests were to be administered in February 1994.

In March, an outside supplier finished a contract to remodel two outdated audio cassette testing rooms in building 631. Clark reported that the two new 30-station computerized testing laboratories moved the institute into the 21st century in testing technology. The new test stations were each equipped with a 386 computer with a large capacity hard drive and CD-ROM players. The facilities would be used to administer the ASQ and would be utilized for the FLO sub-skill tests with Russian serving as the prototype FLO test. In addition, the testing labs would also be used to administer the listening section of the DLPT IV in Arabic, German, Korean, Polish, and Russian and other languages as new DLPT IV series tests were developed.¹²

Curriculum and Instruction Directorate

The leadership of the Curriculum and Instruction Directorate (DCI) remained stable in 1993 under Dr. Martha Herzog's guidance. The directorate included the Curriculum Division (DCI-C), the Faculty and Staff Division (DCI-FS), and during the year, the Educational Technology division was renamed Technology Integration (DCI-TI). The institute's Special Operations Forces (SOF) Project, headed by Lieutenant Colonel Edward J. Rozdal, USAF, also fell under the wing of the Technology Integration Division.¹³ The Division published issues of both of its journals: two issues of the DLIFLC journal, *Applied Language Learning*, as well as one issue of *Dialog on Language Instruction*.¹⁴

The Curriculum Division completed several diverse projects during 1993. Although course development was the main focus, curriculum specialists did go into the schools to help with material development, such as the Russian Headstart course, while another development

¹⁰"The University of Washington's Tajik and Central Asia in Transition Courses," (Research Bulletin No. 93-01).

¹¹DLIFLC, DLIELC, FSI Annual Reports, 196-197.

¹²DLI Testing Goes High Tech", *Globe* (12 Mar 93), 5.

¹³DLIFLC, DLIELC, FSI Annual Reports, 191.

¹⁴ATFL-DCI, 1993 Curriculum and Instruction Historical Summary, 28 Feb. 1994.

team continued working on the prototype material for Semester III of the Russian Basic Program. This project involved a new approach; that of a task- and content-based course.¹⁵ Curriculum specialists also worked on the Spanish and Vietnamese Curriculum Reviews.¹⁶

During 1993, the institute added another dimension to the efforts of developing and refining materials--teacher development. Two of the problems facing the DLIFLC since the establishment of "The New World Order" was a constantly changing need for instructors in languages seldom, if ever, before taught at the institute and the need to suddenly increase the numbers of instructors in long-established languages. Inherent with this was the need to quickly find and train language instructors who, by and large, had never formally taught any subject prior to coming to the institute. To meet this need Grazyna Dudney of the Faculty and Staff Division reviewed and modified the Instructor Certification Course. After the new instructor completed the basic course, which included Learner Focused activities for use in the classroom as well as counseling and effective feedback techniques, they would videotape or audiotape themselves twice, in a week interval, and have Faculty Trainers review the tapes. The Faculty Trainers would then review a new teacher's performance before suggesting different teaching methods where appropriate. After six weeks the teachers would make arrangements with trainers to visit their class to see how well the teacher was implementing the Instructor Certification Course training.¹⁷

The institute needed to rebuild teams by teaching the instructors how to function as team members. While the Army used the Systems Approach to Training, a somewhat mechanized process of following a script to train someone in the maintenance of a cannon, language learning was far too complex for this approach. Although the institute needed to invest in teacher training and team building, the Army would not spend the funds to develop teachers. The two week course that was offered was simply not enough. There was a need for a separate three-day course just to delve into the concept of team building.¹⁸ This process, however would have to wait.

During the previous five to six years, due to severe restrictions on course development funding, no new major course development projects were initiated, but starting in 1993 various languages experts began working on new components for their programs. Furthermore, some Computer Assisted Study coursework was also worked on. The institute's leaders realized that they needed to concentrate on a mix of real needs in specific languages--such as Korean, Greek, Russian, Thai, and Vietnamese basic programs--and targets of opportunity--such as retraining some of the excess instructors for course development after the Serbian/Croatian surge passed.

¹⁵Ibid.

¹⁶Ibid, 192.

¹⁷Ibid; and DLIFLC, DLIELC, FSI Annual Reports, 192; also see DCI-FS, Instructor Certification Course (ICC), Course Requirements, Jan 1994.

¹⁸Historian's Notes, Interview with Dr. Neil Granoien, 29 Nov 94.

During the 1980s, institute leaders developed a model that was used to begin revising the Proficiency Improvement Courses (PICs) that were used for self-study. This effort concentrated on revising books and tapes and was spearheaded by the Army Institute for Professional Development. They funded Czech, Polish and Russian courses while the French and Spanish courses were developed with institute resources. In another development, work began on a computerized version for Czech after faculty writers and developers completed the Special Operations Forces (SOF) Project. When these issues were discussed at the annual Program Review, the National Security Agency (NSA) Cryptologic Training Manager, Hugh McFarland, remarked that no one in the field knew about the course revisions and computer-assisted study courses. The new developments were then added to the nonresident catalog.¹⁹

The institute also began paying more attention to the quality of its instructors and instituted an instructor certification program as well as a new policy on hiring instructors that focused on a centralized and uniform policy at the school level.²⁰ Further, the Monterey Institute of International Studies (MIIS) Master of Arts in Teaching Foreign Languages program continued the schedule initiated in 1986 with eligibility extended to temporary faculty and military language instructors. Under the contract the institute paid for all tuition costs other than a one-time \$50 application fee. The program benefited both DLIFLC faculty, who could earn their master's degree from an internationally recognized school, and MIIS, as their students and faculty benefited from the experience and unique ability of DLIFLC language instructors. In January 1993, the program boasted 48 civilian and Military Language Instructors (MLI).²¹

On 1 July 1993, Educational Technology Division became the Technology Integration Division.²² The renamed division acquired a new focus, that of integrating learning activities into the existing curricula by becoming involved with course development and maintenance projects.²³ Five members of the division completed 4,200 Computer-Assisted Studies (CAS) exercises in 13 languages for the SOF Basic Military Language Course (BMLC) Project. The CAS exercises were transferred to CD-ROMs and delivered to Special Forces Units and DLIFLC departments. The Special Forces would begin using the material for homework assignments while DLIFLC departments used the materials to supplement resident courses.²⁴

With the completion of the Czech BMLC portion of the SOF Project, Joseph Krupski and most of the Technology Integration personnel returned to the division. Krupski replaced

¹⁹DLIFLC, Annual Program Review Briefing, 16 Mar 94.

²⁰Commandant's Staff Meeting 9 Nov 93.

²¹*Globe* (19 Jan 93), 16 and (13 Aug 93), 12.

²²ATFL-RMM, Memorandum, "Organizational Change", 1 Jul 1993.

²³DLIFLC, DLIELC, FSI Annual Reports, 192.

²⁴DLIFLC, DLIELC, FSI Annual Reports, 193.

Lieutenant Colonel John McGhee, USA, as Branch Chief.²⁵ Carol Corbett edited the German D-Disk that HumRRO International, Incorporated delivered. She assisted in the writing of a template for DLIFLC-wide use that could be easily used in other languages. Won Hong continued to write lessons for the Korean Interactive Videodisk Project and supported the use of technology projects in the Japanese, Chinese, and Thai Departments. The Division also acquired *Destinos* videodisks and delivered Spanish videodisks filmed in Costa Rica to the Spanish Departments.²⁶

During the last half of 1993, computer-assisted study (CAS) became a reality in the Korean Program of Asian School II. Myung Ja Sohn served as the subject matter expert, assisted by Won P. Hong, a computer courseware designer in the Educational Technology Division, who supervised the development of the Korean Interactive Video Project (IVD). They were further assisted by Technical Sergeant Bob Ponzi, USAF, and Staff Sergeant John Sampson, USA, who configured the systems in the computer lab and demonstrated the IVD during Language Day and for the Technology Fair portion of the Bureau of International Language Coordination Conference. IVD was another innovation that was demonstrated to James Courter, the Chairman of the Base Realignment and Closure Commission (BRAC), when he visited the institute in May. The project allowed students to use their computers, equipped with CD ROM, to interact with video lessons concerning everyday events shot on location in Korea.²⁷

In yet another technological development the institute's Public Affairs Officer, Jim Davis, reported that SCOLA, Satellite Communications for Learning, was available to the institute on local cable television Channel 7.²⁸ The SCOLA programs featured foreign language newscasts that were utilized as part of a student's foreign language program. Dr. Herzog saw a need for a booklet to help both faculty and staff properly use the SCOLA programs and authorized Salah-Dine Hammoud to write the pamphlet with support from Alan Smith.²⁹

During 1993, the institute hosted its first-ever visiting international Fulbright scholar, Jeanette Allsop, who arrived in August 1993 from her home in Barbados. She worked with Technology Integration until the holiday break on the development of computer-based exercises for language learning.³⁰

The Instructional Technology Branch of the Faculty and Staff Division continued to present monthly introductory workshops on ToolBook/Windows. Brigitta Ludgate, the Branch Chief, and Kiril Boyadjieff developed training templates for the Intermediate Tool-

²⁵ATFL-DCI, 1993 Curriculum and Instruction Historical Summary, 28 Feb 1994.

²⁶Ibid.

²⁷"Computer-Assisted Study Comes to DLI's Korean School," *Globe* (7 Jul 93), 15.

²⁸Minutes of Chief of Staff/School Secretary Meeting, 27 Jan 1993.

²⁹"Using Scola on Your Own," Salah-Dine Hammoud, Faculty and Staff Development, DLFFLC, Sep 1993, i.

³⁰DLIFLC, DLIELC, FSI Annual Reports, 195; and ATFL-DCI, 1993 Historical Summary.

Book/Windows Workshop and began holding workshops every two months. Ludgate and Steve Koppany of Operations, Plans and Programs conducted Introduction to ToolBook/Windows workshops at Fort Lewis and Fort Bragg. The pair also traveled to Germany where they gave Introduction to Macintosh.HyperCard and Intermediate Macintosh.HyperCard in Augsburg and Darmstadt. Boyadjieff paid a Field Assistance Visit to Fort Dix, Regional Training Center for Intelligence--NE, and to Fort Bragg, 519th Military Intelligence, concerning the use of ToolBook on HPSCI computers.³¹

Academic Administration Division

The dean of Academic Administration, Dr. Mahmood Taba Tabai, also served as the the institute's liaison officer with the Western Association of Schools and Colleges Reaccreditation Committee during the institute's reaccreditation review that occurred in 1993 and 1994. Taba Tabai was an active member of the steering committee and chaired the publicity committee.³² In October, Taba Tabai became dean of Middle East School I and Jawdat Yonan moved from Operations, Plans and Doctrine to become dean of Academic Administration. Joe L. Jackson, moved from the Directorate of Resource Management at Fort Ord to become the chief of the Program Management Division.³³

Throughout the year the Program Management Division continued to maintain the Consolidated Team Activity Report system. The data collected by the division was used to provide information for the mid-year GOSC review, the Quarterly Review and Analysis, and the Annual Program Review. The Division also hosted four Quarterly Reviews and Analysis as well as the Annual Program Reviews which compared and contrasted the current and past year language proficiency summaries.

The Academic Records Division served as the registrar for the 2,904 resident students. The Division maintained enrollment rosters, graduation bulletins, and statistical records on the student population. During the year the Division planned, coordinated, and conducted 15 formal graduation ceremonies for all graduating resident students.

The Division staff also updated and maintained 8,564 student transcripts for the computerized student data base.³⁴ In 1992, the Academic Records Division began inputting backup copies of all transcripts dating back to the establishment of the institute as the Military Intelligence Service Language School in November 1941. During 1993, the Division accomplished a major portion of this task by completing 80% of the records back to 1966.³⁵

³¹ATFL-DCI, 1993 Historical Summary.

³²ATFL-DAA-PM, 1993 Academic Administration Historical Summaries, 21 Feb 1994.

³³Ibid.

³⁴Ibid.

³⁵Ibid.

On 20 September 1993, the Aiso Library changed its operating hours due to budgetary cutbacks coupled with an assessment of the hours and days patrons used their services. The major change was the elimination of service on Saturdays.³⁶ According to TRADOC staffing formulas the library should have had 13 full-time employees to handle the daily load of 400 patrons. However, due to institute-wide fiscal constraints a staff of eleven worked an additional twelve hours overtime each week to assist patrons.³⁷

Under the leadership of the chief librarian, Gary D. Walter, the Aiso Library staff continued to automate the search and information systems. The automated system helped the staff keep track of the 30,000 items loaned to DLIFLC users and an additional 400 items loaned through inter-library loan agreements. Bibliographic databases on CD-ROM answered 3,500 reference questions during the year.³⁸

The library staff spent \$100,000 to purchase 40,000 separate magazines and newspapers and over 3,000 new books, audio tapes, videotapes, and computer programs for the collection. In addition, the staff oversaw the expenditure of \$250,000 to supply students with commercially produced language textbooks and dictionaries.³⁹

³⁶Memorandum, (1 Sep 93).

³⁷ATFL-DAA-PM, 1993 Historical Summaries.

³⁸Ibid.

³⁹Ibid.

CHAPTER V

Support to Command Language Programs and Operational Contingencies

The Department of Defense Inspector General (IG) conducted an investigation into the Defense Foreign Language Program in 1992 and published its findings in 1993. The report was quite favorable toward the Defense Language Institute Foreign Language Center (DLIFLC), but seriously questioned the management of the overall foreign language program at the Department of Defense and Department of Army levels. Recommendation 22 of the final report noted that there was no plan for supporting linguists once they left the institute and asked the institute to develop a comprehensive plan for supporting Command Language Programs (CLPs). The plan would include validated cost/benefit analyses of alternative training techniques and technologies. The institute concurred with the recommendation, without comment. The tasking was to be completed, with milestones for supporting the programs, within sixty days of publication of the IG's report.¹ Out of this tasking came the creation of the Operations, Plans, and Programs (OPP) Directorate and the reorganization of the CLP.

Operations, Plans, and Programs Directorate

In November, after a five-month planning process, the commandant, Colonel Vladimir Sobichevsky, USA, created phase II of his three phased reorganization of the institute. Phase II was the creation of Operations, Plans, and Programs (OPP) which was much more than simply creating a new directorate. Foremost in the minds of those involved with the plan was the need to create one point of contact for 1) training, both resident and non-resident, 2) scheduling, both resident and non-resident, 3) contingency support, and 4) language programs and proponency. The provost's office and its component schools took sole control of all training missions to ensure the continuity and effectiveness of training both on the Presidio of Monterey (POM) and at CLPs worldwide. The next three areas came under the control of the new OPP Directorate. This enabled the institute to forge new markets, improve efficiency, and support language programs worldwide.²

The new directorate moved from Building 516 to 636 and was divided into two divisions: Programs and Proponency and Plans and Operations. The Programs and Proponency Division took the duties from the Language Programs Coordination Office and the Command

¹93-INS-10, DoD Inspector General, "Defense Foreign Language Program Inspection Report," 17 Jun 1993, 131-133.

²ATFL-OPP, 1993 Annual Historical Summary, Directorate of Operations, Plans and Programs, 24 Feb 1994.

Language Program branch of Distance Education, while the Plans and Operations Division was formed from a merger of the Plans and Scheduling Division and the non-resident training branch of Distance Education.³

Major Maria C. Constantine, USAF, became the director of the new organization with Major Greg Robinson, USA, as the Chief of Programs and Proponency and Lieutenant Commander Cheri Waterford, USN, as the Chief of Plans and Operations. Robert Wekerle became the interim Chief of the Programs Branch and Chief Warrant Officer 4 Robert Higgins, USA, was assigned to the Proponency Branch.

The Program and Proponency Branch had the responsibility of supporting CLPs with technical advice and of distributing technical materials to the field CLPs. The Proponency Branch represented DLIFLC's interests at senior administrative levels. During 1993, the Programs Branch conducted Field Assistance Visits (FAVs) to eighteen separate CLPs.⁴ The Programs and Proponency Division shipped \$1.2 million worth of books, tapes, and Language Survival Kits to units free of charge and sold another \$200,000 worth of non-resident materials to units and individuals.⁵

In order to expand in areas that were not funded the commandant directed that the institute search out new markets for reimbursable services. The Programs and Proponency Division responded by creating and distributing the DLIFLC Services Brochure. The pamphlet described the types of assistance the institute could offer CLPs and other federal agencies. The brochure resulted in 76 requests for translation and interpretation support in 19 languages from federal agencies across the nation totaling 2,003 hours of translation and administrative service. The primary users were the nearby Naval Postgraduate School (NPS) as well as other military commands. In addition, local, state, and federal law enforcement agencies--including the Defense Criminal Investigative Service--began using the institute's translation and interpretation services much more than in the past. As a result of the increased use for this type of service the institute, in its five-year plan, proposed to establish a Translation and Interpretation Service program.⁶

The Plans and Operations Division also developed and produced survival materials for operations in Somalia, Haiti, and Bosnia. Between December 1992 and November 1993 close to 50,000 Somali Survival Kits were shipped to the field from the institute.⁷ The division along with the Language Program Coordination Office produced survival materials in twelve

³Ibid.

⁴"DLIFLC, DLIELC, FSI Annual Reports," BILC 1994 Conference Report, Turin, Italy, 190.

⁵ATFL-OPP, Historical Summary *ibid.*

⁶"DLIFLC, DLIELC, FSI BILC, *ibid.*; ATFL-OPP, Historical Summary, *ibid.*

⁷Commandant's Staff Meeting 9 Nov 93, Historian's Notes.

other languages in anticipation of future need.⁸ Constantine reported that the 75th Ranger Battalion at Fort Benning requested survival kits, including area handbooks, in 18 languages⁹ to meet future unknown contingencies of the New World Order.¹⁰

In response to the developments on the Horn of Africa in late 1992 and throughout 1993 the institute's Distance Education Division and Curriculum Division developed a booklet, "Surviving in Somali," in support of Operation Restore Hope. The guide included 101 pages of text broken into seven topics. Included with the guide was an audio cassette with dialogues and listening exercises.¹¹

Nonresident Instruction

Before the August through November reorganization the non-resident branch of Plans and Operations Division of Operations, Plans and Programs was known as the Distance Education Division. As the institute's "school without walls" the faculty assigned would travel as a Mobile Training Team (MTT) to a given command and train language trainers at the command or conduct language refresher training as well as conduct Video Teletraining (VTT).

During 1993, Maria Baird, the coordinator of Training Services, and Monica Leiva-Hogan, the Spanish Department B training instructor, traveled to the 313th Military Intelligence Battalion at Fort Bragg where they conducted a week long 40-hour Train the Trainer program. Baird reported that the language program at the 313th improved in the year since she had last visited; a year in which the Army rated the 313th the top language program. The institute's instructors "stress fundamentals and cooperative learning strategies," according to Leiva-Hogan. One of the keys to the success of the 313th was their high concentration of Spanish linguists. Another key was "strong command support for Spanish language proficiency" which motivated the linguists in the program to continue improving.¹²

Video Teletraining

During 1993, the still growing VTT Branch began to mature. Language training and sustainment of training in the field had always been a challenge for the institute but with advances in technology the challenge began to be met. In addition to printed materials and audio tapes, the institute began relying more and more on direct language training via the

⁸Those languages included Macedonian, Korean, Armenian, Serbian, Croatian, Somali, Bulgarian, Azeri, Haitian-Creole, Russian, Albanian, and Spanish. ATFL-OPP, 1993 Annual Historical Summary, Directorate of Operations, Plans and Programs, 24 Feb 1994.

⁹Commandant's Staff Meeting 9 Nov 93, Historian's Notes.

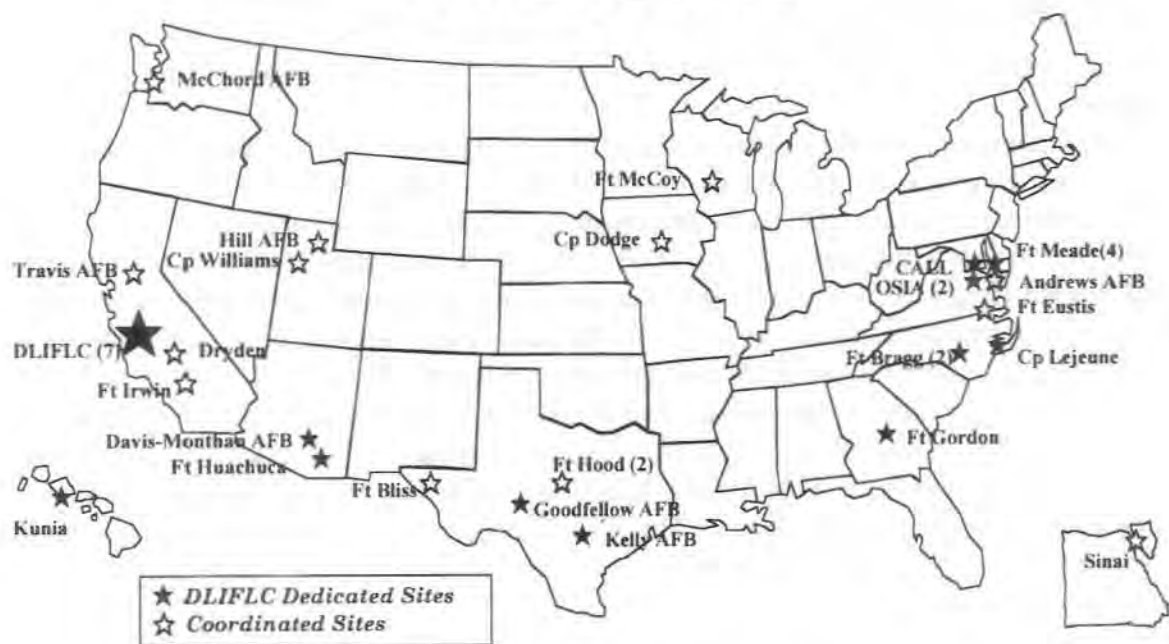
¹⁰Ibid.

¹¹Distance Education Division, Nonresident Language Program, Newsletter, (Vol. 25, 2nd Quarter, FY 93).

¹²"Distance Education Division conducts Train the Trainer program," *Globe* (12 Feb 93), 7.

satellite capabilities of VTT. In FY 1991, the first full year of operation, VTT broadcast 725 hours from two studios in 9 languages to 5 sites within the Continental United States (CONUS). In FY 1992 the operation jumped to 4,500 broadcast hours from four studios in 21 languages serving 18 sites. The program was offered to CLPs free of charge until 1993 when budgetary constraints forced the institute to charge \$41.10 per hour for the training. Even with the added expense the program exploded with 14,372 broadcast hours of instruction from 7 DLIFLC studios in 22 languages and dialects serving 2,000 military linguists at 23 sites. The VTT program was on the air 16 hours a day with each language course being taught from 4 to 8 hours daily over a period of 8 to 12 weeks. The VTT courses were designed to maintain as well as to increase linguistic proficiency and resulted in half-level (e.g., L1+ to L2) increases in proficiency for the VTT students. The VTT program was also successful in cross-training Russian linguists to Ukrainian, Belorussian, and Serbian/Croatian and was especially useful for rapid response to crisis situations during the year.¹³

VTT STUDIOS



In May 1993, Maria Baird, Ted Horn, and Dave Burns retired from the institute. The trio were part of the team that developed the high-technology-based distance education field

¹³Annual Program Review, Briefing Book, 1 Jan 94: "DLIFLC, DLIELC, FSI BILC, *ibid*, 191; The Marine Corps would like to use VTT but there are no sites within easy access. The closest VTT site is at Ft. Bragg but that site is a two hour drive from Camp Lejeune; LTC Reeves suggested that GOSC members observe VTT language training at in the field. DFLP Action Officer Meeting Notes, 6 Jan 1993.

utilizing VTT for nonresident foreign language training.¹⁴ Euripides F. (Pete) Lалlos remained as director of the program under the Plans and Operations Division of OPP.¹⁵

World Wide Language Olympics

One casualty of the break-up of the Soviet Block was the institute's Distance Education Language Training Detachment in Europe which closed due to the drawdown in U.S. military throughout the region. In addition, the total number of CLPs supported by DLIFLC both outside and within the continental United States decreased from 840 to fewer than 450. However, the Programs and Proponency Division continued support of the programs by hosting 100 command language program managers at the Fourth Annual Command Language Program Managers Seminar.

The division also hosted over 200 linguists from all over the world who attended the Second Annual World-Wide Language Olympics.¹⁶ During Armed Forces Week, 10-14 May, representatives from 31 Army, Navy, and Air Force units composed of over 300 military linguists in more than 100 teams came to the institute from Korea, Japan, Hawaii, Alaska, Panama, Germany, and throughout the continental United States to compete in the Second Annual Worldwide Language Olympics. Competition was held in Arabic, Chinese, Korean, Russian, and Spanish.¹⁷

The Language Olympics tested students by having them play six games designed to challenge their language ability: Password, Draw Me a Picture, Verbal Relay, Hand-Copy, Jeopardy, and Get-the-Point. Students participated at DLIFLC or through the VTT system. The 1993 Worldwide Language Olympics was "a low-cost, high-payoff effort," according to Colonel Ronald Bergquist, USAF, the assistant commandant, allowing the institute to obtain feedback from former graduates. In addition, the participants could gather new material to take back to their commands and share with other linguists in the field.¹⁸

Overall team winners who participated at the POM were from the 224th Military Intelligence Battalion, Hunter Army Airfield, Georgia. Taking second place was the 6994th Electronic Security Squadron, Fort Meade, Maryland, while the 532nd Military Intelligence Battalion from Korea took third place.¹⁹ The VTT winners were a joint Army and Air Force team from Kelly Air Force Base, Texas.²⁰

¹⁴Distance Education Division, Newsletter, *ibid*, p. 2.

¹⁵On 23 September the Provost announced that responsibility for VTT training would move from Distance Education to the schools. The schools would assign teachers for the scheduled classes and that a core of GS-11 VTT instructors would develop course materials and coordinate instruction. Provost's School Staff Meeting (23 Sep 93), Meeting #22.

¹⁶"DLIFLC, DLIELC, FSI Annual Reports," BILC 1994 Conference Report, Turin, Italy, 190.

¹⁷"DLI Hosts 1993 Worldwide Language Olympics," *Globe* (7 Jul 93), 6-7.

¹⁸"Racing for the Gold," *Spokesman* (JUL 93), 8-10.

¹⁹"DLI Hosts 1993 Worldwide Language Olympics," *ibid*.

An interesting sidenote was that the contestants were upset at the proposed move of DLIFLC to Fort Huachuca contending that they did not believe they would have received the same quality language education in the desert as they did at the POM.²¹

Special Operations Forces Project

As detailed in the 1992 Command History, the Special Operations Forces (SOF) Project was initially set-up to deliver language courses in thirteen languages²² for SOF units out of Fort Bragg. The courses were to place special emphasis on particular geographical areas of the world concentrating on weapons, engineering, communication, and medical terminology. By the end of 1992 the project was on track and all hands knew that 1993 would be challenging as the project had to bring "all 13 Special Forces Functional Language Courses (SFFLC) to a close."²³

In January 1993, the Special Forces quality-control reviewers validated the German product--the first of the thirteen Basic Military Language Courses (BMLC). They determined that the instructors assigned to teach students the new material would themselves need training and assistance. To this end a German project developer and supervisor left for Fort Bragg to train the Special Forces instructors in the student-centered and proficiency-based approach of the new material.²⁴

During the period that the SOF course developers worked on the BMLCs another team was developing Computer Assisted Study (CAS) courses in five languages: German, Vietnamese, French, Polish, Russian, and Czech. This project was the largest of its kind ever completed. The concept allowed students to build language proficiency in reading, listening, and speaking using interactive computer programs on a CD-ROM format. Approximately 4,200 CAS exercises for the thirteen language programs were developed by the SOFs Basic Course Project.²⁵ By early summer 1993, the computer project reached a successful completion and after some additional work to the Slavic portions they were ready for production.

While the entire effort deserved praise, the project coordinator, Lieutenant Colonel Edward J. Rozdal, USAF, paid special attention to the remarkable accomplishment of the

²⁰Distance Education Divison, Nonresident Language Program Newsletter, Vol. 26, 3rd Quarter FY 93, p. 2.

²¹"DLI Alumni Test Word-Game Skills While Pondering School's Fate," *The Californian* (11 May 93), 1C.

²²German, Latin American Spanish, French (with emphasis on Zaire), Portuguese (with emphasis on Angold), Polish, Russian, Czech, Perian, Arabic, Korean, Vietnamese, Filipino, and Thai.

²³*GLOBE* Vol. 16, No. 1, 19 January 1993. For a review of the issues surrounding the Special Operations Forces Project see James C. McNaughton, "Defense Language Institute Foreign Language Center, Annual Command History" (RCS CSHIS-6[R3]), 1 Jan -- 31 Dec 1992", pp. 81-84.

²⁴"Annual History Input: SOF Project," 1993.

²⁵*Ibid.*

Czech team. That past Spring Rozdal had put together a new Czech team, as the first group was "hopelessly behind." The new team of Jana Kunta and George Petracek showed the "dedication and determination" to learn the technical aspects while they developed the language portion of the project and finished on time.²⁶ Rozdal also praised the efforts of the computer support staff for their work in keeping the computers working while they trained and assisted both the BMLC and the CAS teams. In addition, Rozdal noted the special efforts of the production team as they were faced with almost all of the projects arriving at about the same time.²⁷

On 23 December 1993, all of the BMLC stood complete and all but one of the CAS programs were also ready. The SOF Project had one more project to complete—closing down the project and moving from the Larkin School site where the project had established its headquarters since its inception in 1992. With the culmination of this project DLIFLC completed the most ambitious project ever attempted by a language institute. The Monterey team assisted by their counterparts at Fort Bragg wrote and tested the thirteen basic language courses and the six computer-based language study courses.²⁸

The goal for the SOF BMLC was for students to reach level 0+ to 1 proficiency in each the three areas tested: listening, reading, and speaking after taking a 16 to 22 week course and spending two hours of CAS homework each night. The results were better than expected. The first twelve students in German tested at an average of 1 in listening, 2 in reading, and 1 in speaking. The months of hard work in course development paid off.²⁹

The provost, Dr. Ray Clifford, reported that the new programs were "somewhere between a Gateway and a Basic course" and that "some materials are being used in our resident courses." The commandant reported that although "there was bad-mouthing of the project all the way to the DA level...the customer is happy" with the results.³⁰ However, while the initial course development did show promise the institute was unable to ship the completed CDs due to problems with copyright laws. Some of the materials included in different lessons included trademark and other copyright issues. The institute teams doing the work did not realize that they needed to get legal releases prior to finishing the individual programs and the institute (two years later, at this writing) was trying to work with the Department of the Army's legal specialist in copyright issues, Major Murray B. Baxter.³¹

²⁶Ibid.

²⁷Ibid.

²⁸"SOF Project Wraps Up Successful Tenure," *Globe* (31 Jan 94), 16-18.

²⁹DLIFLC, "Command Operating Budget, FY 1994," (25 Jun 1993), 2.

³⁰Commandant's Staff Meeting, Historian's Notes (14 Dec 93).

³¹Interview with Major Murray Baxter, USA, 18 Oct 1995. Baxter worked on the Army Intellectual Property Law Division, Office of the Judge Advocate General.

During the Forces Command (FORSCOM) Language Program Managers Meeting (18-19 May) held at the institute, Lieutenant Colonel Phillips, USA, of the John F. Kennedy Special Warfare Center and School reported that over the previous year the U. S. Special Operations Command (USASOC) completed a total revalidation of their language requirements. The final report balanced needs with realistic training standards. The initial acquisition goal of Level 1 was achievable with the new BMLC developed by the institute, while the linguist was expected to improve proficiency while in the unit. However, the major problem for the SOF community remained with the initial language acquisition of reservists.³²

Computer Assisted Study (CAS)

With the end of the SOF project came an increased awareness of the potential for CAS, especially for non-resident training. Several members of the SOF project used their newly learned skills to develop other CAS projects. Jana Kunta and George Petracek began working on an intermediate level CAS for Czech up the hill at East European School II. Also beginning in 1993, Distance Education Division's Nonresident Language Program made Tagalog (Filipino)³³ and the Interactive Video Disk Programs developed for the SOF Project available to CLPs that had Electronic Information Delivery System (EIDS) or a compatible system. The course covered the first 18 weeks of the Basic Course with intended DLPT levels of 1+ to 2.³⁴

Another breakthrough for CAS had come when the House Permanent Select Committee on Intelligence (HPSCI) allocated \$2.8 million in 1992 to provide both hardware and software to military intelligence language programs. However, the computers did not arrive for configuration and shipping to the field until 1993. Under the guidance of the Defense Foreign Language Program the institute began shipping computers along with institute-developed software for reading comprehension in Spanish, Portuguese, French, Arabic, German, and Polish. In addition, the Russian vocabulary used in the basic program was available in June. Software purchased through commercial channels was also shipped to command language programs. By the end of the year 298 individual systems were shipped to 114 military units and bases in the United States and overseas. To further assist CLPs the institute began

³²Historian's Notes, FORSCOM Language Program Managers Meeting, 18-19 May 93.

³³The Philippine Congress designated Filipino as the official term for the national language, formerly known as Tagalog. The term also applies to the culture and people of the Philippines. To reflect this change the term "Tagalog" and the alpha designator "TA" will no longer be used but will be replaced with "Filipino" and the designator "FP". Effective immediately on items produced at DLI or when reprinted. This change was not immediate in usage at DLI, however, and continued to show up throughout the year. (Prof note from OLNEYC, 20 Jan 1993.).

³⁴Distance Education Division, Nonresident Language Program Newsletter, Vol. 26, 3rd Quarter FY 93, p. 1.

looking into utilizing LingNet, the institute's first computer bulletin board system (BBS), to get software to the CLPs as soon as it was developed.³⁵

LingNet

The Linguists' Network (LingNet) was developed to allow the institute, CLPs and individual military linguists, as well as other military and civilian organizations to keep in touch with changes and advancements in the foreign language field. The program offered a user message service and could be used to share foreign language programs such as: word processing programs, instructional programs, and games. In addition, LingNet, could be used to instantly provide foreign language materials such as survival kits, institute developed materials, and materials developed through other agencies--such as, Center for the Advancement of Language Learning (CALL), the National Security Agency (NSA), and the Department of State's Foreign Service Institute (FSI)--to LingNet users. The system could also provide current listings for the Satellite Communications for Learning (SCOLA) programs. The system utilized a 486DX66 computer with a 14,400 modem, and InterNet Telnet/FTP/WWW capability using Galacticom WorldGroup v1.0 software, and housed in building 636a.

Language Conversion Training and Cross-Training Efforts

As the United States military began to be increasingly used in operations other than war language training readiness began to be a topic of importance for planning. This readiness was needed in many languages that had not been traditionally taught at the institute and the staff developed plans for language conversion and cross-training. With the decreased need in some languages, notably Russian, and an increased need in similar languages; Serbian/Croatian, Ukrainian, and Belorussian, the institute developed a 16-week cross-training course to retrain Russian linguists into another Slavic language. This duration was only one-third the time it normally took to train a new linguist. For those in a language conversion program which was acquiring a completely different foreign language the time was about two-thirds that of training a new linguist.

The shortened program results were the same as the 47-week Basic program given to students with no language background. Linguists with proficiency levels of L2/R2/S2 in listening, reading, and speaking in their original foreign language tested at level 2 in all three areas in the newly acquired language in both the cross-training and conversion programs. Furthermore the proficiency results were the same for students taking the course at the DLIFLC, through video teletraining or mobile training teams. This last factor was especially important as military units did not have to lose valuable members of their organization during the cross-training process.³⁶

³⁵ATFL-LP, Information Paper, Subject: "HPSCI Computer-Assisted Study (CAS)," 14 May 93: "HPSCI Computer Issue," List in Historian's Files covering the Four Services.

³⁶DLIFLC, ATFL-P, Memorandum, Significant Issue: Language Conversion Training, 4 Jan 94.

Somali

At the beginning of operations in Somalia, in December 1992, the U. S. Army found only nine soldiers who could speak Somali.³⁷ In order to compensate for the lack of personnel who could speak the language the Army granted a waiver of specialty-pay certification requirements and of language-proficiency pay certification for active and reserve forces assigned to Operation Restore Hope.³⁸

The institute was tasked to develop language cards and booklets for soldiers deployed to Somalia as part of Operation Restore Hope. The staff of Language Program Coordination, under the direction of Army Chief Warrant Officer Robert Higgins, discovered that Private Second Class Ahmed, a Somali speaking soldier was located at nearby Fort Ord. However, he was available for only two hours as he had orders to ship out to Somalia to become an interpreter and translator. The project team decided to utilize Ahmed's time to make a video and have him help them edit words and phrases for language cards and booklets. Ahmed arrived at the Defense Language Institute Foreign Language Center at 1000 on 3 December and by the following afternoon the institute's staff shipped twenty-five 15 minute videos and 150 booklets containing 70 phrases. The first shipment arrived to the deployed troops the following day. This first effort was quickly supplemented on 9 December with *Surviving in Somali #2*, a 250 phrase booklet. For this effort the Language Program Coordination office enlisted the help of an educated native speaker who proved valuable in checking spelling and rewording phrases. The Language Program Coordination office developed an audio tape and another video tape for VTT.³⁹ The institute also produced the Somali Field Glossary and Somalia's Hour of Need. The latter was a reprint of a *National Geographic* article that was issued to give a quick overview of the situation in Somalia.⁴⁰

The institute also supplied twenty hours of intense language training to twelve members of the 571st Military Police Company from Fort Ord. The MPs had requested fifty to sixty military police phrases to help them in the mission. Although the course was put together in a short time the MPs were very pleased with the results. In an after-action interview Second Lieutenant Tebalina Beck, 4th Platoon leader, reported, "We used most of them daily." In addition to language training the institute's faculty taught the MPs about the people and culture of Somalia.⁴¹ These projects were essential components of the institute's sustainment mission in support of real world contingency operations.

³⁷"DLI Supports Operation Restore Hope," *Globe* (19 Jan 1993), 8-9.

³⁸"Restoring Hope in Somalia," *Soldiers* (Feb 93), 12.

³⁹"DLI Supports Operation Restore Hope," *ibid.*

⁴⁰*Ibid.*

⁴¹"Fort Ord Military Police Prize DLI's Somali Language Training," *Globe* (14 Jun 93), 6.

The institute's Somalian effort was very successful. The intelligence community of XVIII Airborne Corps wrote a letter of appreciation for the work DLIFLC did in support of their mission in Somalia. As part of Operation Restore Hope DLI provided military units at Fort Drum with Somali language training through VTT, print, audio, and video materials. Captain Julie L. Johnson, USAF, and Ivy Gibian at DLI Washington and David Burns in Monterey coordinated the VTT classes and Command Sergeant Major Clendenen, USA, helped the 10th Mountain Division receive other language materials. DLI's efforts and results were "prepared on short notice and with great energy."⁴²

Serbian/Croatian

Beginning January 1993, institute faculty began cross-training Russian linguists at the Joint-Service Language Center at Fort Meade via VTT to Serbian/Croatian. The institute's Serbian/Croatian Department was disbanded in 1989 and there was no methodology in place. To get the effort started in the right direction Dr. Gordana Stanchfield, the Chair of German Department C, headed the team that was to develop the new program. Unlike the somewhat chaotic process of bringing Somalian on-line, the institute's staff had enough lead-time to properly prepare for Serbian/Croatian cross-training. Stanchfield, along with a Distance Education employee, Mira Todorov, a Croatian native, and Russian School 2 instructor, Jovan Vukceovich, a native Serbian speaker, began developing course materials and lesson plans for VTT training. Starting with no resources on 1 January, the team began teaching on VTT seven days later.

Stanchfield's team developed the cross-training concept. Cross-training took linguists who were proficient in one Slavic language and created Serbian or Croatian linguists. Six Russian linguists from Fort Meade and seven from Fort Bragg began a 16 week cross-training program via VTT along with 13 DLIFLC Russian linguists. The students were cross-trained in 16 weeks rather than the usual 47 week basic program it would have taken to train a new linguist. Steve Koppany, a training specialist for Distance Education reported that the program expected a proficiency level of L2/R2 in listening and reading. The program became so successful that institute instructors were confident in predicting that they could take Russian, Czech or Polish linguists who were Level 2 in listening and reading and successfully cross-train them into Serbo-Croatian linguists. Four months later, in May, the Army asked the institute's faculty to train more linguists in the program. Once the program got off the ground Stanchfield and a military language instructor went to England to Mildenhall Royal Air Force Base Mildenhall to train 15 Russian linguists to Serbian/Croatian. In addition to the initial students, the effort quickly branched out to a total of 140 Army, Air Force, and Navy linguists at the Joint-Service Language Center at Fort Meade. The institute also produced survival materials including manuals and cassette tapes.⁴³

⁴²"Operation Restore Hope: XVIII Airborne Corps Thanks DLI," *Globe* (12 Mar 93), 4.

⁴³ATFL-OPP, 1993 Annual Historical Summary, Directorate of Operations, Plans and Programs, 24 Feb 1994; "Slavic Students Modify Studies to Serbo-Croatian," *Globe* (7 Jul 93), 8; See also "Linguist Training," *Army*

Macedonia

On 22 June, the command group received an urgent phone call from the Army Intelligence and Threat Analysis Center (ITAC), Washington, D.C. After a search of records at the Defense Manpower Data Center for either Reserve or Active Duty Macedonian linguists only two active duty and one reservist were found. Because of the United States environment in Joint Task Force Provide Promise there existed an urgent need for Macedonian speakers, but lacking them, the Army needed key Macedonian words and phrases to insert into the ITAC soldier handbook. Fortunately, the control words and phrases would be the same as the institute's Serbian/Croatian effort of April. The mission for the institute was to produce the control cards, ship via UPS International an original camera-ready copy and a copy of the material on disk along with one command and control card to Molesworth, England, no later than the following day. Six hundred copies of the material would be reproduced and assembled in Molesworth for shipment to Macedonia. In addition, a backup would be shipped via LingNet to the institute's Washington office where Major Arlene Underwood, USA, would pass it on to ITAC/DIA.

The institute's one Macedonian instructor began working immediately changing the Serbian character set into Macedonian. Further, the institute's staff began looking at ways to assist the Macedonian operation with VTT to provide as much support as possible to the troops deploying with the expectation that the institute would be reimbursed if supplemental funding became available.⁴⁴

Support to contingency operations, such as in Somalia and Macedonia, remained a high priority issue at the institute with all involved concerned over the lack of coordination at the Department of Army (and the other three services') level. Although the institute understood what was needed and was able to produce good material, those involved at the institute had to work in a very hurried fashion. This problem persisted with Operation Restore Democracy in Haiti the following year and was still evident at the onset of American involvement in Bosnia at the time of this writing in 1995. Quite simply, the Army and the other services needed to factor linguists into their operation plans early on--just as they did bullets and tanks.

Trainer Magazine, (Summer 93), 42-43 and "Russian Linguists Cross-Train to Serbo-Croatian via VTT," *Globe* (12 Feb 93), 11.

⁴⁴SFC Antonio Hernandez, III, PROFS note 22 June 93 forwarded by CW4 Robert Higgins; and Susan Schoeppler, ATTG-I, PROFS note 22 June 93 forwarded by Higgins.

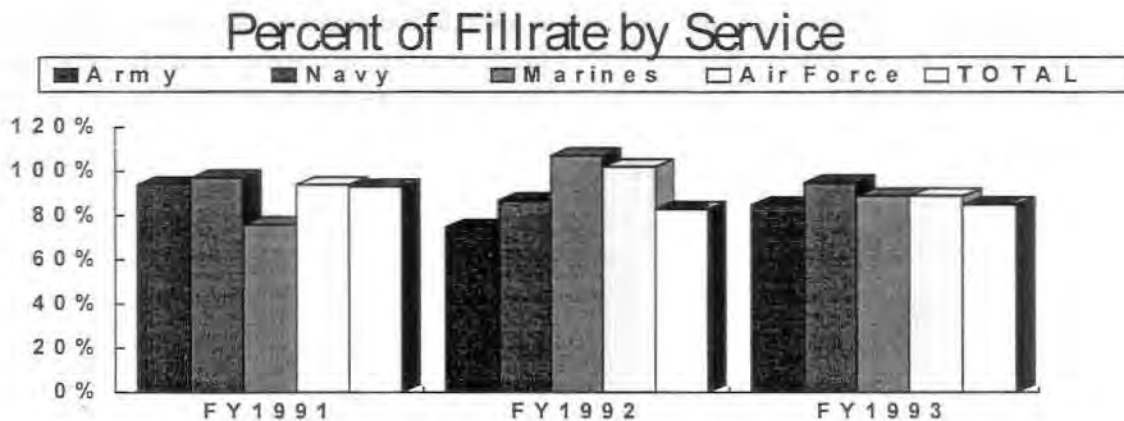
CHAPTER VI

Foreign Language Students

The end of the Cold War era had a profound effect on the Defense Language Institute Foreign Language Center (DLIFLC) and its student population. In many ways the projected student attendance or student load and the actual attendance or services' fillrate of students at the institute was a barometer on world events that directly or, at times, indirectly affected the interests of the United States and its allies. World events also often directly shaped other factors at the institute including student attrition rates, both administrative and academic, and, most important, the proficiency levels that students reach. In addition, the four service units that administer to the needs of the students are also influenced by the world outside of the institute. Although the service commanders keep a close watch on the pulse of world events their main focus is on their students and their students' relations with the institute and the immediate surroundings of the Monterey Bay area.

Resident Student Population

The institute's student load, as established through the Structure Manning Decision Review (SMDR) process, for fiscal year 1993 was 2,841 students, of whom 2,523 were to be enrolled in basic language programs.¹ The student load included the numbers of students needed to meet each service's requirement for linguists. Although each service was given an allocation to fill to meet their portion of the institute's student load, typically the allocation number or fillrate was not met as personnel were needed for other training schools or duties



during the year. The FY1993 fillrate of 85 percent showed slight improvement in the fillrate over the previous year, but was much lower than the 93 percent fillrate in 1991. However, the

¹DLIFLC, BILC Conference 1994, *Annual Reports, DLIFLC, DLIELC, FSI*, 200.

1991 fillrate reflected the effects and aftermath of Operations Desert Shield and Desert Storm when the need for linguists was seen as a priority requirement for a successful mission.

While the numbers of students that are assigned and those individuals that begin taking classes are important for administrators in the planning process for the numbers of instructors and classrooms needed, the end result in terms of completion rate and proficiency rate was the key to determining the success of the institute. During FY 1993, the basic programs enrolled 2,523 students with 2,006 students graduating for a 79.5 percent completion rate.² The institute had a continual problem with students completing basic programs, especially compared to the intermediate, advanced, and other programs where of the 318 enrollees 302 students graduated for a 95 percent completion rate.³ The linguist students in the non-basic programs, however, all had language training in the past and knew what to expect at the institute and were more mature, whereas the basic students tended not to speak another language, had no idea of the amount of work the institute would require, and were, for the most part, just out of high school. For the Army the percentage of language students who arrived at the Presidio of Monterey (POM) direct from Basic Military Training was 75 percent, for the Air Force the figure was 81 percent, the Navy had 86 percent, while the Marines had only 60 percent of their language students arriving direct from Boot Camp. In addition the average student pay grade was that of E-4.⁴ All of the above were factors resulting in both administrative and academic attrition during the year.

A limited number of students were forced to leave the classroom prior to the finish of the course to accept assignments but that did not always mean that a student would not become a linguist. Some of these students were reassigned just before classes were over and knew the vast majority of the material; however, they were not always able to graduate. This problem was addressed during the year when the Provost and Associate Deans revised Reg. 351-11-1 concerning diplomas and certificates and allowed those qualified to receive their diploma and/or certificates by either accelerating their pace, with agreement of the school, or by challenging the program by scoring at least L2/R2/S2 in listening, reading, and speaking on the DLPT. The committee also eliminated the old 85% time completion requirement as a prerequisite for graduation.⁵

Of the 2,006 students who graduated during 1993, only 66.9 percent reached the end user goal of levels L2/R2/S1 while 50.5 percent, compared to the General Officer Steering

²The statistical data concerning those students who enrolled and those who graduated were not kept in a manner that accurately tracked students in any given year, rather the statistics indicate how many students enrolled during a particular year and how many graduated during that year, irrespective of which year they enrolled. This is important as students enrolled throughout the year as classes were made up and not to a set pattern that reflected a quarter or semester system such as one might find at a civilian college.

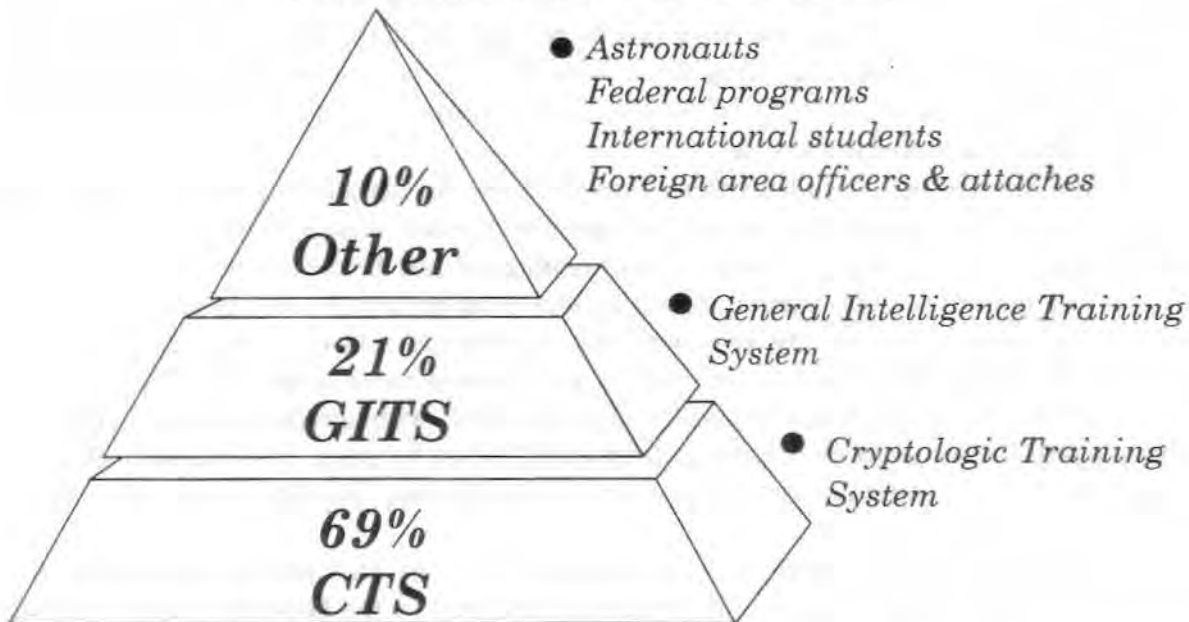
³DLIFLC, "Annual Program Review," 1 Jan 94.

⁴ATFL-CS, *Defense Language Institute and Foreign Language Center (DLIFLC) Cost Analysis Data*, 10 Dec 93, Memorandum for Director of Training, Deputy Chief of Staff for Operations and Plans.

⁵Provost's School Staff Meeting (5 May 93), Meeting #10.

Committee (GOSC) and institute's goal of 80 percent, managed levels L2/R2/S2. The L2/R2/S1 proficiency level dropped 2.2 percent from the previous year and was the first overall drop since 1985. However, this was partially balanced by the slight improvement of .3 percent in the L2/R2/S2 goal. Overall, a slight increase or decrease in any year may or may not reflect much. There are many factors during the year that contribute to student proficiency levels: world events, living conditions at DLIFLC, a smaller or larger than normal class in a particularly good program, and many others. In 1993, there were disruptions due to the reduction in force (RIF) in Eastern European languages and the hiring of teachers in other programs (most of whom tend not to have language teaching experience.). The institute's leadership was not overly concerned with the proficiency results for 1993, but were looking ahead to 1994 and 1995 when reforms implemented during 1993 should begin to show results reflected in the rise of student proficiency as measured by DLPT scores.⁶

STUDENT POPULATION



Graduation did not end a student's contact with the institute. In addition to command language programs (CLPs), as discussed in Chapter V, the institute continued to work with students at their follow-on training stations. For basic students 69 percent went on to follow-up training at cryptologic training at Goodfellow Air Force Base in Texas, 10 percent went on to Fort Huachuca, Arizona, for intelligence and interrogator training, and 21 percent were assigned duties at other commands.

⁶The proficiency levels in the four language categories were: Cat. I = 77% at 2/2/1 and 52% at 2/2/2; Cat II = 65% at 2/2/1 and 45% at 2/2/2; Cat III = 82% at 2/2/1 and 67% at 2/2/2; Cat IV = 38% at 2/2/1 and 26% at 2/2/2.

During 1992 and into 1993, institute students attending advanced training at Goodfellow Air Force Base developed troublesome patterns. In increasing numbers they were washedback or were failing courses. Dr. John Clark, the dean of Evaluation and Standardization, sent Joseph R. F. Betty, the institute's Feedforward/Feedback Manager, to Texas to look into the situation on 19 May 1993. Once at Goodfellow Betty met with Master Sergeant Robert D. Soergel, USAF, his counterpart. For two days the pair conducted extensive interviews with fifty-one members of both faculty and staff of the 316th Technical Training Squadron. Betty and Soergel concentrated on four language groups: Korean, Russian, Arabic, and Spanish. The interviews revealed that while the perceived problems were with all students, the Army seemed to experience fewer problems than the other services. This was attributed to fewer Army students receiving Defense Language Aptitude Battery (DLPT) waivers from the Troup Battalion to attend further training.⁷

Those interviewed at Goodfellow identified student behavior and motivation as key problems contributing to the washback and failure rates. The faculty and staff reported that students did not have proper military behavior or bearing both in and out of the classroom. The students were consistently late to class and missing study hall times, falsifying check-in documents or, if they did show up, refusing to study. In addition, students were consistently out of uniform. There was a lack of respect for authority and students would only respond after Article 15 or higher disciplinary actions occurred.⁸ The instructors also told Betty and Soergel that the students were not motivated. They did not see their training as being important or the military as a profession. According to the Goodfellow instructors, students looked at military life as a job--a paycheck. Students were recruited for the wrong reason--pay and benefits--and this encouraged them to leave the service after only one enlistment. Students who felt they were only in the military for a short time while they earned education benefits never bought into the process.⁹

While in the past those students who washed out of Goodfellow did so toward the end of the course, when the material was tougher, by 1992 and into 1993 students were beginning to be eliminated during the first few weeks of the course. Although the official reason for these failures was lack of performance ability or poor academic performance, Betty and Soergel saw the failure as an inability for students to adjust to their new learning environment at Goodfellow.¹⁰ According to Goodfellow instructors, the lack of senior enlisted military personnel at the DLIFLC to help guide the students, coupled with a generation gap between students and their civilian instructors at the institute, led to motivational and disciplinary prob-

⁷The minimum DLAB score for Category I languages was 85, for Category II languages it was 90, for Category III languages it was 95, and for Category IV languages it was 100. DLIFLC Operations, Plans and Doctrine, *Master Schedule Fiscal Year 94*, i; 316 TGHTS/CC, "Issues Raised During Staff Assistance Visit," Fax copy, 20 May 1993.

⁸316 TGHTS/CC, "Issues Raised, *ibid.*

⁹*Ibid.*

¹⁰*Ibid.*

lems. Furthermore, Betty and Soergel found that most of the Texas instructors felt that the "Learner-Focused Instructional Day" and the Seven Hour Day discouraged military structure in the classroom. Too often students were freed from homework in some language programs and brought a poor attitude toward homework and study habits with them to Goodfellow. This feeling was intensified because DLIFLC students often did not have to do homework or have their homework checked for accuracy while at the POM schools.¹¹ The final general complaint by instructors at the Goodfellow was that students were receiving much too much training in strategies for taking the DLPT. A switch to teaching the Final Learning Objectives (FLOs) would be a better utilization of the students' time.¹² However, the Goodfellow instructors also noted that former DLIFLC students who had the guidance of Military Language Instructors (MLIs) at DLIFLC did much better overall than those who graduated without having a MLI.¹³ Apparently, the MLIs could provide the mentoring that students' needed. Ultimately this finding was part of the rationale that was used to establish the MLI 3Plus Program.

Former DLIFLC graduates also faced severe problems in specific languages at Goodfellow. Those students of Korean who received FLO training while at DLIFLC, however, did noticeably better than their counterparts who did not receive that training. Although the Russian program had a success rate of 64 percent of students reaching the L2/R2/S2 level in listening, reading, and speaking the instructors at Goodfellow reported that they could not "recognize and work with common grammatical forms". The hope in Spanish was that the changes recommended in the Spanish Curriculum Review would be implemented at DLIFLC to overcome deficiencies in those students. While the Arabic students did not possess any academically specific problems the Goodfellow instructors did note that some academically weak students were slipping through the cracks and ending up in Texas.¹⁴

In November, under the guidance of the commandant, Colonel Vladimir Sobichevsky, USA, and the provost, Dr. Ray Clifford, the deans, associate deans and service commanders met to discuss support to schools with the goal of preparing and assisting students to succeed both during training at the institute and at their next duty assignment. In addition to discussing what grade point level would trigger remedial help for students, the group focused on student discipline in the classroom. The command sergeant major would be the commandant's eyes and ears concerning discipline in the schools. All felt that trash left in the classrooms--a possible indicator of the lack of military discipline--was a leadership problem. To counter discipline problems the roles of class leaders would be redefined and strengthened. Lieutenant Commander James Blow, USN, the officer in charge of the Naval Security Group Detachment, accepted the task of coordinating the effort.¹⁵

¹¹Ibid.

¹²Ibid.

¹³Ibid.

¹⁴Ibid.

¹⁵Commandant's Staff Meeting, 9 Nov 93, Historian's Notes.

In addition, the school deans developed examples of ways that the four student service units could assist the schools: For students who arrived at DLIFLC prior to the formation of their classes they would receive an orientation to FLOs; they would be given the opportunity and help to review their English grammar fundamentals; they would be taught study skills; and would be helped to develop cross-cultural awareness. For those students who were performing below their potential: they would be provided a quiet study area; they would receive help in reviewing their study skills; they would be encouraged to use a buddy system; and they would be provided with computer assisted study. Officer students would be required to stress their responsibilities as role models for other students; They would be reminded that they must meet the same homework requirements and performance standards as other students.¹⁶

Automated Student Questionnaire (ASQ)

Over the years the institute's leadership has actively sought out the opinions of its graduates as to the effectiveness of its foreign language program. In the past this was accomplished through the Student Opinion Questionnaire a cumbersome paper system that, although asked for student responses to a series of questions, was hard to administer and harder to use, but starting in 1993 the institute implemented a computer version the Automated Student Questionnaire (ASQ). With the advent of the ASQ the institute's leadership was able to receive input in a manageable format from students on how the teachers and language programs were functioning from a student perspective. The new questionnaire was designed to identify the norm as well as negative and positive responses to a series of specific questions. Through the new process the students identified four recurring institute-wide problem areas: 1) Constant instructor rotation and team breakdown which interfered with consistency and learning; 2) The grading systems were confusing and not uniform; 3) The course materials were outdated and there were insufficient supplemental materials, and finally, 4) The quality of the language tapes and tape players were poor.¹⁷

Student Life

Although the main focus for each student, as well as their respective service units, was on language training, the students were exposed to much more than classrooms and language labs while they are stationed at DLIFLC. Each of the service units conducted military duties and training while being very active in the local community. As a group all students participated in some way with the institute's open house program, the annual Language Day.

Each Spring between 2,000 and 3,000 middle and high school students and their teachers from around the state attended the Language Day festivities where they were intro-

¹⁶Provost's School Staff Meeting, 9 Nov 93, Meeting #24.

¹⁷ATFL-ESE, *Monthly ASQ Command Briefing*, 1 - 31 October 93, 30 Nov 93.

duced to the languages and cultures taught at the Presidio of Monterey. While the students attended language demonstrations in the classrooms and cultural activities on the outdoor stage the high school language teachers witnessed demonstrations of interactive video and audio, computer-assisted instruction and video teletraining hosted by the Korean School and the Distance Education Division.¹⁸ All of the language departments set up displays and presentations that were hosted by both DLIFLC faculty, staff, and students.¹⁹

Troop Command

Lieutenant Colonel James W. Berry, USA, continued to command well over half of all students at the institute. The commander of Troop Command performed an essential part during major events at the Presidio, such as the change of command ceremony on 22 January, between Colonel Donald C. Fisher, USA, the outgoing commandant and Colonel Vladimir Sobichevsky, USA, the incoming commandant. He also understood the foreign language acquisition process and was able to assist in the day-by-day mission of the institute. Academically, Troop Command made progress as fewer Army students than in previous years received DLPT waivers to attend Goodfellow Training Center.²⁰ Furthermore, the commander of Troop Command has the ultimate responsibility for solderization of Army personnel at the institute.

During the year 100 students from Troop Command's C Company and F Company participated in the Fort Ord Confidence Course. Charley Company and D Company also tested their students in Common Task Training/Common Skills Training (CTT/CST) areas including the proper technique for identifying friend and foe, the employment and recovery of the Claymore Antipersonnel Mine, throwing grenades, reading maps, and performing basic first aid.²¹

Students from all of Troop Command's Companies participated in three 10k races held in the Monterey Bay Area. Teams from A Company, B Company, C Company, D Company, and Company also participated in the Annual Seaside Fall Fun Feast by racing in the Seaside Bed Races, with D Company finishing in second place.²²

On 23 April, during the visit of James Courter, the Chairman of the Base Closure and Realignment Commission, troops from F Company showed off their living quarters, student lounge, and day room as part of his successful orientation to both the mission and the living environment of the institute.²³

¹⁸"California Students Descend on the Defense Language Institute, *Globe* (7 Jul 93), 12-13.

¹⁹ATFL-SAA-ML-TH, 1993 Historical Summary, 7 Oct. 1993.

²⁰316 TGHTS/CC, "Issues Raised During Staff Assistance Visit," Fax copy, 20 May 93.

²¹ATFL-TPC-P, 1993 Historical Report for Troop Command, 29 Aug 95.

²²Ibid.

²³Ibid.

Charley Company played host to pipers and drummers from the Canadian Scottish Regiment (Princess Mary's) from Victoria, British Columbia. The Canadian regiment performed at the 26th Annual Monterey Scottish Festival and Highland Games and the 4th Annual Carmel Valley Festival.²⁴

Several students and permanent party military personnel from DLIFLC joined volunteers from the Naval Postgraduate School (NPS) and Fort Ord to put on the Annual Monterey County Special Olympics at the Monterey Peninsula College track.²⁵ Troop Command students were among the DLIFLC volunteers for the Pebble Beach Fourth of July Celebration. Students from the Russian Kalinka Choir and French Choir entertained the crowds in the respective languages. They also mingled with those attending wearing authentic costumes.²⁶

In addition to regular army students, the institute provides language support to U. S. Army Reserve Components and National Guard units. The program increased noticeably from 285 students in 1991 to 546 students attending language classes in 1993. The increase in reserve and national guard students was mainly due to the restructuring of the military after the end of the Cold War and the resulting draw-down of active duty forces. Most of the reservists are mainstreamed with active duty students in Troop Command while attending the institute.²⁷

311th Military Training Squadron (Air Force)

On 25 June 1993, Lieutenant Colonel Lawrence K. Robb arrived from Headquarters Pacific Air Force Command to take command of the 311th Military Training Squadron. On 15 October, First Lieutenant Matthew B. Langie joined the unit as the Executive Officer. The new commander found a unit that was very active in Air Force and community affairs. In March, First Lieutenant Waggle, Langie's predecessor, chaired the 1993 Air Force Assistance Fund drive for both the squadron and the entire Monterey Peninsula area. The squadron collected \$5,843, which represented 133 percent of its goal and the Monterey Peninsula netted \$8,940, 132 percent of its total goal. Also that month, the unit supported Monterey's 37th Annual Horticultural Fair and sent ushers and the Drill Team to two concerts in the area. In May eighty squadron members helped set up and manage the Special Olympics held at Monterey Peninsula College. The largest continuing effort in community support was to provide security in the "pits" at Laguna Seca Raceway. The squadron sent large numbers of personnel to five different racing events. The squadron represented the Air Force with two 48-member marching units for the Monterey and Seaside Fourth of July parades. Squadron staff members turned out to beautify a two-mile long segment of a local highway. This was the first time the squadron undertook a road cleanup. Finally in December the squadron worked in the local

²⁴Ibid.

²⁵"Every Athlete a Winner During Monterey County Special Olympics," *Globe* (14 Jun 93), 8-9.

²⁶ATFL-TPC-P, 1993 Historical Report for Troop Command, 29 Aug 95.

²⁷ATFL-P, "Reserve and National Guard Student Training at DLI," information paper, 4 May 94.

Christmas in the Adobes program. The sixty volunteers served as hosts and provided information about the event to visitors.

The Squadron suffered a tragic loss on 23 October when Airman First Class David Hodson died as the result of a fall while hiking in Arroyo Seca Canyon at Los Padres National Forest. On 29 October a memorial was held in the Tin Barn attended by Hodson's parents and more than 600 squadron and base personnel.²⁸

Naval Security Group Detachment

The Officer in Charge Naval Security Group Detachment (NSGD) Monterey remained Lieutenant Commander James W. Blow. His executive officer for the year was Lieutenant (JG) J. Diffell. The Command Master Chief was Cryptologic Technician Interpretive Master Chief D. P. McCarthy. During the year Blow reported directly to the Commander, Naval Security Group Command, Washington, D.C., Rear Admiral Thomas F. Stevens. The detachment's mission was to provide military, academic, and administrative support to all Navy personnel assigned for duty or instruction to DLIFLC. The staff included 7 officers, 3 of whom were assigned to various staff positions at DLIFLC, and 36 Enlisted, 19 of whom were assigned to DLIFLC as MLIs. There were 44 officers and 299 enlisted personnel assigned to the detachment as students at DLIFLC. Typically 85 percent of the crew reported from Recruit Training Commands or from the fleet under SCORE or lateral conversions to Cryptologic Technician Interpretive positions. The remaining enlisted and officer personnel acquired language prior to assignment in Sea-Air-Land (SEAL) teams, On-Site Inspection command officers, public affairs officers, cryptologic officers, intelligence specialists, security assistance group officers, foreign Naval War College selectees, and other assignments requiring foreign language ability.

While the majority of logistical and facility support was provided by DLIFLC personnel support, legal support, some medical care, family services, and chaplain services, among others, were provided by the NPS and other nearby Navy commands. On 16 February, the detachment completed an organizational restructuring with the creation of four departments: Administrative, Operations, Support, and Training. The entire leadership completed the introduction to the Total Quality Leadership course and participated in a three-day leadership seminar. The Operations Department was composed of an officer, two petty officers, and a small staff. They took over the responsibility for all academic, military, and personal affairs for the students enrolled in classes. The department provided counseling and assistance to the students during the reorganization of all the schools that occurred in October. The Support Department helped to maintain a high quality of life for the detachment by completing several self-help projects including a half-court basketball court, expansion of the barbecue area, and rehabilitation of the quarter-deck for official functions. The department worked with the DLIFLC support channels to upgrade the furniture in the majority of the 144 basic enlisted

²⁸311 MTS/CC, Annual Historical Summary, 4 Mar 94.

quarters. The Training Department expanded services to students during the year through initiatives such as Project Headstart, a peer-tutoring program, and a mentor program.²⁹

The entire detachment remained committed to expanding its presence in the community through volunteer efforts supporting various activities involving children including the Jerry Lewis Telethon and the YWCA, among others. During the Spring CTI! Peter Olson established the Saturday Scholars program with the Naval Security Group Detachment and 20 elementary students from Monte Vista Elementary School. Some of the young scholars involved in the program were overcoming difficulties in school due to their limited English abilities and the Navy personnel were able to fill a gap by acting as tutors in the students' native language. Other students simply needed one-on-one tutoring which, in addition to helping them academically, enriched the young scholars' self-esteem.³⁰

The detachment also supplied volunteers for several diverse sporting events such as the AT&T/Pebble Beach Pro-Am and the Toyota Grand Prix at Laguna Seca. Volunteers also supported several marathons and 10K races. Navy students also supported several of the local community events throughout the Monterey Bay area.³¹ The NSGD's Adopt-a-Beach program was again active as about 25 sailors--officers and enlisted and some dependents--from the unit cleaned up the area round Lovers Point on 1 May.³² Finally, throughout the year the detachment supported various Navy events including raising \$5,458 for the Monterey Peninsula Navy Relief Fund Drive and \$5,412 to the Combined Federal Campaign and the detachment sent volunteers to work in the Arizona Memorial Garden at the NPS.³³

Marine Corps Detachment

On 7 July 1993, Major Todd Coker relieved Chief Warrant Officer-2 Barry T. Finlayson as the commander of the Marine Corps Detachment. Finlayson, who remained as executive officer, took over as acting commander on 30 March after the previous commander, Major Marcus E. Sowl, was unexpectedly reassigned.³⁴ The noncommissioned officer in charge was Master Gunny Sergeant Elbert D. Kuenstler. The average student population remained the smallest of the four services at DLIFLC with approximately 150 enlisted and no more than 12 officer students. In addition to DLIFLC students the detachment is responsible for approximately 120 officer students taking classes at the NPS.³⁵

²⁹NSGD, Annual Historical Summary, 26 Jan 94.

³⁰"NSGD Sailors Go the Extra Mile for Saturday Scholars," *Globe* (29 Jul 93), 11.

³¹NSGD, Annual Historical Summary, 26 Jan 1994.

³²"Sailors Pitch in at Lovers Point," *Globe* (14 Jun 93), 17.

³³NSGD, Historical Summary, *ibid*.

³⁴"Maj. Coker Assumes MCD Command," *Globe* (13 Aug 93), 9.

³⁵MCD, Annual Historical Summary, 8 Feb 94.

During the year the academic successes of the detachment's students were enviable; with five students winning the Commandant's Award--one of whom also won the United States Army Award, two students winning the Provost's Award, and one student earning the University of California's Kellogg Award.³⁶

The Marine Corps Detachment, like the other service units at DLIFLC, remained very active in community affairs. The detachment's Drill Team performed at ten ceremonies while the Color Guard participated in two ceremonies. The Drill Team performed for several veteran organizations, the Naval Air Station Moffet Field deactivation ceremony, the Boy and Cub Scouts Jamboree, Memorial Day Celebration, Fourth of July Celebration, and several others. In addition, the detachment sent volunteers to 14 community events throughout the Monterey Bay Area such as, Special Olympics, Flag Day, and the Crestwood Convalescent Hospital Olympiatrics.³⁷

* * *

Although the institute's students do provide a vital role to the Monterey Peninsula, through their volunteer efforts, they remain, first and foremost, linguists in-training and, as such, the efforts of the rest of DLIFLC are centered around their well-being. The most visible part of those efforts are played out by the command group and the schools, as discussed in earlier chapters, but of equal importance are the efforts of the support organizations scattered throughout the historic Presidio of Monterey.

³⁶Ibid.

³⁷Ibid.