

Defense Language Institute Foreign Language Center
& Presidio of Monterey

Command History, 2004-2005

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Defense Language Institute Foreign Language Center, 2005

U.S. Army photograph, courtesy Strategic Communications, DLIFLC

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Command History Office
Defense Language Institute Foreign Language Center
& Presidio of Monterey
Monterey, CA 93944



REPLY TO
ATTENTION OF

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

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MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: Defense Language Institute Foreign Language Center and Presidio of Monterey Command History, 2004-2005

1. This report chronicles the Defense Language Institute Foreign Language Center (DLIFLC) and Presidio of Monterey between 2004 and 2005, corresponding mainly to when COL Michael R. Simone served as Commandant and Installation Commander.
2. Simone assumed command on 4 June 2003 during a turbulent period in U.S. history when the United States became indefinitely committed to sustained combat operations abroad. Simone felt that military units facing imminent combat deployment needed linguists to leave DLIFLC with stronger military skills. He thus reemphasized military training concurrent with language training, even while preparing DLIFLC for rapid growth in students and faculty and a realignment of resident programs.
3. During this period, Undersecretary of Defense (P&R) Dr. David Chu and Deputy Undersecretary of Defense Gail McGinn, Office of the Secretary of Defense (OSD), vastly increased the priority of military language training. In FY05, OSD provided \$57.6 million in adjusted funding to allow DLIFLC to increase faculty, buy more technology, support curriculum development, and revise the Defense Language Proficiency Test.
4. DLIFLC next produced a white paper on how it could increase language capabilities across the force, given adequate resources. DLIFLC persuasively argued that it could manage a 25 percent increase in funding for sustained growth over a five-year program starting in FY06. OSD funded that program at approximately \$362 million—a 35 percent increase in DLIFLC's base funding—to enable higher language proficiencies and expanded off-site training.
5. In addition, Simone was the first DLIFLC Commandant challenged to command under the new Army-wide initiative separating mission from garrison functions, which resulted in major organizational changes in operations, resource management, and other areas.
6. Finally, under Simone, DLIFLC maintained its academic accreditation and by 31 December 2005, had granted 1,680 Associate of Arts in Foreign Languages degrees.

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Preface

This command history covers the years between 1 January 2004 and 31 December 2005, which roughly corresponds to the period when Col. Michael R. Simone served as commandant and installation commander of the Defense Language Institute Foreign Language Center (DLIFLC) in Monterey, California. The report is divided into six chapters with each chapter discussing an important aspect of the function, structure, and management of DLIFLC and its associated garrison—the Presidio of Monterey. The report includes various appendices, figures, a glossary, and an index to help the reader make efficient use of a document primarily intended to serve as an encyclopedic reference and official history of DLIFLC and the Presidio during this period. Most references cited may be found in the DLIFLC and Presidio Archives located in the Chamberlin Library at the Ord Military Community in Seaside, California.

The author of this report is Cameron Binkley, who currently serves as the deputy command historian for DLIFLC and the Presidio of Monterey. Dr. Stephen M. Payne, who currently serves as the DLIFLC command historian, edited this report and made important contributions relating to the Proficiency Enhancement Program, the Defense Language Aptitude Test, and Curriculum Development. In addition, Dr. Harold Raugh, Jr., collected data incorporated into this report while he served as DLIFLC command historian between 2004 and 2006. Note, a lapse in data collection by the Command History Office resulted from the retirement of Archival Technician Caroline Cantillas and Raugh's own departure in March 2006. As a result, institutional records for 2005 for some departments were unobtainable. For help in filling such gaps, thanks are due Archivist Lisa Crunk and the many DLIFLC and Presidio employees who have shared important information about their activities through quarterly reports, newsletters, comments, and other means. The Military History Office, U.S. Army Training and Doctrine Command, provided official review comments on the draft report, which are much appreciated. Finally, thanks are due to former the DLIFLC Commandant, Colonel Simone, who generously gave many insights about the management of the institute during an official exit interview with Dr. Raugh in June 2005.

Inadvertently, this history may have left out some relevant details or contain undiscovered errors for which the author and editor accept responsibility. Nonetheless, this history should prove useful to those who need to know something about the “big picture” surrounding events during this period.

The cover image on this report depicts an aerial photograph of the central campus area of the Defense Language Institute Foreign Language Center at the Presidio of Monterey as taken in mid-2005. The U.S. Army image was provided courtesy of the institute's Office of Strategic Communications.

Mr. Cameron Binkley
Deputy Command Historian
September 2010

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Chapter I

The Defense Foreign Language Program

The Defense Language Institute Foreign Language Center (DLIFLC) is the largest foreign language school in the United States with 3,085 military students enrolled in Fiscal Year 2004. Located on the central coast of California at the historic Presidio of Monterey, the institute forms the core the Defense Foreign Language Program (DFLP), which the U.S. Department of Defense (DoD) operates to provide language training and assistance to the defense establishment and other branches of the U.S. government. The institute's primary mission is to train military linguists who serve with the U.S. Armed Forces. The commandant and senior commander of DLIFLC is a U.S. Army officer who also has responsibility for the Defense Language Institute-Washington (DLI-W), an affiliate office in the nation's capital that supplements DLIFLC training through contracts in less commonly taught foreign languages.¹ The commandant also serves as the installation commander for the Presidio of Monterey. This "command" history covers the period 2004-2005, which roughly corresponds to the period when Colonel Michael R. Simone served as commandant.

World Situation

The United States remained at war during the period of this report. In both Iraq and Afghanistan, U.S. military forces were hard pressed by insurgent campaigns that grew more ferocious. Approximately 200,000 troops were committed to these combat theaters. At the same time, the United States continued to deploy large numbers of troops on the Korean Peninsula while increasing its overall presence in East Asia and the Pacific region to deter war with North Korea and because of increasing fears that the rogue state was soon to become a nuclear power.² Meanwhile, in 2004, even as the post-Cold War U.S. troop draw down from Western Europe continued, an increasingly stressed Army mobilized and demobilized, deployed and redeployed approximately 350,000 reserve and active forces to meet the extensive needs of global U.S. military commitments.³

In concert with the president's National Security Strategy, DoD focused its planning on securing the United States from direct attack, maintaining global lines of communication and freedom of action, establishing an international security environment favorable to U.S. interests, and pursuing military "transformation." In 2004, General

¹ Another element of this system is the Defense Language Institute English Language Center (DLIELC). Note, both DLIFLC and DLIELC are part of the Defense Language Institute, but all quoted references to "DLI" in this text refer to DLIFLC.

² "US Military Deployment: 1969 to the Present," PBS *Frontline* documentary, 2004, at: <http://www.pbs.org/wgbh/pages/frontline/shows/pentagon/maps/9.html> (accessed 20 July 2009).

³ Geoffrey G. Prosch, "Army Installations: Supporting the War and Transforming," *Army* (March 2005): 39-41.

Richard B. Meyers, chairman of the Joint Chiefs of Staff, announced that the United States “must win the War on Terrorism,” must “enhance our ability to fight as a joint force,” and must “transform the Armed Forces ‘in stride’—fielding new capabilities and adopting new operational concepts while actively taking the fight to terrorists.”⁴ Transformation included ideas promoted both by the military itself to develop more readily deployable, medium-weight combat forces, and those of Secretary of Defense Donald H. Rumsfeld who sought to develop a high-tech military that relied on fewer troops and was more responsive to civilian policy-makers than military brass.⁵

Of all the services, the challenge to the U.S. Army was the greatest as it sought to further a complex transformation of its organizational structure. The Army had begun shifting from a traditional emphasis on large division-size formations to the “modular Brigade Combat Team” structure. To enable this transformation, the U.S. Congress had authorized the Army to increase in size by 30,000 troops. This reorganization was intended to address an uncertain, unpredictable environment in a period of persistent conflict that allowed commanders to pick and choose their combat forces from a greater variety of self-sufficient and readily deployable units whose structuring would also reduce the rotational stresses being placed on troops engaged in two active counter-insurgency campaigns. By themselves those campaigns were already presenting serious challenges to orthodox military views on war-fighting. During this period, the Army also cancelled an expensive helicopter program and delayed fielding its “Future Combat Systems” to focus on meeting the current needs of fighting forces and was at the same time grappling with new found capabilities inherent in the use of unmanned aerial vehicles. In addition, the Army remained tasked with the expensive and difficult process of divesting itself of Cold War-infrastructure. In California, the decade-old project of cleaning and transferring lands for public reuse that were once part of the sprawling Fort Ord military reservation was a complex and ongoing responsibility of the Presidio of Monterey under general oversight of the DLIFLC commandant.⁶

In Iraq, the Army faced its most serious challenges. U.S., British, and other allied forces had rapidly defeated Iraqi conventional arms in early 2003, but the country quickly descended into chaos as a thoroughgoing insurgency against the U.S.-led invasion took root. A lull in fighting in early 2004 was followed by intensified violence as anti-Western foreign fighters flocked to Iraq to combat the invasion forces. A new group led by Abu Musab al-Zarqawi and called al-Qaeda in Iraq emerged to help drive the insurgency.⁷

In late March 2004, Iraqi insurgents in Fallujah ambushed a convoy led by Blackwater USA, a private military contractor. Four armed contractors were killed and their burned corpses hung over a bridge. Photos of the event upset many in the United

⁴ *National Military Strategy of the United States of America 2004* (Washington, DC: DoD, 2004), p. iii.

⁵ “Timeline: The Military’s Struggles & Evolution,” PBS *Frontline* documentary, 2004, at: <http://www.pbs.org/wgbh/pages/frontline/shows/pentagon/maps/9.html> (accessed 20 July 2009).

⁶ See Executive Summary, *2005 Army Posture Statement*, 6 February 2005, at: <http://www.army.mil/aps/05> (accessed 25 July 2009); General Kevin P. Byrnes, “Fiscal Year 05 TRADOC Commander’s Training Guidance,” n.d., in “Command Guidance FY05” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives; and General Kevin P. Byrnes, “Fiscal Year 06 TRADOC Commander’s Training Guidance,” 13 May 2005, in “TRADOC Guidance FY06” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁷ “Iraq War,” *Wikipedia*, at: http://en.wikipedia.org/wiki/Iraq_War#2004:_The_Insurgency_expands (accessed on 22 May 2009).

States. In April, the Army launched an unsuccessful effort to pacify the city in the First Battle of Fallujah.

As the insurgency grew Iraqi civilians, police, and new security forces were also targeted by insurgents, who orchestrated a series of massive bombings. The breadth of the insurgency widened to include organized Sunni nationalists and Islamists and the Shia Mahdi Army, which began launching attacks on U.S. and British forces in an attempt to undermine the creation of an Iraqi government. Initially spared, southern and central Iraq erupted in violence.⁸

In late April 2004, shocking accounts and graphic photographs of detainee abuse at a U.S. military-administered prison in Iraq called Abu Ghraib were revealed. The photographs appeared to show U.S. Army personnel taunting and abusing Iraqi prisoners.⁹ In his popular work, *Fiasco, The American Military Adventure In Iraq*, military correspondent Thomas Ricks claimed that these revelations undermined the moral justifications for the U.S.-led invasion and occupation to many Iraqis and was a turning point in the war.¹⁰ After these and other revelations support for the war by the U.S. public began to decline.

Despite widespread violence in Iraq, on 28 June 2004, the Coalition Provisional Authority transferred sovereignty to a newly appointed Iraqi Interim Government. Then, in November 2004, to quell continued unrest, U.S. forces launched the Second Battle of Fallujah, a massive attack including the use of incendiary devices that essentially leveled the city, but it took *forty-six days* for U.S. forces to secure the town. At least for Marine participants, it was “the heaviest urban combat since the battle of Hue City in Vietnam” over three decades before.¹¹ Apparently, the United States had found a foe worthy of comparison to the intractable Viet Cong. One result was that the commanding general of the U.S. Army Training and Doctrine Command (TRADOC), which oversaw Army schools including DLIFLC but was also responsible for training new recruits and leaders, developing doctrine, and building the “future Army,” issued guidance that Initial Military Training was his first priority—“no compromise authorized.”¹² TRADOC sent this message down the line where it helped focus renewed emphasis on soldiering at DLIFLC. Of special interest to those in the language profession, intelligence briefings given prior to the Second Battle of Fallujah indicated that U.S.-led forces would encounter Chechnyan, Filipino, Saudi, Iranian, Italian, and Syrian combatants, as well as native Iraqis.¹³ In other words, the opponent was a multi-national, multi-lingual, and multi-cultural foe who was obviously determined and versed in the use of low technology or “asymmetrical” war. One goal of military transformation was to leverage American intelligence and networking capabilities to counter asymmetrical threats, which required that the military possess effective linguistic support.

⁸ “Iraq War,” *Wikipedia* (accessed on 22 May 2009).

⁹ Seymour M. Hersh, “Torture at Abu Ghraib: American Soldiers Brutalized Iraqis. How Far Up Does the Responsibility Go?,” *The New Yorker*, 10 May 2004.

¹⁰ Thomas E. Ricks, *Fiasco: The American Military Adventure In Iraq* (New York: Penguin, 2006).

¹¹ As quoted by Jim Garomone, “ScanEagle Proves Worth in Fallujah Fight,” 11 January 2005, DefenseLink at: <http://www.defenselink.mil/news/newsarticle.aspx?id=24397> (accessed 22 May 2009).

¹² Lt Gen Kevin P. Byrnes, “FY05 TRADOC Command Training Guidance,” [2004], in “Command Guidance FY05” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

¹³ David Bellavia and John Bruning, *House to House: An Epic Memoir of War* (New York: Free Press, 2007).

Unfortunately, as insurgent use of terror intensified, the U.S. military found it harder to retain Iraqi citizens as interpreters. By early December 2004, according to *USA Today*, Iraqi interpreters were in short supply because any association with the occupation forces could and did lead the insurgents to target both the interpreters and their families. “We have very few left,” said Maj. Brian Kenna, an Army civil-affairs team chief, who readily acknowledged the effectiveness of the insurgent terror campaign. Kenna told the paper that his unit started out with seventy interpreters, all but four of whom had been driven away.¹⁴ According to the *Los Angeles Times*, at least twenty-six Iraq interpreters working for the U.S. Army were killed in 2004.¹⁵ The Army was drawing as heavily as it could from U.S. military linguists trained at DLIFLC, upon American citizens of Arabic heritage, and upon naturalized Iraqis, but “it’s a very specific skill set, obviously, and in high demand,” said Brig. Gen. Carter Ham, commander of the multi-national forces in northern Iraq. According to *USA Today*, the fall off in interpreters forced the military to juggle the remaining interpreters between various units and assignments.¹⁶

Even before the First Battle of Fallujah, the U.S. Army Center for Army Lessons Learned at Fort Leavenworth, Kansas, reported that “the lack of competent interpreters throughout the theater impeded operations” in both Iraq and Afghanistan and warned that “the U.S. Army does not have a fraction of the linguists required.”¹⁷ Reportedly, the four foreign languages most often spoken by those in the U.S. military were German, French, Spanish, and Russian. Suddenly engaged in a global war against terrorism, the United States found itself chronically unable to supply the necessary number of linguists skilled in the languages of most urgent political and military need. Some began to call the crisis a “Sputnik moment,” referring to the launch of the first earth orbital satellite by the Soviet Union in 1957 that spurred a generation of Americans to study math and science in a rush to catch-up with the nation’s feared Cold War-nemesis.¹⁸

More clearly than ever, the Army understood the importance of foreign language education and training for the success of its mission combating foreign insurgents in the complex socio-political environments of the Middle East and South Asia. U.S. Central Command Commander General John P. Abizaid testified before Congress about the importance of DLIFLC, the Naval Postgraduate School, and other military educational institutions and called them “national treasures.” According to Abizaid, “this ability to cross the cultural divide is not an Army issue. It is a national issue. We have to be able to deal with the people in the rest of the world as the globe shrinks in terms of communication and problem solving and sharing. So, this notion of...training and educating people here in the U.S., of having the institutions that do it...is just so essential.” Then he added, “what will win the global war on terrorism will be people that can cross the cultural divide, reach out to those who want our help, and figure out how to

¹⁴ C. Mark Brinkley, “Translators’ Fears Disrupt Vital Lines of Communication,” *USA Today*, 8 December 2004, p. 6.

¹⁵ John M. Glionna and Ashraf Khalil, “‘Combat Linguists’ Battle on Two Fronts,” *Los Angeles Times*, 5 June 2005, in “Articles 2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives. The paper’s original source was the American Translator’s Association.

¹⁶ Brinkley, “Translators’ Fears,” *USA Today*, 8 December 2004, p. 6.

¹⁷ Ann Scott Tyson, “Uzbek or Dari? Military Learns New Tongues,” *Christian Science Monitor*, 2 January 2004.

¹⁸ Donna Miles, “DoD Seeks People with Language Skills, Regional Expertise,” *American Forces Press Service*, 3 February 2005, at www.DefenseLINK.mil.news (accessed 20 July 2009).

make it happen so [those people] can help themselves. That is how we will win this thing. So, we ignore the DLIs and other institutions of military education at our own peril.”¹⁹

Dr. Chu and the Smith Report

Between 9/11 and the invasion of Iraq, the Office of the Secretary of Defense (OSD) became more interested in DoD’s foreign language training and capabilities. Secretary Rumsfeld asked Undersecretary of Defense for Personnel and Readiness Dr. David Chu to look at foreign language training and readiness throughout the Army.²⁰ In 2002, Chu ordered the military services to review their language training requirements.²¹

Chu requested a briefing on the Defense Language Institute Foreign Language Center from its new commandant, Col. Michael R. Simone, soon after he assumed command in June 2003.²² Simone, Assistant Commandant Col. Sandra Wilson, and DLIFLC Chancellor Dr. Ray Clifford prepared the briefing with input from TRADOC headquarters and Army staff. Simone and Clifford gave the briefing to a large audience of OSD and other officials from the Army and TRADOC headquarters, including Deputy Undersecretaries of Defense Charlie Abel and Gail McGinn. Simone thought he and Clifford gave Chu and the other senior DoD officials “a fairly enthusiastic, positive briefing that DLI is the place you want to come to when you’re looking for language training.” Part of their mission was to stave off any thought about the possibility of outsourcing that mission and explained why foreign language training could not be effectively contracted out to universities or private business, at least not in its entirety. The work of DLIFLC, they argued, was inherently governmental and the institute was the place to get military linguists trained, for intensive orientation courses, and similar needs. Full-time military linguists needed high level proficiency to do their jobs, which is what DLIFLC provided as demonstrated by its track record.²³

In late July 2003, Chu visited DLIFLC while attending a conference at the Naval Postgraduate School. Simone was able “to steal about two and a half hours of his time by pestering Chu’s staff and the Naval Postgraduate School” to free up the undersecretary’s schedule. According to Simone, Chu came over and saw with great interest firsthand what the institute was, where it was located, observed some training, and came away with “a very strong impression.”²⁴ In fact, Simone observed that Chu took notes, made

¹⁹ Rep. Sam Farr, News Release, “USCENTCOM Commander Calls DLI, NPS ‘National Treasures,’” 5 March 2004, in “Articles, etc., re DLIFLC” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives. General Abizaid also noted that he had himself studied Arabic at DLIFLC and that experienced had helped him to do his job. One issue Abizaid did not address before Congress was continuing criticism of DoD for summarily discharging DLIFLC-trained linguists for violations of the so-called “don’t ask don’t tell” policy, which barred gay US citizens from serving in their military. Between 1998 and 2004, according to the conservative *The New Republic* magazine, the military discharged 20 Arabic and six Persian Farsi linguists under this policy. See Nathaniel Frank, “Canning Gay Linguists: Stonewalled,” *The New Republic*, 24 January 2005, pp. 11-12.

²⁰ Bob Britton, “DLI Expands under Col. Simone’s Leadership,” *Globe* (Fall 2005): 6-8.

²¹ Katherine McIntire Peters, “At a Loss for Words,” *Government Executive*, 15 June 2005, pp. 46-53.

²² Dr. Chu asked Colonel Rice to provide a briefing as well, but Rice, upon retirement, declined in deference to the new commandant.

²³ Col Michael R. Simone, Interview with Dr. Harold Raugh, 16 June 2005, part 2, transcript, pp. 1-2, in DLIFLC&POM Archives.

²⁴ Simone, interview, 4 April 2005, part 1, transcript, p. 11.

follow-up questions, and recalled the briefing later. It was “an excellent visit.” Chu queried Simone about what possibilities there were for the institute to conduct short intensive language courses, such as it had done during the Vietnam War, courses that might last from six to twelve weeks. He wanted to know what level of proficiency could reasonably be expected, especially for Arabic, his principal interest. Such courses could not train linguists, interpreters, or interrogators, but could assist selected soldiers, junior, and mid-grade leaders. Chu asked Simone to put together a short paper: “What do you get out of a month of Arabic?,” assuming DLIFLC-like conditions.²⁵ According to Simone, many studies were done during this period in an effort to determine how much additional workload the institute could absorb and how it could increase its hard-to-hire faculty.²⁶ Through his interactions with Chu, Simone realized that OSD was directly interested in the management of DLIFLC and that he would need “to get a handle on how the Institute was put together organizationally and how the staff of the Institute worked together and to whom they reported.” Simone foresaw that change was coming to DLIFLC and it meant many additional demands.²⁷

In August, Chu asked a retired U.S. Navy admiral, Dr. Jerome Smith, OSD chancellor for education and professional development, to do a study on how DLIFLC was organized and to examine how it fit into the TRADOC and Army resourcing system. In other words, how was the institute’s budget determined?²⁸ Despite input from staff experts like Clifford, Dr. Stephen Payne, as senior vice chancellor, and Richard Chastain, a DLIFLC contractor and recently retired Army officer with budgeting experience, the totality of the system whereby DLIFLC was funded was difficult to comprehend. Smith was not a language specialist but he had been involved in language training studies earlier and he was experienced in the internal workings of the Pentagon.²⁹

In late September or early October 2003, Smith visited Monterey to evaluate the operations, plans, funding, governance, and physical plant of DLIFLC. He spent several days conducting interviews with DLIFLC staff, and later he interviewed officials from other government and non-government institutions of foreign language education, including the Defense Intelligence Agency, the Defense Security Cooperation Agency, the National Security Agency, the Army Staff and the Army Secretariat, and TRADOC.³⁰

Smith looked at how the Army and TRADOC planned activities and scheduled troops and how they allocated seats that were available for courses. He focused upon resource issues to follow up on Chu’s concern about how the system figured out how many students to send to the institute.³¹

²⁵ Simone, interview, 16 June 2005, part 2, transcript, p. 2.

²⁶ Britton, “DLI Expands,” *Globe* (Fall 2005): 6-8.

²⁷ Simone, interview, 4 April 2005, part 1, transcript, p. 11.

²⁸ Simone, interview, 4 April 2005, part 1, transcript, p. 16.

²⁹ Simone, interview, 16 June 2005, part 2, transcript, p. 3.

³⁰ Lt Col James G. Rollins, “Review of DLIFLC conducted by Dr. Jerome Smith, OSD Chancellor for Education and Professional Development,” 10 December 2003, in EA “Reports, Letters, Papers, Articles, Memos” folder, DLIFLC&POM Archives.

³¹ Simone, interview, 16 June 2005, part 2, transcript, pp. 4-5. TRADOC used a formula to allocate additional resources to compensate for additional students. For example, if ten students were added, the formula computed how much those extra students would cost. However, this formula did not catch what DLIFLC Chancellor Dr. Ray Clifford called “the investment functions,” including the costs of DLPT testing development and updating, curriculum or faculty development, and even military construction, which was normally only increased by a very sharp spike in student load. DLIFLC had many requirements



Figure 1 Dr. David Chu, Undersecretary of Defense (center front), 2004³²

Smith completed his report by early December 2003. His paper defined the problem and explained in straightforward terms how the Army determined DLIFLC's budget requirements, how TRADOC processed and staffed those requirements, and how DLIFLC expended funds. He explained how algorithms used by TRADOC and Army G3 training that worked well at other TRADOC posts to capture costs, even immediate marginal costs, did not work at DLIFLC to estimate the under-resourcing of curriculum development, evaluation of standards, etc.³³ He made ten specific recommendations, seven of which he directed to the DA and OSD levels. He focused the other three recommendations upon TRADOC and DLIFLC, although only one required new funding from TRADOC, and that recommendation was to accelerate the institute's military construction program as prioritized by the commandant. DLIFLC needed to build a general purpose instructional facility, a joint service training center, and a new barracks building, but its most urgent need was to expand the outdated and increasingly overloaded medical and dental clinic, which was the highest construction priority. Smith's report especially helped DLIFLC secure TRADOC assistance to acquire funding to complete the latter project. The second area for DLIFLC to address, according to Smith, was to increase its standards for faculty development while focusing more

for new buildings, either to add space or to replace very aging infrastructure, but because TRADOC largely looked at such requests as replacement buildings and not additional space, Institute requests never rose high enough in the Army and TRADOC master requirements list. DLI managed all extra costs by marginal savings accrued from hire lags, occasional congressional add-ons, etc.

³² US Army photograph, Box 22.24R, DLIFLC&POM Archives. Chu was attending the Federal Degree Granting Institution Conference, hosted by DLIFLC, 27-29 October 2004. Dr. Susan Steele, DLIFLC Provost, is the third person to Chu's left.

³³ Simone, interview, 16 June 2005, part 2, transcript, pp. 4-5.

attention on testing new approaches to increase student proficiency and decrease time in training, areas that senior leaders felt they were already making progress. Smith had, however, noted that DoD needed to increase support for DLIFLC curriculum development to meet an eight-year renewal cycle. He further recommended DoD increase support for aptitude and proficiency test development so that DLIFLC could provide instruments that covered more languages, reflected current language use, measured higher levels of proficiency, incorporated advances in automation, and safeguarded against compromise through overuse. While DLIFLC leaders professed that DLIFLC provided the “gold standard” in terms of its curricula and proficiency testing, they also readily acknowledged that the areas Smith discussed were areas where continuous updating was necessary and that DoD’s “TRM model” failed to “accurately calculate our requirements for Training Development.”³⁴

Simone thought the study was useful for DLIFLC officials, but its real audience was TRADOC, the Army, and OSD. Smith helped these to understand the Army’s executive agent responsibilities at DLIFLC, especially with regards to resourcing.³⁵ As a result, by early January 2004, and “quite to our surprise” said Simone, “we got notification of a program budget decision memorandum, a PBD...it was on the order of \$60 million.”³⁶

DLIFLC was spending above its budget to fund post-9/11 tasks. It had thus factored into its FY 2005 budget spending of some \$20 million in supplemental funds. The new funding brought about by Drs. Chu and Smith meant an increase in DLIFLC’s budget of \$60 million or \$40 million above the FY 2005 budget as planned with the supplemental. The sudden increase was tremendous news, although with less than nine months before the beginning of the new fiscal year, staff now had to figure out how to use the funds properly, a big challenge, although welcome. Some funds were earmarked specifically for faculty or curriculum development, but the biggest chunk went for critical unfunded requirements, which gave DLIFLC latitude in planning to expend the new funds.³⁷

With Chu’s attention, DLIFLC began to receive more funding, real resources and real directives along with substantially increased requests for information, plans, and ideas on how to transform, as discussed further below. Chu’s office sought to provide clearer, firmer, and centrally organized policy guidance to the services and to the Army as executive agent for DLIFLC. OSD began to consider how to greatly increase language capability within DoD. This subject was much larger than foreign language training alone, but Chu clearly intended DLIFLC to be an important component of a broader DoD-wide foreign language transformation effort.³⁸

Defense Foreign Language Program and Transformation

The Defense Language Institute Foreign Language Center formed the heart of the Defense Foreign Language Program by providing foreign language training to the

³⁴ Rollins, “Review of DLIFLC conducted by Dr. Jerome Smith,” 10 December 2003.

³⁵ Simone, interview, 4 April 2005, part 1, transcript, p. 16.

³⁶ Simone, interview, 16 June 2005, part 2, transcript, pp. 4-5.

³⁷ Simone, interview, 16 June 2005, part 2, transcript, p. 5.

³⁸ Simone, interview, 4 April 2005, part 1, transcript, p. 16.

military services or other government agencies, either in residence at the Presidio of Monterey or through contractors coordinated through DLI-Washington. There were, however, other components. These included the Command Language Programs of some 270 active and reserve units with large numbers of military linguists. DLIFLC supported these programs technically, but they were organized and funded by the units themselves. The program also included the Foreign Area Officers program that trained officer area specialists who often served as military attachés in U.S. embassies overseas. It included the Foreign Language Proficiency Pay (FLPP) program that paid qualified military linguists for maintaining their proficiency. It included various contractors or DoD research projects seeking to develop technical aids to foreign language translation. It also included the Defense Language Institute English Language Center (DLIELC) at Lackland Air Force Base in Texas which specialized in teaching English, mainly to military personnel from foreign forces allied with the United States.

Through 2003, the “primary functional sponsor” or proponent of DFLP was the Office of the Assistant Secretary of Defense for C3I (OSDC3I), which oversaw DFLP actions, policies, and program quality; represented the program to Congress; served as the voice of DLIFLC within DoD; and chaired the DFLP Policy Committee and the Resource and Requirements Coordinating Panel (RRCP). The Policy Committee was staffed by senior DoD DFLP members who provided policy guidance and priorities. The RRCP helped to match resources to requirements and served as a forum for the services program managers on DFLP issues. OSD3I did not directly oversee DLIFLC. Instead, the Army provided administrative control and mission funding through TRADOC. TRADOC’s main focus was serving the needs of the institutional Army, but DoD Directive 5160.41 provided that the DLFLC commandant was to exercise technical control over the DFLP.³⁹ During this period, there were major programmatic changes in the DFLP and the way DLIFLC was governed.

By early 2004, ongoing operations in Afghanistan and the failure to win an intensifying war in Iraq (nearly a year after President George W. Bush had declared an end to major combat operations there) compelled senior DoD officials to begin rethinking earlier strategies. Deputy Undersecretary McGinn organized a “Defense Language Transformation Team.” Her purpose was to define the scope of the language skills shortfall and to develop solutions. Building on the Smith report and further research, she determined that “we really don’t have a firm fix on what our requirements are.” DoD had no central database for tracking and computing language needs and developing one would take years.⁴⁰

In March, McGinn told a gathering in Monterey that the old Cold War-era model of language training no longer fit a world in which the enemy may not be known in advance. This view, she said, reflected consensus change. Indeed, Secretary Rumsfeld himself had reportedly identified foreign language training as a priority under Defense transformation even before 9/11.⁴¹ According to McGinn, he sought “a change in the way we value, develop, and employ language and regional expertise.” Thus, DoD

³⁹ “DFLP Environment and Directives,” [2002], briefing in “DLIFLC Briefing DFLP Environment and Directives” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴⁰ Katherine McIntire Peters, “At a Loss for Words,” *Government Executive*, 15 June 2005, pp. 46-53.

⁴¹ See Terry Lukach, “Transformation Efforts Expand to Include Focus on Languages, Culture,” *American Forces Press Service*, 8 April 2005, article available at www.DefenseLINK.mil.news (accessed 20 July 2009).

needed both a skilled in-house cadre of military linguists and “strategic strongholds” of linguist expertise made up from contractors, military reserves, and technology that supplemented, not replaced human knowledge, and would allow a “surge” capability.⁴² Rumsfeld also wanted to change the culture of the military to value and promote officers with foreign language and cultural expertise. One way to do that, said Undersecretary Chu in April 2005, was to “raise the starting point” by making foreign language expertise a military academy graduation and junior officer requirement, by expanding immersion programs, and by making foreign language a requirement for the promotion of general and flag officers. “People working in the field must also be able to understand the political environment and the leaders working in that environment,” said Chu. “So, both linguistic and cultural competency must be at a higher level. We need greater depth.”⁴³

DoD did conduct several studies focused upon developing regional knowledge and language in the officer corps, managing the Foreign Area Officers, managing linguists and the processes used in establishing requirements, developing options for embedding language capabilities in operational units, and looking at how language management took place in combat commands. The Smith report was one of these studies (as was DLIFLC’s own *White Paper*, discussed in Chapter II).⁴⁴ The main result of all these studies was to emphasize that senior levels of DoD had no perspective on what funding was used for, how it was used, or what role DLIFLC played in the process. DoD, in fact, had no comprehensive and integrated strategy for managing language and regional expertise, determining requirements, assessing capabilities, or ensuring that language needs were explicitly considered in operational planning by the Combatant Commands while piecemeal practices for contracting civilian linguist support actually degraded operational effectiveness and security.⁴⁵ Moreover, according to McGinn, innovations were being forestalled because the institute’s requirements and planning processes, curriculum, test development, and faculty quality were hamstrung by funding mechanisms that did not work at DLIFLC for a lack of effective corporate guidance.⁴⁶

McGinn emphasized that DLIFLC was the “crown jewel” of DoD language training, but it was also an inseparable element of DoD’s plan to transform “Defense Language Capability.” The various studies had brought forth the need for greater integration and higher level focus, specifically to improve the visibility of DLIFLC’s funding needs at the DoD level. This would not be easy, McGinn acknowledged, but Rumsfeld placed Chu in charge to clarify responsibility and control and track funds, which would provide greater visibility to DLIFLC’s funding needs. At the same time,

⁴² Minutes from 02-03 March 2004 DLIFLC Annual Performance Review, 2-3 March 2004, in “Annual Program Review March 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴³ Lukach, “Transformation Efforts Expand,” *American Forces Press Service*, 8 April 2005.

⁴⁴ McGinn identified these studies as the Smith report, DLIFLC’s White Paper, a SAIC report that studied five areas (developing language and regional knowledge, management of FAO, management of linguists, options for embedding language capability in operational units, and language management by Combatant Commands), studies by the Defense Language Transformation Team (military and civilian career management to promote higher linguist proficiency, linguist life-cycle management in the Reserve Forces, FLPP, and accessing current capabilities through data bases and pre-deployment training), and separate studies relating to a Civilian Linguists Reserve Corps and the National Flagship Language Initiative. See Gail H. McGinn, “Defense Language Transformation: Update for USD(I) Deputies Meeting,” 17 May 2004, p. 3, briefing in “Defense Language Transformation 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴⁵ McGinn, “Defense Language Transformation,” 17 May 2004, pp. 5-7.

⁴⁶ Minutes from 02-03 March 2004 DLIFLC Annual Performance Review, 2-3 March 2004.

DLIFLC needed to respond better to DoD's policy needs and not just be driven by a "bottoms-up requirements" process. A major step toward better guidance and funding visibility was to create a new high level steering committee consisting of each military service, the Joint Chiefs of Staff, and the Combatant Commands, with interested agencies appointing "Senior Language Authorities" at the general/flag officer or SES levels. These would then comprise the Defense Foreign Language Steering Committee (FLSC), which would "coordinate policy and requirements and recommend DLIFLC policy guidance to USD (P&R)." McGinn stressed that no one was recommending the end of Army executive agency of the institute. However, a new authority with policy-making power was needed to achieve funding visibility for DLIFLC at the DoD level.⁴⁷

On 10 May 2004, Deputy Secretary of Defense Paul Wolfowitz directed the creation of "a senior governing structure" for the Defense Foreign Language Program (DFLP). The wars in Iraq and Afghanistan had made clear the importance of foreign language capability to military operations, both in the adequacy of sufficient military linguists and their proficiency. Wolfowitz asked Undersecretary Chu to create a Defense Foreign Language Steering Committee (FLSC) and to designate a "Senior Language Authority" (SLA) to sit as its chair. Finally, Wolfowitz directed the military secretaries, chairman of the Joint Chiefs of Staff, the combatant commanders, and the directors of the Defense Intelligence Agency, the Defense Threat Reduction Agency (DTRA), and the National Security Agency to appoint an SLA at the general/flag officer or senior executive service level who would attend the FLSC, which was to meet twice annually or as needed. The role of the FLSC was "to recommend and coordinate language policy, identify present and emerging needs, identify training and financial requirements, and serve as an advisory board to the Undersecretary of Defense (Personnel and Readiness) for the Defense Language Institute Foreign Language Center." In directing these changes to the DFLP, Wolfowitz did not remove the Army as the DoD executive agent for DLIFLC. Instead, the purpose of the initiative was to allow Chu "to increase the visibility and oversight of funding through an OSD-level Program Element."⁴⁸

In a 17 May 2004 briefing, McGinn laid out the explicit capabilities that DoD language transformation needed to provide DoD. These included creating "foundational language and cultural expertise in the officer, civilian and enlisted ranks," the ability to "surge" such expertise beyond those ranks, the maintenance of a cadre of linguists at the L3/R3/S3 level, and the ability to track the accession, separation and promotion of linguists and FAOs. To obtain these capabilities, McGinn noted, "transformation of the Defense Language Institute Foreign Language Center in terms of qualitative improvements to achieve the desired outcome, and expanded roles in providing language support will be required."⁴⁹ Undersecretary Chu would also revise DoD directives governing the Defense Foreign Language Program (DoD Directive 5160.41) and service FAO programs (DoD Directive 1315.17).⁵⁰

⁴⁷ Minutes from 02-03 March 2004 DLIFLC Annual Performance Review, 2-3 March 2004.

⁴⁸ Deputy Secretary of Defense Paul Wolfowitz, "Management of the Defense Foreign Language Program," 10 May 2004, memorandum in "Mgmt Defense Foreign Language Program" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives. Besides the SLA from each body, the FLSC included general/flag officers from the Undersecretaries of Defense for Intelligence, Policy, and Comptroller.

⁴⁹ McGinn, "Defense Language Transformation," 17 May 2004, p. 4.

⁵⁰ McGinn, "Defense Language Transformation," 17 May 2004, pp. 13-15. DoD Directive 5160.41E was reissued and updated 21 October 2005. It designated DLIFLC as DoD's subject matter expert on

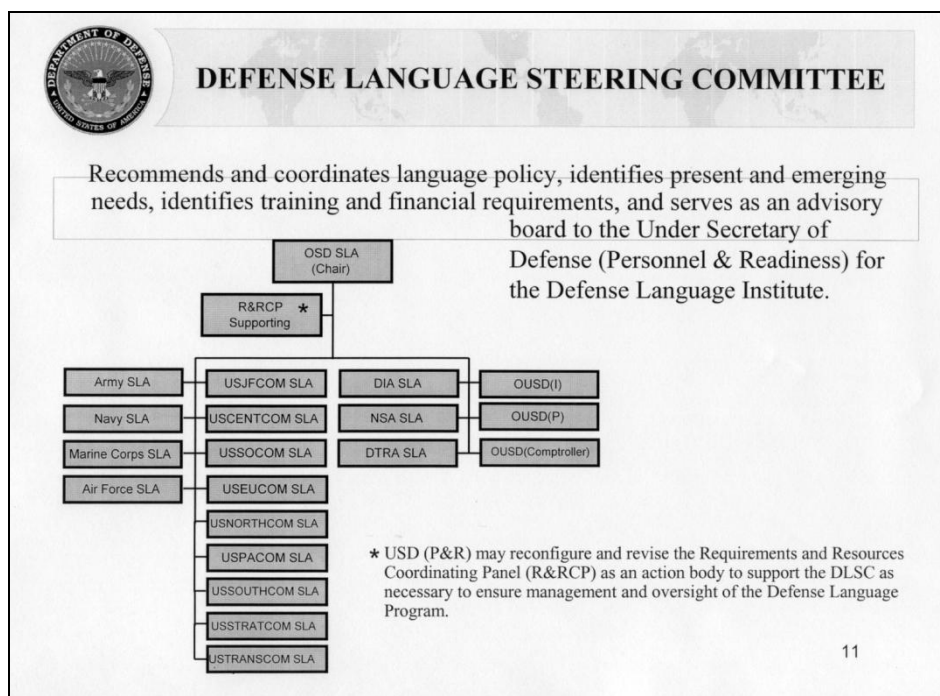


Figure 2 Structure of the Defense Foreign Language Steering Committee, May 2004

On 3 June 2004, Chu officially appointed McGinn to be SLA for OSD and dissolved the RRCPC. He reconstituted it as the Defense Language Action Panel (DLAP) to “support the integration and coordination efforts of the FLSC” by researching, coordinating, and surfacing issues for presentation to the FLSC.⁵¹

In DoD’s Strategic Planning Guidance for FY 2006-2011, Rumsfeld further directed Chu to develop a comprehensive plan to achieve the full range of language capabilities needed to support the Department’s 2004 strategy. This action plan, due in late September 2004, was called the “Defense Language Transformation Roadmap.”⁵² Chu was also empowered, consistent with maintaining the Army as DLIFLC Executive Agent, to take action to increase the visibility and oversight of DLIFLC funding. The governance process of DLIFLC, McGinn reported, “suffers from outdated directives, informal changes to what should be a formal structure, and missing high level participation.”⁵³

The roadmap addressed several goals, including the need to create “foundational language and cultural” capacity within the military, the ability to surge beyond that in-house capacity, to establish a cadre of linguists with level 3 ratings, and to develop a process for tracking the accession, separation, and promotion rates of professional

language training, created Senior Language Authorities, the Defense Language Steering Committee, and placed high priority for deploying military units to be properly equipped with adequate foreign language expertise. See “DoD Dir 5160.41” folder, ACH 2005 files, DLIFLC&POM Archives. The new directive required the Army to revise its own regulation (AR 350-20) on DFLP management.

⁵¹ David S.C. Chu for the Secretaries of the Military Departments, et al, memorandum: “Management of the Defense Foreign Language Program,” 3 June 2004, in “Defense Foreign Language Program” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁵² DoD, *Defense Language Transformation Roadmap*, 16 June 2004 [draft], p. 6, in “Defense Language Transformation 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁵³ McGinn, “Defense Language Transformation,” 17 May 2004, pp. 12, 23.

linguists. To obtain these goals, the roadmap argued, DLIFLC would need to transform itself to produce higher proficiencies and to provide greater support to DoD, not just the intelligence, community.⁵⁴ The FLSC approved the roadmap in August 2004.⁵⁵

From the institute's perspective, these proposals were all beneficial. First, they had already brought a presidential budget decision transferring substantial sums for the FY 2005 budget, mostly to hire new faculty for existing language programs and to beef up emerging language support. Second, Colonel Simone testified before Congress that the process of creating senior language authorities in all of the agencies and services and in OSD itself "will go a long way in helping us work with the combatant commanders in identifying languages that might be just over the horizon and getting that translated into...X number of troops from this service at X time with follow-on assignments."⁵⁶

On 14 February 2005, DoD published the final draft of the *Defense Language Transformation Roadmap*. This publication announced many programs relating to foreign language utilization, including requirements that all junior officers complete a foreign language course, that general and flag officers eventually be bilingual, and that OSD create a Defense Language Office (DLO).⁵⁷ The purpose of DLO, which began operating in May 2005, was to:

ensure a strategic focus on meeting present and future requirements for language and regional expertise. This office will establish and oversee policy regarding the development, maintenance, and utilization of language capabilities; monitor trends in the promotion, accession, and retention of individuals with these critical skills; and explore innovative concepts to expand capabilities.⁵⁸

Recognition of the need for a DLO probably dawned on Chu gradually as senior DoD officials began to grapple with the complexity and dedicated attention required to improve force-wide linguist capabilities.

In May 2005, the Joint Operational War Plans Division Joint Staff (J7) presented the FLSC with the results of a test it conducted in cooperation with the U.S. European Command (EUCOM) of the Joint Operations Planning and Execution System (JOPES), the main process used by DoD to translate national security policy decisions into military plans and operations. The purpose of the exercise was to familiarize EUCOM staff with the *Transformation Roadmap* and to test and refine proposed procedures for its implementation using a section of a EUCOM operations plan. Thereafter, the results would help EUCOM to continue to generate the necessary foreign language requirements in future operational planning efforts. Of course, the process also familiarized the planning staff and others on the process. Among the lessons learned were that the Combatant Commands would offer "unique multi-pronged language requirements" and their planning was based upon long-term cycles, more staff was needed to support the

⁵⁴ DoD, *Defense Language Transformation Roadmap*, 16 June 2004 [draft], p. 6.

⁵⁵ Peters, "At a Loss for Words," pp. 46-53.

⁵⁶ Colonel Michael Simone, Testimony before the US House Select Intelligence Subcommittee on Intelligence Policy and National Security, "Hearing on Intelligence Community Language Capabilities," p. 13 May 2004, p. 24, transcript by *Congressional Quarterly* in "Hearings 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁵⁷ Peters, "At a Loss for Words," pp. 46-53.

⁵⁸ DoD, *Defense Language Transformation Roadmap*, January 2005, p. 4, in "ACH2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives; See also "Defense Language Office," *Wikipedia* entry: http://en.wikipedia.org/wiki/Defense_Language_Office (accessed 17 June 2009).

transformation, language capabilities needed to be integrated on mission-essential tasks lists, an automated system would facilitate managing, validating, and prioritizing language requirements, and guidance was needed to shape uniform foreign language integration efforts.⁵⁹ Needless to say, it was a cumbersome process.

By June 2005, DLO had made some progress. It published the first annual strategic language list, to be revised annually,⁶⁰ and also generated guidelines for recruiting heritage-speakers from non-English-speaking communities within the United States. This led to the creation of the O9L Military Occupational Specialty described in Chapter III. Another important result was an OSD directive issued in September 2005 requiring combatant commanders to formally identify their linguist and translator requirements when drafting war plans, which was no doubt intended to help address frequent requests from theater forces about the need for more and better trained linguists. DLO also began developing outreach efforts in the form of better tracking of former service members with language skills who could be recalled, planning to recruit officers and civilians with language skills, and identifying all DoD military and civilian personnel with such language skills. Longer range plans would continue to focus on increasing the effectiveness of DoD in supporting the linguistic needs of deployed combat forces.⁶¹ Another important plan was to create a “language readiness index” to gauge the state of the military’s foreign language capabilities. These and other measures would increase the foreign language capacity of U.S. military forces, said Chu, but the heavy lifting required to increase the linguistic and cultural competence of the overall force centered on DLIFLC. For that purpose Chu increased the institute’s FY 2005 budget from \$103 million to \$153 million with an additional \$46 million allocated for FY 2006 and \$330 million programmed for FYs 2007-2010.⁶²

The *Defense Language Transformation Roadmap* signaled to the field that quiet efforts begun in 2002 to improve military language capabilities were in an active stage. Chu lamented to the press that few officers with foreign language training rarely advanced beyond the rank of lieutenant colonel: “Now we’re saying this is an important warfighting skill, and we have to nurture and manage it.”⁶³

The merit of this effort was obvious to most, but it was not without critics. Fred Kaplan, writing for *Slate*, described the *Transformation Road* as a “pathetic case of Pentagon incompetence.” Why, he asked, “had it taken 21 months simply to draw up a 19-page plan.” Worse, according to Kaplan, although the plan laid out a series of actions

⁵⁹ Capt Don Grant, “EUCOM JOPES Annex Test,” 24 May 2005, briefing presented to the FLSC, in “Defense Foreign Language Program” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁶⁰ The Strategic Language List was intended to include both the “investment” languages, i.e., those languages that DoD had made and required a substantial investment in resources and functional in-house capability (Arabic, Chinese, Russian, etc.) through the next ten-year period, and what were termed “stronghold” languages or those in which DoD desired to identify and develop military and civilian personnel with the requisite skills for on-call crisis response and which would be updated often. Some at DLIFLC were concerned that these stronghold languages might induce instability into DoD prioritizing and requirements processes. The ability to add and delete languages on an annual basis was thought “extremely disruptive” and could lead to turmoil in staffing if introduced often and haphazardly. See “Feedback Paper: Investment and Stronghold Language Lists,” 29 June 2005, in “Stronghold Language Lists DLPT/DLIFLC Response” folder, ACH 2005 files, DLIFLC&POM Archives.

⁶¹ Peters, “At a Loss for Words,” pp. 46-53.

⁶² Lukach, “Transformation Efforts Expand,” *American Forces Press Service*, 8 April 2005.

⁶³ Bradley Graham, “From the Director’s Chair,” *Washington Post*, 8 April 2005, p. 4A.

to improve language skills and to incorporate cultural expertise into military recruitment, training, and promotion efforts, it set deadlines for doing so that would take up to three years to accomplish. And that was just to set up a management system to improve language training, not to do the training. In three and a half years, Kaplan lamented, from the bombing of Pearl Harbor in 1941, the United States mobilized the nation for World War II, built a massive arsenal, equipped its fighting forces and used them to defeat both Imperial Japan *and* Nazi Germany. He mentioned the nation's energetic response to Sputnik as well. Kaplan acknowledged that some of the *Transformation Roadmap's* projects involved "slogging through the system," but a "small group of smart people," i.e., DLO, ought to be able to accomplish these tasks in a few weeks.⁶⁴ There is no easy answer to criticism of this kind, which may or may not be warranted. It is worthwhile to note that before the DLO, there was no chance to "transform" the culture of the Pentagon by integrating foreign language and regional expertise into military thinking and planning. Afterwards, Gail McGinn said, DoD mad a serious effort to change "the way we conduct operations and the way we conduct ourselves in the world." Ultimately, this standard was the key criterion to judge the success of the *Transformation Roadmap*.

By late October 2005, Undersecretary of Defense for Policy Ryan Henry, who oversaw the forthcoming Quadrennial Defense Review, stated that this periodic re-evaluation of overall U.S. defense policy would especially emphasize the need for DoD to improve its foreign language capability. Such reevaluation would create a sustained need for more foreign language instructors and better facilities at DLIFLC. "Cultural awareness, language capability, the QDR will place a major emphasis on that," stated Ryan, who noted that the United States needed to more fully leverage its "competitive advantage" as a nation of immigrants.⁶⁵

"A Call to Action"

David Chu and Gail McGinn were not only interested in championing language transformation within the Defense Department. They also promoted wider reform in the U.S. educational system that would encourage the creation of a strong national base in foreign language competence.

By June 2004, OSD had received realistic input from the Defense Language Institute Foreign Language Center (especially in the form of a *White Paper* discussed in Chapter II) on how to transform the institute's foreign language training to better meet the needs of major counterinsurgency operations abroad. That input also helped OSD to organize a "National Language Conference: A Call for Action." The conference brought together some three hundred government officials and experts interested in foreign language education from DoD, the intelligence community, and the Departments of State and Education, as well as interested academics.⁶⁶ The Center for Advanced Study of Language (CASL) at the University of Maryland was a major sponsor of the conference, which was held at the university from 22 to 24 June 2004.

⁶⁴ Fred Kaplan, "How Many Government Agencies Does It Take to Teach Soldiers Arabic?," *Slate*, 6 April 2005, in "Articles 2005" folder, drawer 4, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁶⁵ John Liang, "QDR will Put 'Major Emphasis' on Shoring Up Foreign Language Capabilities, DoD Official Says," *InsideDefense.com*, 27 October 2005.

⁶⁶ Simone, interview, 16 June 2005, part 2, transcript, p. 20. See also, "National Language Policies: Pragmatism, Process, and Products," *NECTFL Review* 63 (Fall/Winter 2008/2009): 27-28.

The purpose of the conference, according to McGinn, was “to produce a *White Paper* laying out the possibilities for a National Language Agenda for the nation as a whole.”⁶⁷ Conference attendees sought to address the long-term interest of the United States in promoting greater foreign language competence among Americans. Specifically, they debated several major trends, including the rise of global information systems, transformative post-Cold War changes in the international order, growing transnational crime, increasing global economic and environmental concerns, and revolutionary change in technology and access to it on a global scale. The consequence of these trends was that the United States needed citizens who could grapple more than ever before with foreign languages and cultures on multiple levels in government, industry, education, and national security affairs while the demand for such talent outweighed the supply. Conference attendees referred to 9/11 as an analogy to the U.S. national reaction in 1957 to the successful launch of Sputnik, the Soviet satellite that caused a generation of Americans to specialize in science, mathematics, engineering, as well as regional studies and languages. Similarly, the United States now needed to invest itself in gaining greater proficiency in foreign languages and understanding and respect for foreign cultures to avert future shocking attacks against the nation and its interests.⁶⁸

Speaking at the conference, Chu remarked that “we are a nation that has brought all peoples, languages and cultures into the great melting pot for the purpose of creating a single unified nation. In that national experience, English has been a unifying element, and the standard of a single language for the country has been one of the ways that we have brought cohesion out of the rich diversities of culture that make up America.” However, whereas new immigrants once insisted that their children learn and speak only English, he continued, “as the country has grown more educated, we can move beyond just getting English right to also nurturing interest in other languages.” Chu was concerned that somehow conference attendees address the question of how to make learning a second language “cool.” The national security of the United States now ranged from the streets of Manhattan to the hills of Afghanistan to resort cities like Bali, said Chu, and the country needed people in all walks of life and at all levels, especially the military, who can relate to all of those areas and more. Nuance, illusion, culturally coded speech were more important than simply knowing the enemy’s order of battle, Chu offered as he encouraged attendees to find ways to create a demand for linguists.⁶⁹ Obviously, DoD had concluded that foreign language proficiency was an issue of strategic consequence not just for the U.S. military, but for the United States as a whole.

Overall, attendees of the first National Language Conference offered up two major recommendations. First, the president should appoint a national language authority, a position similar to the national security advisor, who would develop and implement a national foreign language strategy. Second, he should create a National Foreign Language Coordination Council to coordinate and manage that strategy.⁷⁰ The

⁶⁷ Minutes from the 02-03 March 2004 DLIFLC Annual Performance Review, 2-3 March 2004, in “Annual Program Review March 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁶⁸ *A Call to Action for National Foreign Language Capabilities*, 1 February 2005, report on the National Language Conference by the Undersecretary of Defense for Personnel and Readiness, pp. i, 5, in “Defense Foreign Language Program” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁶⁹ Jim Garamone, “DoD Studies Foreign Language Needs of Future,” *American Forces Press Service*, 22 June 2004, at www.DefenseLINK.mil.news (accessed 20 July 2009).

⁷⁰ *A Call to Action for National Foreign Language Capabilities*, 1 February 2005, p. iii.

major effect of the conference was in helping to build support for DoD's *Defense Language Transformation Roadmap*.⁷¹

Congressional Interest in Foreign Language Training

During the spring of 2004, Congress also took up the subject of foreign language training and sought to reexamine the overall state of such training in the United States. In theory, the United States had "the world's most highly developed foreign language and area studies programs" with various academic organizations offering more than two hundred languages. Indeed, university-based programs offered two-and-a-half times as many of the so-called "less commonly taught languages" as the Defense Language Institute and Foreign Service Institute, which together taught only seventy-five of these less commonly taught languages. Moreover, these two U.S. government language institutes taught only four specific languages not taught at all by any of the universities (Pakistani Baluchi, Tausug and Tetun Southeast Asia, and Iraqi Arabic).⁷² However, there were significant problems with this seemingly rosy picture, namely, that academic programs failed to produce graduates in significant numbers, of sufficient quality, in the specific languages of greatest national security concern to in any way obviate the need for DLIFLC or the Foreign Service Institute.

Why was this the case? Simply put, universities taught foreign languages based upon the interests of departments or individual professors and were rarely interested in maximizing proficiency. This situation prevailed despite the fact that, since the 1950s, Title VI of the National Defense Education Act (Higher Education Act) had provided funding to support language education in the United States. Unfortunately, the government did not expend these funds according to any rational plan coordinated with U.S. national interest. Certainly, in the wake of 9/11, it was clear that the "market model" of determining language course offerings had left the nation under-prepared for the challenges of globalization.

One study proposed to remedy this predicament by facilitating better national approaches to teaching seldom taught languages by devising a collaborative planning process that could define criteria for prioritizing instruction.⁷³ This specific issue was of concern to the Pentagon and the intelligence community. Prioritizing language instruction was a systemic problem that plagued national security institutions as well as individual linguists, who often had to choose to further their language skills or to focus time on the analytic areas of their careers more likely to lead to professional advancement. In DoD, the complex and problematic system used for determining requirements was so byzantine and opaque that DLIFLC had actually developed its own

⁷¹ "National Language Policies," *NECTFL Review* 63: 27-28.

⁷² David Wiley, "Collaborative Planning for Meeting National Needs in the Less Commonly Taught Languages: Defining Criteria for Priorities in the Languages of the World Regions," 3 July 2004, in "Hearings 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives. Note: this paper includes an excellent summary of the history foreign language education in the United States.

⁷³ Wiley, "Collaborative Planning for Meeting National Needs," 3 July 2004. Criteria for prioritizing less commonly taught languages included: (1) the number of speakers, (2) whether the language was the primary language of a nation, (3) whether it was used widely in media, literature, and institutions, (4) was the language important to scholarship despite its spoken decline, (5) was the language important socially, economically, or politically, and (6) was the language important for US national interests?

“Emerging Languages Task Force” in part to help it predict and prepare ground to teach whatever language requirements did eventually materialize through official channels.

At the broadest level, some in Congress asked whether the foreign language needs of the national security community could ever be met without revamping the entire U.S. primary and secondary education system to address the lack of American proficiency in foreign languages.⁷⁴ Given the unlikely prospect of transforming macro American political and cultural patterns, such musings were almost whimsical. However, in 2004, Congress did look anew at how to improve foreign language capabilities within the national security area consistent with the limits of both resources and realistic expectations for enhanced proficiency.

Specifically, the House Select Intelligence Subcommittee on Intelligence Policy and National Security held a rare unclassified hearing on the intelligence community’s foreign language capabilities on 13 May 2004. According to Chairman Doug Bereuter (R-Nebraska), the specific purpose was to ensure that the intelligence community’s foreign language needs got more attention. Bereuter recounted “the dismay of the committee on a bipartisan basis” over past diversions of resources away from foreign language needs despite prolonged efforts by the committee, even before 9/11, to enhance the nation’s language capabilities. “Over the years, committee members have raised the issue at virtually every hearing that the committee holds,” said Bereuter. “And we have repeatedly sought to increase funding for language programs. In fact, some of the most heated comments from members have dealt with the need to move ahead on our language capabilities.” Despite some improvements and understandable difficulties with hard to learn languages like Arabic or Chinese, Bereuter was concerned about the continued lack of sufficient language capability in the intelligence community. Because of such concern, the committee committed to making a comprehensive review of the situation and to draft appropriate legislation. In addition to the hearing, members of the subcommittee received testimony from various federal agencies or entities, including the National Security Education Program and the National Virtual Translation Center, which were created to help resolve long-standing language issues, and they had paid an actual visit to the Defense Language Institute in Monterey, California.⁷⁵

The hearing raised some essential questions about foreign language education in the United States. These questions included: How to prioritize the teaching of languages? How did needs differ between the operational and the analytical sides of the intelligence process? Were linguist shortfalls a product of limited resources or an institutional culture that failed to encourage skilled linguists? How could proficiency be increased and were foreign language instructional methodologies and pedagogical techniques adequate, including for immersion language programs? Among those giving testimony were

⁷⁴ See Doug Bereuter, chairman’s remarks before the US House Select Intelligence Subcommittee on Intelligence Policy and National Security, “Hearing on Intelligence Community Language Capabilities,” 13 May 2004, pp. 1-3, transcript by Congressional Quarterly in “Hearings 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁷⁵ US House Select Intelligence Subcommittee on Intelligence Policy and National Security, “Hearing on Intelligence Community Language Capabilities,” 13 May 2004, pp. 1-3, transcript by *Congressional Quarterly* in “Hearings 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives. The National Virtual Translation Center was created following 9/11 after the Patriot Act directed the CIA to investigate ways to reduce backlogs in un-translated intelligence materials.

Colonel Simone, Dr. Richard Brecht, director of the Center for Advanced Study of Language, and Dr. Ellen Laipson, president of the Henry L. Stimson Center.

In his testimony, Simone praised the faculty of DLIFLC as “a national treasure” and particularly emphasized the faculty’s deep roots in the mixed cultural and immigrant communities of central California. The institute was “ideally suited geographically,” said Simone, “for drawing on the strength of newcomers to the United States and native speakers. We depend very heavily on our contacts in those immigrant communities, those ethnic enclaves in central California to recruit faculty.” Some on the committee were interested in learning more about how to improve the security clearance process. Simone acknowledged frustration at the lengthy and opaque process that was highly bureaucratic and inefficient. The process was especially cumbersome in causing the delay of DLIFLC graduates who could not continue on to their technical training at Goodfellow Air Force Base, where they were trained in signals intelligence or voice intercept operations, until their TS/SCI clearance came through. Such delays could keep soldiers idle at the Presidio of Monterey for lengthy periods after graduation and with little in the way of explanation. Simone noted that while he had no counterintelligence experience, the system could not be made 100 percent watertight and that you needed to accept a level of risk to attract the most qualified people to work for you. Chairman Bereuter also requested Simone to provide in writing his views on the Bush Administration’s efforts “to move away from GS levels and by contracting,” which Simone promised to do. In discussing how the institute was planning to improve proficiency through an enhancement program, Simone noted that the basic methodology used at DLIFLC was not much different than those used elsewhere, the key difference being the concentration of effort and the ability as a military organization to impose and enforce homework requirements. He especially pointed out that university programs that produced level three linguists were not starting from scratch but by carefully selecting candidates who already possessed significant language abilities whereas DLIFLC started from nothing but aptitude in most cases, although military recruiters sought to attract heritage-speakers, which represented less than 3 percent of DLIFLC students.⁷⁶

Dr. Brecht described the urgent need to fund a number of programs offered by individual agencies that were long overdue, especially when compared to funds spent on language technology. He mentioned the National Security Education Program’s flagship language initiative, which was designed to channel university education in the direction of federal language needs. He also discussed the Civilian Linguist Reserve and the report on it that the subcommittee had commissioned. A pilot project waited for funding to establish a permanent reserve of professionals with certified three-level language proficiency. The costs, Brecht noted, might be significant but still worthwhile when compared with the cost of having to replace linguist talent on a continuing basis or having to depend upon unreliable and pricey contractors. Besides limited resources, Brecht listed effective integration as a key issue. In theory, he said, the Foreign Language Executive Committee (FLEXCOM) was responsible for coordinating these initiatives, but various bureaucratic obstacles made that task difficult. “Simply put,” as he said, “the community lacks a clearly defined focal point with the legitimacy to

⁷⁶ Col Michael Simone, Testimony before the US House Select Intelligence Subcommittee on Intelligence Policy and National Security, “Hearing on Intelligence Community Language Capabilities,” 13 May 2004, pp. 6-9, 20-29, 36, transcript by *Congressional Quarterly* in “Hearings 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

guarantee that all these and future language efforts on behalf of national security constitute a comprehensive, collaborative, and cohesive solution to the language problem in the defense intelligence communities.” Brecht was also the director of the CASL, a resource for the entire intelligence community. To overcome the problem of effective coordination, Brecht proposed the committee consider establishing the post of national language advisor, a position similar to the existing national science advisor. A national language advisor would be able to prepare national budgets for language and national security and report to Congress, perhaps even to a newly established language subcommittee. Brecht also supported the creation of a Senior Language Authority Office in DoD and at other major intelligence agencies. These would report to the national language advisor who in turn would report to the National Security Council. The position would also champion wider appreciation of language study in the nation’s schools to help address the root cause of the “language problem.” Nevertheless, Brecht concluded, in the long term the only cost-effective way to meet the nation’s foreign language needs was by having a citizenry broadly educated in foreign languages.⁷⁷

Finally, Dr. Ellen Laipson spoke from the point of view of intelligence production. Echoing Brecht, she noted the problem was not lack of initiatives, but lack of cooperation in sharing or coordinating on existing language initiatives that could be shared but all too often were not due to bureaucratic competition. The language problem, she stressed, was not simply because of the exigencies of 9/11 or the wars in Iraq and Afghanistan, but a long-standing problem. She emphasized, however, in comparison to the stress placed by Colonel Simone on operational or popular language, that upper level intelligence and national security language needs required more sophisticated understanding including of the language and culture of the governing elites of a society. A range of linguistic capabilities was needed with some linguists prepared to work on the street and some in an embassy. The problem in the American national security system, apart from military linguists, was that as soon as linguists moved up professionally their language skills became less important to their other functions. The leadership of the intelligence community had not demonstrated that language learning was valued. Indeed, the more valued an employee the less that employee worked to retain their language skills. Second, Laipson recommended that language officers not be treated merely as technicians who were isolated from the overall analytic process. Third, she welcomed the use of new scanning technologies to help identify keywords of interest and thus help manage vast archives of captured documents, but cautioned that human translation and analysis was fundamental in providing finished products for policy-makers. Fourth, most strategically of all, she noted that “language is insight into culture.” Finally, Laipson discussed the security clearance process. Highly bureaucratic, this process unnecessarily excluded valuable people from employment. For example, the government often turned away those who had immigrated to the United States with skills vital to U.S. national security and without any transparent explanation. Language skills and the need for them was not going away even in the Internet-era and English was not the only language that mattered, said Laipson. One did not need to be English speaking to be Internet savvy. And, even if the number of foreign speakers coming to United

⁷⁷ Dr. Richard D. Brecht, Testimony before the US House Select Intelligence Subcommittee on Intelligence Policy and National Security, “Hearing on Intelligence Community Language Capabilities,” 13 May 2004, pp. 9-11, transcript by *Congressional Quarterly* in “Hearings 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

States to study or work declined, addressing the language problem would simply become more important because the world was getting smaller, inter-cultural contacts were growing, and thus security concerns were compounding. The United States needed both vernacular and high-end linguists and needed to overcome the problems in procuring them, whether due to funding or institutional culture.⁷⁸

On 21 June 2004, Congress acted on foreign language training while considering the Intelligence Authorization Act for Fiscal Year 2005. The act passed as Public Law 108-487 on 23 December 2004. Under Title VI—Education, Subtitle B, Congress indicated its concern about the need to improve the intelligence community’s foreign language skills. Congress took several specific measures to improve the government’s foreign language proficiency. It established a new high level position in the Central Intelligence Agency called the “Assistant Director of Central Intelligence for Language and Education”;⁷⁹ it required senior intelligence positions to be occupied by executives who could rate at level 3 on the ILR scale for foreign language proficiency; it advanced foreign languages critical to the intelligence community; it authorized the creation of a pilot program aimed at creating a “Civilian Linguist Reserve Corps”;⁸⁰ it codified the establishment of the National Virtual Translation Center;⁸¹ and finally, it acted to promote the recruitment and retention of qualified instructors at the Defense Language Institute. On the last point, Congress asked the Secretary of Defense to review the methods employed to staff DLIFLC and to recommend improvements. The Act specifically empowered the secretary to grant permanent resident alien status to qualified DLIFLC language instructors who were in the United States in a temporary status as a means to encourage recruitment and retention.⁸²

On 19 November 2004, Senator Daniel Akaka (D-Hawaii) entered into the *Congressional Record* a statement on the “Nisei Intelligence War Against Japan.” His entry detailed the history of the Nisei linguists who served throughout the Pacific during World War II and who were trained by the Fourth Army Military Intelligence Service Language School at the Presidio of San Francisco, Camp Savage, and Fort Snelling, noting these as predecessors to DLIFLC. The statement described the scope and impact of the services of Nisei linguists both during the war and as key to the successful occupation of Japan that followed.⁸³ It is unknown what prompted the senator to offer the commemoration, which however, marked the 64th anniversary of the founding of the MISLS on 1 November 1941.

⁷⁸ Dr. Ellen Laipson, Testimony before the US House Select Intelligence Subcommittee on Intelligence Policy and National Security, “Hearing on Intelligence Community Language Capabilities,” 13 May 2004, pp. 11-15, transcript by *Congressional Quarterly* in “Hearings 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁷⁹ The Assistant Director identifies languages critical for intelligence employees to carry out their work, monitors the allocation of resources for foreign language education and training, and advises Congress on means to enhance the intelligence community’s language capabilities.

⁸⁰ The Civilian Linguist Reserve Corps would be composed of US citizens who possessed advanced proficiency in foreign languages and were willing to be called up to perform federal service in areas relating to their language expertise. The pilot effort was three years.

⁸¹ Largely a technical undertaking to avoid the need to establish a physical translation center.

⁸² US House Permanent Select Committee on Intelligence, “Intelligence Authorization Act for Fiscal year 2005,” 108th Congress, 2nd sess., 2004, H. Rep. 108-558, 42-51.

⁸³ Daniel Akaka, “The Nisei Intelligence War Against Japan,” 108th Cong., 2nd sess., *Congressional Record* 150 (19 November 2004): S11617-S11619.

In 2005, Congress considered some eighteen bills dealing with foreign language and international studies education in the United States, but passed only two: the Intelligence Reauthorization and Intelligence Reform bills, both of which required DoD and the intelligence community to increase their foreign language capabilities. Congress did also designate 2005 as the “Year of Foreign Language Study.”⁸⁴ While it maintained support for such existing programs as the National Security Education Program (funded at \$8 million) and the National Flagship Language Initiative (funded at \$6 million), Congress was mainly interested in specific defense/intelligence-related linguist matters.⁸⁵ Indeed, on 25 February 2005, a delegation of six members and staffers from the House Permanent Select Committee for Intelligence even visited the Presidio of Monterey to familiarize themselves with DLIFLC and its expanding foreign language training programs. The visit also presented an opportunity for mission and garrison commanders to brief the officials on how the expansion would drive further military construction needs on the base.⁸⁶ Finally, in September, Senator Russell Feingold (D-Wisconsin) introduced an amendment to the FY 2006 defense authorization and appropriations bills that would task DoD to establish a civilian linguist corps. As passed, the 2006 Defense Authorization Act directed the Secretary of Defense to initiate a pilot program to establish a “Civilian Linguist Reserve Corps.” That program was later renamed the “National Language Service Corps.”⁸⁷

Foreign Area Officers Program Reform

On 16 February 2005, the FLSC met to discuss the role of language and regional expertise in officer professional development, education, and training. The topic was currently under review by DoD with the major issue being the need for the Combatant Commands to define their Foreign Area Officers requirements. Various programs, such as at the service academies or regional centers (e.g., the Marshall Center in Europe), were discussed as venues for improving officer regional expertise. The consensus of the senior DoD officials attending the meeting was that while it was good to improve officer foreign area knowledge, a lot more clarity needed to be brought to the mission.⁸⁸

On 28 April 2005, following publication of the *Defense Language Transformation Roadmap*, Deputy Secretary of Defense Paul Wolfowitz directed the military departments to revise their FAO Programs (DoD Directive 1315.17). He asked the service secretaries to devise specific action plans for his approval to “include the number of military officers to be trained as FAOs and a description of a viable career path that

⁸⁴ “National Language Policies,” *NECTFL Review* 63: 30. The act mainly promoted the study of foreign language in US primary and secondary schools.

⁸⁵ J. David Edwards, “National Language Activities and Policies: 2005,” information paper in “ACH 2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁸⁶ “Presidio of Monterey Bi-weekly Report,” 19 February-4 March 2005, in “POM Garrison Sig. Act. Reports 2005” folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives. The official party included: Representatives Jane Harman, Leonard Boswell, “Dutch” Ruppertsberger, Jo Ann Davis, and Todd Tiaht. See “DLIFLC Protocol Office HPSCI CODEL,” 25 February 2005, in “ACH2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁸⁷ See www.nlscorps.org/ (accessed 4 January 2010) for more information on the NLSC. About this time, the Rand Corporation was also conducting a study on ways that Congress could alleviate linguist shortfalls by making it easier for the military to hire heritage speakers.

⁸⁸ “Foreign Language Steering Committee Meeting Minutes,” memorandum for record, 16 February 2005, in “Payne Email re DLPT” folder, ACH 2005 files, DLIFLC&POM Archives.

provides the opportunity for promotion of these officers into the General/Flag ranks.” He also wanted the plans to determine a manner by which sufficient staffing of such officers could be maintained in both the active and reserve components. He tasked Undersecretary Chu to work with the services to develop the plans intended to beef up the FAO program. Chu was to provide a joint plan back by 29 July 2005.⁸⁹

In place of the previous FAO directive, issued 22 February 1997, the new directive reassigned responsibility for FAO program proponentcy from the Undersecretary of Defense for Policy to Chu as Undersecretary of Defense for Personnel and Readiness. The new FAO program directive emphasized that “critical war fighting capabilities include foreign language proficiency and detailed knowledge of the regions of the world gained through in-depth study and personal experience.” The war against terrorists could not be won, nor “close and continuous military-diplomatic interaction with foreign governments” and their militaries maintained without energetic support of the FAO effort. Thus, the staffs of the Combatant Commands, DoD agencies, and military-diplomatic offices within U.S. embassies needed commissioned FAOs with appropriate regional expertise and linguistic skill. The directive stated the need for these officers to be educated appropriately, selected competitively, guided by professional career managers, and provided opportunities to serve as general/flag officers.⁹⁰

In July 2005, Charles Abel, principle deputy in the Office of the Undersecretary of Defense, acted to create a special pan-DoD working group to advise the FLSC on regional expertise within DoD. Abel sought panel members with FAO or regional officer experience. Abel’s move responded to the last *Quadrennial Defense Review*, a periodic comprehensive review of U.S. defense strategy, force structure, modernization plans, and funding mandated by Congress. The QDR had noted the need for greater clarity and standards and specific procedures for increasing regional expertise within DoD.⁹¹

Foreign Language Proficiency Pay

In 2004, Gail McGinn began promoting the need to revise the authority governing Foreign Language Proficiency Pay (FLPP) as part of Defense Language Transformation. Although FLPP was authorized by Section 316, Title 37, USC (37 USC 316), McGinn said that there existed “no clear stated purpose for FLPP,” being based upon various service specialties, training designed to develop proficiency, duties requiring such proficiency, and critical needs. Instead, McGinn wanted an FLPP statement, designated as Section 620 of the FY 2005 National Defense Authorization Act. This statement specified that FLPP should encourage people to self-identify and to study foreign language—especially those not commonly taught—to create a strategic stronghold of such languages. FLPP should also increase military foreign language proficiency and the capability of DoD in languages of strategic importance. To do that, McGinn also sought

⁸⁹ Paul Wolfowitz to Secretaries of Military Departments, memorandum: “Foreign Area Officer Programs,” 28 April 2005, in “Defense Foreign Language Program” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁹⁰ DoD Directive 1315.17, effective 28 April 2005, in “Defense Foreign Language Program” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁹¹ Charles Abell, Principal Deputy, to Principal Deputy (USD/P), et al, memorandum: “Regional Expertise in the Department of Defense,” 10 July 2005, in “Defense Foreign Language Program” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

to beef up the program so that pay rates were truly an incentive for service members to sustain and improve their proficiency. For years, the top FLPP allotment had remained \$300 per month for active duty soldiers while reserve forces received a prorated amount equal to only 1/30th of the total monthly amount authorized. DoD was now seeking to revise the authority to provide FLPP up to \$1,000 per month for active duty forces with up to \$6,000 per year in bonus pay for language qualified reserve forces. McGinn asked the FLSC to review the issue and provide input on how to balance short-term needs with the long-term redesign of the FLPP system.⁹²

DoD was effective in making its case to Congress for increased FLPP. On 28 October 2004, President Bush signed the Ronald W. Reagan National Defense Authorization Act of 2005 into law, which included Section 620.⁹³ Section 620 authorized the service secretaries to pay up to \$1,000 per month to active duty service personnel who maintained their proficiency in a foreign language while reserve personnel were authorized an annual bonus of up to \$6,000.

Unfortunately, while Congress authorized DoD to increase FLPP, it did not appropriate the necessary funding. Other limitations included that the most pay would apply to soldiers in language-dependent Military Occupational Specialties (MOSs) such as 97E and 98G. Several separate departments and agencies within DoD also had to approve the additional expenditures while the deadline for the FY 2006 budget, which was already submitted by summer 2005, meant that any increased funding of the program would not be seen until FY 2007 at the earliest. Nevertheless, as one commentator noted, “Recognition that the skill is critical has come, and the authority to pay a higher special pay has been granted.”⁹⁴

Table 1: DoD Foreign Language Proficiency Pay Rates

| | For languages on the Strategic Language List (Immediate Investement) | For languages on the Strategic Language List (Strategic Stronghold) | For all other DoD languages |
|--------------|--|---|-----------------------------|
| | MONTHLY PAY | MONTHLY PAY | MONTHLY PAY |
| Level 1 | \$ 100.00 | \$ 50.00 | \$ 25.00 |
| 2/2 | \$ 200.00 | \$ 150.00 | \$ 125.00 |
| 2+2 or 2/2+ | \$ 250.00 | \$ 175.00 | \$ 150.00 |
| 2+/2+ | \$ 300.00 | \$ 200.00 | \$ 175.00 |
| 3/2+ | \$ 350.00 | \$ 250.00 | \$ 200.00 |
| 3/3 | \$ 400.00 | \$ 300.00 | \$ 275.00 |
| 3/3/3 or 4/4 | \$ 500.00 | \$ 400.00 | \$ 300.00 |

Figure 3 Foreign Language Proficiency Pay rates, effective 1 September 2005

Finally, in June 2005, DoD directed major changes in the amount of FLPP payable per month to eligible service members, effective 1 September 2005. Those eligible for the highest pay rate had to be proficient in languages pegged to the new

⁹² Gail H. McGinn, “Foreign Language Proficiency Pay (FLPP),” 29 October 2004, in “FLPP” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁹³ Public Law 108–375, 28 October 2004 (118 STAT. 1811). See also, Miles, “DoD Seeks People with Language Skills,” *American Forces Press Service*, 3 February 2005.

⁹⁴ Dan O’Shea, “Foreign Language Proficiency Pay,” *Globe* (Summer 2005): 21.

Strategic Language List just published by DLO.⁹⁵ The top rate of \$1,000 was payable only to highly proficient speakers on active duty who spoke two languages on the Strategic Languages List. The top FLPP rate for highly proficient speakers of a single language was \$500.

Bureau of International Language Coordination

The Bureau for International Language Coordination (BILC) is a NATO organization that sponsors discussions among member states regarding foreign language issues of common concern. DLIFLC has traditionally been a strong supporter and participant in this organization, which holds an annual meeting at rotating venues within member states.

Dr. Ray Clifford headed the U.S. delegation and also chaired the BILC 2004 Conference held at Strasbourg, France, 7-10 June 2004. At the meeting, Clifford reported that he had presented the BILC proposal on language needs analysis of NATO position descriptions. Clifford also noted that evolving NATO policies concerning attendance at NATO activities and meetings of Russia and the so called “Mediterranean Dialog countries” meant these could be invited to attend future BILC Professional Seminars, which measure was offered by Germany and seconded by the United Kingdom with a strong recommendation that the invitees contribute a presentation.

During discussions the question of how NATO force goals were developed and whether language specialists were involved in ascertaining language proficiency levels for specific positions was raised. The attainment of high levels of language proficiency required long periods of instruction, but it was also important that language requirements, including the NATO “Force Goal EG 0356” for language proficiency, not be so exacting that training time and costs became prohibitive. BILC believed that if positions were evaluated by language experts, then the true level of expertise needed to fulfill them could be obtained, which would benefit all the nations staffing such positions. Another item raised by Clifford was a proposal that “a STANAG 6001 benchmark pilot test was an idea whose time had come.” BILC members accepted the proposal, which was planned in the form of a multi-level listening and reading test through Level 3 in English only. The test would be composed of test items submitted voluntarily by participant countries. During the meeting, the BILC Steering Committee asked the “NTG Section” to determine which NATO office to contact to initiate a review of language proficiency requirements for NATO positions, which was to include a language needs analysis performed by BILC representatives.⁹⁶ However, the NTG Section failed to accomplish this task by the 2005 BILC conference.

In May 2005, DLIFLC’s Martha Herzog hosted the BILC Working Group on Testing and Assessment. She had served as the body’s head for the previous six years. The purpose of the week-long meeting, attended by representatives from Canada, the

⁹⁵ Charles Abel, Principal Deputy, to Assistant Secretary of the Army (M&RA), et al, memorandum: “Special Pay for Foreign Language Proficiency—Change,” [June 2005], in “Defense Foreign Language Program” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁹⁶ Bureau for International Language Coordination, Steering Committee Minutes, 7-10 June 2004, pp. 1-4, at: http://www.bilc.forces.gc.ca/conf/2004/strcomm/SC_2004.pdf (accessed Oct 2009).

Netherlands, DLIELC, and DLIFLC, was two compose the first-ever “plus level” descriptions of language proficiency to be adopted by BILC.⁹⁷

BILC held its 2005 conference at Bundessprachenamt Hürth, Germany, and again Clifford was the chair. During this meeting, Clifford raised the issue of a succession plan for the BILC Secretariat for he was not planning to serve longer than summer 2007. BLIC members adopted his motion unanimously after some discussion. Attendees also discussed the possibility of creating a permanent staff element to help administer the annual meetings. They also organized a working group to make recommendations to the steering committee about the future organization of the BILC Secretariat while the heads of each delegation were asked to consult with their own countries about assuming the BILC chair and secretariat positions under the current BILC constitution and rules of procedure. A working group was planned to convene at the next conference “to develop explanations of the STANAG 6001 language level descriptor titles” using military occupations at those levels as examples. Conference attendees also discussed common problems in the area of host nations providing language training assistance to Partnership for Peace nations and the administrative practices of states in the development of STANAG 6001 testing teams.⁹⁸



Figure 4 Attendees of the BILC Conference in Strasbourg, France, 2004⁹⁹

⁹⁷ Natela Cutter, “ES Says Farewell to Dr. Martha Herzog,” *Globe* (Fall 2005): 22-23.

⁹⁸ Bureau for International Language Coordination, Steering Committee Minutes, 6-9 June 2005, pp. 1-4, at: http://www.bilc.forces.gc.ca/conf/2004/strcomm/SC_2005.pdf (accessed October 2009). STANAG refers to “Standardization Agreement,” a system of protocols used by NATO countries to reduce duplication and improve the efficiency and interoperability of their forces. STANAG 6001 refers to language proficiency levels.

⁹⁹ Photograph courtesy Bureau for International Language Coordination, NATO.

Chapter II

Managing the Defense Language Institute Foreign Language Center & Presidio of Monterey

Command Leadership

In December 2002, Colonel Simone visited Colonel Kevin M. Rice, commandant of DLIFLC, to inspect the institute. DoD had selected Simone to replace Rice upon his retirement. Simone discussed training with Rice and DLIFLC faculty, whom he found highly focused on the mission of foreign language training. However, because those he had “talked to barely even mentioned the military training requirements—the taking care of troops—the soldierization issues,” Simone decided early on that soldier training was something he ought to look into more closely after he arrived.¹⁰⁰

The DLIFLC Change of Command ceremony took place on 4 June 2003. Lt. Gen. James Riley, commanding general of the Combined Arms Center, Fort Leavenworth, Kansas, presided. Simone had previously served as chief of the European Operations Division of the Defense Threat Reduction Agency’s Onsite Inspection Directorate, an organization with a critical need for highly skilled military linguists who help perform U.S.-Russia treaty verification missions. Before that assignment, Simone spent time as an assistant Army attaché and as Army attaché in the American Embassy in Moscow in between which duties he served on the Joint Staff to the U.S. Delegation to the Organization for Security and Cooperation in Europe. A 1975 West Point graduate, Simone held a Masters degree in International Affairs from Columbia University in 1985 and a certificate in Russian Studies from the Averell Harriman Institute. He later obtained a second Masters in Political Science and attended both the U.S. Army Russian Institute in Garmish, Germany, and the Defense Attaché Course.¹⁰¹

Simone had never attended any of the institute’s training programs but had studied Russian during four years as an undergraduate at West Point and had taken some refresher language training in graduate school while attending the U.S. Army Russian Institute. He had also completed assignment in Russia itself and had worked with DLIFLC graduates. Prior to his first inspection tour in late 2002, however, he “had never really seen the institution up close.”¹⁰²

Assistant Commandant Col. Sandra Wilson arrived at DLIFLC in the autumn 2002, but did not assume her duties until April 2003. An Air Force pilot, Wilson, had no previous linguist experience. Rice thus arranged for her to take Spanish, the shortest DLIFLC course, as an immediate precursor to her assuming her assistant commandant position. According to Simone, “the timing worked out and it gave her good insight into language training from the inside.” Simone had studied Russian at West Point, but by his

¹⁰⁰ Col Michael Simone, interview with Dr. Harold Raugh, 4 April 2005, part 1, transcript, p. 2, in DLIFLC&POM Archives.

¹⁰¹ Bob Britton, “Rice Retires, Simone Takes Charge as Commandant,” *Globe* vol. 24, no. 8 (October 2003): 4-7.

¹⁰² Simone, interview, 4 April 2005, part 1, transcript, p. 1.

own admission was “a walking, talking advertisement for why you need a DLI and the difficulty of relying on universities for practical proficiency.”¹⁰³ Rice somewhat feared that he might be succeeded by an officer who had not attended DLIFLC and saw Wilson’s schooling as helping to bridge an important gap. Wilson in turn was replaced in July 2004 by Col. Daniel L. Scott, another Air Force officer. Wilson and Scott also commanded the Air Force Element (AFELM). AFELM served as the Air Force equivalent to the Army’s Headquarters Headquarters Company (HHC).¹⁰⁴

Simone assumed responsibility in Monterey after a year of transition throughout the Army due to the decision to separate the management of the Army garrisons from the command of the senior mission commanders on that installation. There had always been a garrison commander at the Presidio of Monterey, but previously that position reported directly to the commandant of DLIFLC. When Simone arrived, the garrison commander reported to the Installation Management Agency (IMA). Simone arrived at the end of the “trial year of teasing out the budgets and delineating the division of labor among all the different staff elements.”¹⁰⁵

Garrison Commander Col. Jeffrey Cairns arrived shortly after Simone. Prior to Cairns, Col. W.C. Garrison, an IMA staff officer, stepped in to manage the U.S. Army Garrison, Presidio of Monterey, after the early retirement of the previous garrison commander. The new leaders had a lot of work to do in getting the new arrangement set up. After 1 October 2002, the Army required separate budgets for mission and base operations and some functions required the creation of duplicate offices.

Eugene Patton III was DLIFLC command sergeant major from July 2000 until he retired on 19 November 2004 after completing thirty years of service in the Army. Cmd. Sgt. Maj. Michael P. Shaughnessy succeeded Patton as the institute’s senior enlisted advisor.¹⁰⁶ Patton’s retirement and change of responsibility ceremony was held on Soldier Field and was especially memorable because during the sounding of retreat a new salute cannon was fired. The cannon was chosen to represent the type of 75 mm field artillery pieces formerly associated with units like the 76th Field Artillery (horse) that had once been stationed at the Presidio of Monterey before World War II. Patton had worked for several years to obtain the historical cannon coordinating with staff, including John Robotti, director of the Directorate of Logistics, to locate and refurbish the gun specifically so that it could be placed on Soldier Field in the heart of the Presidio of Monterey Historic District. Patton praised DLIFLC’s senior corps of noncommissioned officers (NCOs) for keeping him informed and for supporting the post’s Better Opportunities for Single Service-members (BOSS) program. He also thanked in particular two civilian leaders who had provided strong leadership and supported the institute: Rep. Sam Farr and Chancellor Dr. Ray Clifford. Cmd. Sgt. Maj. Shaughnessy, an Arabic linguist, entered the Army in 1977. Among his military qualifications, he also

¹⁰³ Simone, interview, 4 April 2005, part 1, transcript, pp. 3, 7.

¹⁰⁴ Lt Col William J. Astore, “DLIFLC Command History for CY04: Provost,” 21 January 2005, in “Provost” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

¹⁰⁵ Simone, interview, 4 April 2005, part 1, transcript, p. 4.

¹⁰⁶ Connie L. Trautmann to James Adames, et al, email, 25 October 2004, in “ACH2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

held a Bachelor's degree in economics and political science from the University of Pittsburgh and a Masters in international relations from Troy State University.¹⁰⁷

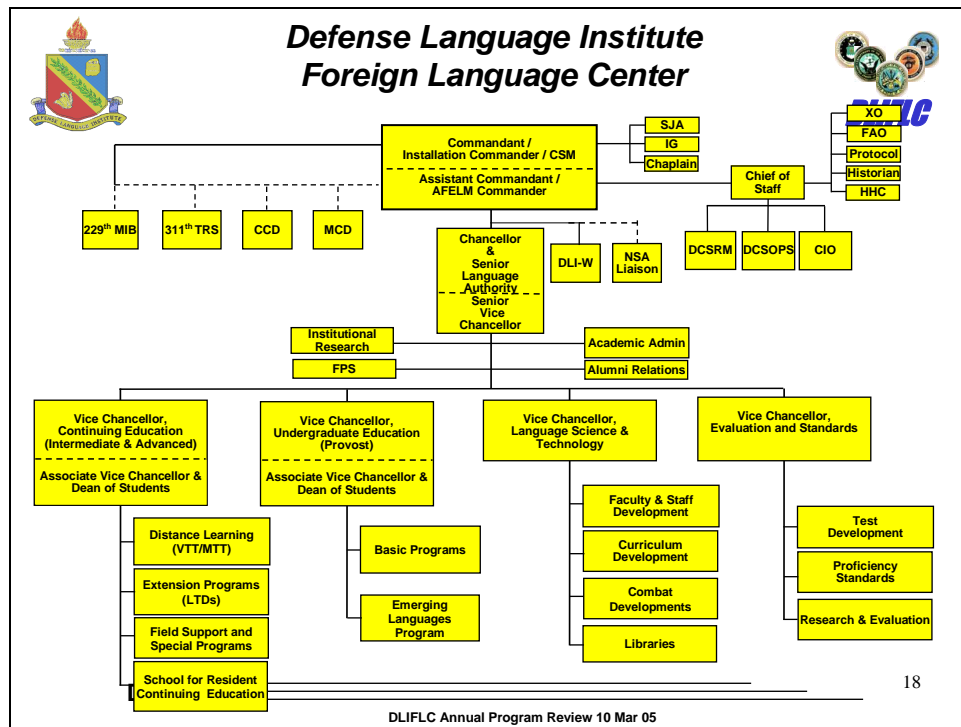


Figure 5 Organization of DLIFLC, early 2005

State of DLIFLC

The mission of the Defense Language Institute Foreign Language Center remained as in years past “to produce operationally proficient military linguists,” which was accomplished through four major areas of foreign language expertise: Training and Education, Sustainment and Support, Assessment and Testing, and Research and Evaluation. After Colonel Simone arrived, a fifth element was also noted in briefings and that was the need to provide military training for the institute’s many junior enlisted students.¹⁰⁸

In March 2004, DLIFLC consisted of 1,100 full-time faculty and staff. New enrollments that year totaled 2,947 full-time students while in 2005 new enrollments fell slightly to 2,682 fulltime students. DLIFLC provided 85 percent of all U.S. government foreign language classes while the number of faculty teaching its five highest enrollment languages (Arabic, Korean, Chinese, Russian, and Persian Farsi) was greater than all the U.S. students graduating from colleges and majoring in those languages nationwide.¹⁰⁹

¹⁰⁷ Bob Britton, “Command Sgt. Maj. Eugene Patton III Retires,” *Globe* (January 2005): 3-5.

¹⁰⁸ DLIFLC Mission Briefing, 11 March 2004, in “Sec Air Force Visit to DLIFLC” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

¹⁰⁹ Comparison of the sum total of DLIFLC basic program graduates in FY 2004 with the sum total of all university graduates in 2002 (using data from Integrated Postsecondary Education Data System) made a compelling argument to maintain government-sponsored foreign language training. For example, the total BAs granted in Arabic was 16 while DLIFLC produced 521 graduates. University language programs exceeded DLIFLC in only two cases: universities granted 254 Chinese BAs compared to 157 DLIFLC

Student levels and the mix of languages studied depended entirely on the requirements set by the combat commands, the military services, and DoD agencies while the U.S. Army acted as the “Executive Agent” for the Defense Foreign Language Program. In other words, DLIFLC, a TRADOC subordinate command, employed a multi-service cadre of military and civilian staff to train military linguists from the Army, Navy, Air Force, and Marine Corps, as well as a few U.S. government civilians. In scope DLIFLC’s program consisted of twenty-six resident language programs ranging in duration from two to sixty-three weeks plus the DLI-Washington program that contracted for some fifty-five seldom taught languages. The programs covered material all the way basic familiarization to advanced level. In addition, DLIFLC also provided extensive non-resident language training and sustainment support using Language Training Detachments stationed at locations with dense military linguist needs, Video Tele-Training and Mobile Training Teams, training support using electronic and printed resources, and assistance to some 265 organic Command Language Programs (CLP) based with units in the field (supporting approximately 25,000 military linguists).¹¹⁰

Performance-wise, the institute was doing well with an 83 percent result for FY 2003 reported for linguists graduating at the required standard in all skills (L2/R2/S1+). Similar statistics from the mid-1980s were in the mid-20 percent range, a significant increase in performance attributed to team teaching and a merit-based faculty pay system. On the other hand, only 33 percent met or exceeded the future standard (L2+/R2+/L2). Thus, improving proficiency to professional levels remained DLIFLC’s main challenge and especially critical for the demands of the post-Cold War operational environment.

In forthcoming years, the focus of the institute would be to increase student success in the classroom, improve support to the field, and create the capability to respond to emerging needs. DLIFLC proposed to tackle the first challenge of increasing student proficiency by embarking on the Proficiency Enhancement Program (PEP), which sought smaller class sizes and extended course lengths (when possible), integrated immersion training, improved base support (instructional, barracks, medical) and the use of high technology both in the class room and for distance learning. Behind the scenes improvements included the decision to implement an eight-year curriculum development cycle and to update a computer-based version of the Defense Language Proficiency Test (DLPT) used worldwide by the U.S. government to evaluate foreign language proficiency. Some of the remaining challenges were acquiring and retaining talented teaching staff, anticipating language needs in a fluid international security environment, and improving career management systems for linguists.¹¹¹ Of note as well, DLIFLC dis-enrolled fewer students in FY 2003, the majority for administrative, not academic causes,

graduates while producing a whopping 10,526 BAs in Spanish compared to only 208 at DLIFLC. Spanish, however, was not a key national security language, being the only foreign language not difficult to staff. More significantly, there were zero university graduates in the key national security languages of Korean and Persian Farsi while DLIFLC graduated 369 and 157 students in those programs respectively. Col Michael Simone to Gail McGinn, email: “DLI Graduation Rates,” 8 November 2004, with attachments, in “SFLP” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

¹¹⁰ DLIFLC Mission Briefing, 11 March 2004, in “Sec Air Force Visit to DLIFLC” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

¹¹¹ DLIFLC Mission Briefing, 11 March 2004, in “Sec Air Force Visit to DLIFLC” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

possibly attributable to better diagnostics and counseling to address student problems earlier than later.¹¹²

DLIFLC had already begun to emphasize the maintenance and development of a linguist's skills in the field after graduation. Professional skill levels could only come through professional development over the course of a career. While the linguist would have to take the initiative, DLIFLC sought improve the outcome through its support to CLPs, distance learning, immersion programs, mobile training teams and VTT, and by championing subsequent linguist assignments to linguist positions and follow-up advanced training again at DLIFLC. Institute initiatives since 9/11 included the development and distribution of eighty thousand language survival kits, familiarization and cultural awareness courses for deploying units, CLP support and assistance to units in assessing their own needs, and on-call language/interpretation services for combatant commands and agencies.¹¹³

To increase its responsiveness, DLIFLC planned a four-prong approach. First, it would continue its "full-service" resident basic course languages such as Arabic, Korean, and Spanish. Second, it would continue to teach "partial-service" languages such as Pashto and Vietnamese with courses in some, testing in others. Third, it would develop contingent language capabilities in such languages as Armenian and Urdu that could be developed quickly into programs if needed. Finally, DLIFLC would create a "knowledge repository" or capability to develop new programs based upon the methods of the Emerging Languages Task Force. It placed additional focus upon continuous faculty career development, including a five-year plan to upgrade 50 percent of staff with Masters in Teaching Foreign Languages (MATFL).¹¹⁴

DLIFLC enhanced these efforts by using cutting-edge technology. It had incorporated computer technology into every classroom, including the deployment of interactive whiteboards connected directly to the Internet, and had armed every student with an individual iPod™ and tablet PC. Moreover, the institute had heavily invested in web-based instruction. Through its Global Online Language Support System (GLOSS) and LingNet services, DLIFLC was able to support linguists and non-linguists alike almost anywhere and was even developing a Learner Management System to better connect teachers with resident and non-resident students.¹¹⁵

On 13 May 2004, Simone, told the House Permanent Select Committee on Intelligence, Subcommittee on Intelligence Policy and National Security, that over 80 percent of DLIFLC's budget was dedicated to its faculty.¹¹⁶ As of 5 May 2004, the

¹¹² Minutes from the 02-03 March 2004 DLIFLC Annual Performance Review, 2-3 March 2004, in "Annual Program Review March 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

¹¹³ DLIFLC Mission Briefing, 11 March 2004, in "Sec Air Force Visit to DLIFLC" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

¹¹⁴ Minutes from the 02-03 March 2004 DLIFLC Annual Performance Review, 2-3 March 2004.

¹¹⁵ Colonel Michael R. Simone, Commandant, Defense Language Institute Foreign Language Center, Written Statement before the Subcommittee on Intelligence Policy and National Security, US House of Representatives, on "Intelligence Community Language Capabilities, Part III," 13 May 2004, in "Testimony Clifford & Simone 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives. Testimony originally drafted by Dr. Stephen Payne, Senior Vice Chancellor, with Army and OMB vetting.

¹¹⁶ *Congressional Record Daily Digest*, 13 May 2004, pages D497-D504, available at <http://www.lib.ncsu.edu/congbibs/house/108hdgst2.html> (accessed 19 May 2009). A published report of the hearing as not been found. Others who testified were Richard Brecht, Executive Director, Center for Advanced Study of Language, and Ellen Laipson, President and CEO, Henry L. Stimson Center.

institute employed over nine hundred faculty from over forty countries, all of whom had been screened to ensure minimal competence in both English and the target language. Nevertheless, Simone was concerned that “as language needs grow in areas of the world where the overall educational level lags behind the United States, DLIFLC may be less able to assume a certain level of preparation among its faculty at the time of hire.” Thus, DLIFLC laid plans to place more emphasis on working more intensively with junior faculty at the beginning of their teaching careers. The expectation that future staff would have significant educational deficiencies appeared to emphasize the need for DLIFLC to maintain partnerships with local colleges and universities to offer bachelor’s and master’s degree programs to faculty willing to contract with the institute for help in off-setting the costs of such programs. Simone further lauded DLIFLC’s congressionally approved faculty pay-for-performance system, which had helped professionalize the faculty.¹¹⁷ Consistent with Simone’s comments about DLIFLC’s problems in attracting qualified faculty, Congress crafted legislation, passed in the Intelligence Authorization Act for FY 2005, to help address this concern (discussed in Chapter I).

Simone also emphasized that “DLIFLC is fortunate to be located in Monterey, California, with its rich mixture of ethnic communities. Within a two-hour drive, students immerse themselves in culture and language of immigrant communities. The close proximity to these communities also allows faculty to maintain their cultural roots while exposing themselves to current language. The nearness to large clusters of potential faculty is crucial in recruiting new faculty. In addition, students and faculty can continue their professional education at several nearby public and private colleges and universities.”¹¹⁸

As FY 2005 began, DLIFLC was in better shape resource-wise than it had been in years. Significant new resources began to come DLIFLC to address chronic underfunding through a series of Presidential Budget Decision memorandums or PBDs, most importantly PBD 753. A portion of those funds was devoted to hiring more faculty to reduce the student-to-teacher ratio in an effort to improve proficiency without increasing the time students spent in residence. Another portion was also set aside to hire faculty to update the DLPT or to develop other DoD language tests, and some funds were pegged to help update DLIFLC’s outdated curriculum.¹¹⁹

On 1 October 2005, DLIFLC received a second major bump up in its base funding. According to Simone, this funding would probably increase through FY 2011. Most of the funding was for PEP, but a good deal was earmarked for Curriculum Development to hire new staff and for DLPT development.¹²⁰

In the near future, an important issue for DLIFLC was to submit for review the FY 2006 budget to include a level of increase to account for the training and support tempo established by efforts to combat terrorism funded previously by supplemental funds. The institute instead sought to maintain the higher level of support it was

¹¹⁷ Simone, Written Statement, “Intelligence Community Language Capabilities,” 13 May 2004.

¹¹⁸ Simone, Written Statement, “Intelligence Community Language Capabilities,” 13 May 2004.

¹¹⁹ Col Michael Simone, Testimony before the US House Select Intelligence Subcommittee on Intelligence Policy and National Security, “Hearing on Intelligence Community Language Capabilities,” 13 May 2004, pp. 24-25, transcript by Congressional Quarterly in “Hearings 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

¹²⁰ Bob Britton, “DLI Expands under Col. Simone’s Leadership,” *Globe* (Fall 2005): 6-8.

providing by transitioning these costs to programmed operations budgets. DLIFLC hoped the result would help stabilize its operations and ensure full future language support to meet DoD requirements.¹²¹

Managing DLIFLC and the Presidio of Monterey

DLIFLC operated under an existing five-year *Command Plan* prepared in 2002 with the Army Executive Agent. The Command Plan outlined the priorities and projections of future training needs based upon input provided to DoD by the various stakeholders with an interest in foreign language training. It outlined curriculum changes, research to support training, facilities upgrades and new construction, manpower needs, and special budget requirements.¹²² DLIFLC began preparing a new Command Plan in mid-2005, which coincided with the arrival of a new chancellor, Dr. Donald Fischer, and a new commandant, Col. Tucker B. Mansager.¹²³

The institute had responded to the immediate demands of 9/11, especially by creating the OEF Task Force. Colonel Simone supported this effort and continued to follow the policies on force protection, such as additional gate security, established by his predecessor, Colonel Rice. Under Rice, DLIFLC had begun additional language courses, emphasized Middle Eastern dialects, especially in the area around Afghanistan. Simone continued these policies and further expanded efforts to teach Dari, Pashto, Kurdish, and Uzbek.¹²⁴

Simone also wore the hat of installation commander. Although most issues relating to the Presidio of Monterey could be handled by the garrison, some issues required the installation commander's attention. Simone learned this fact at the beginning of his command when he had to confront an unexpected incident on the former Fort Ord. In July 2003, a long-planned prescribed burn took place to clear vegetation in advance of UXO removal. However, the fire accidentally jumped its perimeter and quickly engulfed about five hundred additional acres of chaparral. The escape was actually useful to the Army in its clearance efforts, but the unplanned burn generated much more smoke than anticipated and Simone spent a major portion of the next several weeks managing the event and its repercussions, far more time, he felt, than he spent on language training issues. "There was no way to get around that," he said.¹²⁵

Nor could Simone escape from increasing pressure upon DLIFLC to respond quickly and comprehensively when new demands came in. He found that previous DLIFLC successes merely bred further expectations. Unfortunately, the institute was not staffed to meet many additional demands, especially originating through informal contacts between DLIFLC faculty and higher echelons. Both Simone and Col. Wilson

¹²¹ Simone, Written Statement, "Intelligence Community Language Capabilities," 13 May 2004.

¹²² "DFLP Environment and Directives," [2002], briefing in "DLIFLC Briefing DFLP Environment and Directives" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives. When approved by the Assistant Secretary of Defense (FM&P) the plan was to serve as the requirements document for programming and budgeting.

¹²³ Col Tucker B. Mansager, "DLIFLC Weekly Update for CAC CG," 30 September 2005, in "Weekly Update for CAC" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

¹²⁴ Britton, "DLI Expands," *Globe* (Fall 2005): 6-8.

¹²⁵ Simone, interview, 4 April 2005, part 1, transcript, p. 5. See also *DLIFLC & POM Command History, 2001-2003*.

found that DoD entities outside of TRADOC and the Army G3 Training staff frequently contacted mid-level DLIFLC officials. They often asked for recommendations, discussed the status of projects, and in some cases even got DLIFLC commitment in an informal fashion to undertaking certain projects or studies, or to provide input, estimates, or suggestions on how programs might change. Although these were experienced employees providing excellent ideas, Simone felt that there was a lack of coordination across the staff, which in some cases retarded the institute's ability to respond accurately, quickly, and comprehensively to requests for information, plans, proposals, etc. Simone did not undertake any wholesale reorganization of the staff, but did want to clarify who was going to do what and report to whom.¹²⁶

Wilson also felt that the lines of control or reporting regarding the assistant commandant were not fully clear. For these reasons, Simone decided that although a DCSOPS (Deputy Chief of Staff for Operations) existed—Colonel Rice had created one—it did not have a firm handle on the entire range of issues that would be expected of it at another Army installation.¹²⁷

Simone and Wilson also consulted with the institute's senior academic officers, Dr. Clifford, Dr. Payne and others, to find a way to improve the decision-making process. Simone wanted to ensure that "if we choose course of action A on this language program that the rest of the community is prepared to support" it "and it is not undermining something else going on elsewhere."¹²⁸

Simone and Wilson also thought that DLIFLC staffing was fragmented with work being done all too often by small groups on an ad hoc basis. Various staff assumed responsibilities, both civilian and military, based more upon personalities or upon who volunteered. Simone asked, "how did we end up deciding to spend this amount of money on this project? Who made the decision? How many people were involved in it?" It was unclear. He was frustrated that "sometimes it can take an awful long time to get fairly simple things done."¹²⁹ The problem, felt Simone, was that neither the commandant nor the assistant commandant nor even the chief of staff had direct line of authority over many of the staff people. According to Simone, a lot of what was being done in the chancellor's office by talented people was the result of the fact that they had taken on functions that simply were not getting done elsewhere. As a result, he felt, "habits had built up where there was no clear central point of contact Colonel Wilson and I could go to get a very clear picture of what was going on in terms of resource management and plans. And although in theory, what was called IPO, Institute Plans and Ops, was coordinating with DCSOPS, it wasn't clearly being supervised by the DCSOPS."¹³⁰ Simone was also unclear what the role of the Associate Provost Office was.

When Simone assumed command, DLIFLC had faced a gap in assistant commandants, a gap in the garrison command for several months, and an uncertain picture of what garrison command was really going to be, how it would interact with IMA headquarters once the tether was cut to DLIFLC on 30 September 2003. The school also faced ongoing exigencies related to 9/11 and force protection issues, all of which

¹²⁶ Simone, interview, 4 April 2005, part 1, transcript, p. 11.

¹²⁷ Simone, interview, 4 April 2005, part 1, transcript, p. 8.

¹²⁸ Simone, interview, 4 April 2005, part 1, transcript, p. 9.

¹²⁹ Simone, interview, 4 April 2005, part 1, transcript, p. 9.

¹³⁰ Simone, interview, 4 April 2005, part 1, transcript, p. 9-10.

insured that Simone and Wilson were determined to clarify both the organization and the functioning of institute staff as a top priority. Nevertheless, Simone and Wilson held “extraordinary confidence” in the institute’s senior academic officers and recognized that he and Wilson did not have the language training and education, language-teaching expertise, and the background in language education to second-guess decisions made by senior faculty and “were very reluctant to step in and direct changes in how we do language training.” Thus, they focused upon “clarifying how the Institute as a whole was put together—how it would relate to this new garrison command under IMA. And at the same time there was rapidly growing interest in Washington in the Office of the Secretary of Defense in getting a grip on language training for the Department of Defense.”¹³¹

As discussed in Chapter I, Simone realized that OSD interest in foreign language training meant that he would need “to get a handle on how the Institute was put together organizationally and how the staff of the Institute worked together and to whom they reported.” Some of the changes in management made by Simone, in other words, were intended to help DLIFLC respond to increased demands from OSD.¹³²

Simone reported to the TRADOC commanding general in January 2005 that “DLIFLC is presently adequately resourced to perform the assigned missions,” which was true as long as there were no new significant taskings or funding cuts. Simone noted that GWOT funds provided by TRADOC along with congressional appropriations had allowed him to withdraw previous requests for unfunded requirements, with the exception being GLOSS, which was reduced but not eliminated by a congressional appropriation. He also acknowledged that “aggressive action” by Undersecretary Chu had “put DLIFLC in a new operational and resource environment in FY05.” Thus, the institute’s ability to hire qualified faculty in the right languages and to provide adequate facilities were the restraints on operational success, not funding.¹³³

In January 2004, DLIFLC’s new “Concept Plan” awaited TRADOC approval in supporting how the institute planned to move forward with permanent changes to its Table of Distributions and Allowances (TDA). Some funds provided to address the national emergency following 9/11 were for short duration projects. Other projects begun with supplemental funds, however, justified baseline changes in the institute’s approved staffing, which the concept plan intended to define. Simone also had to grapple with the impact of DLIFLC’s growth as its need for classroom space outran existing facilities. TRADOC had not proven very sympathetic on that account. Simone explained that he hoped the institute’s commercial (rental) space was not contributing to any confusion in the amount of useable classroom space while nonetheless praising TRADOC staff as being “instrumental in initial efforts to get DLIFLC’s academic construction requirements included in future year military construction plans.” Eventually, the garrison had to lease two off-post elementary schools as a short-term fix, but military construction funding remained the long-term solution. In 2005, IMA also began to implement its so-called “Common Levels of Support” for base operations (BASOPS), a formula for distributing funds to operate Army bases. The change meant that garrison funding to operate the Presidio would drop to 68 percent from the previous

¹³¹ Simone, interview, 4 April 2005, part 1, transcript, p. 10.

¹³² Simone, interview, 4 April 2005, part 1, transcript, p. 11.

¹³³ Col Michael R. Simone to Commander, US Army Training and Doctrine Command, memorandum: “FY05 ATBG Commander’s Statement,” 19 January 2005, in “Defense Foreign Language Program” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

year even as the institute's own mission was greatly expanding. Simone feared that full implementation of PBD 753 might be hindered by this fact.¹³⁴

By the time Colonel Mansager assumed command of DLIFLC in August 2005, the Training Requirements Arbitration Panel (TRAP) had allotted DLIFLC 130 students above the previously projected load for FY 2006 and assigned 372 students above the load for FY 2007. Without new construction, such increases meant the school would exceed its available classroom facilities in August 2006 by 22 classrooms, making worse the situation already resulting from PEP increases. Tucker had to consider additional measures to meet the expected demand over and above the two school facilities the institute had recently leased. Such measures included looking for additional local off-base space to lease, shift work, or placing classrooms in temporary structures. The same student increases also drove a need for more faculty while DLIFLC was already struggling to find qualified staff in the less commonly taught languages.¹³⁵

On the subject of training management, Simone also had to resolve a problem caused by an overload of the Army Training Requirements and Reporting System (ATRRS), a program used to schedule seats in Army training programs. The system became overloaded in late 2003 resulting in some students, both Army and Navy, having to wait from nine weeks to five months for a class seat. At one point in FY 2003, DLIFLC ended up caring for approximately five hundred service personnel in casual status awaiting class. The problem was due to a combination of factors Simone described as “a perfect storm,” involving recruitment, the “pathing” problem associated with SMART program, and high turnover of ATRRS managers. Apparently, the Army cut funds for some fourteen language training sections previously planned but failed to notify its own recruiters who dutifully signed enlistment contracts with the needed enlistees (obligating the Army to provide the designated language training). Clare Bugary, chief of Scheduling, worked closely with the service representatives, recruit managers, and TRADOC and HQDA, to identify and resolve the problem, which included the use of special flags in ATRRS to help local service commanders to retain seats in high priority languages.¹³⁶

Master Planning

By the fall of 2004, DLIFLC was on its way to achieving the long held dream of its senior leaders, especially Ray Clifford, which was full funding for all the basic school programs. Driven by the wars in Iraq and Afghanistan to train more proficient linguists, DoD resourced DLIFLC to field six-person faculty teams for each course and promised further funding to hire an additional 250 instructors by September 2005.

¹³⁴ Simone, memorandum: “FY05 ATBG Commander’s Statement,” 19 January 2005.

¹³⁵ Col Tucker B. Mansager, “DLIFLC Weekly Update for CAC CG,” 8 October 2005, in “Weekly Update for CAC” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

¹³⁶ Col Michael R. Simone, to Office of Chief of Naval Operations, Director, Enlisted Plans and Policy, memorandum: Army Training Requirements and Reporting System Changes,” 2 February 2004, in RG 42.03.10-01, folder 8 (ATRRS), DLIFLC&POM Archives; Clare Bugary, discussion with Stephen M. Payne, 26 May 2010. The purpose of Simone’s memo included fending off concerns that DLIFLC was “gaming” ATRRS (as an experienced user), but using it appropriately to rollover unused seats. The SMART program “pathing” problem is discussed in the *DLIFLC & POM Command History, 2001-2003*.

The success of DLIFLC in obtaining more funds to increase its student load and also to hire more faculty for non-teaching but critical support positions gradually increased pressure on the Presidio of Monterey's infrastructure. The post had long had a space problem, so growth by itself did not create an urgent need for new buildings. Colonel Simone realized, however, that DLIFLC was at the point where it needed to think about master planning. According to Simone, no one had done such planning for twenty years because the focus since the end of the Cold War had been on closing Fort Ord and whether DLIFLC would continue to remain in Monterey. Now, it was time for the Army to think of the Presidio of Monterey as the permanent home of the Defense Language Institute Foreign Language Center and that meant there should be a master development plan. Simone began to make this case to TRADOC and the Army: "We need more space." The Presidio had enough barracks, even if they were a bit older, to adequately house its junior enlisted students. On the other hand, classroom and work room facilities were strained despite the fact that Colonel Rice had transferred many non-classroom functions to the new DoD Center, Monterey Bay, a refurbished former hospital at the Ord Military Community.¹³⁷

Simone followed Rice's pattern of squeezing a bit more classroom space into the Presidio without new construction. Like Rice, he shifted several language courses to consolidate their operations and to increase space available for Arabic instruction. Likewise, the institute continued to rent two vacant schools from the Monterey Peninsula Unified School District. But such efficiencies were reaching their limits. The increase in the number of Arabic students had already resulted in the creation of a third Middle Eastern School and Simone foresaw a longer-range need to create a "Central Asian School," which would host Persian-Farsi, the Afghan languages (Persian-Dari, Pashto, Uzbek), possibly Hindu or Urdu, and also Kurdish, and even the languages of Azerbaijani, Azeri, or Turkman. The bottom line was that teaching an increased number of students who were also in smaller classes required more space.¹³⁸

There was some construction during this period. The first building was Collins Hall, a classroom facility about half the size of a general instructional building. The second was Fergusson Hall, built to house the Directorate of Office and Information Management. Rep. Sam Farr had obtained funding for both facilities as congressional "ad-ons." They were not part of any long-term master plan, however. According to Simone, "those two buildings did not substantially alter the physical plant here at DLI and we had aging buildings with antiquated infrastructure—hard to heat, hard to maintain—in some cases you know the wooden buildings there's always that fire hazard." Although not built according to a master plan, Simone felt that DLIFLC needed more structures like Collins Hall, which was designed not just for general Army uses but had been configured specifically for schoolhouse needs—"lots and lots of smaller classrooms." Simone disliked having to use what he termed "barracks and stables built over a hundred years ago—charming as they are." He disliked the process "of Deans' and Chancellor representatives going around kind of shopping for space" for where they thought they could put in a new building. He felt it was time to conduct a comprehensive survey of DLIFLC's current and projected long-term needs, assuming the student load would continue to grow, not by identifying buildings but by identifying the numbers of

¹³⁷ Simone, interview, 16 June 2005, part 2, transcript, pp. 9-10.

¹³⁸ Britton, "DLI Expands," *Globe* (Fall 2005): 6-8.

classrooms with or without a PEP program going through. Based upon the current budget and the two PBD's, even without substantial load student increases, Simone felt that the institute's baseline was clear through FY 2010. It was time to begin a master plan.¹³⁹

Thus, garrison staff began working overtime on a true long-range master plan. They did not consider just one or two buildings, but where could the Army build six or eight new buildings on the Presidio and would existing water, sewer, electrical, and fiber optic services support such expansion? What was required in terms of water rights or cooperation with the city of Monterey? How would expansion affect parking and existing street patterns? A long-range master plan would tackle these types of issues that incremental spurts of growth left unplanned.¹⁴⁰

With long-range planning in mind, staff could consider a greater variety of options to increase available space on the Presidio of Monterey for classroom use. In the short term, leasing was the most practical along with a few more relocations to obtain better efficiencies. For example, Simone moved the Student Motivation and Retention Training (SMART) program to the old Edge Club on the lower Presidio. But the need to meet longer range needs prompted creative thinking. Long-range planners considered converting the Weckerling Center, the Outdoor Recreation Building, the Presidio of Monterey Theater, the Tin Barn, and the Hobson Student Activity Center into classroom or faculty office space. It was also possible to reduce lab space, breakout rooms, and auditoria in academic buildings. These were not necessarily desirable solutions, of course. Additional options included simply moving the intermediate and advanced language programs out of Monterey entirely by sending them to the various centers where military linguists were concentrated and then moving all other low-density language courses to the DoD Center or sending them as well off-base. One idea was to move the European languages to the Foreign Language Training Center, Europe, or to contract them. There was also the possibility of conducting shift-work, which could potentially double the Presidio's classroom space capacity.¹⁴¹ That option, however, was likely to entail a number of problematic issues, for example, negative reactions by civilians due to increased traffic during the night, faculty resistance, etc.

Renewed Focus upon Military Training

Colonel Simone felt that the United States would be committed to operating in hostile environments for many years to come and this fact would bring prolonged strains on the military, especially the Army and Marine Corps. In his view, the military could not afford to shelter linguists coming out of the Defense Language Institute from military training. In the past, the military did not send linguists fresh from an essentially academic environment directly into units that would soon be in combat, but that had changed. Simone felt it an unacceptable burden on the first operational unit to which such students reported. He intended to make sure that DLIFLC students received sufficient military training to be able to handle a rifle, read a map, and put on a protective mask according to whatever the current standard was. At DLIFLC, they would not only

¹³⁹ Simone, interview, 16 June 2005, part 2, transcript, p. 10.

¹⁴⁰ Simone, interview, 16 June 2005, part 2, transcript, p. 11.

¹⁴¹ Various information pages discussing space options in "Capacity vs. Section Load" folder, ACH 2005 files, DLIFLC&POM Archives.

learn a foreign language, but they would learn how to do basic movement in a squad-size formation, how to react to an ambush—things, he said, “that would be literally life saving skills.” According to Simone, the intensity of the rotation cycle—the deployment cycle—meant that units did not have time to bring young soldiers, marines, sailors, or airmen up to standard before they were deployed.¹⁴²

As commandant, Colonel Rice had also found that DLIFLC seemed at times “like a loosely run college campus.”¹⁴³ Simone took counteracting this tendency seriously. Not surprisingly, he encountered institutional resistance to the idea of shifting any emphasis from basic language training to basic military training. However, General Kevin Burns, Commandant of TRADOC, the institute’s parent command, impressed upon his commanders the need to change the way that TRADOC did business from the first day of basic combat training through senior non-commissioned officer-level education courses. In fact, Burns listed initial military training as his first priority.¹⁴⁴ Simone translated this message into recognizing that soldiers undergoing long technical courses were not well served by “the old practice, the old habit of not emphasizing some of these basic and tactical skills and physical fitness and things that just toughen up young troops.” Simone wanted students to run obstacle courses, take leadership reaction courses, and do occasional field training to remind them that DLIFLC was not only a world class language education center, but was also a military training center.¹⁴⁵

Simone set out to make sure that DLIFLC set aside time and resources for the service units commanders to the extent possible to enable them to conduct more military training. Lt. Col. George Scott, 229th MI Battalion commander, was working hard trying to get the resources, but expressed frustration in not having enough rifles, ammunition, and time to use what limited space was available at Fort Ord, or to get some of his troops out to the police firing range near Laguna Seca.

Having decided upon military training as a major focus of his administration, Simone needed to improve and clarify staffing and lines of authority, which would also help implement centralized installation management. The major functions that required careful coordination to remain in sync were language training, garrison command and base operations, military training requirements as implemented through the training schedules of the four service detachments, and resourcing or planning that could impact any of them. Simone determined that the Chancellor’s Office (not Ray Clifford personally) was spending too much of its time doing basic budgeting, resourcing, planning, and scheduling. While the staff there were handling these matters ably, Simone thought “it probably wasn’t an appropriate function for them, of what staffs are for.” They may have had to pick up those functions in the past for whatever reason, but these were the tasks of a central staff. The problem with the Chancellor’s Office managing these functions was two-fold: First, sometimes decisions by the chancellor were not clearly visible to the rest of the institute. Synchronization with garrison command and budgeting was not being accomplished sufficiently before a commitment was made.

¹⁴² Simone, interview, 4 April 2005, part 1, transcript, pp. 12-13.

¹⁴³ Col Kevin M. Rice (Ret.), interview, with Dr. Stephen M. Payne and Cameron Binkley, 23 October 2008, transcript, p. 8, in DLIFLC&POM Archives.

¹⁴⁴ Col Michael Simone to See Distribution, memorandum: “FY05 DLIFLC Command Training Guidance (CTG),” 3 November 2004, in “DFLP” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

¹⁴⁵ Simone, interview, 4 April 2005, part 1, transcript, pp. 12-13.

Second, with the chancellors so much involved in these functions, it meant that people whose primary expertise was language training and education were being diverted to things that could be done by a staff. Simone concluded that “we needed to get things like that built into the program here and that meant we had to have a staff that answered responsibly and comprehensively.”¹⁴⁶

By August or September 2003, Simone, Wilson, and Lt. Col. Rich Coon, who advised Simone especially on staffing, set about to clarify installation lines of authority. Their goal was to better define the role of the assistant commandant and chief of staff, what the DCSOPS was for and how it was to coordinate across the post, and how the resource management (RM) function should be divvied up. There was no debate on that issue, “no ifs, ands, or buts from IMA command that RM would be split.” The Army created IMA, after all, to separate mission and garrison funds and to assure that these were used for their respective purposes. Simone was told that he could not simply have one large office with half of the RM staff focused on mission and the other on garrison activities but really under the same supervisor. The management of funds had to be cleanly split.¹⁴⁷

TRADOC and IMA offered less guidance on other concerns and Simone and Garrison Commander Cairns had more room to decide how best to separate other functions. They had to determine where to put public affairs, EO/EEO, Safety, and the rest of the special and personal staffs. Where would the IG reside? Should they split up the staff judge advocate or retain just one SJA, etc. Then, the reporting relationships and the coordinating mechanisms of these positions had to be hammered out.¹⁴⁸

Simone asked Assistant Commandant Wilson to assume more responsibility as a result of this division of labor. She began running day-to-day operations, speaking with the authority of the commandant on any decision. Thus, Simone decided that the assistant commandant had to have both visibility and clear control over the staff, including direct supervisory authority over the chancellor and the chancellor’s very large organization. To accomplish this, Simone reorganized the staff and pulled some functions from the Chancellor’s Office and put them under DCSOPS or in RM. In July 2003, Lt. Col. Jim Moore took over RM and, according to Simone, “was exceedingly helpful, working with Lieutenant Colonel Rich Coon, Colonel Sandy Wilson and me, to get a little bit of a tighter grip on this very hard working and very talented but somewhat dispersed staff.”¹⁴⁹

The Transformation White Paper

On 18 March 2004, Dr. David S. C. Chu, Undersecretary of Defense for Personnel and Readiness, asked DLIFLC to complete a report, known as the *Transformation White Paper*. Its purpose, proceeding in line with the discussion Defense Language Transformation found in Chapter I, was to issue general guidelines—even a vision—as to where DLIFLC leadership wanted the institute to go in the next five years absent any bureaucratic, regulatory, or budgetary constraints. The *White Paper* had to

¹⁴⁶ Simone, interview, 4 April 2005, part 1, transcript, pp. 13-14.

¹⁴⁷ Simone, interview, 4 April 2005, part 1, transcript, p. 14.

¹⁴⁸ Simone, interview, 4 April 2005, part 1, transcript, pp. 14-15.

¹⁴⁹ Simone, interview, 4 April 2005, part 1, transcript, p. 15.

address DoD interests in (1) maintaining “sufficient organic language ability to meet identified operational needs and clearance requirements;” (2) creating “the ability to surge to meet requirements;” and (3) meeting sophisticated language needs using “a highly skilled cadre of language speakers.”¹⁵⁰

Colonel Simone spoke with Deputy Undersecretary of Defense Gail McGinn and came away with the clear impression that OSD would readily support a projected 25 percent increase in DLIFLC growth over five years at 5 percent per year. OSD was genuinely interested in increasing DLIFLC’s budget both to help it obtain higher proficiencies and to meet higher requirements. Obtaining increased funding, it would turn out, was the easy part; planning for growth was more difficult. According to Simone, even when funds were provided for new construction, it would take time for new construction projects to be planned, constructed, and made available and managing staff increases would have to be thought out carefully so as not to overtax the faculty training system. At any rate, Simone asked everyone at the institute for ideas and after all the divisions and branches weighed in, staff produced a position paper in about three weeks. This paper was not pegged to the future Proficiency Enhancement Program or to any formal requirements of the services. It was strictly a DLIFLC think piece on what the school could do given an increased budget.¹⁵¹ The *White Paper* did describe how to transform the institute “in terms of qualitative improvement to achieve a desired higher proficiency” and also set forth an expanded role for DLIFLC in providing language support to DoD that went far beyond its traditional support to the intelligence community. Even farther afield, the *White Paper* defined how DLIFLC would interact with the broader academic foreign language community to foster increased national strength in languages of strategic importance.¹⁵²

The *White Paper* examined such basic questions as what is the best venue for continuing education and the use of mobile training teams? Should intermediate and advanced courses be taught at DLIFLC or outsourced? Could more language training be conducted by building up Language Training Detachments (LTDs) where populations of linguists were located or did it continue to make sense to export some faculty trainers from DLIFLC? Absent budgetary restraints, did it make sense to move DLIFLC or part of it? For example, Spanish training might better be conducted at an Air Force base in San Antonio and this would free up space in Monterey for other languages. Other issues considered included the Defense Language Proficiency Test (DLPT), the need for its modernization, etc., or how to put together teams to teach emerging languages that had never been taught before. And, well before PBD 753 infused DLIFLC with PEP funding, the *White Paper* considered what would be the best approach to conduct a proficiency enhancement program. Was it through increased training time or a decreased student to faculty ratio? Beyond that, how could existing teaching teams be kept intact while faculty were constantly having to move around to meet the demands of emerging languages, curriculum development, or DLPT projects? The paper even considered the best use of local resources like the Monterey Institute of International Studies, whose programs offered DLIFLC staff educational opportunities, especially those who chose to

¹⁵⁰ DLIFLC, *Transformation White Paper*, 30 March 2004, p. 43 in “ACH2004 Gen Info” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives. According to Simone, the request was made to him by Deputy Undersecretary of Defense Gail McGinn on 12 March 2004.

¹⁵¹ Simone, interview, 16 June 2005, part 2, transcript, p. 17.

¹⁵² DLIFLC, *Transformation White Paper*, p. 1.

pursue a Master of Arts in the Teaching of Foreign Languages. In other words, the *White Paper* looked at how DLIFLC might expand both qualitatively and quantitatively in every sector it was involved in simultaneously.¹⁵³ Simone thought it a challenge to go beyond a 5 percent per annum growth rate. McGinn, in fact, had asked him: “Well maybe you’re being a bit too conservative with 25 percent, why not think in terms of 50 percent? What if the budget comes your way?” But Simone’s response was “Well, 50 percent might be so much that it almost breaks the system.” Not all pieces of the system might be able to keep up with higher growth rate. Simone felt that 25 percent at five percent per year for five years was sustainable. That was the position DLIFLC took in its *White Paper*.

TRADOC headquarters reviewed the *White Paper* with great interest, according to Simone, and provided helpful comments. The *White Paper* also examined the possibility that in the future DLIFLC might be able to grant a Bachelor’s degree, not just the Associate of Arts (AA) degree. Simone got a skeptical response to that position from some of the services suspicious because the Army did not need another West Point or want to see DLIFLC become a graduate institution. The *White Paper* simply noted that the institute could follow the same model it used to grant AA degrees, which was to take academic credits earned by students at DLIFLC, aggregate credits earned by students from other accredited institutions (whether before, during, or after residence at DLIFLC), and compile them in Monterey to issue the degree. Such a program would not require DLIFLC to alter any training it was already offering, but it would provide another incentive for attracting both students and faculty alike.¹⁵⁴

By late July 2004, Simone had refined the *White Paper* to a briefing that succinctly described a strategic context of increasing demand for a changing set of second language skills and higher proficiencies needed in those skills. The response of DLIFLC had been PEP, the Emerging Languages Task Force, and the expansion of sustainment and support activities. The *White Paper* did not fundamentally alter the trajectory of these existing responses but instead outlined how the school would expand within those areas to meet the strategic requirements. The paper mapped out projected growth for the institute through FY 2010 in terms of faculty and infrastructure as described in the figure below and noted various qualitative adaptations in training, technology, and services provided that would be necessary along the way.¹⁵⁵

According to Simone, the *White Paper* was invaluable in sharpening institute thinking and forcing its leadership to ask questions that “we hadn’t asked in a long time.” Institute staff had to consider second and third order effects of an expansion, how that might impact the garrison, space needs, funding and hiring faculty, even the need to obtain state of California approval to transfer water rights from Fort Ord to the Presidio of Monterey. It was a challenging exercise, but one considered fruitful—most of the issues raised in the DLIFLC *White Paper* were addressed by formal processes within the Pentagon and TRADOC or by specific PBDs, especially PBD 753. According to Simone, by June 2005, the DLIFLC *White Paper* had been superseded, which is to say its concepts were either being implemented or they had already been exceeded. In other

¹⁵³ Simone, interview, 16 June 2005, part 2, transcript, pp. 17-18.

¹⁵⁴ Simone, interview, 16 June 2005, part 2, transcript, p. 19. Through 2005, the Chancellor’s Office was reviewing the requirements for DLIFLC to grant BA degrees, but no funds were being expended.

¹⁵⁵ DLIFLC, “Transformation White Paper Brief,” 27 July 2004, in “ACH2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

words, the *White Paper* was the basis of a major expansion and therefore probably one of the more important documents ever drafted by institute staff. According to Simone, the *White Paper* and his briefings to Dr. Chu in June 2003 helped forge “widespread recognition that language training is not easy. It takes a lot of time and it takes a lot of money. And there are no quick, cheap alternatives out there.” Simply put, commercial contractors or universities could not supplant DLIFLC. DoD also accepted, despite some reluctance by the services, that PEP was necessary and linguists needed to move toward L3/R3 proficiency.¹⁵⁶

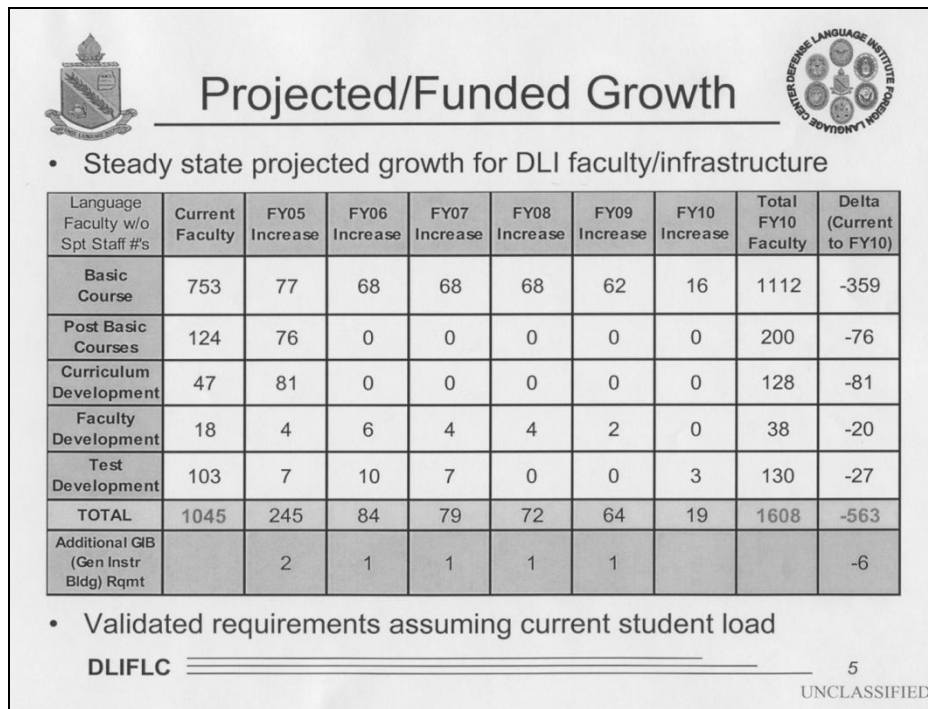


Figure 6 Growth of DLIFLC as projected by *Transformation White Paper*, July 2004

The *White Paper* defeated, at least temporarily, thinking by senior leaders (generally with no experience in language training) that there were shorter or quicker solutions to learn a foreign language. For example, according to Simone, “we’ve made a case very well that with mobile training teams you have to be realistic in your expectations of what young soldiers will get with say a three to four week course of Arabic. They’re not going to be conversant in Arabic even at the end of two months. They might know how to be polite and avoid...terrible social or political faux pas but they’re not really a substitute for having fully trained units.” Moreover, said Simone “we’ve been pretty successful in making the case that as wonderful as machines are, machines are not going to replace linguists. They are not a substitute for language training and investing in language training.” It remained a fact that even with smaller sections and intensive seven-hour days plus hours of homework, it still took a year to a year and a half for most students to attain a satisfactory level of basic proficiency in a higher category language.¹⁵⁷

¹⁵⁶ Simone, interview, 16 June 2005, part 2, transcript, p. 20.

¹⁵⁷ Simone, interview, 16 June 2005, part 2, transcript, p. 21.

In November 2004, reflecting the reality of U.S. involvement in two major counterinsurgency wars, Simone issued guidance to the institute:

The rapidly changing world environment has seen a dramatic shift in military language requirements from a reliance on electronic interception, toward integrating interpretation, interrogation, and engagement with native speakers. The continued increase in U.S.-multinational operations and the need to gain ascendancy in an information-age operating environment means that DLIFLC must partner more closely with the commander in the field at the joint and multinational level.¹⁵⁸

Simone's guidance distilled for DLIFLC what Lt. Gen. William S. Wallace, commander of the Combined Arms Center, had previously directed in his own guidance. DLIFLC's battle task and highest priority was basic course language education, including programming necessary curriculum and testing updates to back up instructors in the classroom. His second priority was to sustain linguists in the field through distance learning and deliverables, taking risk in intermediate and advanced training as necessary to support fully the first two priorities. Any other language work done for non-mission essential tasks had to be provided on a resource-available basis. Time, according to Simone, was the critical resource of which there was never enough. It had to be used efficiently, top priorities had to be met, shortfalls had to be stated in terms of loss to the field commanders and acknowledged upfront. The nation was at war.

Simone sought for DLIFLC "to remain the acknowledged leader in foreign language education throughout DoD and the federal government." He stressed two main goals. First, DLIFLC graduates needed to attain end-of-course DLPT scores of 80 percent at L2+/R2+/S2 by FY 2007 and second the institute had to raise that percent to L3/R3/S2+ within ten years. These demanding performance goals would be accomplished mainly by decreasing the student-teacher ratio from 10:1 to 8:1 for the easiest language categories and to 6:1 for the most difficult while also increasing instructional emphasis in immersion environments. At the same time, Simone warned "DLIFLC must remain able to adapt to operational transformation." The institute would have to continue to innovate, to develop strategies to meet unexpected needs, to maintain standards, to invest in its people, and to manage risk, the challenge of resource prioritization.¹⁵⁹

Proficiency Enhancement Program

Prior to 9/11, the National Security Agency (NSA) had begun a review of the required standards for cryptologic language analysts. On 3 April 2002, that review culminated in a memorandum from Lt. Gen. Michael V. Hayden, NSA Director, specifying that linguists assigned to NSA had to possess L3/R3 level proficiencies (listening/reading level 3 on the ILR scale) as the minimum DLPT test qualification score

¹⁵⁸ Col Michael R. Simone, "Command Training Guidance FY05," November 2004, in "Command Guidance FY05" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

¹⁵⁹ Simone, "Command Training Guidance FY05," November 2004.

for all professional crypto linguists. This standard was significantly above the normal proficiencies obtained by graduates of the institute's basic course programs.¹⁶⁰

Hayden's memo did not require DLIFLC to produce graduates at the L3/R3 level—it was an NSA standard and it was issued without any funding support, but other DoD agencies, including the Defense Intelligence Agency (DIA) and the Defense Threat Reduction Agency (DTRA), harbored similar concerns. The Hayden memo thus became a key factor pushing the entire Defense language community toward higher proficiency standards, at least in principle, since the military services never did establish a higher graduation requirement than L2/R2. In Monterey, DLIFLC leaders saw the memorandum as a challenge to improve the proficiency of their graduates, which future funding could make entirely possible, despite budgetary uncertainties.¹⁶¹

That fall Chancellor Ray Clifford and other senior DLIFLC staff began developing a plan to increase the proficiency of military linguists.¹⁶² Indeed, NSA had asked DLIFLC to develop this proposal and to include ways to enhance both the proficiency of graduating students as well as also those already serving in the force. DLIFLC collected feedback from the services and developed a specific plan to improve student proficiency called the Proficiency Enhancement Plan, a name adopted from a similar set of measures developed and employed between 1985 and 2000.¹⁶³ Eventually, plans from the 1985-2000 period and the post-9/11 period were referred to as PEP I and PEP II respectively.¹⁶⁴

By July 2003, PEP II had a well defined “10—Year Resource and Milestone Plan” that responded to the Hayden memo. The plan built upon elements of PEP I that had worked in the past, including raising DLAB entrance requirements, reducing student-teacher ratios by increasing faculty by 50 percent, and extending course training times. The initial and fairly aggressive goal was for 80 percent of basic program graduates to reach L2+/R2+/S2 or a half-step above the existing requirement for each level.¹⁶⁵

Elements of this plan were combined with new components distilled from the DLIFLC *Transformation White Paper* (discussed above). DLIFLC submitted both documents to OSD through TRADOC and Headquarters, Department of the Army, for review and funding.¹⁶⁶ TRADOC approved DLIFLC's “master” PEP plan, but failed to fund it. Nevertheless, the plans provided a framework for the services, OSD, and NSA to estimate the resources and steps required to meet foregoing requirements and prodded OSD to channel more support to language training.¹⁶⁷

¹⁶⁰ Lt Gen Michael V. Hayden, Director, NSA, to Commanding General, US Army, INSCOM, et al, memorandum: 3 April 2002, in DLIFLC, *Annual Program Review 2003* (DLIFLC, 2003), IP 28-29.

¹⁶¹ Simone, interview, 16 June 2005, part 2, transcript, pp. 5; 13.

¹⁶² Britton, “DLI Expands,” *Globe* (Fall 2005): 6-8.

¹⁶³ “Program Budget Decision (PBD) 753 Implementation Plan,” 29 April 2005, p. 3, in “ACH2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

¹⁶⁴ “Proficiency Enhancement Plan II,” 4 September 2008, briefing slides 12, 15, and 17, in “Proficiency Enhancement Plan II” folder, drawer 1, ACH 2005 files, DLIFLC&POM Archives.

¹⁶⁵ “Proficiency Enhancement Plan II,” 4 September 2008, briefing slides 15 and 17.

¹⁶⁶ “Program Budget Decision (PBD) 753 Implementation Plan,” 29 April 2005, p. 3, in “ACH2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

¹⁶⁷ Simone, interview, 16 June 2005, part 2, transcript, pp. 11-12.

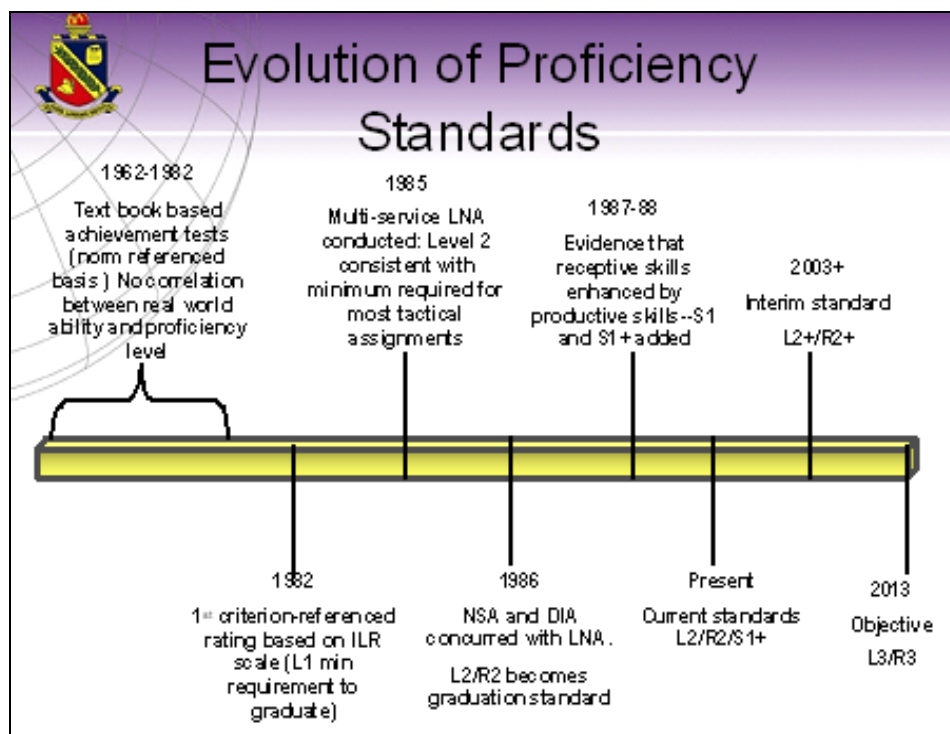


Figure 7 History of DLIFLC linguist proficiency standards, 1962 to present

Indeed, in December 2003, David Chu and Gail McGinn at OSD provided supplemental funds to DLIFLC through PBD 738. This spending authority provided millions to allow DLIFLC to start increasing faculty, to buy more technology, to earmark money for curriculum development, and to revise the DLPT, whether developing new tests for new languages or updating older DLPTs in a move to the DLPT 5. The funding constituted a “mini PEP plan” and in retrospect represented a first installment of a larger, more comprehensive, and much more expensive PEP plan.¹⁶⁸ PBD 738 was important in helping DLIFLC reach the point where it could either substantially increase student throughput or substantially increase the proficiency graduation standards of each graduating student.¹⁶⁹

PBD 738 came with a funding challenge, delivered as it was in the middle of FY 2004. DLIFLC had to absorb and manage a huge spike in unplanned funds in FY 2005, funds which would fall back again in FY 2006.¹⁷⁰ McGinn referred to this phenomenon as “a bathtub.” With a very high FY 2005, unless there was a similar adjustment in the programmed budget for 2006 and beyond the institute would face a sharp increase and then a sudden decline of about \$15 million, making it hard to manage long-range programs. To avoid this scenario, McGinn and Army officials agreed to provide DLIFLC another smaller PBD that would “fill-in the bathtub” for subsequent years.¹⁷¹

¹⁶⁸ Simone, interview, 16 June 2005, part 2, transcript, pp. 11-12.

¹⁶⁹ Simone, interview, 16 June 2005, part 2, transcript, pp. 6-7.

¹⁷⁰ In total, McGinn’s office authorized \$57.6 million in supplemental (adjusted) funding for FY 2005 broken down by PEP II, training development, Language Familiarization/MTT, Army IRR/09L Program, and other requirements. The funding was derived from PBD 707, P99, and 738. See, *DLIFLC Annual Program Review, 2-3 March 2004* (Monterey: DLIFLC, 2004), p. 72

¹⁷¹ Simone, interview, 16 June 2005, part 2, transcript, pp. 6-7. See Figure 31 and Figure 32.

In November 2004, a new assistant commandant, Colonel Daniel L. Scott, came to DLIFLC from the Air Force. Both Scott and Simone were soon involved in intense discussions that, said Simone, “were going back and forth across the continent” with stakeholders debating the basic approach to PEP, for example, whether PEP might be applied to just three languages with certain sections or could the institute do more sections or more languages, etc. Funding was a main determinant, but methodology was also important. There were three essential ways to increase proficiency substantially and measurably. The first and easiest approach was simply to keep the students longer. Indeed, the initial PEP plan actually suggested adding twelve weeks minimum to what were sixty-three-week courses. The military services balked at that idea, said Simone, and were unwilling to give up their initial entry soldiers for any more time in what was already the longest training pipeline in the military, aside from the military academies. Cost was an issue, but even beyond that, the services felt that these young service men and women needed to complete their basic and MOS training and become fully fledged members of the armed forces. Finally, a few argued, students eventually hit a saturation point and simply could not absorb more Arabic, say, even with twelve additional weeks. The second approach was simply to increase the aptitude requirement for students starting DLIFLC courses. The institute’s student population was already bright and motivated, however. Many had some college training and their aptitude scores were, in general, way beyond those of most other MOSs in the four services. A consensus thus emerged that the only real option for improving the proficiency of DLIFLC students was to focus on teaching method. In that case, the key was to create smaller class sections. Many studies, done by DLIFLC and the broader academic community (including by the Foreign Service Institute), had demonstrated that foreign language proficiencies could be measurably improved by increasing the faculty to student ratio for a course of the same length.¹⁷²

DLIFLC elected to increase its entrance standards and to decrease its faculty-student ratio. Reducing class size, however, required significant new funding to hire staff and construct more classroom space. DLIFLC’s leadership, planning, and *Transformation White Paper* made a persuasive case to senior DoD leaders that the institute could put such funds to good use. Thus, in December 2004, McGinn called Simone and said, “Take a look at the email I sent.” He said, “Well, yes Mam,” and opened up his electronic mail program. There he found “PBD 753.”¹⁷³

Presidential Budget Decision 753, signed by Deputy Secretary of Defense Paul Wolfowitz on 23 December 2004, added approximately \$362 million to the institute’s “five-year fiscal year development plan,” with implementation to begin as soon as FY 2006.¹⁷⁴ PBD 753 provided a significant allocation, in fact a 35 percent increase in base funding (see Appendix A), to enable DLIFLC “to achieve higher language proficiency to include reducing the student to teacher ratio, increasing the number of classrooms and creating improved expanded curricula, and expanding overseas training.”¹⁷⁵ The PEP program was fully funded for five years.

¹⁷² Simone, interview, 16 June 2005, part 2, transcript, p. 12.

¹⁷³ Simone, interview, 16 June 2005, part 2, transcript, pp. 11-12.

¹⁷⁴ Simone, interview, 16 June 2005, part 2, transcript, p. 14.

¹⁷⁵ “Program Budget Decision (PBD) 753 Implementation Plan,” 29 April 2005, p. 3, in “ACH2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

Like an annual budget, Congress would still have to appropriate the money every year, but once the funding was formalized in a five-year plan, changes could only be made by a senior official. Such plans, said Simone, were a helpful tool to aid staff in managing and sustaining programs beyond the federal government's normal "one year at a time budgetary process." The \$362 million was devoted toward PEP, although it assumed the current student load and any additional student load would have to be factored in separately as well as the additional PEP costs for those students.¹⁷⁶

As funded, the PEP program was based upon two main components: First, PEP raised DLAB entrance requirements by ten points for students entering DLIFLC's basic courses. The impact of this change would prove minor, however, for when recruitment goals could not be met, the military inevitably waved test scores. Second, PEP dramatically increased the faculty to student ratio thereby allowing teachers to spend a greater amount of classroom time on individual students. The goal for easier to learn languages was a student to teacher ratio of 8:1, the goal for harder languages was 6:1. While the Provost and schools worked to recruit new faculty, planners prepared to increase classroom space, which was already at a premium on the Presidio of Monterey. DLIFLC estimated the need for one additional classroom building plus an office building for curriculum development in 2005 and one other additional classroom building in 2006. Additionally, PEP funds were used to establish a dedicated immersion-style training facility.¹⁷⁷

The overall ten-year PEP program required implementation in phases. It was designed to allow time for military construction, to minimize disruptions in the field, to hire and train new staff, and to integrate new classroom technology. As planned the first phase of PEP implementation focused on the most difficult languages of Arabic, Korean, and Mandarin Chinese.¹⁷⁸ Simone later decided, however, that PEP should begin with the Russian and Spanish programs. It was possible to start PEP with those two languages immediately because the Russian and Spanish student load was declining. Without PEP, faculty layoffs were imminent, but with it the number of faculty per student could be increased without lay-offs or new hiring. Fortunately for the staff concerned, PBD 753 had resolved earlier debate by providing sufficient funds to allow all the languages at DLIFLC to participate in PEP. DLIFLC made the case to NSA and others that Russian was as critical a language as any other. According to Simone, every language taught at DLIFLC was important because one or more of the services demanded it. Whether for crypto linguists or interrogators or any other position, those languages were potentially useful in the war against terrorists. Spanish remained important to help deal with narcotics and gangs in Latin America while Russian remained important due to U.S. involvement in Central Asia and for nonproliferation reasons. McGinn weighed in heavily in favor of this approach, which helped counter critics in Washington, and the measure eventually prevailed allowing full PEP funding for all DLIFLC languages. Institute staff began to ramp up for PEP with Spanish and Russian before the end of

¹⁷⁶ Simone, interview, 16 June 2005, part 2, transcript, p. 14.

¹⁷⁷ Col Michael R. Simone, Commandant, Defense Language Institute Foreign Language Center, Written Statement before the Subcommittee on Intelligence Policy and National Security, US House of Representatives, on "Intelligence Community Language Capabilities, Part III," 13 May 2004, in "Testimony Clifford & Simone 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

¹⁷⁸ "Proficiency Enhancement Plan II," 4 September 2008, briefing slides 21-24, in "Proficiency Enhancement Plan II" folder, drawer 1, ACH 2005 files, DLIFLC&POM Archives.

2005. Further plans would add \$17 million for PEP in FY 2006 with additional increases in FYs 2007 and 2008. These increases meant that DLIFLC could expect to see its budget grow to well over \$200 million per year.¹⁷⁹

As funded, Simone scheduled PEP training to phase in over a number of years, starting in FY 2005 with all new Russian and Spanish classes, a third of Serbian/Croatian class starts, 18 percent of Korean starts, and 12 percent of Persian-Farsi. In FY 2006, the percentages increased for Korean and Persian Farsi while adding 20 percent of all new Arabic and Chinese starts. By FY 2009, all Arabic, Chinese, and Korean classes were PEP classes.¹⁸⁰

In March 2005, DLIFLC was notified that the programs funded by PBD 753 would be reviewed by the Joint Requirements Oversight Council (JROC), a panel of senior staff officers chaired by the vice chairman of the Joint Chiefs of Staff. This review came as no surprise because PBD 753 tasked JROC to evaluate how PEP increased language proficiency, but it was important because the release of PEP funds was dependent upon a successful review of JROC's findings by the Deputy Secretary of Defense.¹⁸¹ Simone was un-phased by such scrutiny and "very confident" that PEP would "achieve the higher proficiency scores that everybody in DoD wants in all of the languages, and not just a select few."¹⁸² On 29 April 2005, DLIFLC published its "Program Budget Decision (PBD) 753 Implementation Plan." This execution plan set forth five major inter-related goals, which contained the basic course PEP elements:

- (1) reduced student-teacher ratios, increased DLAB DLIFLC entrance requirements, isolation immersions, and other measures;
- (2) post-basic course initiatives to help sustain and improve existing force capabilities;
- (3) facility and technology upgrades;
- (4) professional development initiatives to help staff meet the higher PEP standards for teachers; and
- (5) continuous research, testing, and evaluation feedback to monitor and help DLIFLC achieve success in implementing the PEP II program.¹⁸³

On 25 May 2005, Brig. Gen. Louis W. Weber, Director of Training, Office of the Deputy Chief of Staff, distributed DLIFLC's implementation plan for PBD 753 and requested comment. Probably the most important reply came on 2 June 2005 when William B. Black, Jr., Acting Director, NSA, issued a memorandum in which he said, "It is with great pleasure that I officially concur and endorse the 25 May 2005 PBD 753 Language Issue Implementation and Execution Plan. The plan is pivotal to improving

¹⁷⁹ Simone, interview, 16 June 2005, part 2, transcript, pp. 14-15.

¹⁸⁰ "DLIFLC Proficiency Enhancement Program (PEP)," draft of 22 February 2005, in "ACH 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

¹⁸¹ "PBD 753: Other Secretary of Defense Decisions," 23 December 2004, in "PBD 753" folder, drawer 1, ACH 2004-2005 files; and "PBD 753—PEP," *Annual Program Review*, 10 March 2005, slide 27, briefing on CD in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

¹⁸² Simone, interview, 16 June 2005, part 2, transcript, p. 7.

¹⁸³ See "Program Budget Decision (PBD) 753 Implementation Plan," 29 April 2005.

our cryptologic language readiness. It underpins and complements NSA/CSS Language Transformation. ... Congratulations on this mission-driven, comprehensive work.”¹⁸⁴

On 22 July 2005, General Peter Pace, Vice Chairman of the Joint Chiefs of Staff, approved the JROC review of DLIFLC’s plan to implement PBD 753 and requested the Acting Deputy Secretary of Defense to release PBD 753 funds. He also requested that the Army provide an annual update on the program’s status at the end of every fiscal year between 2006 and 2011.¹⁸⁵ With these crucial endorsements, the path was clear for DLIFLC to receive \$361,800,000 distributed incrementally over the course of the five-year funding plan running from FY 2006 to 2010. As a single funding decision, PBD 753 was probably the largest single spending commitment ever made by the federal government on behalf of foreign language education.

An important aspect of PEP II was that it allowed Simone to bring a higher level of course instruction to linguists in the field. He deployed more and larger Mobile Training Teams and adjusted methods used in the resident intermediate and advanced courses. Field units could set aside time per week, per month, or on a regular schedule for refresher or enhanced language training, which DLIFLC would conduct, oversee, and fund (unlike the Command Language Programs funded by units themselves). The Directorate of Continuing Education oversaw this effort. Simone saw “the increased demands on and resources for continuing education is a real growth industry at DLI.”¹⁸⁶

| Defense Language Institute Foreign Language Center | FY06 | FY07 | FY08 | FY09 | FY10 | FY06-10 |
|--|--------|--------|--------|--------|---------|---------|
| BA3 - Teachers | 23,000 | 34,900 | 44,400 | 55,200 | 67,100 | |
| BA3 - Test & Curricula Development | 8,800 | 15,700 | 11,100 | 6,500 | 6,300 | |
| BA3 - Facilities & Equipment Upgrades | | 800 | 900 | 3,100 | 3,300 | |
| SubTotal for OMA | 31,800 | 51,400 | 56,400 | 64,800 | 76,700 | 281,100 |
| Civilian Full-Time Equivalents | +255 | +359 | +440 | +529 | +564 | |
| BA1 - Major Construction DLIFLC | | | 30,400 | 16,400 | 33,900 | 80,700 |
| Total with MCA | 31,800 | 51,400 | 86,800 | 81,200 | 110,800 | 361,800 |

Figure 8 PEP funding and resource growth resulting from PBD 753, FY 2006-2010

Part of the PEP funding program included about \$81 million designated for new construction projects. Unfortunately, this money was programmed for the out years of the five-year plan and would not be available until FYs 2008, 2009, and 2010. This situation put a near-term premium on classroom space as new faculty were brought on board and as the student load increased.

Although construction could not begin immediately, DLIFLC staff began planning and coordinating with the U.S. Army Corps of Engineers, TRADOC, DCSPL, the command team of the Presidio of Monterey (and its IMA headquarters), and city of Monterey authorities. To fill near term or interim space requirements, the Army rented space in two nearby schools left vacant after a period of changing demographics on the Monterey Peninsula. By June 2005, construction and renovation was moving forward inside those buildings and Simone expected the Army to occupy them by early September 2005. Simone designated the Monte Vista School for use by Curriculum

¹⁸⁴ Both memoranda appear in DLIFLC, “Program Budget Decision (PBD) 753 Implementation Plan,” 22 July 2005, information packet in “Program Budget Decision 753” folder, drawer 1, ACH 2005 files, DLIFLC&POM Archives.

¹⁸⁵ JROC Memorandum 156-05, 22 July 2005, in DLIFLC, “Program Budget Decision (PBD) 753 Implementation Plan,” 22 July 2005.

¹⁸⁶ Britton, “DLI Expands,” *Globe* (Fall 2005): 6-8.

Development and Evaluation and Standards. He designated the Larkin School, located immediately adjacent to the Presidio, for classroom use. Students and faculty could literally walk across the “fork” bridge to get to the Larkin School. Several buildings on post were also scheduled for renovation.¹⁸⁷

While all this went on, Simone, the garrison commander, and their respective staffs planned and implemented changes in the locations of sections, divisions, and offices, some of which were split into multiple locations or buildings. Many had to be re-engineered to optimize space use. Any change, however, invariably affected something else, hence, Simone referred to the process as a giant “Rubik’s Cube” puzzle. In the end, Simone had to assign certain classroom activities to space at the former Fort Ord. A strong preference ensured that most basic language courses remained at the Presidio, but PEP also supported immersion training. By its nature, immersion training sought to increase proficiency by isolating students from their normal routines and forcing them into an environment where they had to use only the target language. PEP funding boosted the evolving effort into a permanent program involving up to three-day-long language immersions. Although immersion work was part of the basic course regime, DLIFLC could logically administer it off post, which is what Simone chose to do.¹⁸⁸

Growth in Faculty Personnel System

Most faculty at DLIFLC were under the Faculty Personnel System (FPS), a Title X system authorized by Congress in 1997, which allowed teachers to compete openly for positions and to rise to the associate professor or professor position, which number were, however, limited to 40 percent of the top academic positions. After three years of service, faculty members were eligible to compete for tenure.

This system employed merit-promotion principles as opposed to time-in-grade principles standard in the GS Civil Service system. FPS allowed DLIFLC administrators to promote and/or transfer staff within the institute without having to reclassify or re-compete positions because job descriptions were broadly based. Initially, the pay bands associated with FPS topped out at an equivalent GS-13 level, excluding Chancellor Clifford, who was a GS-15 federal employee, and the dean of Evaluations and Standards, who was a GS-14. In early 2005, institute staff began working to establish a final goal in implementing FPS, which was the establishment of pay bands for the most senior professor ranks at the GS-14 and GS-15 level. By 2005, DLIFLC had six staff members at this rank: the chancellor, senior vice chancellor, and four vice chancellors.¹⁸⁹

One reason DLIFLC needed to complete the FPS senior pay bands was growth in the system; increases in both the number of languages and students taught had driven up the need for more staff. Following the terrorist attacks of 9/11, the FPS system grew from 700 to over 1,100 instructors. DLIFLC faculty increased at a higher rate than did the growing student population. In FY 2005, the institute realized a net increase of 154

¹⁸⁷ Simone, interview, 16 June 2005, part 2, transcript, p. 15.

¹⁸⁸ Simone, interview, 16 June 2005, part 2, transcript, pp. 15-16.

¹⁸⁹ N.V. Taylan, memorandum: “Establishment of Senior Professor Rank and Corresponding Pay Band for the Faculty Pay System (FPS),” 26 February 2005, in “FPS—Senior Professor rank (Establishment)” folder, ACH 2005 files, DLIFLC&POM Archives. DLIFLC collected the required paperwork to support its request to establish senior FPS pay bands and submitted the request to the Army’s Human Resources Director, West Region, on 26 February 2005.

faculty. The main reason for this growth was the Proficiency Enhancement Program and the school's drive to increase the teacher to student ratio to enhance students' proficiency without the need to lengthen their residence. PBD 753 provided funds to increase faculty quality by providing English language and team and chair training. It also enabled staff to recruit new administrators from outside the school.¹⁹⁰

There were other reasons DLIFLC needed to create new faculty positions. Throughout FY 2004 and continuing into FY 2005, the institute had to handle increasing basic course student loads while also teaching intermediate and advanced courses, providing staff for Mobile Training Teams, Video Teletraining, and contingency support for various translation projects. All of this training had previously been conducted under what Simone called the "hey you" or "additional duty" basis, which meant tasking faculty whose primary responsibility was DLIFLC's core courses. In fact, DLIFLC even developed its curriculum and DLPTs by drawing upon faculty whose primary responsibility was teaching. Simone felt that this situation could not go on. With the growing deployments of Army and Marine units, and some Air Force units as well, there was a huge increase in requests for mobile training teams to conduct special language training courses. It was hard enough to plan for increased demands on the faculty due to increases in DLIFLC's student load, but these additional pressures forced the institute to hire more faculty to dedicate specifically to these other responsibilities.¹⁹¹

Thus, during 2004, the institute hired some two hundred new instructors, which brought the total number of faculty to more than twelve hundred. Many of these new instructors were assigned to various language-training detachments. Simone predicted that the faculty size would continue to increase for several years and that within five years DLIFLC faculty might reach 1,500 in size.¹⁹² He was correct.

| Language Faculty w/o Spt Staff #s | Faculty as of 1 Nov 04 | FY05 Increase | FY06 Increase | FY07 Increase | FY08 Increase | FY09 Increase | FY10 Increase | Total FY10 Faculty | FY05-10 Increase |
|-----------------------------------|------------------------|---------------|---------------|---------------|---------------|---------------|---------------|--------------------|------------------|
| Basic Course | 869 | 123 | 66 | 96 | 76 | 72 | 50 | 1352 | 483 |
| Continuing Education | 129 | 106 | | | | | | 235 | 106 |
| Evaluation & Standardization | 61 | 21 | 8 | 8 | 8 | 8 | 8 | 122 | 61 |
| Faculty Development | 12 | 3 | 4 | 4 | 4 | 2 | 2 | 31 | 19 |
| Curricula Development | 54 | 24 | 40 | 4 | 9 | | | 131 | 77 |
| TOTAL | 1125 | 277 | 118 | 112 | 97 | 82 | 60 | 1871 | 711 |

Figure 9 Growth of DLIFLC faculty due to PEP, FY 2005-2010

¹⁹⁰ "Proficiency Enhancement Plan II," 4 September 2008, briefing slides 37 and 38, in "Proficiency Enhancement Plan II" folder, drawer 1, ACH 2005 files, DLIFLC&POM Archives.

¹⁹¹ Col Michael Simone, Interview with Dr. Harold Raugh, 16 June 2005, part 2, transcript, pg. 8-9, in DLIFLC&POM Archives.

¹⁹² Bob Britton, "DLI Expands under Col. Simone's Leadership," *Globe* (Fall 2005): 6-8.

Simone thought highly of the DLIFLC's cadre of foreign faculty. In testimony before Congress in May 2004, he remarked that "I think of the faculty as a national treasure." As important, he continued, that treasure derived from native speakers who were "deeply rooted in [the] very mixed culture and nationalities and immigrant communities that are especially rich in the central coast of California," a fact that made the institute's location ideally suited for recruiting faculty.¹⁹³

MSA versus Iraqi Dialect?

On 4 December 2004, the 202nd Military Intelligence Battalion/513th MI Brigade began a redeployment to Kuwait after spending a year in Baghdad. Instead of flying out, one of the unit's Arabic linguists, Sgt. Cari Anne Gasiewicz, volunteered to drive a vehicle in convoy, a dangerous but familiar job. En route, insurgents struck Gasiewicz's vehicle with two Improvised Explosive Devices (IEDs) and she was killed. For her courage and fearless performance during her tour, Gasiewicz was posthumously awarded the Bronze Star. In the flood of testimonials about her professionalism that sprouted following her death, and which led to her memorialization both at Fort Gordon, her home base, and later at the Presidio of Monterey, where she was trained in Arabic, it became known that Gasiewicz had achieved high results as a counterintelligence agent and linguist. She was credited both for saving lives and overcoming significant obstacles to perform her work as a military linguist, including learning the Iraqi dialect in-country on her own initiative because she had not learned it at DLIFLC.¹⁹⁴

The story of Sergeant Gasiewicz illustrates an important point: not only did DLIFLC graduates have to learn the challenging Modern Standard Arabic (MSA), but upon arrival in the Middle East they commonly had to grapple with an incomprehensible local Arabic dialect. To overcome this problem, Gasiewicz had spent her spare time speaking with Iraqi truck drivers and other local contractors hired to support U.S. operations. She had traded English lessons for opportunities to practice their vernacular, command of which was critical for counterintelligence.

In February 2005, *The New Republic* published a short commentary by Joseph Braude critical of the manner by which the U.S. government was attempting to promote democracy and improve the image of the United States in the Arab world by publishing magazines and sponsoring broadcast programs in MSA. The problem with this approach, argued Braude, was that at least 70 million of 280 million Arabs were illiterate while a majority of the remainder did not fully comprehend MSA. The relationship between MSA and the local dialects spoken by most citizens in the countries of Iraq, Saudi Arabic, Egypt, etc., was somewhat similar to that of Latin to its successor tongues (Italian, Spanish, French, etc.). As Latin was the common tongue of the Catholic Church

¹⁹³ Col Michael Simone, Testimony before the US House Select Intelligence Subcommittee on Intelligence Policy and National Security, "Hearing on Intelligence Community Language Capabilities," 13 May 2004, transcript by Congressional Quarterly in "Hearings 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

¹⁹⁴ The 202nd MI Battalion named its headquarters building "Gasiewicz Hall" on 4 December 2005. In June 2008, the commander, US Army Garrison, Presidio of Monterey, approved an application to name the DLIFLC Immersion Language Office building after Gasiewicz. See Brian Murphy, "The Mourning After," *INSCOM Journal* (Winter 2005): 6-9; and Cameron Binkley, "Sergeant Cari Anne Gasiewicz: Information for Consideration by the Memorialization Committee," 4 June 2008, report in DLIFLC&POM Archives.

and the educated in Europe, so MSA was the common language of the Koran and the Arab elite. It was not the language of the street, where dialects varied distinctly by region. Thus, if U.S. goals included positively influencing the vast numbers of Arabs who did not speak fluent MSA, then U.S. spokesmen would have to command the dialects of Iraq, Syrian, and Morocco, and not simply rely upon MSA.¹⁹⁵ In March Pearse Marschner, an Arabic linguist who had served as the Regional Public Affairs Coordinator for the U.S. Embassy, Iraq, circulated a similar communiqué within U.S. diplomatic and military circles. Marschner detailed his own experience struggling to learn to speak and comprehend local Arabs to do his own job effectively. Marschner acknowledged the universality of MSA, the language used to publish newspapers and to broadcast radio programs, and did not want to abandon it. He criticized the training at DLIFLC, however, and stated that “the last 6 months of DLI are spent in conversations. Those hours should be divided between formal and informal conversation times.” He blamed the problem on years of U.S. appeasement of Islamism, which required reverent use of Koranic language, but that had effectively “banned us from reaching the hearts of the Arab World.”¹⁹⁶

After reading the two articles above about Americans not being able to comprehend Arabs even after learning Arabic, Secretary of Defense Rumsfeld asked Undersecretary Chu to investigate DoD “Arabic language training and see if we are making the same mistake.”¹⁹⁷ DLIFLC staff had to scramble to answer the Secretary’s query as it was made on 15 March 2005 but for unknown reasons did not reach institute leaders until 22 April. Tardiness aside, providing the correct answer was important because, as Colonel Simone wrote, “the issue of whether DoD’s linguists ought to study MSA or Arabic dialects has considerable implications for DLI’s academic programs, the services’ Arabic linguists, and TRADOC and Army with their Executive Agent responsibilities.”¹⁹⁸

The problem was complex and not merely a choice between teaching MSA or a dialect of Arabic. Methodologically, the issue was that MSA provided the framework of formal grammar and syntax necessary to learn any dialect of Arabic although speaking MSA alone was not sufficient to understand the vernacular usage of a particular area. If one learned only the dialect, one would not be prepared to learn any other or to understand newspapers, most other published material, or radio and television broadcasts. DLIFLC did teach some dialect, and offered dialect-specific follow-on courses for students who had reached their assignments, usually at an NSA-operated Regional SIGINT Operations Center (RSOC). Otherwise, there was a major administrative problem in that the services did not want the length of student training to be further extended at DLIFLC. On the other hand, the military personnel system was not capable of specifying in advance which students to designate for dialogue training while

¹⁹⁵ Joseph Braude, “Language Barrier: The Problem with Using Arabic to Reach Arab Audiences,” *The New Republic Online*, 22 February 2005 (TNR Online), in “ACH 2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

¹⁹⁶ Paul Marschner to Suzanne Schaffrath, email: “Arabic Dialect: Let’s Make it Happen,” 3 March 2005, in “ACH 2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

¹⁹⁷ Donald Rumsfeld to David Chu, memorandum: “Arabic Language Training,” 15 March 2005, in “ACH 2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

¹⁹⁸ Col Michael R. Simone to Gail McGinn, email: “DLI Input for SecDef Snowflake on Arabic Training,” 22 April 2005, in “DLI Input for SecDef Snowflake” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

guaranteeing they would never need MSA for future assignments. Resource-wise, DLIFLC did not have sufficient staff to focus only on a particular dialect and it would be challenging to find and hire the instructors and then to maintain such a program, although Simone acknowledged that “with a clear statement of the requirements from the Department and reasonable planning time, we certainly could do so.”¹⁹⁹ Pedagogically, to specialize students only in a dialect would handicap them. Arabic speakers used dialects only below the U.S. government Interagency Language Roundtable (ILR) scale of Level 2 whereas Arabic spoken above Level 2 included substantial MSA and was entirely MSA at Level 3. Experience had also shown that learning a dialect first made it more difficult to acquire MSA later. At any rate, MSA was required for reading. For these reasons, DLIFLC advised Secretary Rumsfeld that the military services “continue providing their personnel with initial instruction in Modern Standard Arabic, followed by supplemental training in a specific dialect after that foundation has been built.”²⁰⁰

Annual Program Review

DLIFLC was required by DoD Directive 5160.41 (paragraph 5.5d, 5.9i) to “Conduct an Annual Program Review (APR).”

DLIFLC held the 2004 APR from 2 to 3 March at the Stilwell Community Center, with Colonel Simone serving as host. Normally, the APR provided participants an opportunity to review the accomplishments and setbacks of the last fiscal year in an open collegial forum consisting of a variety of DLIFLC managers, faculty, and staff and outside interested parties from the services and DoD agencies. In 2004, however, the focus of the APR shifted. Instead of reviewing past activities, the APR was also to take a prospective view on forthcoming fiscal years. Reflecting his management emphasis, Simone offered that DLIFLC faced the continuous need to balance various missions against the available resources and priorities. First, it had to balance its foreign language training between its basic and more advanced programs. Similarly, it had to provide appropriate balance between its resident and non-resident training. Finally, DLIFLC had to balance resident language training against military training for its large population of initial-entry students. Simone especially wanted to ensure that DLIFLC students understood they were not in college, but part of a military organization.²⁰¹

Gail McGinn, Deputy Undersecretary of Defense for Plans, was the guest speaker for the forum. Her talk was entitled “Defense Language Capability—A Plan for Transformation.” Reflecting consensus change in views, McGinn noted that the old Cold War-era model of language training no longer fit a world in which the enemy may not be known in advance. According to McGinn, Secretary Rumsfeld had identified foreign language training as one of his priorities and that language “transformation” was “a change in the way we value, develop, and employ language and regional expertise.” Accordingly, DoD needed not just a skilled in-house cadre of military linguists, but also

¹⁹⁹ Ibid.; Susan Steele to Col Daniel L. Scott, email: “SecDef Snowflake,” 22 April 2005, in “DLI Input for SecDef Snowflake” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

²⁰⁰ DLIFLC “Fact Sheet on Arabic Instruction,” 22 April 2005, in “DLI Input for SecDef Snowflake” folder; and “DLIFLC Arabic MSA and Dialect Courses,” [28 April 2005], “ACH 2005” folder; both in drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

²⁰¹ Minutes from the 02-03 March 2004 DLIFLC Annual Performance Review, 2-3 March 2004, in “Annual Program Review March 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

had to possess “strategic strongholds” made up from contractors, military reserves, and technology that supplemented, not replaced human knowledge, and would allow a “surge” capability. Apparently included in Rumsfeld’s analysis was the need to change the culture of the military to value and promote officers with foreign language and cultural expertise. According to McGinn, DoD conducted several studies regarding DLIFLC’s funding. These studies focused upon five main areas, including developing regional knowledge and language in the officer corps, managing the Foreign Area Officers, managing linguists, the processes used in establishing requirements and the options for embedding language capabilities in operational units, and language management in Combatant Commands. The main result of all the studies was to emphasize funding and the fact that senior levels of DoD had no perspective on what funding was used for and how it was used. But governance was an issue and so was the institute’s requirements and planning processes, curriculum and test development, and faculty quality. McGinn said that innovations at DLIFLC were forestalled by funding mechanisms that did not work and due to a lack of corporate guidance.²⁰²

McGinn emphasized that DLIFLC was the “crown jewel” of DoD language training, but these studies had brought forth the need for greater integration and higher level focus, specifically to improve the visibility of DLIFLC’s funding needs at the DoD level. This would not be easy, McGill acknowledged, but Undersecretary Chu was placed in charge to clarify responsibility and control and track funds, which would provide greater visibility for DLIFLC’s funding needs. At the same time, DLIFLC needed to respond better to DoD’s policy needs and not just be driven by a “bottoms-up requirements” process. A major step toward better guidance and funding visibility was to create a new high level steering committee consisting of the service, Joint Staff, and Combatant Commands with interested agencies appointing “Senior Language Authorities” at the general/flag officer or SES levels. These would then comprise the Defense Foreign Language Steering Committee, which would “coordinate policy and requirements and recommend DLIFLC policy guidance to USD (P&R).” McGinn stressed that no one was recommending the end of Army executive agency of the institute. However, a new authority with policy-making power was needed to achieve funding visibility for DLIFLC at the DoD level.²⁰³

McGinn noted that DoD was taking action to address other general issues in the Defense Foreign Language Program. DoD was conducting a study for better FAO management, considering an FAO branch (which was controversial), developing a life-cycle plan for the Reserve linguist force, updating Foreign Language Proficiency Pay (especially for the Reserves), and considering how to improve DoD’s surge ability. On the last item, measures included use of a potential Civilian Linguist Reserve Program, improvements in contract procedures, dealing with security clearance issues with heritage speakers, and technology development.²⁰⁴

Glenn Nordin, representing the under secretary of Defense for intelligence, also spoke at the 2004 APR. Like McGinn, Nordin stressed that Undersecretary Chu was

²⁰² Minutes from 02-03 March 2004 DLIFLC Annual Performance Review.

²⁰³ Minutes from 02-03 March 2004 DLIFLC Annual Performance Review.

²⁰⁴ Minutes from 02-03 March 2004 DLIFLC Annual Performance Review.

providing leadership for the DFLP. This meant that the under secretaries for intelligence and policy as well as the comptroller were customers with supporting roles.²⁰⁵

According to Nordin, the reason DLIFLC lacked the necessary resources in funding and staffing was because the allocation models used to determine its resource needs did not apply to DLIFLC's mission. Instead of coping, Nordin urged institute leaders to demand more resources and to develop five- and ten-year strategic plans on which to build staffing and funding requirements. He wanted DLIFLC to market itself better so that senior DoD leaders would never appear before Congress without being able to discuss DoD's foreign language needs. He foresaw it becoming DoD's "College for Language and Area Studies," which focused upon quality and performance standards not obtainable from contractors.²⁰⁶

Nordin predicted that DLIFLC would have a greater visibility at the OSD level under this arrangement. Moreover, he expected increased funding to support increased demand and more faculty hiring for DLIFLC basic program courses and for Language Training Detachments operated from Monterey. There would also be more pressure on advanced education to help some individual make L3/R3 proficiencies and more demand for interpretation and translation services, but not yet taught at DLIFLC. There would be continued need for DLIFLC to participate in basic research in teaching and learning while assisting DoD in the use of language technology. Above all, Nordin warned, DLIFLC could not rest on its laurels as the "best in the business." It had to take advantage of the opportunities and challenges to grow and to produce the type of success in language education that would produce further investments, investments that were "absolutely essential for our national security in the future."²⁰⁷

DLIFLC organized the next APR on 10 March 2005 at the Presidio of Monterey. Simone asked Gail McGinn to speak about the Foreign Language Steering Committee. The focus of this meeting was PEP (PBD 753), LTDs, the DLPT 5, Oral Proficiency Testing, Language Familiarization Training, the O9L program, and student growth limits.²⁰⁸ Besides McGinn, the senior language authorities from nine other organizations also attended as well as a number of guests, including keynote speaker Bob Winchester, members of the Defense Language Action Panel, staff members from McGinn's office, and DLIFLC senior staff.²⁰⁹

Under PEP, DLIFLC expected a budget infusion of \$362 million, principally to hire new faculty. It would also seek to reduce attrition using diagnostic testing and by adding sixty-one new Military Language Instructor (MLI) authorizations. Classroom/office space and additional support costs were also challenges. DLIFLC was experiencing growth in its extension programs and needed to develop better cooperative

²⁰⁵ Minutes from 02-03 March 2004 DLIFLC Annual Performance Review.

²⁰⁶ Minutes from 02-03 March 2004 DLIFLC Annual Performance Review.

²⁰⁷ Minutes from 02-03 March 2004 DLIFLC Annual Performance Review.

²⁰⁸ *Annual Program Review*, 10 March 2005, briefing on CD in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

²⁰⁹ SLAs in attendance included Gail McGinn (OSD-P&R), Maj Gen Richard Wightman (USJFCOM), R Adm Andrew Singer (USN), Brig Gen William Chambers (USAF), Brig Gen Louis Weber (USA), Daniel Morris (CENTCOM), Fredrick Maerke (TRANSCOM), Douglas Englund (DTRA), Richard Gault (DIA), and Renee Meyer (NSA). *DLIFLCE Annual Program Review Brief Attendees*, 10 March 2005, memorandum on CD in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

arrangements with its LTD hosts. It was considering moving intermediate and advanced classes to some LTD sites.²¹⁰

During the overview, DLIFLC noted how the program had change dramatically in the years since the end of the Cold War. In 1988, the school instructed 1,306 students in Russian but by 2006 that number had fallen to only 153. Meanwhile, the Basic Course student load had risen by nearly a thousand students between FY 2001 and FY 2006. Another important trend was evident in the growth of the Air Force program, which increased in scale by 12 percent between FY 2001 and FY 2005.²¹¹ (See Figure 25.)

At the conclusion to the FY 2004 APR, DLIFLC officials expressed complete confidence in their burgeoning LTD program, and were optimistic about the institute’s ability to execute the human elements of PEP, that is the hiring and training of a sufficient number of faculty. With the use of diagnostic testing and the infusion of more MLIs, they also felt, although less confidently, that DLIFLC could reduce student attrition. Their main fear, which would prove accurate in time, was to obtain sufficient additional classroom space at the Presidio of Monterey in coordination with the training expansion required by PEP. They also worried about meeting the DLPT 5 production schedule, especially regarding computer-based testing. DLIFLC was prepared to absorb the growth of the student population by another five hundred into FY 2006, but continued growth in requirements would set back PEP. Funding and requirements for Oral Proficiency Interview testing, Familiarization training, and the O9L program, however, were adequately matched.²¹²

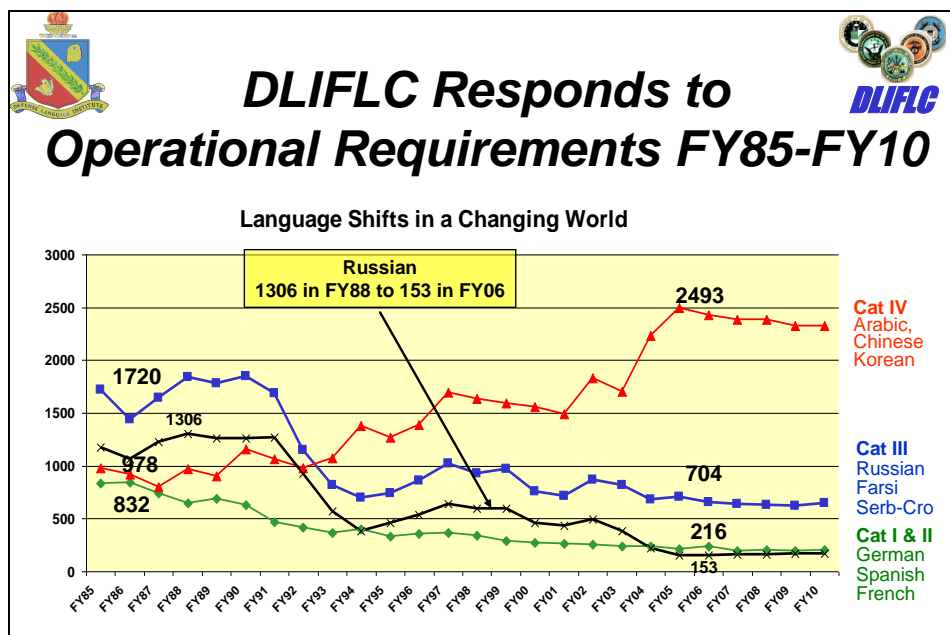


Figure 10 Overall program changes, FY 1988 through FY 2006

²¹⁰ Annual Program Review, 10 March 2005, briefing on CD.

²¹¹ Annual Program Review, 10 March 2005, briefing on CD.

²¹² “APR Focus Issues,” Annual Program Review, 10 March 2005, slides 76-78, briefing on CD in “ACH2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

Academic Advisory Board

DLIFLC originally created the Academic Advisory Board (AAB) as part of a series of reforms undertaken in the late 1990s to fulfill requirements needed to secure academic accreditation from the accrediting body of the Western Association of Schools and Colleges (WASC) to grant an Associate of Arts in Foreign Languages degree. These requirements included the creation of institutional mechanisms to facilitate institute governance by providing objective and independent advice from authoritative and interested parties, a universal practice within accredited academic institutions. The AAB helped fulfill this role. After Gail McGinn was appointed SLA for DoD she questioned the legitimacy of the AAB. Unless the AAB was compliant with the Federal Advisory Committee Act (FACA), or was specifically exempt from it, it was not a legal federal body. FACA regulates advisory boards for the U.S. government. If the AAB was not compliant with the act, then it could not legally attend any official government meeting in the capacity of an advisory board, and any members who were not federal employees could not be legally reimbursed for their time or expenses. This issue first came to the attention of DLIFLC and the existing AAB staff when McGinn failed to invite the AAB to attend the DLIFLC APR in March 2005.²¹³

It was important to secure a legally viable AAB because the newly constituted Defense Foreign Language Steering Committee, the panel of flag officers and senior civilian executives responsible for formulating DFLP policy chaired by McGinn, consisted solely of federal officials. The fact that this body, which held DLIFLC oversight responsibility, included no independent non-DoD authorities meant that it could not fulfill WASC requirements for academic accreditation. According to Everette Jordan of the National Virtual Translation Center, for DLIFLC to establish a legal AAB, the commandant would have to request the TRADOC commanding general to seek approval from the secretary of the Army, which was problematic. For instance, Congress allowed only so many advisory boards at any one time to be approved. If approved, however, DLIFLC would have to draft an AAB charter and post it for public comment in the *Federal Register*. The charter would make it possible for non-federal officials to serve on the panel as “Special Government Employees,” which would allow them to be reimbursed and to swear an oath. Once a charter existed, individuals would be named to the board and vetted through a process involving the White House. In other words, it was a major undertaking to create a federally sanctioned AAB, but it was required before DLIFLC’s re-accreditation that was due in May 2006.²¹⁴

Stephen Payne, then serving as senior vice chancellor, was especially concerned that the need to disband the old AAB and the difficulty of establishing a new one might endanger DLIFLC’s accreditation status, which was due for renewal in early 2006. The ability to attract top talent would be jeopardized, including the ongoing search for a new chancellor and the institute would lose both its existing right to award degrees and any future potential to award a Bachelor of Arts degree in Global Studies, which was a proposal being developed in conjunction with California State University. At first, Payne saw two options: either DLIFLC could create a “Board of Visitors,” according to the

²¹³ Everette Jordan to Col Michael Simone and Col Dan Scott, email: “Critical AAB information,” 26 February 2005, in “DLI Academic Advisory Board” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

²¹⁴ Jordan to Simone and Scott, email: “Critical AAB information,” 26 February 2005.

difficult FACA process, or it could apply for membership on the Army Educational Advisory Committee (AEAC), a TRADOC organization that included the accredited Command and General Staff College and the U.S. Army War College.²¹⁵ There was no immediate action on this issue.

By May 2005, McGinn was requesting DLIFLC to provide input on the question of a revised governing board, having had to respond to a congressional query on the topic. Echoing Payne, McGinn saw two paths to such a fully legitimate board, which included abiding by the difficult FACA process or constituting a board solely from government resources, which would be easier. The question was what would satisfy the accrediting commission?²¹⁶

Asked for input, the vice chancellors submitted their views to the commandant. Martha Herzog agreed that the DLPT system should have an oversight board to govern it analogous to the boards that oversaw the Armed Forces Vocational Aptitude Battery and other military testing systems.²¹⁷ According to Payne, the FLSC had taken on the role of DLIFLC's governing board and already met the standards of the Accrediting Commission for Community and State Colleges of the WASC. In his view, all DoD needed to do was to formalize the FLSC's governing role to make it meet accreditation standards. He recommended that FLSC assume the responsibility of being DLIFLC's governing board or appointing a sub-committee for that purpose. He also suggested expanding the board's membership to include academic members, namely the chairs of the foreign language departments of the military service academies who were familiar with language teaching and military requirements. According to Payne, to formalize the FLSC's role, there needed to be a charter that specifically identified the FLSC as the governing board and that included a majority of members not affiliated with DLIFLC, although employment by the federal government was not an issue. The assistant commandant, Col. Daniel Scott was skeptical that FLSC could fulfill this role, because institute governance was a function of the Army as Executive Agent.²¹⁸ This issue was not immediately resolved. Eventually, DLIFLC created a Board of Visitors, as discussed in a future command history.

DLIFLC Support for Special Operations Command

In 2004, DoD directed DLIFLC to increase its foreign language training support to all Special Operations Force (SOF) units and other organizations located at Fort Bragg, North Carolina. The funding supplied for this effort was not disclosed.

On 21 September 2004, DLIFLC staff met with Maj. Gen. James W. Parker, commander of the Special Warfare Center and School (SWCS), to discuss how the institute could increase its role in providing foreign language training for special

²¹⁵ Stephen M. Payne to Susan [unknown], email: [?], [February 2005], in "DLI Academic Advisory Board Dissolution and Reconstitution" folder, ACH 2005 files, DLIFLC&POM Archives.

²¹⁶ Gail McGinn to Col Michael R. Simone, email: "Advisory Board," 3 May 2005, in "Advisory Board 2005" folder, ACH 2005 files, DLIFLC&POM Archives.

²¹⁷ Martha Herzog to Col Daniel L. Scott, et al, email: "Advisory Board," 3 May 2005, in "Advisory Board 2005" folder, ACH 2005 files, DLIFLC&POM Archives.

²¹⁸ Dr. Stephen M. Payne to Col Daniel L. Scott, email: "Advisory Board," 17 June 2005 and 15 July 2005; and Scott to Payne, 15 July 2005; all in "Advisory Board 2005" folder, ACH 2005 files, DLIFLC&POM Archives.

operations forces. General Doug Brown, commander of the U.S. Southern Command (SOCOM), had directed that the special operations community “get serious about language training.” At Fort Bragg, SWCS provided contracted instruction in ten courses offered to some five thousand students per year, but the quality of training was inconsistent and needed improvement. SWCS did not want to replicate the instruction of DLIFLC or the State Department’s Foreign Studies Institute. Nor did it want to create its own linguists. Instead, SWCS needed to provide survival level (L1/R1) training strictly for battlefield needs. Traditionally, DLIFLC provided training in two broad formats—resident proficiency training for linguists or sustainment training provided by the Directorate of Continuing Education. SLIFLC provided sustainment training either through various technological means or by sending instructors to the field. On both counts, it intended this instruction for those who already possessed a language capability. The training SWCS desired, however, was geared to instilling confidence and teaching soldiers how to learn and pick up key phrases. Later, a few soldiers who did well might be hand-picked for further training, but it was generally difficult to send SOF soldiers to DLIFLC due to their operational tempo. Thus, a key issue was whether DLIFLC would go to Fort Bragg or vice versa. Parker noted that a language “Tiger Team” had been set up at Fort Bragg and asked whether a similar SOF school could be established at DLIFLC. SWCS was willing to provide the necessary resources to improve the SOF training environment in Arabic, Chinese, French, Indonesia, Russian, and Spanish, and to provide training manuals.²¹⁹

During their visit to Fort Bragg to evaluate the language training situation at SWCS, DLIFLC staff apparently impressed Parker with the institute’s ability to step up to the task, because SWCS concluded that Parker’s vision and end-state were attainable, although the type of training to be provided was “vastly different from the way DLI presently conducts language training.” To implement a new training regime with DLIFLC and SWCS as partners, SWCS recommended the Army terminate its existing language training contract in the best interest of the government and put in place a new contract by 1 August 2005 that imposed specific requirements upon instructor qualifications and required a new set of skills related to “blended” learning techniques. To assist in this mission, DLIFLC planned a return trip in January 2005 to brief SWCS on specific support needs. SWCS needed aid on a variety of fronts, including language screening, DLAB and DLPT testing, curriculum development, and integration methodology. It sought DLIFLC’s expertise to advise on the utility of SWCS’s existing language materials and especially needed DLIFLC to evaluate the center’s request for a forty-five-week SOF language track to allow the best SOF soldiers to attend DLIFLC. DLIFLC began surveying its own employees to identify those with the most suited qualifications to help establish a new DLIFLC SOF field office at SWCS in early 2005. In summary, although DLIFLC “methodology [did] not fully meet the blended learning educational intent of the CG” based upon “ADL requirements” or “web-based asynchronous or synchronous instruction,” SWCS was impressed with the support DLIFLC could offer. A collaborative effort ensued to incorporate the best processes and methods of both learning centers to better meet SOF language training needs.²²⁰

²¹⁹ Capt Cilla Peterek, “Notes from Major General Parker’s Visit,” 21 September 2004, in “DFLP” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

²²⁰ Lt Col Williams, “DLI Visit AAR,” [December 2004], in “DFLP” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

One result of this initiative was that four SWCS students enrolled in an eight-week MSA course at DLIFLC's Washington office in September 2005. This course was part of the new program for top graduates from the language program at Fort Bragg.²²¹

In October 2005, DLIFLC established a liaison position with SWCS at Fort Bragg after reaching an agreement with Major General Parker. The purpose was to provide an individual with teaching experience who was also familiar with DLIFLC and who could help resolve problems to improve military language training while advising military officials in North Carolina on DLIFLC support issues.²²²

Change of Command

Col. Michael R. Simone turned over command of the Defense Language Institute Foreign Language Center on 17 August 2005 at a ceremony held at Soldier Field on the Presidio of Monterey. The presiding officer was Lt. Gen. William S. Wallace, commanding officer of the Combined Arms Center and Fort Leavenworth, Kansas. Wallace praised Simone "as a fine leader as well as linguist" who "stood fast in the important role of DLI's mission to train linguists." After the change of command ceremony, Colonel Simone retired, thus concluding thirty years of service in the U.S. Army. During the ceremony, Simone noted that "now was not the time to stop DLI or move it." He noted that "local community leaders have bent over backward to support DLI" and that "the faculty of DLI is a national treasure." Indeed, under Simone the faculty had grown to 1,100 strong and consisted of native instructors from over fifty nations. Simone praised his predecessor as commandant, Col. Kevin M. Rice, who led the institute in adapting its programs to fit the needs of the difficult post-9/11 security environment and offered encouragement to his successor, Col. Tucker B. Mansager, who he said now had "the best job in the Defense Department."²²³

²²¹ Col Tucker B. Mansager, DLIFLC Weekly Update for CAC CG, 30 September 2005, in "Weekly Update for CAC" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

²²² Lt Col Steven N. Collins, Memorandum: "Nomination of DLIFLC Liaison for USJFKSWCS," 3 October 2005, in "DLIFLC Liaison for USJFKSWCS—Fort Bragg" folder, ACH 2005 files, DLIFLC&POM Archives.

²²³ Bob Britton, "Col. Tucker Mansager Becomes New DLI Commandant," *Globe* (Fall 2005): 3-5. Mansager was a DLIFLC graduate who had studied Russian and Polish and who had just completed a tour as the US Army's National Security Affairs Fellow at the Hoover Institution at Stanford University. See "DLI Changes Commandant," 16 August 2005, press release in "Biographical" folder, drawer 4, ACH 2004 (HR) files, DLIFLC&POM Archives. See Appendix D for a biography of Colonel Simone.

Chapter III

Language Training Programs of DLIFLC

Overview

The Chancellor's Office represented the Defense Language Institute Foreign Language Center on academic issues and coordinated with DoD's senior language authorities, other agencies, NATO's Bureau of International Language Cooperation, and civilian academic and professional organizations. Beneath this office were four major academic divisions: Provost and the Basic Language programs, organized by schools; the Directorate of Continuing Education, which housed DLIFLC's intermediate and advanced programs and various non-resident extension efforts; the Directorate of Language Science and Technology for curriculum and faculty development and technical guidance; and the Directorate of Standards and Evaluation, which conducted testing and test development. Additionally, the chancellor of DLIFLC oversaw the Directorate of Academic Affairs, administered the Faculty Personnel System, and maintained liaison with accreditation officials of the Western Association of Schools and Colleges. Accreditation as a bonafide degree-granting institution was extremely important to the institute. By the end of 2004, DLIFLC had issued more than 1,200 Associate of Arts in Foreign Languages degrees since it first began issuing them in May of 2002.²²⁴

Dr. Ray Clifford managed all DLIFLC academic programs under his auspices as chancellor and senior language authority. In 2004 and 2005, the Chancellor's Office faced many challenges while attempting to provide better language instruction and organizational efficiency, but perhaps the biggest issue it faced was to replace Clifford, who decided to retire in early 2005 after a stint of two decades as DLIFLC's senior academic official.

Retirement of Dr. Ray Clifford

Dr. Ray Clifford arrived in Monterey in 1981 and served as DLIFLC provost/chancellor from then until his retirement in early 2005. Born in Centralia, Washington, in 1943, Clifford earned his Ph.D. in Second Language Education from the University of Minnesota in 1977 and held BA and MA degrees in German from Brigham Young University. The Army hired Clifford to serve as the first civilian academic dean in response to a major report in 1979 by the President's Commission on Foreign Language and International Studies. The report made several recommendations to the president to improve foreign language education in the United States, some of which were addressed specifically to DLIFLC. Initially, the Army only planned to hire a civilian academic advisor to the commandant, but eventually accepted the need to place a

²²⁴ Lt Col William J. Astore, "DLIFLC Command History for CY04: Provost," 21 January 2005, in "Provost" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives. During this time, DLIFLC continued to prepare for the next visit by the WASC's Accrediting Commission for Community and Junior Colleges (ACCJC), scheduled for early 2006.

civilian in direct line of authority over DLIFLC's language training programs. It was then that Clifford accepted the position from his post as an administrator in the CIA Language School.²²⁵

Among his major accomplishments during two decades as DLIFLC's senior academic officer was the institute's regional accreditation through WASC and later gaining AA degree-granting authority, creating and implementing the first standardized DoD language proficiency testing program, working to implement a merit-based faculty pay system, and improving student proficiencies, including by increasing the teacher-to-student ratios and introducing team teaching. Clifford was a past president of the American Council on the Teaching of Foreign Languages and a recipient of the Secretary of the Army Award for Exceptional Civilian Service. At the time of his retirement, Clifford held many honors and appointments. His most prominent positions were sitting as chair for NATO's BILC and on the Assessment Advisory Committee of the American Council on Teaching of Foreign Languages (ACTFL), the Advisory Board of the National Language Resource Center at San Diego State University, and the National Advisory Board, Center for Language Studies at Brigham Young University.²²⁶

Under Clifford, said Rep. Sam Farr on 8 September 2004, the Defense Language Institute was "continually regarded as one of the finest schools for foreign language instruction in the world." Indeed, according to Farr, over his DLIFLC career Clifford "improved the language performance results four-fold in over 80 percent of major programs, created and implemented the first standardized language proficiency testing program for the Department of the Defense and spearheaded the institute's response to terrorism with the addition of new instructional and testing programs for military personnel."²²⁷

Clifford's record was inspiring and his shoes would be difficult to fill. DLIFLC organized a special search committee to find a replacement. Dr. Stephen Payne, senior vice chancellor, served as acting chancellor from January 2005 while each directorate continued to be administered by a vice chancellor.²²⁸ Activities of the various directorates are further discussed below.

On 14 Mar 2005, Dr. Donald C. Fischer, a retired U.S. Army colonel and former commandant of DLIFLC, visited Monterey to talk about his previous experiences running the institute between 1989 and 1993 as well as his recent doctoral dissertation. Fischer was soon a leading contender for Clifford's position. Fischer's dissertation was on the topic of language proficiency testing. In retirement, Fischer had gone to work running an educational access TV channel in Albuquerque, New Mexico, moved into distance learning, and for several years thereafter worked on a multimillion dollar grant to help train Navajo teachers at schools on the Navajo Reservation to use multi-media technology. In 1994, he began work on his dissertation, which involved staff at DLIFLC. In 1997, Fischer began a project, facilitated by Dr. John Lett and Dr. Gordon Jackson from the Evaluation and Standardization Directorate, to analyze the use of telephones in

²²⁵ Dr. Ray Clifford, interview with Dr. Harold Raugh, Jr., 21 December 2004, pp. 1-2, in DLIFLC&POM Archives.

²²⁶ "Ray T. Clifford—Chancellor," February 2003, in "Biographies, Schools and Staff, 21996-2003" folder, box 29, RG 21.20, DLIFLC&POM Archives.

²²⁷ "In Honor of Dr. Ray Clifford," *Congressional Record* 150 (8 September 2004): E1564.

²²⁸ Astore, "DLIFLC Command History for CY04: Provost," 21 January 2005.

the delivery of speaking proficiency tests. The project compared face-to-face interviews, telephonic interviews, desk-top based tele-conferencing, and taped evaluations to determine relative merits. “Telephone and face-to-face came out very close,” he concluded. Fischer thanked DLIFLC staff for help on the project (Drs. Jackson and Lett sat on his academic advisory committee) and submitted copies of his work to the DLIFLC library and the schools. Because of his dissertation research, Fischer had maintained close relations with institute faculty and had visited the Presidio of Monterey at least once annually since his departure as commandant. About the institute, Fischer joked, “once it gets a hold of you, it just doesn’t let go.”²²⁹

After Clifford’s retirement, Colonel Simone chose to reorganize the chancellorship for reasons discussed under Chapter II. Senior Vice Chancellor Payne stepped in to serve as Acting Chancellor for eight months until Clifford’s position was restaffed. On 16 August 2005, just before his own retirement, Simone announced that Dr. Fischer had accepted the position of chancellor and would soon join DLIFLC.²³⁰

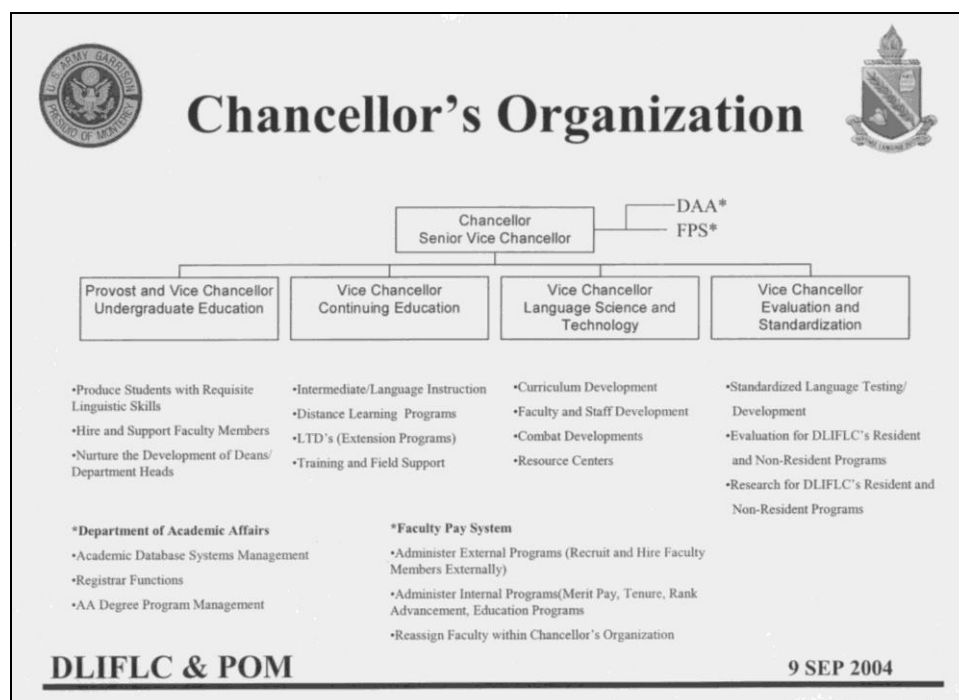


Figure 11 Organization of DLIFLC Chancellor’s Office, September 2004

Provost Office Major Initiatives

Under Dr. Susan Steele, the Provost Office focused upon several major initiatives in the 2004-2005 timeframe and absorbed some of the responsibilities of Chancellor Clifford as he prepared to retire. Steele served as both vice chancellor and provost, the chief instructional officer for the DLIFLC Basic Program, which consisted of nine resident schools, 3,200 students, over 800 faculty members, and 100 administrators. She

²²⁹ Bob Britton, “Former DLI Commandant Earns Doctorate, Discusses DLI,” *Globe* (Summer 2005): 18-21.

²³⁰ Linda F. Millay to All DLI, email: “Chancellor Announcement,” 16 August 2005, in “Biographical” folder, drawer 4, ACH 2004 (HR) files, DLIFLC&POM Archives.

was assisted by Associate Provost/Vice Chancellor and Dean of Student Affairs Lt. Col. William J. Astore. Astore retired from the Air Force on 25 July 2004 and was followed by Lieutenant Colonel MacIntyre.²³¹

Steele's initiatives initially included a FY 2005 funding request for 109 new staff positions, which were designed to improve student performance, reduce attrition, create more effective school administration, and expand DLIFLC's outreach to sister academic institutions. Colonel Simone could not fund this request in FY 2005, but Steel "was promised 35 positions" and so drew up plans to begin to implement the initiatives based upon her evaluation of what could be implemented with the available resources and what was most essential and would have the most immediate impact.²³² As it turned out, academic attrition for FY 2004 was 12 percent, but it rose to 13 percent for FY 2005. Steele felt that the major problem to reaching her goals was the state of English proficiency amongst instructors and technology support. To address these issues, Steele worked with California State University Monterey Bay (CSUMB), which began offering a master's program in instructional technology. Two instructors from each DLIFLC school later enrolled in this program while Steele also made inroads into establishing a similar program to improve the English capability of DLIFLC instructors.²³³

Improving Student Performance

The Proficiency Enhancement Program (PEP) was becoming a major issue during this period as discussed separately under the PEP section. One event Provost Steele saw as particularly useful in preparing for PEP implementation in FY 2005 was the dean's retreat at Asilomar held on 10 September 2004, which mainly focused upon that issue. All DLIFLC deans and associate deans attended the "highly productive" conference.²³⁴ A major headache Steele faced in implementing PEP continued to be a lack of available space. She assigned four faculty instead of three to every office and reorganized the language programs to match their size better to the available buildings. She also decided not to create a tenth school to reduce the number of administrative offices. However, a larger number of faculty caused by PEP implementation required more administrative capacity and so Steele created and fully staffed a new assistant dean position for each school by the end of FY 2005.²³⁵

As Steele worked with the other vice-chancellors and administrators to manage the phase-in of PEP, one element to which the institute was becoming increasingly committed was offsite or isolated immersion. Feedback from immersion exercises continuously indicated their utility, but the time involved to prepare and deliver this training wore on faculty who were already fully employed.

²³¹ DLIFLC Staff Directory, 22 December 2005; Basic Language Program Organization Chart from "Installation Commander's Semi-Annual Update," 9 September 2004, in "DLIFLC Installation Cdr's Semi-Annual Update" folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives; and Astore, "DLIFLC Command History for CY04: Provost," 21 January 2005.

²³² Susan Steele, Provost, to Col M. Simone, memorandum: "Provost's Initiatives for FY05," 2 August 2004, in "ACH2004 Gen Info" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

²³³ Susan Steele, "FY05 Goals," information paper in "ACH 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

²³⁴ Astore, "DLIFLC Command History for CY04: Provost," 21 January 2005.

²³⁵ Steele, "FY05 Goals."

By late 2004, Steele had appointed a director of immersion responsible for three staff members and all immersion trainings, both in-country and isolation-style. She also emphasized the need for all schools to maintain “target language only” policies. According to Steele, adherence to such policies was still “spotty, but the direction is clear.”²³⁶ Under Steele, immersion training gained momentum. The program was not fully institutionalized, however, and Steele was unable to fill a grandiose plan in 2005 to staff an immersion program with a 109 positions. In her official FY 2005 budget, Steele only requested nine additional faculty positions and two additional immersion support staff. These, however, would make it possible to operate an immersion facility fulltime without short-changing any teaching teams.²³⁷ Unfortunately, this facility could not be completed until February 2006, which was, Steele said, “at least six months after it was promised.”

Nevertheless, the Immersion Program did move forward. Steele helped foster the development of “a well-articulated evaluation system” to provide school deans with accurate feedback on the effectiveness of immersion techniques. The first in-county immersion events were held in 2005 and during this period all the larger DLIFLC language programs instituted isolation immersions, recognizing their importance to support enhanced proficiency.²³⁸

Reducing Attrition

The chancellor called an academic summit on 10 February 2004. The goal of the summit was to develop a plan to reduce academic disenrollments, increase student proficiency, and improve school-service unit coordination. All schools and service units participated.²³⁹

The timing of the summit was coincidental to the publication of a report commissioned to Northrop Grumman Mission Systems in 2001 by the U.S. Army Research Institute. The report sought “to evaluate training and performance issues as perceived and reported by DLIFLC graduates at their Advanced Individual Training (AIT) sites and subsequently at their operational units of assignment” and to compare these responses with those of heritage speakers. The study was a follow-on to an earlier study seeking to help DLIFLC better understand the reasons for student attrition. The results of this report were briefed to DLIFLC leaders in November 2002, but the report was not published until February 2004. Mainly, the results were that DLIFLC “was adequately preparing linguists to meet AIT requirements, and AIT training was equipping them with the job-specific tools needed to do their jobs,” although marginal improvements were still possible in several areas, which recommendations the report summarized.²⁴⁰

²³⁶ Steele, “FY05 Goals.”

²³⁷ Steele to Simone, memorandum: “Provost’s Initiatives for FY05,” 2 August 2004.

²³⁸ Steele, “FY05 Goals.”

²³⁹ Astore, “DLIFLC Command History for CY04: Provost,” 21 January 2005.

²⁴⁰ Jerry M. Childs, *Linguist Training and Performance*, Study Report 2004-03 prepared for the US Army Research Institute for the Behavioral and Social Sciences, February 2004, pp. v-viii, copy located in “Linguist Training Performance—ARI” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives. The importance of stressing listening skills and providing more opportunities to practice them was one major point while adjudicating various conflicts between military and academic culture was another.

The summit may have helped Steele develop her proposal to improve the proportion of successful completions. Attrition for the post-DLPT programs was very low, said Steele, with roughly two-thirds of students reaching proficiency, but funding support for ten-week-long post-DLPT courses was not included in DLIFLC budgets, which Steele sought to change with her 2005 initiatives. Recycling was more of a problem, because its results were not as good. Recycling involved removing students from their originally assigned courses and placing them at the beginning of a new course, sometimes in an easier language, with the goal to improve graduation rates. In 2003, 354 students were recycled, but 108 of these still did not graduate. Steele believed these results could be improved by putting more effort into the manner in which students were recycled, one important problem being, as with post-DLPT programs, that funding was not allocated from the budget for this purpose. However, she also wanted “a coherent recycling program that involve[d] setting recycling as an option at specified points earlier in the program—the end of the first semester is one obvious such point.” The students recycled would then also receive “targeted instructional support” based on diagnostic testing, which would ultimately require twenty-two new faculty positions.²⁴¹

Steele also continued to advocate the utility of preventing attrition by helping prepare students even prior to their basic course through enrollment in the Student Motivation and Retention Training (SMART) program (discussed more below). Citing an Air Force study on attrition of Air Force DLIFLC students, she noted that SMART students were 5 percent more likely to complete their basic courses than non-SMART students. For this reason she sought funding support for additional academic specialists and noted, for example, that at current disenrollment and proficiency rates and projected enrollments 29 more students would graduate in Arabic, 23 more in Korean, and 19 more in Chinese, and so on, due to a fully utilized SMART program. Thus, she sought four more positions (for ten in total) to make SMART available to all DLIFLC basic course students while also adding nine full-time academic advisors. These would require a director and a secretary for administration for a total of twenty positions.²⁴²

Steele found the Korean program the most difficult to reduce attrition. Nevertheless, she claimed that by working closely with the schools, it was possible to enhance and improve their instructional programs allowing them to end the contentious practice of offering students two versions of the DLPT.²⁴³

Creating More Effective School Administration

Starting in FY 2005, the institute began requiring all schools to practice “activity-based costing,” which meant each school dean was responsible for managing his or her own personnel costs. To address the staffing issue, all nine basic school deans received a budget/facilities manager to provide stable administrative support. PEP requirements also drove budget requests for increased staffing as did security. Each school, for example, required at least one academic specialist to help fine tune teaching results and each school further required its own test control officer to ensure the security of examinations. The creation of new departments in the Arabic, Chinese, Korean, and Persian schools also generated new requirements for administrative support and

²⁴¹ Steele to Simone, memorandum: “Provost’s Initiatives for FY05,” 2 August 2004.

²⁴² Steele to Simone, memorandum: “Provost’s Initiatives for FY05,” 2 August 2004.

²⁴³ Steele, “FY05 Goals.”

department chairs.²⁴⁴ The results from the first year of this effort, according to Steele, indicated “a limited success.” Steele attributed poor results to the magnitude of the change and leadership turnovers that brought a less supportive environment. She feared the institute would return to a centralized budget, which would deprive managers of the authority and responsibility for decision-making.²⁴⁵

DLIFLC made two important decisions in June 2005 regarding the Faculty Personnel System and tenure. First, the faculty and command leaders decided that before each tenure board meeting, the chancellor would recommend tenure percentages (e.g., 60/40) to the commandant. The decision would be documented, but not made public. Apparently, the Command Group felt this SOP would help ensure its oversight in the granting of permanent appointments. Second, to avoid alienating or frustrating any faculty, the leadership agreed that no group would be “consistently ineligible for competing for tenure,” a practice of some university tenure boards when such groups already included high numbers of tenured staff. Such a policy might demoralize the non-tenured members of those groups. The leadership established the goal of having at least one tenure board meet annually.²⁴⁶

Previously, Clifford had made tenure decisions on his own authority and had set an unofficial, but relatively high tenure percentage of 85/15. Clifford’s policy had driven up the tenure ratio in some languages, especially Russian and Spanish, whose faculty now faced downsizing. Because tenured faculty had special rights and prerogatives during a downsizing, their positions were more costly to eliminate. Tenure decisions could thus not be solely based upon merit, and required management involvement. Payne, as acting chancellor, established a 60/40 tenure ratio, which was believed to be the ratio used by civilian university tenure board committees. DLIFLC’s policy, neither codified nor negotiated with the faculty union, was intended to ensure that tenure decisions were corporate decisions that included an overall management perspective.²⁴⁷

A lesser staffing issue included the reassignment of several executive officers (XOs) from the schools. When the Air Force Element was realigned under AETC in June 2004, Colonel Wilson, the assistant commandant, directed that three XOs in the schools move to the 311th TRS to fill staffing shortfalls in the squadron. These officers were Lieutenants Betts, Khosla, and Orozco. This realignment, combined with demands to support military operations in Iraq and Afghanistan, created shortfalls in officer staffing in the schools. As of 31 December 2004, only one of nine basic program schools at DLIFLC had a permanently assigned XO.²⁴⁸

Of minor note, the institute completed its comprehensive review and rewriting of DLIFLC Regulation 350-1, which governs all student actions. The revised regulation was approved by the commandant and took effect on 1 July 2004.²⁴⁹

²⁴⁴ Steele to Simone, Memorandum: “Provost’s Initiatives for FY05,” 2 August 2004.

²⁴⁵ Steele, “FY05 Goals.”

²⁴⁶ Lt Col Deborah Hanagan to Col Michael R. Simone, email: “Minutes from Tenure Meeting (15 Jun 05),” 20 June 2005, in “Simone Correspondence” folder, drawer 3, ACH 2005 files, DLIFLC&POM Archives. See also Chapter II for discussion on efforts to create senior FPS professor ranks.

²⁴⁷ Minutes from Tenure Meeting, 15 June 2005, in “Simone Correspondence” folder, drawer 3, ACH 2005 files, DLIFLC&POM Archives.

²⁴⁸ Astore, “DLIFLC Command History for CY04: Provost,” 21 January 2005.

²⁴⁹ Astore, “DLIFLC Command History for CY04: Provost,” 21 January 2005.

Improving DLIFLC's Outreach to Sister Academic Institutions

Provost Steele believed that DLIFLC should improve its relationships with outside universities and colleges “to keep us from becoming too parochial and to let academics find out about what we do well.” For that purpose, she requested that the FY 2005 budget include funding to hire a post-doctoral position for a young “newly minted Ph.D.” who could work at the institute for a set period, bringing new ideas straight from academia, and who would then move on to a subsequent university teaching position.²⁵⁰

Other outreach activities included DLIFLC participation in the Federal Degree Granting Institute (FDGI) Conference, which Dr. Steele hosted in Monterey from 28 to 29 October 2004. The keynote speaker was Dr. David Chu, Undersecretary of Defense for Personnel and Readiness.²⁵¹

The institute also inaugurated its own local chapter of the Phi Sigma Iota (PSI) International Language Honor Society in a ceremony at the Weckerling on 7 December 2004. Six DLIFLC students were inducted into the PSI Honor Society, Chapter 243 (Epsilon Omicron). The Associate Provost and Dean of Students, Lt. Col. William J. Astore, praised the local chapter organizer, Maj. Bob Hoffman, for doing an outstanding job in organizing the event.²⁵²

Academic Advisory Council

The Academic Advisory Council (AAC) was established to meet academic accreditation standards as established by the accrediting commission of the WASC. Unlike the Academic Advisory Board that was externally oriented (and disbanded during this period), the AAC was organic to DLIFLC and composed of representatives from the various schools. The AAC provided faculty input to the Provost and DLIFLC commandant on professional issues relating to foreign language training. The AAC sponsored an annual Faculty Development Day, the seventh of which was held on 27 May 2005. The plenary speaker for this event was Dr. Richard Brecht, Executive Director of the Center for Advanced Study of Language (CASL) at the University of Maryland. CASL was the first government-funded university-affiliated research center devoted to language. In 2004 and 2005, AAC sponsored several events where senior academic officials of DLIFLC spoke on current issues. Associate Professor and AAC Chair Anton Knezevic also hoped to begin inviting qualified members of the Institute's uniformed staff to speak before the AAC to help better acquaint the civilian, mostly foreign-born staff, about the military aspects of DLIFLC. According to Knezevic, in March 2005 the DLIFLC AAC for the first time obtained full staffing with every department and school represented.²⁵³

²⁵⁰ Susan Steele, Provost to Col M. Simone, memorandum: “Provost's Initiatives for FY05,” 2 August 2004, in “ACH2004 Gen Info” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

²⁵¹ Astore, “DLIFLC Command History for CY04: Provost,” 21 January 2005.

²⁵² Astore, “DLIFLC Command History for CY04: Provost,” 21 January 2005.

²⁵³ Anton Knezevic to Col Michael R. Simone, et al, email: DLIFLC Academic Advisory Council Update, in “AAC/FAC 2005” folder, ACH 2005 files, DLIFLC&POM Archives.

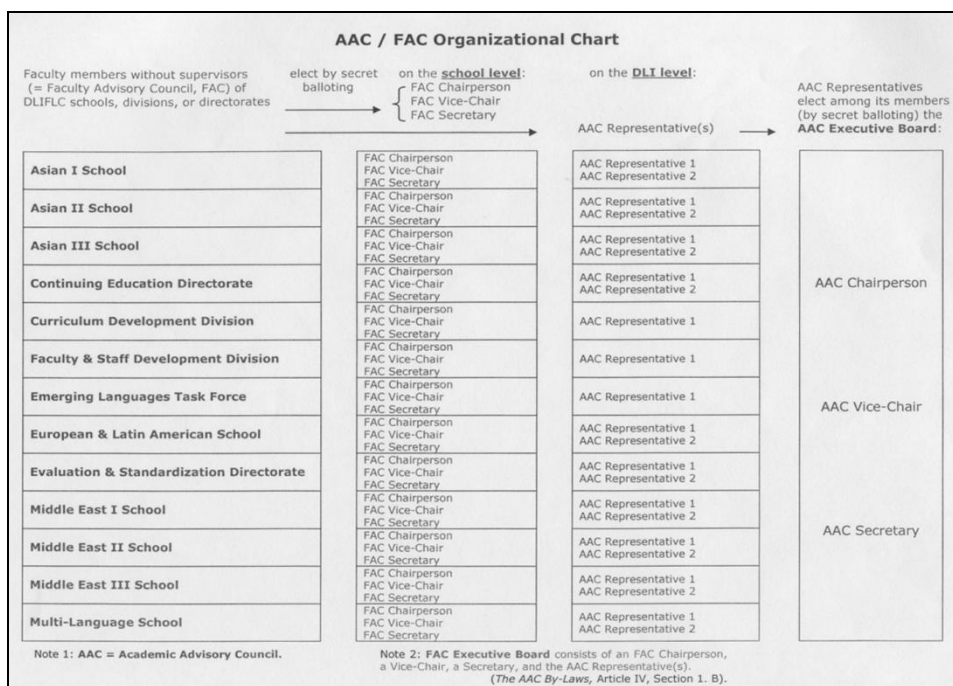


Figure 12 Organization of DLIFLC Academic Advisory Council, 2005

Basic Course Schools of the Defense Language Institute Foreign Language Center

As provost, Dr. Susan Steele was responsible for the basic language programs across all the schools of DLIFLC. These eight schools were organized by individual or multi-language groups and were limited in size according to a managerial notion that no dean should be responsible for more than one hundred faculty members to ensure the adequacy of the dean's oversight.²⁵⁴

As the period opened, Arabic and Korean both required two schools for each language. By the end of 2004, the war in Iraq had created sufficient additional demand for Arabic linguists that DLIFLC had to create a third Middle East school. Although most languages taught by the schools originated during the Cold War, DLIFLC officials also believed that most of these languages would remain of long-term strategic interest to the United States. Certainly, the relative demand had shifted greatly. For example, DLIFLC had reduced the Russian program from three schools at the height of the Cold War to less than one in 2005 while Arabic had increased from less than one school to three. What was more challenging for DLIFLC managers was the uncertainty of requirements in the "less commonly taught languages," those tied particularly to U.S. efforts to combat international terrorism. DLIFLC had established a special task force after 9/11 to develop the tools necessary to respond quickly to newly defined or emergent language needs, but it remained a challenging task.²⁵⁵ What had not changed, according to Provost Steele, was the responsibility to "nurture the development of deans and

²⁵⁴ Appendix C includes a chart detailing DLIFLC Basic Program organization in 2004.

²⁵⁵ Col Michael R. Simone, Commandant, Defense Language Institute Foreign Language Center, Written Statement before the Subcommittee on Intelligence Policy and National Security, US House of Representatives, on "Intelligence Community Language Capabilities, Part III," 13 May 2004, in "Testimony Clifford & Simone 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

department heads who can hire and support faculty members whose mission it is to produce students with the requisite linguistic skills.”²⁵⁶

DLIFLC also offered refresher, intermediate, and advanced resident programs to address service needs in nine languages. Under Simone, DLIFLC began “modularizing” these courses into semester-length segments, which meant that military personnel could more easily be sent on temporary duty status from their home stations. Even such concessions, however, were not sufficient to allow personnel serving in the languages of most intense need to upgrade their skills.²⁵⁷ Steele was also responsible for three special programs: the Military Language Instructors program, the SMART program, and the immersing program for immersion languages, as discussed further below.

By September 2004, the basic language program had seen significant growth in numbers of students in the Arabic, Chinese, Pashto, Korean, and Persian-Farsi languages, a result of military requirements stemming from two major wars abroad. Simultaneously, DLIFLC was increasing its faculty by 40 percent in the ILR category III/IV languages to improve proficiency results under PEP. Managers had to incorporate these new teachers into the program and find 40 percent additional classroom space to house them. The situation translated into going from some 800 faculty to over 1,150 faculty and the need for an additional 3.5 buildings. PEP also demanded that faculty focus upon reducing student academic attrition to help increase proficiency.²⁵⁸

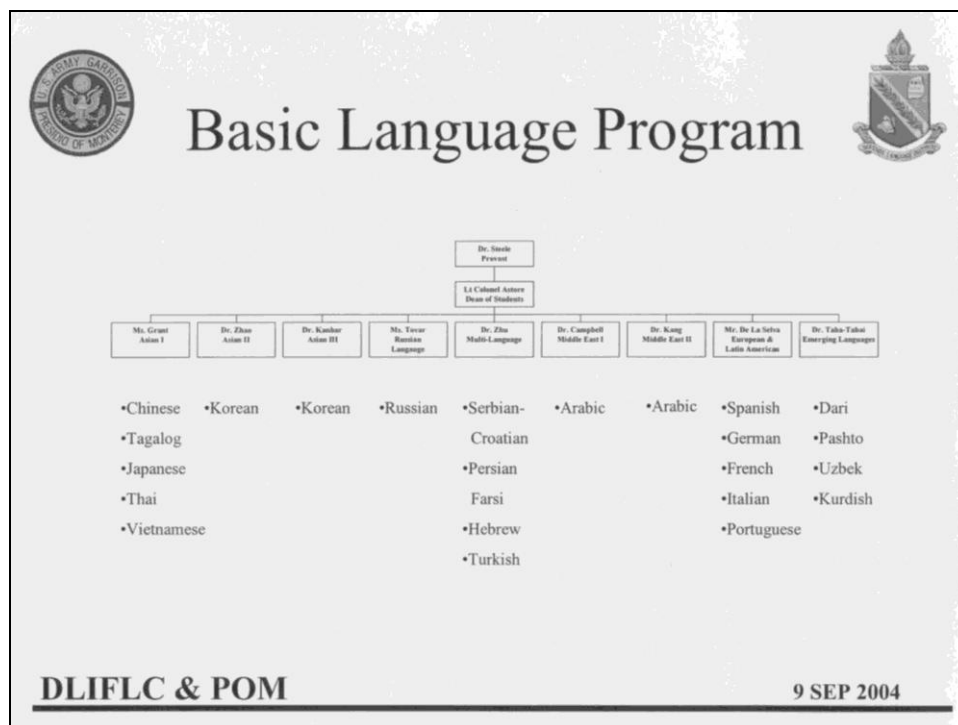


Figure 13 DLIFLC Basic Program organization, September 2004

²⁵⁶ “Installation Commander’s Semi-Annual Update,” 9 September 2004, in “DLIFLC Installation Cdr’s Semi-Annual Update” folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

²⁵⁷ Simone, Written Statement, “Intelligence Community Language Capabilities,” 13 May 2004.

²⁵⁸ “Installation Commander’s Semi-Annual Update,” 9 September 2004, in “DLIFLC Installation Cdr’s Semi-Annual Update” folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

School Reorganizations

On 13 July 2004, Colonel Simone directed a major realignment of the schools of DLIFLC to meet DoD's expanding requirements for Arabic instruction amid reduced requirements in other languages, mainly Russian.²⁵⁹ In the process, the Provost Office created a third Middle East school, effective January 2005. This new school began to move into Pomerene Hall, in December 2004, supplanting the European and Latin America (ELA) School. At that time, ELA's language programs were split-up. The Spanish program merged with the Russian program to form a new European and Latin America School (ELS), which was directed by Deanna Tovar. Then the German, French, Italian, and Portuguese programs moved to the Multi-Language School in Building 848, which was directed by Dean Zhu, beginning in July 2004. This decision superseded a previous decision to transfer the Italian and Portuguese programs. Finally, the DTRA program vacated Building 848 and moved to Continuing Education at the Ord Military Community (OMC). Two officers noted for contributing to the success of these moves were Major Gainey and Lieutenant McDonough.²⁶⁰ Appendix B includes a precise index diagramming the numerous school changes that took place at this time.

Asian School I

Luba Grant continued to serve as the dean of Asian I, a position she assumed in January 2003. Organizationally, in 2004 Asian I consisted of the dean's office, four Chinese departments (A-D) and the Multi-Language Department (Japanese, Tagalog, Thai). Two major changes took place in 2004, the first being the addition of another Chinese department, a reflection of increased requirements. With the new department, Asian I included ninety Chinese language instructors. At the same time, Asian I faced the task of closing down its Vietnamese program, which consisted of four instructors. By April 2005, the Multi-Language Department consisted of nineteen instructors while the Chinese departments had increased by seventeen, thus bringing the total school faculty strength to 109 plus five department chairs and ten MILs and a civilian MLI. Future faculty increases were also expected as a result of PEP.²⁶¹

As noted, DLIFLC marked the end of the resident Vietnamese Basic Course program with its final graduation on 21 October 2004. The program had been in existence since the mid-1950s and along with Russian was once the main language taught by the institute during the 1960s and early 1970s. A special program was organized to commemorate the occasion of the final graduation of Vietnamese linguists, held at the Post Theater. The special guest speaker was Col. John R. Bates, a distinguished marine and veteran of the Vietnam conflict.²⁶² Several retired South Vietnamese military officers were expected to attend the ceremonies as well as several leaders of the Vietnamese community in San Jose with press coverage by the *San Jose Mercury News*.

²⁵⁹ Col Michael Simone, memorandum: "Transfer, Relocation, and Expansion of Language Programs," 13 July 2004, in "ACH2004" folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

²⁶⁰ Astore, "DLIFLC Command History for CY04: Provost," 21 January 2005. An earlier school reorganization took place in December 2003; see *DLIFLC & POM Command History, 2001-2003*.

²⁶¹ Maj Jaime Adames, USAF, Associate Dean Asian School I, "Asian School I (AAS) Annual Historical Report (CY04)," 2 April 2005, in "ACH 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

²⁶² Astore, "DLIFLC Command History for CY04: Provost," 21 January 2005.

In addition, members of the Vietnamese honors class that graduated in 1972 were planning to attend in conjunction with their first ever annual reunion.²⁶³

During 2004, the four Chinese departments finished revising the first semester Chinese Basic Course and continued revising the second and third semesters of the course. On 26 April 2004, 47 Asian I students participated in the 29th Mandarin Speech Contest of California. From a total of 37 prizes, DLIFLC students won 29 including 5 First Places, 6 Second Places, 5 Third Places, and 13 Honorable Mentions. The results were much better than in 2003 when DLIFLC students won 17 awards. In both competitions, however, students outperformed counterparts from such universities as Berkeley and Stanford.²⁶⁴

In 2005, Asian I added another Chinese department as well as one new assistant dean position, one new diagnostic assessment specialist, and another academic specialist. With the new department and the Multi-Language School, Asian I consisted of 127 teaching faculty and 8 MLIs. Some activities of Asian I in 2005 included revision of the second and third semesters of the Chinese Basic Course and the initiation of the first all-day in-house language immersions (starting in November 2005). Many Asian I students also competed in the 30th Annual Mandarin Chinese Speech Contest of California on 23 April 2005. Overall, DLIFLC won 26 prizes, including 5 first places, 6 second places, 6 third places and many honorable mentions. Asian I had held a practice run for this competition three weeks before the event, which was undoubtedly helpful in preparing students for the real competition.²⁶⁵

Many in Asian I and at DLIFLC were saddened to learn in February 2005 of the passing of Shigeya Kihara. Kihara was the last surviving Japanese language instructor from the original four instructors that taught at the Military Intelligence Service Language School when it began at Crissy Field, Presidio of San Francisco, on 1 November 1941. Kihara passed away on 16 January 2005 at the age of 91 after serving as an Army language instructor and administrator from 1941 to 1974. In retirement, he became a frequent DLIFLC visitor and *Globe* contributor. Col. Daniel Scott, assistant commandant, and Dr. Stephen Payne, senior vice provost, attended and officially represented DLIFLC at a memorial service for Kihara in Oakland, California, on 28 February 2005. Scott delivered a tribute to Kihara and presented his widow with a U.S. flag that had flown over the Presidio of Monterey.²⁶⁶

²⁶³ Sfc Scott C. Brokaw to Col Michael Simone, et al, email: "Vietnamese Graduation, 21 October 2004," 15 October 2004, in "Vietnamese" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

²⁶⁴ Adames, "Asian School I (AAS) Annual Historical Report (CY04)," 2 April 2005.

²⁶⁵ Capt Eric Nyerges, "Asian School (AAS) Annual Historical Report (CY05)," 14 February 2005, in "ACH 2005" folder, drawer 3, ACH 2005 (HR) files, DLIFLC&POM Archives; See also "Results of 2005 Madarin Speech Contest," 2005 folder, EA ES 44.02.

²⁶⁶ Harold Raugh, "Shigeya Kihara (1914-2005): A Legend of Army Language Training," *Globe* (Summer 2005): 3-7; See also Charles Burress, "Shiegeya Kihara—Taught Japanese to US Soldiers in WWII," *San Francisco Chronicle*, 24 January 2005, pp. B4-B5.



Figure 14 Shigeya Kihara with Col. Kevin M. Rice, DLIFLC commandant, ca. 2001²⁶⁷

Korean Program

The Korean Program was divided between two schools, Asian II and Asian III. In October 2002, DLIFLC implemented the new version of the Defense Language Proficiency Test, which led immediately to steep declines in test scores for students in the Korean Basic Course program. Both schools were greatly concerned with this problem and began “double-testing” in Korean, that is students had to take both the old and the new test versions (Forms C/D/E as well as A/B for listening) to gauge improvements while the Korean schools implemented program changes. The schools did much work to increase proficiency, including re-evaluating and restructuring the teaching teams, providing an awareness campaign using workshops, integrating authentic listening materials, adjusting teaching schedules to focus more time upon more difficult material, and creating proficiency-oriented speaking activities. The schools also found that they could improve proficiency results when students participated in off-site immersion activities held in conjunction with Korean community activities. Other steps taken by the schools included initiating diagnostic assessments for third-semester students, recalibrating the grading scale, improving test-grading consistency (by using a designated cadre), and employing a master counselor for each teaching team.²⁶⁸ The Korean Program schools were successful enough in their efforts to boost proficiency in listening in the Korean program that by early March 2003 test scores had come up to 57 percent for the new DLPT versus 60 percent for the old. With confirmed results, double-testing was discontinued at the end of 2004.²⁶⁹

²⁶⁷ Kihara was receiving an honorary DLIFLC Associate of Arts in Foreign Languages. US Army photograph, Box 22.24R, DLIFLC&POM Archives.

²⁶⁸ Executive Summary of DLIFLC Fiscal Year 2004 Annual Performance Review, 2-3 March 2004, in “Annual Program Review March 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

²⁶⁹ Astore, “DLIFLC Command History for CY04: Provost,” 21 January 2005.

Asian School II

The mission of Asian School II was to teach the Korean language and culture according to DLIFLC guidelines to support DoD and other federal agencies. The school was divided into four basic program departments supervised by Dean Jim Zhao, Ph.D. Each department was further sub-divided into teaching teams. Like Asian I, continued growth in the Korean Basic Course led Asian II to create one additional department during the last quarter of 2004 with new hires also expected in 2005. Asian II hired 24 four new faculty instructors and lost 7 in 2004 for a net gain of 17. Asian II ended 2004 with 91 civilian faculty, 9 military faculty, and 16 civilian and military staff (Office of the Dean, Department Chairs, ITO, and administrative support). It graduated 5 Basic Course classes totaling 26 sections in 2004 with 44 academic disenrollments.²⁷⁰ In 2005, Asian II added 14 new instructors while losing 10 for a net gain of 4. Asian II ended 2005 with 105 civilian faculty, 6 military faculty, plus civilian and military support staff.²⁷¹

By summer 2005, Asian II was instructing some 350 students in its Korean Basic Course. Both Asian School II and III made efforts to respond to “the statistically more difficult” new edition of the DLPT during this period. Specifically, Asian School II reinvigorated its immersion language program, developed new cultural studies curriculum (Korean 240), added supplemental training materials to its digital archive, supplied instructors to guide every evening study hall, and intensified peer observation of faculty with quarterly performance review feedback. These measures, according to Asian II, “greatly enhance[d] the efficacy of language learning” in the program.²⁷²

In 2004, Asian II supported a total of six Korean Immersion Day training events designed to boost student confidence in their ability to use basic Korean to accomplish specific tasks in a realistic environment. In 2005, only three such immersion trainings occurred. The late second-semester training was used to help students identify weaknesses that could then become the focus of their remaining training. The training also complemented the Joint Language Training Exercise (JLTX), three of which were held during the third semester for each class. Like immersion training, the JLTX was designed to boost students’ confidence in their Korean language abilities and military terminology by having them accomplish specific, military-related tasks in a realistic tactical environment.²⁷³ Asian II held five JLTXs in 2005.

Asian II also emphasized immersion by using its “Immersion From Day One” program, which started as a pilot project of Department B in 2004 but expanded to include the entire school. The program required students to use language badges that identified them as participants in the program and to follow a set of rules discouraging their use of English at any time during day-to-day academic training, with certain exceptions. The result was that student speaking skills developed from necessity and thus earlier than otherwise possible. During their second semester, Asian II students had to

²⁷⁰ Dean Jim Zhao, Asian School II, “School Input for Annual Command History, CY2004,” 18 January 2005, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

²⁷¹ Dean Jim Zhao, Asian School II, “School Input for Annual Command History, CY2005,” 26 January 2006, in “ACH 2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

²⁷² Thomas Dave Clanton, “Asian School II Innovates, Improves Student Proficiency Levels,” *Globe* (Summer 2005): 14-15.

²⁷³ Zhao, “School Input for Annual Command History, CY2004,” 18 January 2005.

navigate through a scenario-driven day-long immersion exercise pitting them as new arrivals to Korea who were suddenly stranded at the airport. During the exercise, instructors played various roles, such as customs agents or wait staff, and students encountered authentic government forms, receipts, currency, etc. Besides immersion training and the JLTX discussed above, other events that facilitated language assimilation were the annual essay and speech contests held by the school in which separate classes were pitted against each other with the winners acknowledged each semester by the Faculty Advisory Committee. Finally, both Korean schools jointly held an annual cultural day coinciding with Korean Independence Day. During this event, some seven hundred students participated or competed in target-language-based talent contests that included skits, songs, sports, and an eating contest involving bundaeggi (silk worm larva) or kimchi (spicy pickled cabbage).²⁷⁴

The second major priority of Dean Zhao for Asian II was his Study Hall Program reorganization, which required the support of the department chairs and academic specialists to oversee. The program extended the day's teaching into the evening, abandoning the previous self-study model in which only students in academic jeopardy had to participate. The new program involved a guided effort with the focus placed on listening, reading review, and enhancement, and was conducted class by class (and team by team as needed) to provide training with a clear focus on the specific needs of individual students and with dedicated faculty to ensure consistency. This model capitalized on instructors' existing knowledge of individual student strengths and weaknesses, but required true commitment from the faculty. At the same time, Zhao assigned one teacher as a primary instructor for every five students, which allowed instructors to tailor homework assignments to specific students with specific needs.²⁷⁵ In 2005, Asian II academic specialists developed new homework for second semester that all school teams began using. It included a number of innovative techniques using five hundred pages of student material and seven hundred audio files. Education Specialist Samuel Lee also developed teaching materials for Asian II's PEP classes.²⁷⁶

Asian II aimed another initiative at improving student knowledge of the culture of both North and South Korea. Instead of merely requiring each student to write an essay, as previously done, Dean Zhao asked the academic specialists to develop handouts in Korean covering such topics as literature, religion, economics, politics, geography, science and technology, and the military. By summer 2005, Asian II had completed and was revising these handouts to apply to various student learning levels. Meanwhile, Zhao tasked the faculty to create two authentic listening comprehension passages at a rate of two per week for a period of eight months, which created a considerable archive for use by all Korean teaching teams to help improve listening comprehension.²⁷⁷

These program changes, Asian II believed, led to improved student results on the "statistically more difficulty DLPT." From a success rate of only 20 percent in 2003 on the new test, Asian II moved to a success rate of 47 percent in 2004. Classes from the first half of 2005 reported average test results in the mid-50 percent range.²⁷⁸

²⁷⁴ Clanton, "Asian School II Innovates," 14-15.

²⁷⁵ Ibid.; and Zhao, "School Input for Annual Command History, CY2004," 18 January 2005.

²⁷⁶ Zhao, "School Input for Annual Command History, CY2005," 26 January 2006.

²⁷⁷ Clanton, "Asian School II Innovates," 14-15.

²⁷⁸ Clanton, "Asian School II Innovates," 14-15.

A number of important guests visited the school on official business during this period, including several representatives from the Republic of Korea Ministry of Defense, representatives of the Republic of Kazakhstan, and General Kevin P. Byrnes, the TRADOC commander (who, unrelated to DLIFLC, was soon relieved of command for unclear reasons). In October 2005, Mitchell Murphy, Senior Military Language Leader of the NSA/CSS Senior Language Authority Office, visited the school.²⁷⁹

Asian School III

The mission of Asian School III was to instruct, sustain, and evaluate Korean language skills according to DLIFLC guidelines to support the work of DoD and other federal agencies. In 2004, Asian III was composed of three departments (A-C) and the dean's office plus support personnel. Dr. Hiam Kanbar, promoted to the rank of professor in August 2004, served as the dean.²⁸⁰ In 2005, Asian III grew to four departments with the new Department D piloting the school's first PEP classes, which were the first to receive iPods with uploaded curriculum.²⁸¹

In 2004, Asian III implemented a few changes in its teaching methods. One change was the introduction of half-day immersions. Asian III conducted three and a half-hour immersion events to provide learners with an authentic setting for using the target language. Asian III thought these immersion sessions helpful in enhancing listening and speaking skills and began purchasing items for immersions so each department would have more realistic settings to conduct its half-day immersions.²⁸² In 2005, Asian III conducted five half-day immersions, some of which were tied to Korean national holidays. Growing interest in this teaching technique led Asian III to begin a pilot off-site immersion exercise similar to other DLIFLC schools. Asian III's first off-site immersion was a one-day event held at the Weckerling Center in August 2005. This immersion was structured around "an Incheon Airport scenario" and involved sixty students. Beyond this effort, Asian III began to develop and implement a four-week in-country (OCONUS) immersion program. The deans of both Korean schools visited Korea in October 2005 to evaluate institutional candidates who could host an overseas version of the DLIFLC Korean Basic Course immersion program. Afterwards, the institute chose Sogang University with training programmed to begin spring 2006. The scale of all these efforts led Asian III to hire an immersion coordinator in December 2005.²⁸³

Another change begun in 2004 that continued in 2005 was the introduction each week of twenty current newspaper articles from a Korean website called "donga.com." These articles were disseminated to department chairs for classroom use by the teaching teams and were posted on the schoolhouse and departmental bulletin boards. Asian III

²⁷⁹ Zhao, "School Input for Annual Command History, CY2004," 18 January 2005; and Zhao, "School Input for Annual Command History, CY2005," 26 January 2006.

²⁸⁰ DLIFLC & POM Staff Directory, August 2004; AJ James J. Blaylock, Asian III Associate Dean, "Annual Command History 2004 for Asian School III," 31 March 2005, in "ACH 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

²⁸¹ Maj Lana T. Laurino, "Annual Command History 2005 for Asian School III," 14 February 2006, in "ACH 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives. All Asian III students were issued iPods by January 2006.

²⁸² Blaylock, "Annual Command History 2004 for Asian School III," 31 March 2005.

²⁸³ Laurino, "Annual Command History 2005 for Asian School III," 14 February 2006.

faculty hoped these articles would help better prepare their students to pass the DLPT. Inevitably, some students failed this key exam, but during 2004, Asian III allowed 29 of these students to be recycled and later offered the post-DLPT exam. Of these, 76 percent or twenty-two students were able to meet the graduation criteria by the end of their additional training.²⁸⁴ In 2005, there were only nine students placed into the post DLPT training of which eight later passed the exam.²⁸⁵

Asian III also affected change in its testing methods in 2004. Asian III implemented a system of impartial test grading. Thirty-five civilian teachers began serving as members of the “Test Cadre” and were regularly scheduled to serve as graders for unit tests, which procedure continued in 2005. Test grading done by Asian III’s trained test cadre was intended to build data to develop a grading scale for each unit test. With an adjusted scale for each test, Asian III hoped to be able to provide a GPA that better reflected the results of the DLPT. An increasing number of faculty participated in professional conferences during this period, while in 2005 the teaching teams were reorganized into four-person offices and issued new ergonomic furniture.²⁸⁶

As always, Asian School III participated in Language Day in 2004 and 2005 and provided classrooms for instructors to demonstrate the language-learning environment at DLIFLC for visiting secondary school students. Traditionally, Asian III celebrated Korean Independence Day in August and Hangeul Day in October while in December it held an annual faculty appreciation day and a faculty Christmas party.²⁸⁷

Emerging Languages Taskforce

Dr. Mahmood Taba-Tabai remained dean of the Emerging Languages Task Force (ELTF) throughout this period. The task force, formerly the Operation Enduring Freedom Taskforce, was DLIFLC’s main response to the terrorist attacks upon the United States in September 2001. As first formed, it was made up entirely from resources already allocated to DLIFLC for routine purposes, but was later funded specifically by the Pentagon to help address greatly increased military requirements in a group of seldom-taught languages that were suddenly of high national security interest. The basic mission of ELTF was to teach language programs where the military had a recurring need for six or more students. Otherwise, DLI-Washington hired contractors to teach courses where the military needed only one or two students. In 2004, Chancellor Ray Clifford directly oversaw ELTF. After Clifford retired, the institute renamed and restructured ELTF so that by FY 2005, it looked much like a typical DLIFLC school. ELTF consisted of a dean, associate dean, assistant dean and chief MLI. The dean’s office included an administrator, two information technology specialists, a supply sergeant, and one laborer. Unlike a school, however, ELTF lacked department chairs and academic specialists. Instead, it had program leaders for each major language program or translation team. In 2004, there were programs leaders for Dari, Pashto, Uzbek, Kurdish and contingency languages. Each program leader managed between three to seven instructors. At the

²⁸⁴ Blaylock, “Annual Command History 2004 for Asian School III,” 31 March 2005.

²⁸⁵ Laurino, “Annual Command History 2005 for Asian School III,” 14 February 2006.

²⁸⁶ Blaylock, “Annual Command History 2004 for Asian School III,” 31 March 2005; and Laurino, “Annual Command History 2005 for Asian School III,” 14 February 2006.

²⁸⁷ Blaylock, “Annual Command History 2004 for Asian School III,” 31 March 2005.

same time, ELTF lent staff to ES to build tests and perform Oral Proficiency Interview (OPI) testing and Familiarization Training.²⁸⁸

The Emerging Languages Task Force functioned as an incubator for new language courses at the institute and maintained a forward-looking aspect to develop capabilities in a number of contingency languages. This function set it apart from all other DLIFLC schools. Specifically, ELTF was to be the bridge between DLIFLC and DLI-W: “For a requirement identified two to six months out, for six or more students on a recurring basis, for which a course does not exist, the Task Force will hire faculty, develop a program, and graduate qualified military linguists.” The goal it set for itself was “to produce military linguists at the same or higher proficiency levels as those of the established schools.” It would meet this goal through flexibility, initiative, technology, appropriate methodology, and by maintaining an “expeditionary stance.”²⁸⁹

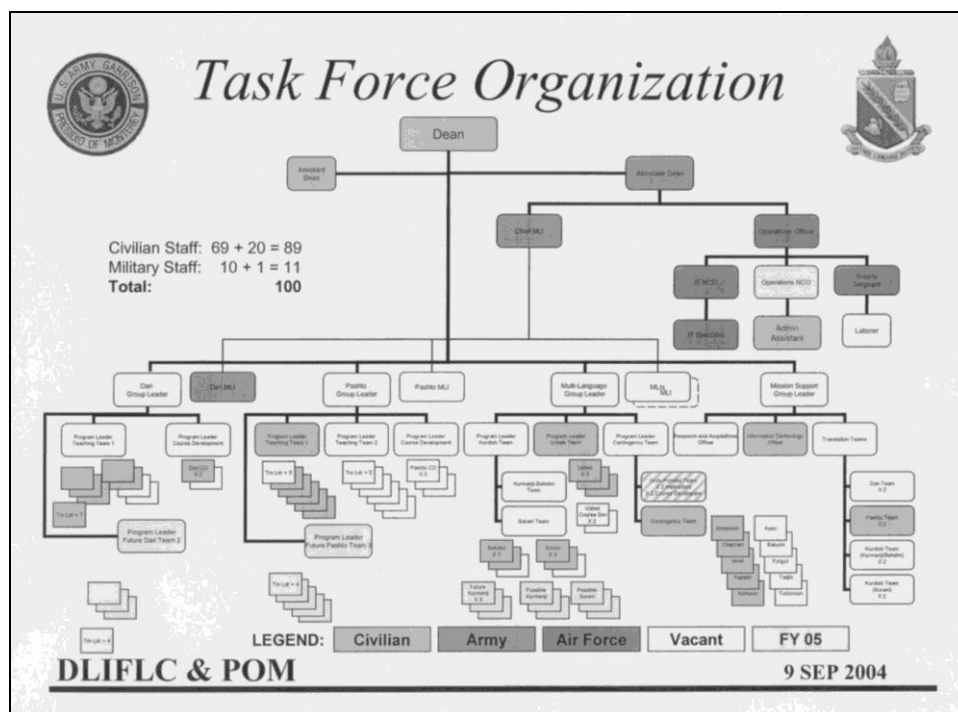


Figure 15 Organization of the Emerging Languages Task Force, September 2004

The task force provided training in Dari, Pashto, Kurmanji-Behdini (Iraq), and Uzbek in 2004-2005 with several other potential languages to teach on the list. By December 2005, it was also teaching Urdu (Pakistan), Hindi, Kurdish-Sorani (Iraq), and Indonesian.²⁹⁰ It taught these languages as familiarization courses in language and culture to deploying units at other Army locations and, as time permitted, it translated into Dari key U.S. Army field manuals, including the *Ranger Handbook* and *Field Manual 7-8: Infantry Rifle Platoon and Squad*, for use with allied soldiers in Afghanistan. In addition, ELTF shipped more than 75,000 Language Survival Kits

²⁸⁸ Dr. Mahmood Taba-Tabai, “Emerging Language Task Force 2004,” [2005], in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

²⁸⁹ “Installation Commander’s Semi-Annual Update,” 9 September 2004, in “DLIFLC Installation Cdr’s Semi-Annual Update” folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

²⁹⁰ DLIFLC Staff Directory, 2005.

(LSKs) to units deploying to Iraq or Afghanistan. Reportedly, these were very popular among the troops, who often sent letters of appreciation back to the institute.²⁹¹

ELTF began its first course in January 2002 and by fall 2005 had graduated nearly one hundred linguists. ELTF continued to face the challenge of hiring native instructors with teaching experience (from regions where literacy was often less than 10 percent) and developing curriculum for languages that were rarely, if ever, taught in English. Moreover, because these languages were spoken in isolated regions, wide variation in dialects made the student's task of distinguishing between dialects much more difficult.²⁹² In 2004, ELTF taught the following languages:²⁹³

- Dari (Cat III, 47 Weeks) – Dari was the government language of Afghanistan. In 2004, EFTF graduated 2 sections with 18 students and started 3 more sections with 29 students. ELTF wrote the course for this program itself. Less than two years old, the course was under revision and its DLPT was still under development.
- Pashto (Cat III, 47 Weeks) – By 2004, Pashto was recognized as the official language of Afghanistan. It was spoken in the South and Southeast mountainous regions and in Pakistan. In 2004, ELTF graduated 1 section with 8 students and began 4 more sections with 36 students. The curriculum for this program used a course that was developed earlier by the Center for Applied Language Learning (CALL), supplemented by in-house prepared material. It was also being revised and awaiting development of a DLPT.
- Kurdish-Behdini (Cat III, 47 Weeks) – Kurdish-Behdini was a sub-dialect of Kurdish-Kurmanji spoken in Northern Iraq. In 2004, ELTF graduated 1 section with 9 students and started 1 more section with 3 students. ELTF developed the curriculum for this program commercially with supplemental materials prepared in-house. It also was undergoing revision and awaiting completion of a DLPT.
- Uzbek (Cat III, 47 Weeks) – Uzbek was spoken in Northern Afghanistan and Uzbekistan. In 2004, ELTF graduated 1 section with 5 students. The curriculum for this program used a commercially developed course, supplemented by material developed by ELTF that was undergoing revision and DLPT development.

In FY 2005, ELTF expanded its instruction in Dari by 150 percent, Pashto by 500 percent, and the task force overall by 200 percent, adding 59 instructors to an initial staff of 41. ELTF expected to train students of Kurdish-Sorani, Hindi, and Urdu by FY 2006 and was building curricula for these languages.²⁹⁴ It even hired a small number of faculty in other contingency languages to begin development of Language Survival Kits. Lastly, in 2004, ELTF conducted extensive Familiarization Training (cultural and limited language) for Army and Marine units deploying to Afghanistan, Iraq and India. It trained

²⁹¹ Bob Britton, "DLI Teaches New Languages for Global War on Terrorism," *Globe* (Fall 2005): 10-11.

²⁹² Britton, "DLI Teaches New Languages," *Globe* (Fall 2005): 10-11.

²⁹³ Taba-Tabai, "Emerging Language Task Force 2004," [2005].

²⁹⁴ "Installation Commander's Semi-Annual Update," 9 September 2004, in "DLIFLC Installation Cdr's Semi-Annual Update" folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

approximately fifty service personnel at a time in seven separate trainings with these students expected in turn to train other soldiers in their units. In February and June 2004, instructors in Dari and Pashto also went to the National Training Center (NTC) at Fort Irwin, California, to act as translators for unit commanders learning to conduct bi-lateral negotiations. Finally, as noted above, ELTF was involved in translating the U.S. Army *Ranger Handbook* and other manuals into Pashto from English. These translations were delayed, however, as teaching requirements increased and magnified the problem of finding and hiring more Pashto faculty. Nevertheless, ELTF still translated leaflets, flyers and other small projects at the request of Army units to help them communicate with the local villagers in Afghanistan.²⁹⁵ By early 2005, a thousand copies of the *Ranger Handbook* in Dari were being used to train host-nation forces in Afghanistan while Pashto and Kurdish versions continued to be developed. ELTF had also created six active language programs, delivered 60,000 LSKs, and obtained graduation rates of 100 percent meeting or exceeding standards for Dari, Uzbek, and Kurdish students, although students studying Pashto trailed with graduation rates of only 55 percent meeting the standard. In 2005, ELTF set new goals, which included becoming more proactive in creating new capabilities in the “contingency languages,” reducing the start time for new language taught from nine months to six, and turning over mature languages to established DLIFLC resident programs for normal instruction.²⁹⁶

Results-wise, three Pashto classes graduated in 2005. However, the first class in August 2005 had to take the “first problematic DLPT5,” which apparently contributed to a noticeable differential in listening scores between the August graduates and two courses that finished in October 2005, but which were tested using the second generation DLPT5 (13 percent L2; 72 and 80 percent L2 respectively). The results for three Dari courses and one small Kurdish course were much better. However, the ability of students to complete their courses may have caused more concern within ELTF and the command group due to a high 27 percent administrative attrition rate and a 10 percent academic attrition rate in 2005.²⁹⁷

European and Latin American School

Ben De La Selva served as dean of the European and Latin America School (ELA) from December 1998 until his retirement effective 3 January 2005 after which Deanna Tovar became dean.²⁹⁸ Under De La Selva, ELA taught Spanish, French, German, Italian, and Portuguese, a program combination in place since 1947. Even prior to his retirement, however, a major reorganization of ELA had begun. The main reasons were to make room on the Presidio for a third Middle East School and for an expanding Korean program while both the Russian and Spanish programs were experiencing declining requirements.²⁹⁹

²⁹⁵ Taba-Tabai, “Emerging Language Task Force 2004,” [2005].

²⁹⁶ Capt Angi Carsten, “Emerging Languages Task Force,” 25 February 2005, briefing in “Emerging Languages” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

²⁹⁷ “Emerging Languages Task Force Class Results,” chart in *DLIFLC Program Summary, FY05*, December 2005, pp. 79-80. The high attrition rate is not explained.

²⁹⁸ DLIFLC Staff Directory, December 2005.

²⁹⁹ Ben De La Selva, “Historical Report for Calendar Year 2004: European and Latin American School,” January 2004, in “ACH2004-ELA” folder drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

Between October and December 2004, ELA's Spanish language teams moved out of their quarters and into Building 212, where part of the Russian school was located. The French, German, Italian, and Portuguese programs, however, were added to the newly created Multi-Language School directed by Dean Shensheng Zhu and housed in Nicholson Hall on the upper Presidio. These moved out of Pomerene Hall in phases that began in July 2004.³⁰⁰ The Russian program, consisting of three departments (A, B, and C) occupied the Philippine-American War-era historical buildings on the lower Presidio, across from Soldier Field (buildings numbering 212 through 216 plus 218 and the adjacent WW II-era buildings 204 through 207). As noted, the Russian program was declining due to reduced requirements and had seen its teaching staff drop from 78 to 67 by October 2004 (overall program strength was 83, including 1 academic specialist, 5 support staff, and 10 MLIs).³⁰¹

After the institute grouped the Russian and Spanish Basic programs under one roof, it formally reclassified the two programs as a single school. Deanna Tovar, dean of the Russian Language School, assumed responsibility for both programs, which now included twenty-seven Spanish faculty. The newly christened school continued to be called the European and Latin America School, but was distinguished by a new acronym—ELS.³⁰² ELS academic specialists Enrique Berrios and Irene Krasner later reported that “since the consolidation of the two programs, both have worked together harmoniously.”³⁰³ However, ELS lost its executive officer position in September 2004, apparently due to a lack of available military candidates. Tovar reported that the position might be converted to a civilian position, but in the meantime the change “created an incredible hardship on the entire Office of the Dean, but especially on the Associate Dean, Chief MLI (CMLI), and the Operations NCO.” She also felt that the school suffered from a large turnover of MLIs.³⁰⁴

From January to December 2004, the Russian program graduated a total of 265 graduates. Of the 265 graduates, 14 percent graduated with a L2+/R2+/S2 or better while total academic attrition from those entering the program was 12.5 percent. Also of note, the program saw eighteen graduates earn Associate of Arts degrees by combining general education credit obtained at other colleges with those obtained at DLIFLC for language coursework.³⁰⁵ Regarding faculty, Dr. Elena Krasnyanskaya was DLIFLC's winner in 2004 of the Allen Griffin Award for excellence in teaching on the Monterey Peninsula. Krasnyanskaya was cited for an outstanding record of teaching Russian to senior students affiliated with the Defense Threat Reduction Agency.³⁰⁶

³⁰⁰ De La Selva, “Historical Report for Calendar Year 2004,” January 2004.

³⁰¹ Note, prior to December 2003, ELA was called European School One (SEA) and housed both the Russian and Serbian/Croatian languages. Two Russian language schools were combined into one in December 2003. Despite this draw down, the Russian program claimed that it had reduced its 16 percent attrition rate to 10 percent in 2004. ELS, “Yearly Historical Report for 2004,” 4 April 2005, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁰² Lt Col William J. Astore, “DLIFLC Command History for CY04: Provost,” 21 January 2005, in “Provost” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁰³ Enrique Berrios and Irene Krasner, “European, Latin American Schools Merge, Practice Immersion Training,” *Globe* (Summer 2005): 14-15.

³⁰⁴ Lt Col Jason W. Cronin, “Yearly Historical Report for 2004[ATFL-ELS],” 4 April 2005, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁰⁵ ELS, “Yearly Historical Report for 2004,” 4 April 2005.

³⁰⁶ Astore, “DLIFLC Command History for CY04: Provost,” 21 January 2005.

A major benefit of the downsizing of the Spanish and Russian programs was that ELS could offer smaller sections in both languages, a major de facto step toward achieving higher proficiency as part of the Proficiency Enhancement Plan program. The PEP program's goal was for 80 percent of students to reach L2+/R2+/S2 by the end of their basic course.³⁰⁷ Indeed, the Russian language program claimed to be the first school to fall under a full PEP program, which included its full embrace of the immersion program. Under the tutelage of Irene Krasner, the Russian Academic Specialist, the Russian program began conducting immersion programs regularly. What started out as a few hours of target-language work outside the classroom, evolved into a two-day event. In the first half of 2004, the Russian program conducted six one-day immersions. These first started taking place at the Weckerling Center, in close proximity to the Russian program buildings. The immersions became so popular that three one-day immersions were held in May 2004 and two-day immersions began in July. Between July and November 2004, the Russian program conducted a total of six two-day immersions. These extended immersions required a lot of additional work from the faculty and staff, but the pay off was rave reviews by the vast majority of the students.³⁰⁸

Technologically, the school completed the Tech 2 Classroom Technology program in 2004, which meant that whiteboard equipment was running in all school classrooms and breakout rooms and the entire Spanish Basic Course was uploaded on every classroom computer. Professionally, faculty attended professional development courses offered by the Faculty Development Division, but the year's highlight was when several school instructors attended the Teaching of Foreign Languages Conference in Chicago in November. De La Selva also participated in PEP preparations. ELS continued offering in-school language immersion and required students to pledge use of their target language mid-way through the course and to wear an immersion badge to signify their language for interacting with other speakers. In August 2004, Dr. Paula Winke from Georgetown University conducted a series of tests involving Spanish students to investigate the relationship between aptitude, memory and strategies for learning foreign languages. Also of note in 2004, the school's average proficiency rate reached 81 percent of the graduation standard of L2/R2/S1+ while those graduating at the higher benchmark of L2+/R2+/2 reached 48 percent, DLIFLC's highest in FY 2004. Academically, the disenrollment rate was only 6 percent, DLIFLC's lowest.³⁰⁹

In October 2004, ELS became the first school to designate all of its courses as PEP courses. This meant that the student to teacher ratio for all Russian Basic courses became six to one, instead of the previous norm, which was ten to one. For all Spanish courses, ELS cut the ratio to eight students per section from ten to one. (This expensive adjustment was designed to increase the proficiency of student DLPT scores from L2/R2/S1+ to L2+/R2+/S2.) Two other changes made to boost proficiency included the addition of a two-hour-long study hall session held twice per week guided by instructors focused upon the specific needs of their own students.³¹⁰

On 2 December 2004, DLIFLC faculty and staff organized a celebration for De La Selva who was retiring after spending forty years in federal service, including both

³⁰⁷ Astore, "DLIFLC Command History for CY04: Provost," 21 January 2005.

³⁰⁸ ELS, "Yearly Historical Report for 2004," 4 April 2005.

³⁰⁹ De La Selva, "Historical Report for Calendar Year 2004," January 2004.

³¹⁰ Berrios and Krasner, "European, Latin American Schools Merge," 14-15.

service as a U.S. Army military linguist in Vietnam and then as an instructor and administrator at DLIFLC. De La Selva recounted the highlights of his career in a special article for the January 2005 edition of the *Globe*.³¹¹ His retirement party was held on 2 December 2004 at the Weckerling Center on the Presidio of Monterey, which was attended by more than 260 guests. “Ben is DLI,” said Col. Michael Simone, noting that he had served as dean of every DLIFLC school except the newly formed School for Continuing education. Simone credited De La Selva as “a dean, teacher, and mentor to many teachers and other deans.” Cmd. Sgt. Maj. Jackie Moore added that “we owe Ben much and we owe him tons of thanks. He always volunteered for different ethnic events. Ben is a great innovator and a mentor to others.” De La Selva also supported the founding of the International Language and Cultural Foundation said its president, Jim Broz. In 2001, De La Selva founded the DLIFLC Alumni Association to support the institute and planned to continue as the association’s president after his retirement.³¹² Indeed, he was allowed to open an office in Building 277 in January 2005 for this purpose, space which he shared with the Alumni Relations Office.³¹³ Rep. Sam Farr offered his own tribute to De La Selva on 5 April 2005 in the *Congressional Record*. Farr particularly emphasized De La Selva as “as excellent example of the immigrant young man who arrives in the USA with a high school diploma, serves in the military, gets an education through the G.I. Bill, pursues and flourishes in a governmental career, and 40 years later retires with an impeccable and distinguished record.”³¹⁴

In January 2004, the Russian program began conducting one-day off-site immersion training, but this evolved into two-day immersions by July 2004. Once integrated in the same school, the Spanish program, following the lead of the Russian program, began its own immersion training in February 2005. Thereafter, ELS established off-site immersion training as an integral aspect of its program with each class participating near the end of its second semester. During the immersion training, students spent two days and one night in the Weckerling Center speaking only their target language. The work focused upon military and area studies topics, but some activities included students eating ethnic food, singing, dancing, playing games, or watching films typical of their target language cultures. Students participated in groups of four to six to maximize participation.³¹⁵ One Russian immersion, which included exercises held on Soldier Field, drew the attention of a film crew from the Pentagon Channel. The channel aired a segment on the program in May 2005.³¹⁶ By fall 2005, feedback was so positive and results so good that immersion training was considered the highlight of a student’s DLIFLC experience.³¹⁷

During the summer, ELS worked with the Evaluation and Standards Directorate to develop new end-of-course tests for both Russian and Spanish to meet Final Learning Objectives goals. It also supplied students of different levels to help validate pilot

³¹¹ Ben De La Selva, “How the Army, DLI, and Vietnam Taught Me to Succeed,” *Globe* (January 2005): 19-22.

³¹² Bob Britton, “DLI Icon Ben De La Selva Retires,” *Globe* (January 2005): 23-24.

³¹³ President, DLI-Alumni.org, to Harold E. Raugh, Jr., email: [no title], 11 January 2005, in “ACH2004-ELA” folder drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

³¹⁴ Sam Farr, “In Honor of Mr. Benjamin De La Selva,” 109th Cong., 1st sess., *Congressional Record* 151 (5 April 2005): E542.

³¹⁵ Berrios and Krasner, “European, Latin American Schools Merge,” 14-15.

³¹⁶ Caption below photo on Pentagon Channel reporters, *Globe* (Summer 2005): 17.

³¹⁷ Berrios and Krasner, “European, Latin American Schools Merge,” 14-15.

versions of the DLPT 5. ELS focused attention in both programs on implementing a so-called “Speaking Enhancement Program” and updated its curriculum to include more PEP-related lessons to use with whiteboards. To develop faculty skills, ELS also required all teaching teams, in conjunction with the Faculty Development Division, to participate in Team Building Workshops prior to the start of each new class. In October 2005, the French and Serbian/Croatian Departments were reassigned to ELS. The programs had been housed in the Larkin School, a former public school building located just outside the perimeter of the Presidio and rented from the city of Monterey.³¹⁸

Multi-Language School

During spring 2004, John Dege retired as dean of European II, which taught three departments of Russian (A-C) and two departments of Persian-Farsi (A, B). Thereafter, Andrei Pashin, chair of the Multi-Language Department in European I (Russian School), served as acting dean until Dege’s position was restaffed. Subsequently, Pashin left European II to become director for immersion programs. With the departure of Dege, European II was renamed the Multi-Language School (MLS).³¹⁹

On 9 August 2004, Dr. Shensheng Zhu officially assumed the deanship of the Multi-Language School. Zhu came to the institute with a doctorate in linguistics from the University of Arizona and experience as a faculty member and program director at Mojave Community College. He also had a management background with an MBA from the Thunderbird School.³²⁰

For most of 2004, MLS taught four languages, which were Persian-Farsi, Serbian/Croatian, Turkish, and Hebrew. In addition, MLS housed the Russian Defense Threat Reduction Agency (DTRA) program in Building 848. The DTRA program relocated to the Continuing Education Division on the former Fort Ord in December 2004. This relocation freed up space and four additional languages were assigned to MLS to include French, German, Italian, and Portuguese.³²¹

In 2004, all MLS faculty received training on the appropriate use of whiteboards in teaching either through Faculty Development or in-school training. MLS also launched a Peer Observation in June that involved many teachers across departments sitting in each other’s classes to observe and professionally critique one another. MLS also disseminated teaching tips throughout the school by way of a twice per month colloquia program begun in the last quarter of 2004.³²² Thirteen faculty members aided the “Babylon Project,” which resulted in the translation of 4,500 pages of English into Persian-Farsi.³²³

³¹⁸ Berrios and Krasner, “European, Latin American Schools Merge,” 14-15.

³¹⁹ Zhu Shensheng, “Command History 2004: Multi-Language School,” 23 March 2005, in “ACH2004-MLS” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives. Note, limited date was reported for MLS in 2005.

³²⁰ Mystery A. Chastain for Susan Steele, email to All-DLI, 9 August 2004, in “ACH2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³²¹ Shensheng, “Command History 2004: Multi-Language School,” 23 March 2005.

³²² Shensheng, “Command History 2004: Multi-Language School,” 23 March 2005.

³²³ “Persian-Farsi Program,” [FY 2004], info paper in “ACH2004-MLS” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives. Babylon was a project of the Defense Advanced Research Projects Agency.

The Persian-Farsi Program consisted of two departments and some fifty instructors and grew by 35 percent in FY 2004. Among its highlights, the program conducted two joint language-training exercises for higher level students in 2004 and completed a Persian-Farsi textbook development project through a contract with the Monterey Institute of International Studies. Unfortunately, the final product was “not considered pertinent to the learning objectives of the Persian-Farsi program” and was abandoned. The Persian-Farsi Department did develop a set of Farsi teaching guidelines intended as a base for further projects in 2005, including test and supplementary teaching material revisions.³²⁴ The Persian-Farsi Program graduated 72.4 percent of its students at or above L2/R2/S1+ mark.

The Serbian/Croatian program developed a pilot text book similar to the one sought by Persian-Farsi, but did so in-house and had better luck. In 2004, the Serbian/Croatian program also began to conduct three-day immersions for each class.³²⁵ These trainings, held at the Weckerling Center, proved so useful that plans were made for all third semester classes to attend a three-day immersion as part of the regular curriculum. A joint training exercise with the Marine Expeditionary Force was also planned for 2004 but later cancelled. The Serbian/Croatian Basic Program saw eighty-four students, or 73 percent, graduate in FY 2004 with academic disenrollment at 10 percent. The first PEP class for Serbian/Croatian began in November 2004.³²⁶

Overall, major challenges for MLS in 2004 included improving speaking skills, faculty development, test revision and supplementary material standardization, preparing a grammar guide in Persian-Farsi, and managing administrative reorganization and physical relocations.³²⁷ Program performance for French was 86 percent achieving the graduation goal of L2/R2/S1+; German was 77 percent; Hebrew was 87 percent; Italian was 76 percent; Portuguese was 87 percent; and Turkish was over 80 percent achieving L2/R2/S2.³²⁸

Early in 2005, DLIFLC asked the American Council for the Teaching of Foreign Languages (ACTFL) to help it review twenty-eight Persian-Farsi OPI testers trained by DLIFLC. An existing agreement allowed ACTFL to serve as an external reviewer of DLIFLC staff. ACTFL tested and evaluated these OPIs and its report showed discrepancies with DLIFLC’s own tester evaluations. Elvira Swender of ACTFL met with DLIFLC staff in April to discuss the findings and drafted a memo on the topic. Basically, DLIFLC testers tended “to overrate at the “1+/2 border.” DLIFLC agreed with the findings and decided to improve OPI performance focusing effort in three Persian-Farsi recertification workshops. To gauge the effectiveness of these workshops, longer term monitoring of student test results would be necessary, but the Persian Department apparently did take concrete steps to emphasize grammatical accuracy.³²⁹

³²⁴ Shensheng, “Command History 2004: Multi-Language School,” 23 March 2005.

³²⁵ Shensheng, “Command History 2004: Multi-Language School,” 23 March 2005.

³²⁶ “Serbian/Croatian Basic Language Program,” [FY 2004], information paper in “ACH2004-MLS” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³²⁷ “Persian-Farsi Program,” [FY 2004].

³²⁸ MLS information papers, 2004, sent to Harold Raugh, in “ACH2004-MLS” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³²⁹ Sabine Atwell to Stephen Payne, email: “Draft of Persian Farsi memo,” 9 May 2005, in “Persian Farsi Testing, May 2005” folder, drawer 2, ACH 2005 files, DLIFLC&POM Archives.

In October 2005, Defense Secretary Rumsfeld requested DLIFLC evaluate the cost savings if it stopped teaching French, German, and Spanish, a decision that would have had a major impact on both MLS and ELA. Institute leaders rushed to drum up both the required response but also an explanation to accompany the figures. The bottom line briefing to the Secretary, according to Lt. Col. Steven Collins, DCSOPS, was that DLIFLC taught the requirements it was given and unless those requirements changed, any contracting out of language training would only cost the government more, not less. Indeed, short-term cancellations would bring a huge upfront cost to reduce DLIFLC staff and to transfer existing students and start-up costs to meet the same requirements elsewhere would eliminate any first-year savings.³³⁰

Arabic Basic Course Schools

In 2005, the dean of Middle East I (ME I) was Dr. Christina Campbell, the dean of Middle East II (ME II) was Dr. Sahie Kang, and the dean of Middle East III (ME III), created in September 2004, was Dr. John Shannon.

Middle East School I

The official mission of Middle East School I (ME I) was to “Teach Department of Defense Personnel Modern Standard Arabic to a minimum standard of L2/R2/S1+ in reading, listening, and speaking skills.” ME I also developed, validated, and implemented new curricular and testing material as needed, provide professional development opportunities for faculty, and monitored and assessed faculty development.³³¹

Dr. Christine M. Campbell continued to serve as the dean of ME I, completing her seventh year as dean in 2005. Until October 2004, ME I included an Office of the Dean with its support staff, four Arabic Departments (A-D), and a Multilanguage Department with teams to teach Greek, Hebrew, and Turkish. A chairperson headed each department and each department had approximately twenty-four faculty. A major organizational change occurred on 1 October 2004 when DLIFLC created a third Arabic school. As a result some faculty and military staff from ME I transferred to the new school, including ME I’s Department A as well as C Team from Department C, leaving ME I temporarily with just three Arabic departments (physically, staff transferred to new offices in January 2005). ME I also lost its Multi-Language Department, which transferred to the newly created Multi-Language School. However, increased Arabic requirements soon led ME I to create another Arabic Department so that it ended the period as it started with four Arabic Departments (A-D).³³² By the end of 2005, two of these departments were fully staffed while the other two were partially staffed.

These were not the only organizational changes affecting ME I instruction. DLIFLC directed ME I to transfer and/or detail sixteen faculty to the School for Continuing Education for six to eight months starting in January 2004 as well as six faculty (three team leaders/three teachers) to Curriculum Development starting from June

³³⁰ Lt Col Steve Collins, email: “Second Response to SecDef Questions,” 19 October 2005, in “ACH 2005” folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives.

³³¹ Christine M. Campbell, ME I Dean, “Middle East School I (ME I) Historical Report,” 8 April 2005, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³³² Campbell, “Middle East School I (ME I) Historical Report,” 8 April 2005.

2003 and three faculty to ES. According to Dean Campbell, these organizational changes caused critical faculty shortages. Indeed, sixteen teaching teams each lost one member for the period. At the same time, ME I had to absorb twenty-three new faculty, most of whom had no foreign language education background.³³³

Despite much turnover, ME I worked to improve the quality of its instruction. In 2004, it enunciated three official goals. First, it sought to increase its use of immersion in the classroom and at off-site locations, as discussed further below. Second, it continued efforts to raise DLPT scores while lowering academic disenrollment, including an effort coordinated with Middle East School II to develop a PEP-based curriculum. From July 2004, it began designing a PEP curriculum while hiring four new curriculum developers and two reviewers working overtime. By December 2004, they had completed thirty “Bridges.” The team planned to continue to November 2005 when the first PEP course in Arabic was scheduled to begin. Third, ME I began the “Promoting Participatory and Non-Participatory Listening Comprehension Initiative: Phase I and Phase II” to counteract dropping listening comprehension scores on the DLPT. This effort involved one hour sessions with the entire ME I faculty, team leaders, and chairs, respectively, on how to best balance development of participatory and non-participatory listening comprehension.³³⁴

To support the goals above, ME I began a “3-Year Learner-Centered Instruction Initiative” to build faculty awareness and skills in preparation for the upcoming PEP classes, learner-centered teaching, and the new DLPT V. The focus of this program, involving a series of sessions, workshops, and classroom observations, was to train ME I faculty on the differences between teacher-centered and learner-centered instruction. Over the course of 2004, it also started and completed the mandatory seven hours of in-house whiteboard training for all faculty including the follow-on observation by department chairs of each instructor who evaluated how well the instructors applied the prescribed skills in using the technology during class. According to Dean Campbell, “all faculty, some with much mentoring, performed successfully.” Finally, ME I finished the Curriculum/Test Task Force project begun to address faculty concerns about stymied creativity due to an overload of required teaching materials.³³⁵

In 2005, ME I kicked up its teaching with three new efforts called Tailored Homework, Team Based Study Hall, and Team Based Disciplinary Counseling. Tailored Homework devoted the last 15 minutes of the school day for students to go over their homework assignments one-on-one with their instructors. The initiative was taught to all instructors in the school. Similarly, Team Based Study Hall, which began in late 2004 as a pilot, required teachers to spend four hours per week with students during study hall with focused effort on the students’ individual weaknesses. Finally, Team Based Disciplinary Counseling was focused on improving a school weakness in a six-week

³³³ Campbell, “Middle East School I (ME I) Historical Report,” 8 April 2005.

³³⁴ Campbell, “Middle East School I (ME I) Historical Report,” 8 April 2005. To promote better listening comprehension, ME I developed an action plan, which involved a number of technical changes, including, but not limited to: (1) use of whiteboards in the first semester as well as in the second and third; (2) judicious use of video support in the second and third semesters; (3) a tailored listening comprehension study hall; (4) the use of three hours per day to focus on integrated listening comprehension at the start of the second semester; (5) a “Recall-Protocol” workshop for the entire ME I faculty; (6) use of broadcaster’s pace by the mid-second semester; (7) and judicious use of scripts only shortly before a test.

³³⁵ Campbell, “Middle East School I (ME I) Historical Report,” 8 April 2005.

effort involving one-on-one sessions between the dean and individual teaching teams, some times involving disciplinary counseling for the teams, to incentivize these to reduce student problems. ME I believed this effort was “exceptional” in helping to reduce missed homework assignments.³³⁶

ME I was a leader in organizing a cohesive curriculum for sustaining an ongoing language immersion program and continued with an extensive immersion program, as did ME II and ME III.³³⁷ ME I’s foremost effort was devoted to its Off-Site Immersion Experience or OSIE project. OSIE complemented initiatives promoting a “within school” immersion environment, responded to the DLIFLC Command Plan goal to pursue immersion programs, and addressed NSA interest for DLIFLC to start immersion programs. In 2004, the ME I immersion program included at least one three-day off-site immersion event every month for between twenty and thirty Arabic Basic Course students. That same year, Dean Campbell asked the academic specialist to conduct an “Immersion Trends Report” to review trends in the survey data from students who had participated in ME I off-site immersion events. The resulting report documented that the vast majority of DLIFLC students wanted more immersion training experiences, including a five-day off-site immersion experience every semester.³³⁸

Due to such interest and success, all three Middle East schools increasingly placed greater priority on immersion training. ME II began one-day off-site immersions early in 2004 for students in their third semester. With positive input from faculty and students, ME II moved to implement a similar one-day off-site immersion for students in the first and second semesters as well.³³⁹ In 2005, ME I also added one day immersions to support the existing off-site immersion program with single-day immersions activities within the school. Scenarios placed students in simple real world situations like “At the Airport.” With school support, ME I students also started their own Arabic Speaking Club in 2005.³⁴⁰

By 2005, the immersion program of the three schools was in full swing, with each participating in some variation of the same activities, which included one-day immersions held within the schools, eight-hour off-site immersions held at the Weckerling Center, and two-day-long immersions held at Weckerling, and, commiserate with student surveys, ME I was even planning for future five-day immersions. ME II held its first one-day off-site immersion in February 2004 and had conducted thirty-six by fall 2005. To support a level of activity and coordination, ME II created an Immersion Committee composed of an immersion coordinator, an academic specialist, and other faculty members to plan future two- and three-day immersions.

³³⁶ MAJ Robert E. Shoal, “Middle East School One Annual History Calendar Year 2005,” [2005], in “ACH 2005” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³³⁷ The first immersion-style language training at DLIFLC was conducted in the 1980s by the Russian School, which rented a house in Carmel, making it a Russian-only zone. In the early 1990s, the Korean School did two ten-day immersions on the former Fort Ord, but these efforts were not sustained. In 2000, ME I began to develop the modern immersion program with help from the Research Division. The first events were held at the Weckerling Center. See Christine Campbell, Sahie Kang, John Shannon, “Middle East Schools’ Immersion Activities,” *Globe* (Fall 2005): 19-21; and DLIFLC&POM ACH 2001-2003.

³³⁸ Christine M. Campbell, ME I Dean, “Middle East School I (ME I) Historical Report,” 8 April 2005, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³³⁹ “Immerse Yourself in a Total Arabic Environment,” *Middle East School II Newsletter* 1, no. 2 (July 2004): 2, in “ACH2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁴⁰ Shoal, “Middle East School One Annual History Calendar Year 2005,” [2005].

Likewise, ME III created an Immersion Committee composed of two academic specialists and faculty members elected by their departments to represent them on the committee. It held eight-hour immersions for all first-semester students, twelve-hour immersions for all second-semester students, and a two-day immersion course for all third-semester students. With twelve teaching teams, ME III needed to run at least three immersion trainings per month.

The pace of immersion at DLIFLC just by these three schools was intense and made it difficult to schedule events at the Weckerling Center. Indeed, reservations had to be scheduled months in advance. The intensity of immersion training and the competition for limited space available on the Presidio to conduct such activities pushed the Command Group to authorize the creation of a dedicated facility on the former Fort Ord, which was scheduled to open in January 2006. All three ME school deans held that “the language learning needs of Arabic students will be met more successfully as the three Middle East Schools continue to immerse their students.”³⁴¹ With such strong emphasis by the leaders of the largest language-training program, it was not surprising to see the institute move toward incorporating immersion training as an essential component of all DLIFLC Basic Course programs.

Middle East School II

Under Dean Dr. Sahie Kang in 2004 and 2005, the mission of Middle East School II (ME II) was “to produce the highest quality linguists while simultaneously minimizing academic attrition.” Structurally, ME II had four departments composed of 20 teaching teams with a total of 94 civilian teachers, 10 Military Language Instructors and their chief, 4 chairpersons, 2 academic specialists, 4 civilian administrative staff, plus the dean and assistant dean. All teaching teams taught the Arabic Basic Course. As noted above, on 1 October 2004, Middle East School III began. As with ME I, ME II lost a department (Department C) and Team-1 from Department D, which were transferred to help build ME III. As 2005 began, ME II consisted of 34 sections with 13 teams and 72 faculty members.³⁴² The loss of faculty was a source of some anxiety to the faculty of ME II, who worried about the repercussions of such a large and unexpected staff reduction. Nevertheless, Dean Kang kept ME II faculty “dancing busily but gracefully” despite the turmoil and new requirements.³⁴³ The following activities occurred in 2004:

In February 2004, ME II began a one-day off-site immersion program for the second and the third semester. The goal was that every Arabic student experience immersion training three times while at DLIFLC. By the end of 2004, it had conducted sixteen such immersions at the Weckerling Center.³⁴⁴

In June, August, and November 2004, three ME II classes and their teaching teams participated in language training at Fort Irwin, California, in which students and

³⁴¹ Christine Campbell, Sahie Kang, John Shannon, “Middle East Schools’ Immersion Activities,” *Globe* (Fall 2005): 19-21. Note, no data was reported for ME II in 2005.

³⁴² “Middle east School II Annual Historical Report from January 2004 to 31 December 2004,” [early 2005], in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁴³ “A Big End-of-Year Round of Applause,” *Momtaz: Middle East School II Newsletter* 1, no. 3 (December 2004): 1, in “ACH2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁴⁴ “A Big End-of-Year Round,” *Momtaz: Middle East School II Newsletter* 1, no. 3 (December 2004): 1.

faculty members took Arab speaking roles as opposing forces, locals, dignitaries, etc. Students practiced soldier skills as well as linguist skills in a realistic environment.³⁴⁵ Many officer students remembered this training as the highlight of their DLIFLC experience.³⁴⁶

For the faculty, immersion training was almost as big a learning experience as it was for the students. While serving on a coordinating committee, faculty had the opportunity to see how their students performed using the language in new situations and with speakers unaccustomed to the students. Faculty could see how they had adjusted to and overlooked their students' mistakes, having become "used to the students." Such familiarization became an immediate problem for the students when they began to speak with new acquaintances. To address this phenomenon ME II decided to refocus and maximize use of the target language, using it at all times even to explain new words and using English only after all efforts failed in the target language. Another new technique was to introduce students to a wider range of speakers so ME II began using sister teaching teams to conduct speaking tests.³⁴⁷

In January 2004, Middle East School II began its own intranet webpage to put its course materials online so that teachers and students could access them during class using TEC-2 classroom equipment. ME II then formed a newsletter editorial committee and began to publish its own newsletter, *Momtaz*, which means "excellent" in Arabic. The newsletter discussed issues of interest to faculty, staff, and school students, including personnel comings and goings, immersion activities, course tests, students reflections, and Arabic poetry.³⁴⁸ ME II published three issues in 2004.³⁴⁹ The first issue of the second volume was published in June 2005 and featured articles and school news by Dean Kang, faculty, and student contributors, and was fully translated in Arabic.³⁵⁰

In March, ME II started three different Study Hall programs to support students' learning beyond the academic day. The first program involved an eight-week mandatory Study Hall; the second program was Study Hall for Students in Special Assistance and Probation; and the third program was Enrichment Study Hall for students eight weeks before graduation. ME II assigned up to twelve teachers to help students in different Study Hall programs.

On 1 August 2004, ME II began the new "Academic Day." This program restructured the afternoon hours to provide all students more instructional hours with tailored instruction: the fifth and sixth hours ran for 45 minutes instead of 50 minutes, and the seventh hour ran for 40 minutes to conduct Special Assistance, Enhancement, and Tailored instructions with small group activities.

³⁴⁵ "Middle east School II Annual Historical Report from January 2004 to 31 December 2004."

³⁴⁶ "Student Highlights," *Momtaz: Middle East School II Newsletter* 1, no. 3 (December 2004): 5, in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁴⁷ "Immersion Training: An Eye Opener for Both Students and Faculty," *Momtaz: Middle East School II Newsletter* 1, no. 3 (December 2004): 3, in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁴⁸ See *Momtaz: Middle East School II Newsletter* 1, no. 2 (July 2004), in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁴⁹ "Middle east School II Annual Historical Report from January 2004 to 31 December 2004."

³⁵⁰ See *Momtaz: Middle East School II Newsletter* 2, no. 1 (June 2005), in "ACH2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

Beginning January 2004, over fifteen civilian instructors left the school to support CE's mission for Arabic Intermediate Course, Iraqi Familiarization, and 09LIMA courses. During the same year, the growth in the number of classes required the school to hire twenty teachers to backfill the retirements and the increase of number of classes and sections.

ME II provided support to Evaluation and Standardization, including review of DLPT 5. One faculty member was transferred to support the Sorani DLPT project while another was loaned to support NSA between June and September 2004.

ME II also sent two teachers to support Curriculum Development to develop new curriculum for the Arabic Basic Course II and to review the resulting material. In July 2004, the Arabic schools launched a PEP curriculum development task force to condense and enhance the Arabic Basic Course with the goal of graduating 80 percent L2+/R2+/S2s in the PEP classes scheduled to start in November 2005.

In 2004, ME II conducted five iterations of a special Navy course that worked by adding twelve weeks for Navy students who had just graduated from their DLIFLC basic course. The results showed significant increases in proficiency scores (see CCD section).

On 14 July 2003, ME II announced that it had completed a project started in FY 2003 whose goal was to refine first semester curriculum materials and to allow faculty greater freedom to create new and exciting materials. It also piloted new Standardized Speaking Tests with different teams adopting the approach successfully (FL 110/210).

The school continued to promote faculty professional development by hosting various in-house professional development courses, including: Reflective Teaching, Text Typology, New Teacher Preparation, Use and Utilization of Smartboard, Use and Utilization of Multi Media Language Lab, Advanced Training for Users of Computers, Smartboards, Counseling, How to Teach Speaking Effectively, and Cross Cultural Communication. In addition, four faculty members graduated with Masters in Teaching Foreign Languages (MATFL) from the Monterey Institute of International Studies (MIIS) in 2004. Altogether six faculty members were enrolled in the MIIS MATFL program.³⁵¹

Finally, in late 2004, ME II elected a new Faculty Advisory Council (FAC) whose three-year mission was to provide advice to the school dean on academic matters and serving as a link between the dean and school's faculty. Marwan Bairaqqdar was the chair.³⁵²

Middle East School III

The tremendous growth of the Arabic Basic Course coupled with the projection that the program would continue to grow led to a command decision to create Middle East School III (ME III), which officially opened as a DLIFLC school on 1 October 2004. As described under the ME I and ME II sections above, faculty members were added to the school by transferring one department plus an additional team from another department from both ME I and ME II. As a result, ten teams (approximately sixty

³⁵¹ "Middle East School II Annual Historical Report from January 2004 to 31 December 2004."

³⁵² "Faculty Advisory Council," *Montaz: Middle East School II Newsletter* 1, no. 3 (December 2004): 2, in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

faculty members) were shifted to ME III.³⁵³ By borrowing staff from the existing two schools to set up ME III, headspace was created to allow all three schools room to grow with expected increases in Arabic Basic Program students. Dr. Shannon became the new dean of ME III and oversaw a school composed of Arabic Departments A-D, located in Building 624 at the heart of the academic area.³⁵⁴

Special Provost Programs

Military Language Instructors

Military Language Instructors (MLIs) were intelligence linguists with experience in the specialties that most DLIFLC students were likely to enter after graduation. They served upon language teams to help teach students their languages, but perhaps more importantly they provided students information about their future careers and the operational requirements of those jobs. MLIs served as role models. There was a chief MLI attached to each school and on the OEF Task Force. Organizationally, MLIs provided advice to the school deans and served as liaisons between the deans and the military service units, while also acting as counselors for junior enlisted personnel.³⁵⁵ However, in recent years the MLI program had faced a shortage of qualified MLIs. This led DLIFLC to staff some MLI positions with junior enlisted personnel (E-4s and E-5s).

When Cmd. Sgt. Maj. Eugene Patton III arrived at DLIFLC in 2000, he found the use of junior enlisted MLIs unacceptable. Upon his advice, DLIFLC clarified the requirements for MLIs and ended the practice of using junior enlisted personnel (E-4s). DLIFLC restored a previous requirement that only NCOs (E-6s and E-7s) staff MLI positions. Patton saw this step as critical to the work of civilian instructors because the MLIs made important contributions in talking about their own military field experiences and in conveying the importance of military topics and thus had to have some field experience. Senior enlisted “MLIs have a wealth of experience with the language and are excellent linguists in their own right,” said Patton. Moreover, he stressed, “MLIs helped the civilian instructors with mentoring, counseling, and other things they needed to do as noncommissioned officers.”³⁵⁶

With an insufficient number of qualified MLIs available, DLIFLC initiated a Contract Military Language Instructor Program in 2003, which continued to grow in 2004. According to Lt. Col. William J. Astore, Associate Provost and Dean of Students, this program contributed significantly to mission success because of the superior language skills and professionalism of the contract MLIs. During 2004, M. Sgt. (ret.) Kiwi Butler, Gunnery Sergeant (ret.) Youssef Carpenter, and Sfc (ret.) John Parker joined the Contract MLI program while M. Sgt. (ret.) Brian Howell departed.³⁵⁷

³⁵³ “Middle East School II Annual Historical Report from January 2004 to 31 December 2004.”

³⁵⁴ DLIFLC Staff Directory, 22 December 2005. Limited data on ME III was available this period.

³⁵⁵ Minutes from 02-03 March 2004 DLIFLC Annual Performance Review, 2-3 March 2004, pp. 22-23, in “Annual Program Review March 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁵⁶ Bob Britton, “Senior Advisor Reflects on Institute’s Changes,” *Globe* (January 2005): 6-9.

³⁵⁷ Astore, “DLIFLC Command History for CY04: Provost,” 21 January 2005.

In August 2005, the new Provost Sergeant Major, C. Roger Countess, started keeping better track of MLIs and began issuing a weekly staffing report.³⁵⁸ In 2005, DLIFLC was authorized 114 MLIs, but only 78 were assigned and on staff. The majority of MLIs present were Army NCOs who totaled 37 linguists. The Air Force had 19 MLIs, the Navy had 10 MLIs, and the Marines had 4 MLIs, while 8 positions were staffed by contractors with previous military linguist experience. The majority of MLIs were either Arabic (25) or Korean (20) linguists.³⁵⁹

Student Motivation and Retention Training

The Student Motivation and Retention Training (SMART) program continued to provide two weeks of valuable instruction prior to the start of basic programs. Ms. Darlene Doran-Jones was the chief of the SMART program.³⁶⁰

SMART's mission was to "prepare DLIFLC students for success in their language studies by strengthening their knowledge of English grammar, equipping them with course survival skills, and introducing them to the peoples and countries of their target language." The program involved familiarizing students with three topics of immediate application in preparation for language study. These topics were grammar terminology, language learning tools (including such things as learning styles, language study strategies, and the meaning and importance of Foreign Language Objectives and the DLPT), and background knowledge on the culture behind the languages they were scheduled to learn.³⁶¹

In 2004, there were four highly qualified civilian faculty (although eight were authorized) with five MLIs on staff. Evidence of the effectiveness of the SMART program was provided by an Air Force study for FY 2003 that compared the graduation rate of Air Force basic program students from DLIFLC between FY 2001 and FY 2002 who took SMART training with those who did not. The study showed significant increases in graduation rates both for students who graduated on time (55.31 percent over 48.6 percent) and for those with delayed graduation (70.66 percent over 63.32 percent).³⁶²

In FY 2005, SMART intended to refine its program to teach grammar terminology specific to a student's target foreign language. However, staff size limits meant that it had to teach high-enrollment language courses using large classes while low-enrollment courses were able to receive some tutoring. In FY 2004 and 2005, SMART provided a basic orientation to 1,328 and 1,403 students from all four services respectively.³⁶³

In FY 2006, the Provost Office planned to reduce SMART training from one week and then merge it with the basic programs. Thereafter, it would lengthen all basic programs by one week. The course had to be shortened because the services were unable

³⁵⁸ See various reports in "Mli Staffing" folder, in drawer 3, ACH 2005 files, DLIFLC&POM Archives.

³⁵⁹ DLIFLC Commandant's Card, 15 September 2005; and DLIFLC Fact Sheet, 1 April 2005; both in "ACH 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

³⁶⁰ DLIFLC & POM Staff Directory, December 2005.

³⁶¹ *DLIFLC Program Summary FY04*, December 2004, pp. 90-93.

³⁶² *DLIFLC Program Summary FY04*, December 2004, pp. 98-99.

³⁶³ *DLIFLC Program Summary FY05*, December 2005, pp. 81-87.

to provide sufficient numbers of students to fill the programmed requirements.³⁶⁴ The institute relocated SMART's offices in 2005 from the central campus area to the former Edge Club to make room for basic course expansion under PEP.³⁶⁵ Afterwards, this new location became known as the Student Learning Center.

Immersion Training

By FY 2004, DLIFLC was beginning to coble independent initiatives of the various schools to enhance target language proficiency into an actual immersion program. The institute defined an immersion program "as any language training program outside the classroom in which directed exposure to the language and culture is the primary mode of instruction/learning." Ideally, one would both study the language with directed purposed while living in the culture of that language itself. DLIFLC officials believed that in-country learning was essential for linguists to obtain Level 3 rankings on the ILR scale.³⁶⁶ Of course, sending large contingents of DLIFLC students abroad for extended periods was unlikely, but shorter simulated immersion experiences could be had nearer at hand and officials focused their efforts on this approach.

The Middle East Schools began sending their basic course students to extended out-of-classroom immersion trainings in FY 2003. They arranged for groups of students to visit the Weckerling Center on the Presidio of Monterey for extended periods where only the target language was used. Experience and research data quickly demonstrated convincingly that immersion training brought gains to include global linguistic proficiency, socio-linguistic skills, fluency cultural knowledge and understanding, and also improved motivation and confidence. In-country immersion was still preferable, but language contractors charged around \$1,000 per week per student while so-called "domestic isolation immersion" brought very similar gains.³⁶⁷

Other schools soon began to emulate the Middle East Schools in conducting immersion trainings. These more intensified efforts began to burden the limited available space becoming a coordinating problem. As each school sought to create its own program, there was a lot of "reinventing the wheel." The Provost, Dr. Susan Steele, soon realized the need to create a new position. On 30 July 2004, Andrei Pashin accepted an offer to become the Director of Immersion Programs with the purpose to coordinate immersion trainings and to extend immersion opportunities to all the major language programs at DLIFLC.³⁶⁸ Pashin set-up his office in Pomerene Hall in space made available by ELA, which was being reorganized.³⁶⁹ His first major project was problem was that the expanding immersion program had exceeded the capacity of the Weckerling

³⁶⁴ DLIFLC, *Transformation White Paper*, 30 March 2004, p. 10, in "ACH2004 Gen Info" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁶⁵ Maj Roger Kashaninejad, "Support to DLIFLC Expansion," 2004, briefing in "Garrison" folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

³⁶⁶ "Program Budget Decision (PBD) 753 Implementation Plan," 29 April 2005, pp. 6-7, in "ACH2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

³⁶⁷ "Immersion Program," information paper in *Annual Program Review*, 10 March 2005, pp. IP 13-14, on CD in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁶⁸ "Immersion Program," *Annual Program Review*, 10 March 2005, pp. IP 13-14.

³⁶⁹ Ben De La Selva, "Historical Report for Calendar Year 2004: European and Latin American School," January 2004, in "ACH2004-ELA" folder drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

Center to support it. Pashin set a goal for 2005 to identify a dedicated immersion facility.³⁷⁰

In the meantime, immersion trainings continued to be innovative. In October 2004, Ellyn Gerson, assistant professor of Hebrew, arranged immersion training for a group of five DLIFLC Hebrew language students who joined a group of fifty Israeli tourists traveling in California. The group began their three-day journey together in Santa Barbara and then traveled to Monterey, San Francisco, and Yosemite. Gerson arranged the outing through a commercial company that organized the tours. The trip allowed the DLIFLC students to interact with mostly non-English speaking Jewish visitors in a variety of real-life situations.³⁷¹

Steele also sponsored an important immersion event when it sent a group of instructors and students to the Joint Language Training Exercises (JLTX) at the National Training Center (NTC) in California's Mojave Desert in 2004. Select language classes went on temporary duty assignments to NTC to use their target language in operational scenarios. They served as interrogators, translators, and interpreters to units preparing to deploy overseas to Afghanistan and Iraq. Student feedback was overwhelmingly positive, and units cycling through NTC spoke highly of DLIFLC's students and their language skills.³⁷² A similar exercise was held the following year with fourteen DLIFLC Arabic students and five instructors who helped conduct negotiations training for the 1st Brigade Combat Team, 4th Infantry Division. The instructors played the role of village sheikhs while the students either translated for the sheikhs or the officer being trained. A school dean also participated to incorporate some of the training concepts into the school's curriculum. By late 2005, the new commandant, Col. Tucker Mansager hoped to expand DLIFLC's contribution by "getting some students into the box to play as translators during the force-to-force portion of future rotations."³⁷³

With growing awareness of the utility of immersion training, DLIFLC began planning actual overseas immersions for a limited number of students. The project emerged from the same nexus of immersion trainings in the various schools that had crystallized a formal immersion program. Steele authorized a DLIFLC immersion task force involving military and civilian academic representatives from several departments who began to study the "desirability and feasibility" of in-country immersion training in Arabic, Korean, Mandarin Chinese, and Russian. Despite many improvements at DLIFLC, "OCONUS" immersion training was viewed as an essential experience to achieve level 3 fluency.³⁷⁴

Andrei Pashin took the lead on this issue by mounting a fact-finding trip to Washington, DC, during which he linked up with a reserve officer, Lt. Col. Wayne Morris, who had experience organizing OCONUS immersions for other military organizations. The service academies already had in place overseas study programs, similar to civilian colleges, as did several military reserve programs. Kunia Air Force Base, Hawaii, even had an overseas immersion program. After the DLIFLC task force

³⁷⁰ Astore, "DLIFLC Command History for CY04: Provost," 21 January 2005.

³⁷¹ Bob Britton, "Hebrew Students Use Reality Immersion Training," (October 2004): 6-7.

³⁷² Astore, "DLIFLC Command History for CY04: Provost," 21 January 2005.

³⁷³ Col Tucker B. Mansager, DLIFLC Weekly Update for CAC CG, 9 September 2005, in "Weekly Update for CAC" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

³⁷⁴ "Immersion Program," *Annual Program Review*, 10 March 2005, pp. IP 13-14.

concluded that overseas immersions would be both desirable and feasible, Pashin, with help from Morris, organized the first DLIFLC immersion trip.³⁷⁵

The first trip went to Russia. It began in August 2005 and ran until 17 September 2005. Six specially selected students (one basic, two intermediate, three advanced, including one captain) were allowed to live with Russian families in the city of Petrazvodlosk.³⁷⁶ In late September 2005, DLIFLC sent a small group of Chinese immersion students to Beijing, China, until 15 October. These students were housed in international students' dormitories rather than in private homes, but Colonel Mansager reported that the students were nevertheless "steeped in the language and culture of China." Findings for the Russian trip were similar. Afterwards the students "were confident," said Mansager, that "they could handle day to day business in Russian, and that it significantly increased their ability to converse."³⁷⁷



Figure 16 DLIFLC begins participating in brief overseas immersion trainings, 2005³⁷⁸

DLIFLC's OCONUS immersion program did raise counterintelligence concerns—DLIFLC planned to send military linguists to study in the countries of potential U.S. adversaries. To alleviate obvious concerns, Mansager planned to raise the issue at the FLSC meeting in January 2006. For Mansager it was important to eliminate potential security clearance problems arising for students sent on immersion training.³⁷⁹

³⁷⁵ Nikolina Kulidzan to Cameron Binkley, email: "Immersion Question," 12 November 2009.

³⁷⁶ Col Tucker B. Mansager, DLIFLC Weekly Update for CAC CG, 2 September 2005, in "Weekly Update for CAC" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

³⁷⁷ Col Tucker B. Mansager, DLIFLC Weekly Update for CAC CG, 24 September 2005 and 29 October 2005 both in "Weekly Update for CAC" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

³⁷⁸ US Army photograph, courtesy Strategic Communications, DLIFLC.

³⁷⁹ Memorandum: "2nd Quarter, FY06 DLIFLC Command Guidance," 30 December 2005, in "Command Guidance 2nd Qtr FY06" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives. Officials at DLIFLC heard concerns from various quarters that the program might cause security clearance

Meanwhile, DLIFLC officials developed plans for a fully fledged in-house immersion program to include each of the seven major basic language courses (Arabic, Korean, Persian-Farsi, Chinese, Russian, Serbian-Croatian, and Spanish). The school would send students once each semester for an immersion training of increasing duration. Originally, the plan specified that the first immersion would last one day during the first semester, the second semester immersion would last three days, and the final semester immersion would culminate in five days of immersion.³⁸⁰ These plans were later scaled back to no more than three days to accommodate funding and logistical limitations.

In June 2005, to support both the expansion of DLIFLC under PEP and building on its own increasing momentum, the immersion program, which had evolved using space available in the Weckerling Center, relocated off the Presidio to its own dedicated facility in Building 4399 at OMC.³⁸¹ The move helped open new classroom space on the Presidio and further strengthened the institutionalization of the immersion program, which officially became the Immersion Language Office on 22 July 2005 when Deputy Adjutant General Alfredo C. Lino directed changes to the DLIFLC TDA on behalf of the commander. According to Lino's memo, "the Immersion Language Office plans, coordinates, and conducts foreign language immersion activities in support of DLIFLC advanced, intermediate and basic language acquisition programs."³⁸²

Directorate of Continuing Education

Dr. Thomas S. Parry continued to serve as vice chancellor for the Directorate of Continuing Education (DCE) while Lt. Col. Terry Sharp served as the associate vice chancellor. DCE's mission was "to provide superior post-basic foreign language instruction via resident and non-resident programs to approximately 25,000 Defense Department and other U.S. government personnel each year to assure full linguist mission readiness." The trick to accomplish this mission was obtaining sufficient funding. Unlike DLIFLC's Basic Course programs, the entire DCE effort had to be funded from non-TRADOC sources. Other bureaus, like DIA and NSA, actually underwrote DLIFLC distance learning, extension programs, and intermediate or advanced language services to support their operational needs.³⁸³

DCE consisted of four divisions, as indicated in the chart, including the School of Resident Continuing Education led by Dean Monika Ihlfenfeld, Distance Learning Programs led by Dean Michael Vezilich, Extension Programs under acting Dean Brigitta Ludgate, and Training and Field Support Division under Dean Charles Carroll.³⁸⁴

problems for DLIFLC students who participated in overseas immersions. However, after the program was initiated no subsequent problems for students in gaining their clearances materialized and DLIFLC managers had no reason not to continue with OCONUS immersion training. Kulizdan to Binkley, email: "Immersion Question," 5 November 2009.

³⁸⁰ "Program Budget Decision (PBD) 753 Implementation Plan," 29 April 2005, pp. 6-7, in "ACH2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

³⁸¹ Jeffrey S. Cairns, Memorandum: "Approved Movements in Support of DLI Expansion," 10 June 2005, in "DLI Reorganization" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

³⁸² Alfredo C. Lino, Memorandum: "Organizational Change," 22 July 2005, in "ACH2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

³⁸³ Bob Britton, "DLI Supports Linguists in the Field, Trains Advanced Students," *Globe* (October 2004): 3-5.

³⁸⁴ Britton, "DLI Supports Linguists in the Field," pp. 3-5.

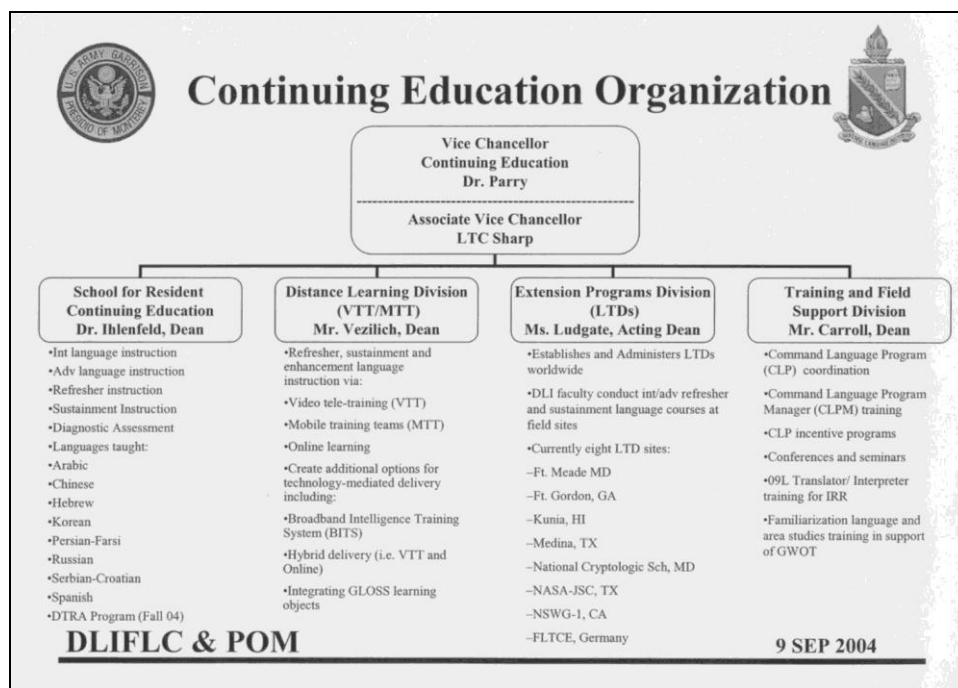


Figure 17 Organization of the Directorate of Continuing Education, September 2004

School for Resident Continuing Education

The School of Resident Continuing Education (CE) was established in November 2003 after an overall institute reorganization that consolidated intermediate and advanced language programs in CE. It was responsible to provide refresher, intermediate, advanced, and sustainment foreign language instruction in eight languages,³⁸⁵ and diagnostic assessment, particularly Russian in support of DTRA, which program migrated to CE in December 2004. By that time, the School for Resident Continuing Education consisted of fifty-four instructors, including two chairs. The school had also begun a pilot immersion project working with heritage communities in the San Francisco and Los Angeles areas and was augmenting its Chinese program with TEC-3. In FY 2005, the school planned to start a pilot intermediate Russian course, provide in-depth studies of socio-cultural issues of target country in all languages, establish a lecture program with the Naval Postgraduate School, and implement its own immersion program.³⁸⁶

Of note in 2005, the DTRA Russian Arms Control Speaking Proficiency Course, known as RACSPC, began to publish a periodic newsletter called *On the Edge*. Two issues of the first volume were published in 2005, which featured news and information for instructors and students about the issues and events related to teaching and learning Russian.³⁸⁷

³⁸⁵ Arabic, Chinese, Hebrew, Korean, Persian-Farsi, Spanish, Russian, and Serbian/Croatian.

³⁸⁶ *DLIFLC Program Summary FY04*, December 2004, pp. 118-119.

³⁸⁷ See "On the Edge," vol. 1, no. 2 (December 2005), DLIFLC&POM Archives.

Distance Learning Programs

Distance Learning managed refresher, sustainment, and enhanced language teaching that it took to where the students were located, using a variety of technical and non-technical means. Its goal was not simply to maintain, but to enhance and improve linguist proficiency levels. Distance Learning actually maintained six full-sized studios at the Presidio of Monterey and could simultaneously teach six different foreign language courses at a time using two-way classroom TV-like technology known as Video Teletraining (VTT). DCE thus played an important role in supporting non-resident linguists. This division even experimented with emerging technologies, such as the Broadband Intelligence Training System (BITS) and hybrid methods employing both VTT and online technology. Indeed, speaking at a conference in October 2004, Vice Chancellor Parry announced two important changes. First, DCE was going to replace VTT with broadband technology. Second, in FY 2004 DCE was planning to relocate the VTT facility to the DoD Center Monterey Bay, upgrading to VTT/BITS studios to relieve the necessity for staff to commute to the Presidio studios.³⁸⁸

Distance Learning also sent instructors to the field on temporary teaching assignments using its Mobile Training Teams (MTTs).³⁸⁹ MTTs taught basic acquisition, survival, refresher, intermediate, advanced, immersion, and conversion courses by traveling to military linguist sites. They also taught special programs to other government clients, including the FBI and the Border Patrol. MTT classes ran from one week to sixteen weeks depending upon the course and the mission.³⁹⁰

| VTT | MTT | | |
|-----------------------|--------------------------|-----------------------|---------------------------|
| Cambridge | Albuquerque, NM (LEA) | Fort Hood, TX | Mildenhall, England |
| Camp LeJeune, NC | Atlantic City, NJ (LEA) | Fort Huachuca, AZ | Milwaukee, WI (LEA) |
| District Attorney, SF | Austin, TX (LEA) | Fort Irwin, CA | Miramar MAS, CA |
| Davis Monthan AFB, AZ | Big Bend, TX (LEA) | Fort Jackson, SC | Misawa AB, Japan |
| DPMO, Washington, DC | Camp LeJeune, NC | Fort Lewis, WA | New York, NY (LEA) |
| Draper, UT | Camp Pendleton, CA | Fort McCoy, WI | Ogden, UT |
| Elmendorf AFB, AK | Cape May, NJ | Fort Polk, LA | Osan, Korea |
| FBI, San Francisco | Chula Vista, CA (LEA) | Fort Stewart, GA | Portland, OR |
| FBI, Washington, DC | Corpus Christi, TX (LEA) | Fort Wainwright, AK | Quantico, VA |
| Fort Huachuca, AZ | Davis Monthan AFB, AZ | Goodfellow AFB, TX | Rio Grande City, TX (LEA) |
| Fort Irwin, CA | Draper, UT | Hurlbut Field, FL | Rosemount, MN |
| Fort Meade, MD | Elmendorf AFB, AK | Indianapolis, IN | San Antonio, TX (LEA) |
| Goodfellow AFB, TX | FBI, New York, NY | Kadena AB, Okinawa | San Diego, CA |
| Hurlbut Field, FL | FBI, Tampa, FL | Kaneohe MCBH, HI | San Juan, PR |
| Kadena AB, Okinawa | Florida Army Natl Guard | Kunua, HI | Scofield Barracks, HI |
| Kunua, HI | Fort Bliss, TX (LEA) | Langlely AFB, VA | Seattle, WA (LEA) |
| Medina JLC, TX | Fort Bragg, NC | Little Creek, VA | Twenty-Nine Palms, CA |
| NSGA | Fort Carson, CO | Marina, CA (LEA) | Warwick, RI |
| Offutt AFB, NE | Fort Devins, MA | Medina JLC, TX | West Memphis, TN (LEA) |
| Wiesbaden, Germany | Fort Gordon, GA | Menwith Hill, England | Wuerzburg, Germany |

Figure 18 DLIFLC Video Teletraining and Mobile Training Team Assignments, 2004

In 2004, Distance Learning conducted 9,179 total instructional hours in nine languages divided into 4,203 hours taught via VTT Instruction to thirty sites and 4,976

³⁸⁸ Bob Britton, "Worldwide Language Managers Attend Conference," *Globe* (January 2005): 11-13; and "Distance Learning via Video Teletraining (VTT), Mobile Training Teams (MTT) and On-Line Learning (OLL)," information paper in *Annual Program Review*, 10 March 2005, on CD in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁸⁹ Britton, "DLI Supports Linguists in the Field," *Globe* (October 2004): 3-5.

³⁹⁰ "Distance Learning via Video Teletraining (VTT)," *Annual Program Review*, 10 March 2005.

hours taught via MTT Instruction to fifty sites.³⁹¹ The main trend for Distance Learning was increased growth of training provided across all of its delivery formats.³⁹²

Extension Programs Division

Extension Programs was a “growth industry” since 1999 when DLIFLC fielded its first Language Teaching Detachments (LTDs) as permanent deployments of DLIFLC faculty who resided and taught at facilities with high concentrations of linguists.

The institute assigned LTDs to Regional SIGINT Operations Centers (RSOCs), Joint Language Centers (JLCs), and large Command Language Programs (CLPs) within the Defense Foreign Language Program. DLIFLC stationed staff at these locations on one to three year rotations.³⁹³ NSA had provided the seed funding for the detachments in 2000 with an understanding that the requirement would be placed in the DLIFLC budget within three years. In FY 2004, this language teaching detachment funding did appear for the first time in the institute’s budget (on the TDA).³⁹⁴ DLIFLC thus achieved a long-term goal of assigning school codes to the NSA LTD sites at Fort Meade in Maryland, Fort Gordon in Georgia, Medina at Lackland Air Force Base in Texas, and Kunia in Hawaii. All other LTDs were conducted on a cost-reimbursable basis.³⁹⁵

In 2004, DLIFLC operated eight LTDs. Twenty-four faculty served at the four NSA LTDs, while eight faculty served at four additional LTDs (Navy, San Diego; Foreign Language Training Center Europe, Germany; the NASA-Joint Service Command, Houston; and the National Cryptologic School, Maryland).³⁹⁶ Additional LTDs were being considered for the Navy at Norfolk, for the Air Force at Goodfellow Air Force Base in Texas, and for the National Guard’s Military Intelligence Linguist Brigade in Utah.³⁹⁷

Each LTD consisted of one or more faculty members providing tailored instruction on a year-round basis. In FY 2004, the program at the National Cryptologic School was being expanded with funding from NSA. By the end of FY 2004, Extension Programs had assigned sixty-one faculty to LTDs at nine sites, but required 127.³⁹⁸ Beginning in FY 2004, it projected major increases in student loads in its intermediate, advanced, refresher and sustainment courses, as shown in Figure 20.

In 2005, to help meet NSA and service demands for fully professional linguists (L3/R3/R3), DLIFLC proposed to move its intermediate and advanced courses to JLC/RSOCs by FY 2007. It argued that it could increase the proficiency of career linguists by putting DLIFLC faculty where operational linguists were assigned,

³⁹¹ “Continuing Education,” *Annual Program Review*, 10 March 2005, slide 59, briefing on CD in “ACH2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁹² “Distance Learning via Video Teletraining (VTT),” *Annual Program Review*, 10 March 2005.

³⁹³ “Extension Programs—Language Teaching Detachments (LTDs),” information paper in *Annual Program Review*, 10 March 2005, on CD in “ACH2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

³⁹⁴ Simone, Written Statement, “Intelligence Community Language Capabilities,” 13 May 2004.

³⁹⁵ “Extension Programs—Language Teaching Detachments,” *Annual Program Review*, 10 March 2005.

³⁹⁶ Britton, “DLI Supports Linguists in the Field,” *Globe* (October 2004): 3-5.

³⁹⁷ Simone, Written Statement, “Intelligence Community Language Capabilities,” 13 May 2004.

³⁹⁸ “Extension Programs,” *Annual Program Review*, 10 March 2005, slide 61, briefing on CD in “ACH2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

leveraging existing sustainment efforts already at these LTDs. This plan would also reduce travel costs and personnel movements. In FY 2005, CE noted, only 130 students were enrolled in its intermediate and advanced courses held at DLIFLC's Ord Military Community annex.³⁹⁹

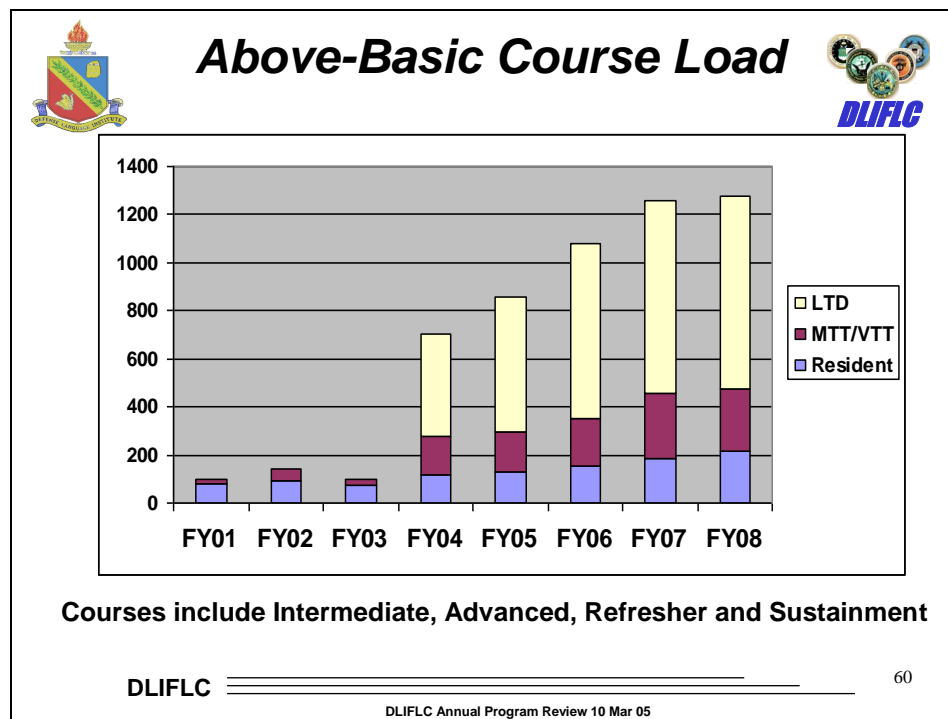


Figure 19 Growth of Language Teaching Detachment student load, FY 2004

Field Support and Special Programs

Field Support and Special Programs was responsible for coordinating the Command Language Program (CLP), CLP Manager training, the CLP incentives programs, related conferences and seminars, Iraqi Familiarization Training, and the 09L Translator/Interpreter training for the Individual Ready Reserve.⁴⁰⁰ Field Support was also responsible for the annual and much anticipated Worldwide Language Olympics. The program included nearly thirty-five faculty and staff.⁴⁰¹

Command Language Program

Field Support and Special Programs exercised technical control over 267 CLPs (split evenly between active and reserve units scattered around the globe), while funding and program authority resided in the DFLP. Field Support provided formal training to CLP managers, providing essential entry level skills taught in four courses held annually in residence with another four taught at Fort Bragg, North Carolina, using MTTs. The

³⁹⁹ "Continuing Education: Language Teaching Detachments," *Annual Program Review*, 10 March 2005, slide 62, briefing on CD in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴⁰⁰ Minutes from 02-03 March 2004 DLIFLC Annual Performance Review.

⁴⁰¹ Minutes from 02-03 March 2004 DLIFLC Annual Performance Review.

program could thus graduate some 160 training CLP managers per year.⁴⁰² It also conducted an annual CLP Managers Seminar in May and a conference in October. The CLP 2004 seminar attracted 307 attendees from around the world, slightly more than in 2005. During the seminar, DLIFLC awarded the Army's 115th MI BDE, Schofield Barracks, Hawaii, the 2004 CLP of the Year Award. In 2005, the 115th MI BDE again won the award.⁴⁰³

The theme of the 2004 CLP Managers Conference, held at the Hyatt Regency in Monterey in October, was "Language is Our Weapon." Colonel Simone gave a talk in which he made several points, emphasizing the importance of DLIFLC to the mission of the attendees. For example, Simone noted that only sixteen U.S. universities offered degrees in Arabic and these graduated only twenty-two linguists in 2002 while DLIFLC graduated 360. Moreover, these graduates were good and getting better. Simone explained that the institute was moving to graduate all linguists at the L2+/R2+/S2 level by reducing class sizes from ten to six students per teacher. Nevertheless, proficient linguists were a scarce commodity and he urged attendees to work toward the retention of top quality linguists beyond their first enlistment.⁴⁰⁴ Retaining proficient linguists in the military, as well as linguist proficiency was, in fact, the major function of the CLP.

The conference gave CLP managers an opportunity to share their experience with DLIFLC staff. Mark Overton from the Naval Special Warfare Group spoke about how the Navy trained SEALs to use their language skills in a tactical environment. Overton's group hired one DLIFLC Arabic language instructor to provide 900 hours of instruction in 2003, encouraged SEALs to attend language courses in local colleges, established one-on-one training and small group tutoring, and set up a language website and bi-monthly newsletter. He recommended CLP managers to try to think "outside the box." Another CLP manager who spoke was Joni Pruitt from the Center for Language at the National Cryptologic School (NCS), which administered the Military Cryptologic Center Education Program composed of 2,700 students. According to Pruitt, the NCS required its student to possess L3/R3 proficiency. The school was teaching a special accelerated nineteen-week-long course in Persian-Farsi, Russian, and Spanish.⁴⁰⁵

At the conference, DLIFLC announced the 2nd Annual Defense Department Linguist of the Year Award, which went to a Marine, S. Sgt. Scott Strykowski, who won the award after being selected by a panel consisting of all the E-9 level enlisted personnel at DLIFLC. Strykowski had served in both Afghanistan and Iraq. Top linguists were also selected for each of the services. These were U.S. Army Spec. Joseph Drown, U.S. Navy PO2 Luis Aguilar-Figueroa, and U.S. Air Force S. Sgt. Kelly Bales. This award began in 2003 after DLIFLC Cmd. Sgt. Maj. Eugene Patton III and others inaugurated the first Army Linguist of the Year program. The program quickly evolved into the

⁴⁰² "Three-phased Approach to CLPM Course," information paper in *Annual Program Review*, 10 March 2005, IP-24, on CD in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴⁰³ *DLIFLC Program Summary FY04*, December 2004, pp. 134-135; *DLIFLC Program Summary FY05*, December 2005, pp. 124-125.

⁴⁰⁴ Britton, "Worldwide Language Managers," *Globe* (January 2005): 11-13.

⁴⁰⁵ Britton, "Worldwide Language Managers," *Globe* (January 2005): 11-13.

Defense Department Linguist of the Year Award, won in 2003 by an Army staff sergeant and Arabic linguist who taught himself Pashto on his own while in Afghanistan.⁴⁰⁶

Support for MOS 09L, Iraq Familiarization, and MOS 97E10

In addition to managing the CLP, Field Support and Special Programs also focused during this period upon three other major programs: MOS 09L (Interpreter/Translator), Iraqi Familiarization Training. (FAM), and special support for MOS 97E10 (Human Intelligence Collector) training.

The Translator Aide program, known by its MOS code 09L,⁴⁰⁷ was a special high profile effort sponsored by Undersecretary Chu and Assistant Secretary of the Army for Manpower and Reserve Affairs Reginald J. Brown. The 09L program began in February 2003 when Brown was tasked to develop a program to induct native speakers who could quickly be sent to help U.S. forces fighting in Iraq or Afghanistan not only to interpret or translate, but to help provide cultural familiarity and even to understand the nuances of body language.⁴⁰⁸ In Iraq, entire U.S. Army brigades often had to make do with a single Arabic-speaking U.S. soldier, which forced a precarious reliance upon local Iraqi interpreters with problematical political motivations and often less than desirable English skills.⁴⁰⁹ For many reasons, the program could only supplement military linguist needs and not replace native-borne Americans trained to speak a foreign language. Recruiting of the first Dari, Pashto, and Arabic speakers began in August 2004.⁴¹⁰

In 2004, Deputy Secretary of Defense Paul Wolfowitz provided DLIFLC with \$2.3 million in funding to oversee a pilot effort. Recent émigrés, who were also native speakers of Iraqi, Dari, Pashto, and other languages of critical need to DoD, were recruited and brought into the military specifically to employ their language skills as native interpreter/translators. To become U.S. soldiers, however, they first had to complete seventeen weeks of Basic Combat Training (BCT) and Advanced Individual Training (AIT) to perform their general military and specific occupational duties. Their courses were conducted at Fort Jackson, South Carolina, or Fort Huachuca, Arizona, while DLIFLC trained the already expert speakers in the skills of translation and interpretation (T&I) and otherwise managed the soldiers who were essentially attached to the institute as members of the Individual Ready Reserve (IRR) for purposes of training, travel, housing, pay and other soldier-care issues. Thereafter, the soldiers served for at least two years and remained on call for an eight-year period. In early 2005, Field Support reported sixty-three graduates in Arabic, Pashto, Persian-Farsi, Dari, and Turkish

⁴⁰⁶ Bob Britton, "DLI Announces Linguists of the Year," *Globe* (January 2005): 10; and Britton, "Senior Advisor Reflects," *Globe* (January 2005): 6-9. The first DoD Linguist of the Year Award was won by SSG Matthew S. Black, who received the honor during a special ceremony on Soldier Field at the Presidio of Monterey on 22 September 2003. See Memorandum for See Distribution: "Memorandum of Instruction—First Annual DoD Linguist of the Year Presentation," 16 September 2003, in "DLI Awards" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁴⁰⁷ Pronounced "oh nine Lima."

⁴⁰⁸ Terri Lukach, "New Army Program for High-Demand Linguists Producing Results," *American Forces Press Service*, 21 April 2005, at www.DefenseLINK.mil/news (accessed 20 July 2009).

⁴⁰⁹ John M. Glionna and Ashraf Khalil, "Combat Linguists' Battle on Two Fronts," *Los Angeles Times*, 5 June 2005, copy in "Articles 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁴¹⁰ Lukach, "New Army Program," *American Forces Press Service*, 21 April 2005.

with two AIT courses still in progress. The institute's ES directorate provided on-going assessments and feedback surveys.⁴¹¹

According to Program Director Lt. Col. Frank Demith, the Army's initial recruitment efforts had been "very successful." The military benefitted because even well trained DLIFLC graduates could not match native speakers in cultural awareness. For its recruits, the program offered jobs, expedited U.S. citizenship, and gave recent immigrants an opportunity to demonstrate their patriotism.⁴¹² Indeed, Undersecretary Chu promoted the program by saying: "Ours is an immigrant population. Everyone came from someplace else, many of them recently. We need to recruit them." The Army had originally thought the program a temporary expedient but by April 2005 with many O9Ls wanting to remain in the military, it decided to make the program permanent.⁴¹³

Despite enthusiasm for the program, the Army faced hurdles in building a steady state contingent of 700 IRR O9Ls. For example, according to Dr. Susan Steele, who discussed the heritage speaker program with Gail McGinn at the 2004 Annual Program Review, UC San Diego was experimenting with an undergraduate program for heritage speakers and had found that many native speakers have a technical knowledge of their native tongues equivalent to the level of an eight-year-old child. In Korean, this meant DLPT scores only in the 1 or 2 range without some additional training. The issue then was how to deploy heritage speakers? Such problems, according to McGinn, were debatable. Some heritage speakers might best be deployed in the field to help direct troops while those with higher skills would do translation and interpretation. There were no panaceas because heritage speakers had security clearance issues or required training in English.⁴¹⁴

On the ground, there were other problems. In Iraq, for example, interpreters had to contend with negative attitudes about their work by native Iraqis, often hiding their employment from their relatives. They also faced distrust and harassment by U.S. soldiers once they arrived in Iraq. Some of the early program problems amounted to cultural misunderstandings of the type O9Ls were recruited to help resolve, as with older Iraqis learning how to take orders from younger soldiers of higher rank, which went against a strong respect for elders tradition in Arabic society. Other problems were programmatic. Some program leaders had to battle military bureaucracy to obtain promised FLPP (a bonus as great as \$1,000 per month) or to reduce the amount of time the O9Ls had to spend in the war zone from two years to one (the standard for all U.S. soldiers). "Suddenly," according to Lieutenant Carol Stahl, a trained Iraqi linguist in charge of the O9Ls during the pilot phase, "all these people wanted to quit," and nine were released during the program's first year, a high failure rate for a small program. But the program continued, commanders battled discrimination against the dark-skinned Moslem recruits, and Stahl attended five O9L graduation ceremonies where the new soldiers recited their loyalty oaths in English and their native language.⁴¹⁵

⁴¹¹ "Training and Field Support," *Annual Program Review*, 10 March 2005, slide 63, briefing on CD in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴¹² Lukach, "New Army Program," *American Forces Press Service*, 21 April 2005.

⁴¹³ Terry Lukach, "Transformation Efforts Expand to Include Focus on Languages, Culture," *American Forces Press Service*, 8 April 2005, article available at www.DefenseLINK.mil.news (accessed 20 July 2009).

⁴¹⁴ Minutes from 02-03 March 2004 DLIFLC Annual Performance Review.

⁴¹⁵ Glionna and Khalil, "Combat Linguists' Battle on Two Fronts," *Los Angeles Times*, 5 June 2005.

By early June 2005, the Army had recruited 350 soldiers through the 09L program, although only seventy-seven had completed training and been assigned to units. Another twenty-six were in advanced training. Then suddenly the recruitment effort was hurt, according to Demith, because of the Abu Ghraib incident, which generated “a lack of understanding of what we’re trying to accomplish in Iraq” within the Arab-American community. Although it was no longer meeting its recruitment goals, those who entered the 09L program, insisted Demith, were happy enough that many graduates were asking to stay beyond their two-year tours. Demith expected the program to expand. In fact, the Marine Corps was following suit and recruiting Arabic-speakers in a similar pilot project with the goal to recruit 300 speakers by the end of 2005.⁴¹⁶

At DLIFLC, program management was not especially straining, despite various bureaucratic snafus resulting from the unusual status of the 09Ls. The main problem was simply the attention given the program by senior officials, who did not treat it as a routine military training mission. In fact, Deputy Assistant Secretary of the Army (ASA) John McLaurin and his staff routinely contacted DLIFLC over relatively small issues regarding management of the 09L, who were ranked as E-4 Specialists, but who, according to Colonel Simone, “have been conditioned to think they should communicate directly with senior Army staff officials.” By July 2005, Simone felt it necessary to object to the impulse of senior DoD and Army staff to micro manage. Providing official memos absorbed a lot of time and energy from his assistant commandant and other support staff who frequently had to justify DLIFLC management decisions regarding the 09Ls. He wrote to Lt. Gen. Anthony R. Jones, TRADOC Chief of Staff, for help. Simone emphasized that DLIFLC understood that the program had high visibility and assured Jones that DLIFLC was working hard to handle all the soldier-care issues and was closely involving Army G-3 training staff, but “that said,” he continued, “we also would pose NO objections if ASA decided to assign the 09Ls elsewhere.” In other words, Simone hoped to reduce the level of ASA-level involvement in routine matters of institute-level administration, which Jones acknowledged was an issue that he would help resolve. Simone explained that exactly because recruitment of 09L soldiers was falling short of expectations, he predicted that ASA scrutiny would only increase as the program fell farther behind in its recruitment goals, for which DLIFLC had no responsibility.⁴¹⁷

The second program Field Support and Special Programs handled was Familiarization Training, especially Iraqi. In 2004, OSD directed that DLIFLC manage, at least temporarily, Iraqi FAM for troops heading to Iraq at the same time that it designated DLIFLC responsibility for the training of 09L heritage speakers. DoD allocated \$2 million to DLIFLC for the FAM and 09L programs in 2004 and the institute expected more funding in 2005, although possibility not enough to meet the expected demand, which would need to equal \$4 million or so. These programs were not part of DLIFLC’s traditional core mission, but, similar to developing LSKs and OEF programs, they could become routine responsibilities.⁴¹⁸ Indeed, by May 2004, after DLIFLC had delivered its one-week language survival-level course in Arabic, Dari, and Pashto to over

⁴¹⁶ Katherine McIntire Peters, “At a Loss for Words,” *Government Executive*, 15 June 2005, pp. 46-53.

⁴¹⁷ Col Michael R. Simone to LTG Anthony Jones, email: “DLI’s 09L Soldiers and ASA(M&RA),” 1 July 2005, and reply, 2 July 2005, in “09L (MOS)” folder, ACH 2005 files, DLIFLC&POM Archives.

⁴¹⁸ Capt Frank Von Heiland to Clare Bugary, et al, email: “FAM/MTT and 09L Faculty Crisis,” 4 June 2004, in “FAM/MTT 09L Faculty Crisis” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

3,500 soldiers and Marines in units preparing to deploy, Secretary Rumsfeld tasked it to continue the program in FY 2005 by adding Kurdish, Somali, and Urdu.⁴¹⁹

CE designed FAM with significant input from Curriculum Development to help soon-to-deploy units gear up for operations in Iraq by providing basic survival-level language phrases and cultural knowledge. The Iraqi FAM courses were one-, two-, and four-weeks long, but constrained by funding caps and undertaken in the absence of any articulated standards from either the services or the Combatant Commands. DLIFLC had validated requirements for twenty teachers per month continuing through December 2004 and increasing on a weekly basis. In fact, DLIFLC expected a “huge surge in USA requirements.” By July 2004, CE would need twenty-five teachers, which it planned to obtain by drawing upon its intermediate and advanced course instructor base, and then back-filling the vacancies with contractors. DLIFLC only had forty-five Iraqi instructors and six more were also needed for a four-month Iraqi conversion course starting in June by which time it was apparent that a staffing crisis was developing.⁴²⁰

To meet the FAM mission, DLIFLC had to hire additional employees or the programs had to be run by existing staff, which detracted from existing missions. CE required fourteen full-time additional faculty to carry out FAM goals even with contractor help, including ten fluent in Iraqi and able to travel to FAM work locations. DLIFLC was slow in hiring the needed staff, possibly due to uncertainty about funding and partially to avoid jeopardizing the core mission. By June 2004 staff hiring for the FAM/O9L programs had fallen months behind schedule, leaving CE leadership frustrated with the process. The high visibility O9L program also had similar hiring problems complicated by the need for instructors in several languages, but it was a much smaller program.⁴²¹

In early June 2004, Senior Vice Chancellor Stephen M. Payne met with staff from the CE and CD to hash out the FAM program’s requirements versus its planning. Capt. Frank Von Heiland attempted to orchestrate an organized response. On 4 June, he sent an email that characterized DLIFLC’s efforts to hire needed staff as “under a certain amount of confusion” and “six months behind the power curve.” He specifically noted the “high visibility” and interest of Chu and McGinn and declared that “we can’t afford to let either program fail.” Noting considerable overtime put into the effort by CE instructors, Von Heiland argued the “if we can’t do this, then we need to go back to OSD and HQ DA and tell them...that DLI can only do 4 or 5 or 6 FAM courses a month due to manpower and or budget constraints.” Noting the same was true for O9L efforts, he concluded that the institute may need to say “Uncle.” Von Heiland thought DLIFLC should take a hard relook to see how to better manage the under-staffed mission, but if additional teachers could not be made available, then the solution might need to be turning the mission over to TITAN and Berlitz. “The USMC requirement alone is so large,” Von Heiland noted, “that DLI and Berlitz working together are still behind the power curve in meeting demand.”⁴²²

In FY 2004, CE provided Iraqi FAM to 6,645 soldiers and Marines from thirty units, but in FY 2005 it provided such training to only 4,048 soldiers and Marines, a few

⁴¹⁹ Simone, Written Statement, “Intelligence Community Language Capabilities,” 13 May 2004.

⁴²⁰ Von Heiland to Bugary, email: “FAM/MTT and O9L Faculty Crisis,” 4 June 2004.

⁴²¹ Von Heiland to Bugary, email: “FAM/MTT and O9L Faculty Crisis,” 4 June 2004.

⁴²² Von Heiland to Bugary, email: “FAM/MTT and O9L Faculty Crisis,” 4 June 2004.

hundred of which were also taught Dari and Pashto instead of Arabic and Iraqi Dialect.⁴²³ Apparently, the faculty crisis was alleviated by reducing the scope of Iraqi FAM.

Beyond the 09L and FAM programs, DLIFLC also provided planning input to TRADOC for two special Arabic training programs in 2005. The first issue involved assisting the U.S. Army Intelligence Center (USAIC) at Fort Huachuca to develop a training strategy to produce soldiers in the MOS 97E10 (Human Intelligence Collector) who were proficient in Arabic for use in interpretation at a minimum mission level.⁴²⁴ The Army had already trained these soldiers as interrogators, but not as language professionals. The Army thus determined that they were generally unable to perform their MOS satisfactorily in Iraq. TRADOC wanted USAIC to develop a program of post-AIT training for these soldiers to get them proficient enough to be able to understand the gist of the conversations between their own interpreters and the interviewees. USAIC took the lead on this project and developed input from both DLIFLC and the U.S. Army's JFK Special Warfare Center (SWCS).⁴²⁵

Using one-hundred soldiers as the anticipated requirement, SWCS offered a six-month and twelve-month solutions. DLIFLC offered a quicker but more expensive less-than-six month option, its normal Arabic linguist course, including a version that displaced already programmed students to meet urgent deployment needs, and an immersion course to take place in the region that would provide the highest proficiency in the shortest time but require long deployments for the soldiers chosen. Both schools offered home-station training options as well. UASIC recommended this option for meeting minimum "street jargon" needs, although noting that training distractors would be likely in a home station environment.⁴²⁶ During the same period, DLIFLC responded to a similar short-notice though less demanding TRADOC tasking to support the training of Military Transition Teams heading for Iraq with language support. For this training, DLIFLC sought to rely heavily upon its existing long-distance training infrastructure.⁴²⁷

⁴²³ "Training and Field Support," *Annual Program Review*, 10 March 2005, slide 64, briefing on CD in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives. LSKs and Iraqi FAM CDs were also sent to deploying forces and the field.

⁴²⁴ This MOS was distinct from MOS 09L and MOS 97L. In June 2000, DLIFLC assumed responsibility to conduct advanced individual training (AIT) for the 97L Translator/Interpreter MOS from the US Army Intelligence Center and Fort Huachuca. The 97L course was unique at DLIFLC because classes consisted of students from multiple target languages rather than one target language who were taught by proficient Translation and Interpretation-trained instructors providing the only such instruction in DoD. According to the DLIFLC Annual Program Review 2005, the future of 97L was uncertain. Army G2 wanted to convert existing 97L positions into 97E and 97B (Counterintelligence Agent) positions to increase the availability of Tactical HUMINT Teams.

⁴²⁵ HQ TRADOC Tasking #938 "Training Strategy to Provide Functional Language Proficiency to 97E10 (Interrogator)," 25 January 2005, in "Testing Issues" folder, ACH 2005 files, DLIFLC&POM Archives.

⁴²⁶ Col Timothy J. Quinn, Memorandum: "USA TRADOC Tasker #938, Training Strategy to Provide Functional Language Proficiency to 97E10 (Interrogator)," 4 March 2005, in "Testing Issues" folder, ACH 2005 files, DLIFLC&POM Archives.

⁴²⁷ Lt Col Terrance R. Sharp, email: "Urgent WARNORD to Train Military Transition Teams," to Richard L. Chastain and Lt Col Steven N. Collins, 5 March 2005, in "Testing Issues" folder, ACH 2005 files, DLIFLC&POM Archives.

Worldwide Language Competition

Field Support and Special Programs had a final responsibility, which was to organize and host the Worldwide Language Competition (WLC) at the Presidio of Monterey. During this competition, held in April and May, DLIFLC invited military and civilian linguists from throughout DoD to compete in various languages in a number of events. DLIFLC service units took coordination responsibility for the event on a rotating basis. The 2004 games were held 26 to 30 April 2004 with 262 competitors, including sixty-eight non-resident participants.⁴²⁸

In conjunction with the resident WLC, the Navy's Center for Cryptology Detachment (CCD) Monterey hosted the non-resident WLC, which was a separate worldwide competition conducted remotely using VTC. CCD provided key personnel for these non-resident games during the week of 3 May 2004 and used the opportunity to prepare to lead the annual competition in 2005.⁴²⁹ Unfortunately, no language competition was held in 2005.⁴³⁰

Defense Language Institute-Washington

The Defense Language Institute Foreign Language Institute's Washington, DC, office was called DLI-Washington or DLI-W. Located in Arlington, Virginia, DLI-W performed three important functions: the development and execution of the Contract Foreign Language Training Program (CFLTP); the training and certification of Russian translators for the Moscow-Washington Direct Communications Link (MOLINK); and the representation of DLIFLC in the nation's capital. In 2004 and 2005, Lt. Col. Zsolt Szentiralyi and Deputy Director Margaret Valentin managed DLI-W.

The main function of DLI-W was to teach foreign languages not provided at the Presidio of Monterey using the CFLTP. DLI-W also provided training in commonly taught languages, primarily to meet the needs of the U.S. Defense Attaché System and to support military contingency operations.⁴³¹ In FY 2003, DLI-W provided about 10 percent of all languages taught by DLIFLC using contract foreign language instruction, amounting to 686 students in seventy-three languages of which 60 percent met all DLIFLC proficiency standards.⁴³² In April 2005, DLI-W had eighty-five languages under contract with from fifty to fifty-five then being taught to 231 military students in the Washington, DC, area.⁴³³

To support current DoD operational and intelligence requirements, DLIFLC used the CFLTP for language training and training support services for deploying units, as well as for short-notice initial acquisition training. In collaboration with Curriculum

⁴²⁸ *DLIFLC Program Summary*, 10 March 2004, p. 133.

⁴²⁹ D. A. Beaudoin, Officer in Charge, CCD, "Command History for CY 2004," 3 February 2005, in "ACH 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&P OM Archives.

⁴³⁰ *DLIFLC Program Summary FY 05*, December 2005, "Training Programs and Special Programs Division," p. 123.

⁴³¹ "Defense Language Institute-Washington," [early 2005], in "ACH 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴³² Minutes from the 02-03 March 2004 DLIFLC Annual Performance Review, 2-3 March 2004, in "Annual Program Review March 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴³³ Defense Language Institute Foreign Language Center Fact Sheet, 1 April 2005, in "ACH 200f" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

Development, DLI-W also assisted in providing content for language familiarization modules being developed in support of deploying forces. DLI-W also supported units deploying to Iraq and Afghanistan by providing contract instructors to teach with Mobile Training Teams. Finally, DLI-W provided assistance with curriculum development and instruction for the Army's 09L pilot program.⁴³⁴

In FY 2004, DLI-W trained 603 students in sixty-five languages. The total CFLTP program cost for FY 2004 was \$6.6 million. Of that total, \$2.65 million was supplemental contingency funding, provided to cover costs in direct support of requirements stemming from efforts to combat terrorism. DLI-W used \$1.6 million to pay for contract instructors supporting the various efforts outlined above.⁴³⁵

The training and certification of Russian translators was DLI-W's second task, accomplished by two instructors of the DLI-W staff. Despite the end of the Cold War and the advent of other communication systems, MOLINK remained a vital communication tool for the two nations' leaders. During 2004, in addition to the on-going maintenance training provided to the MOLINK staff, two new translators were trained and certified by DLI-W.⁴³⁶

The final mission of DLI-W was the representation of DLIFLC in the Washington area. DLI-W sat on the Interagency Language Roundtable, established to coordinate language issues throughout the federal government. DLI-W also represented DLIFLC on matters concerning the Defense Foreign Language Program and the OSD Language Transformation Study Group.⁴³⁷ See Appendix D for additional statistical data about DLI-W.

⁴³⁴ "Defense Language Institute-Washington," [early 2005].

⁴³⁵ "Defense Language Institute-Washington," [early 2005].

⁴³⁶ "Defense Language Institute-Washington," [early 2005].

⁴³⁷ "Defense Language Institute-Washington," [early 2005].

Chapter IV

Academic Support

The following chapter discusses all non-teaching, or academic support functions of the Defense Language Institute Foreign Language Center, including those related to academic affairs; language technology and curriculum development; faculty and staff development; education resource center management; testing research, evaluation and standards; student activities; and Foreign Area Officer program training.

Academic Affairs Directorate

Dr. Alex Vorobiov continued to lead the Directorate of Academic Affairs (DAA) in 2004 and 2005. The mission and structure of DAA remained the same as during this period as in previous years, which was to keep and maintain official records of DLIFLC students. The office was divided into a Registrar Division and an Academic Records Division. In addition, DAA also provided some administrative support for the office of the American Federation of Government Employees Union Local 1263. Staff changes included the retirement in April 2004 of Roelof Wijbrandus, chief of the Registrar Division, and the resignation that August of Richard Wu, the Associate of Arts Degree advisor.

In 2004, 111 classes graduated from DLIFLC. As a result, amid numerous other administrative duties, DAA prepared 2,397 diplomas and transcripts for graduating students. During the same year, DAA also prepared 2,395 certificates of attendance and transcripts for students who attended DLIFLC VTT or MTT programs or who did not graduate. The Registrar Division received 1,019 petitions that year for award of the DLIFLC Associate of Arts in Foreign Languages degree. It certified 565 associate degree recipients that year.⁴³⁸ By 31 December 2005, however, DLIFLC had granted 1,680 Associate of Arts degrees.⁴³⁹

In 2004, DAA continued to support the Student Training Administrative Tracking System (STATS), used by the schools and military units to track their students' progress. In FY 2004 the number of STATS users increased because most Military Language Instructors began to input data on their students which previously had been done by the school's chief military instructor. DAA supported the installation and maintenance of the STATS program located on 210 specific DLIFLC computers and maintained the integrity of the database.⁴⁴⁰

In 2004, the Academic Records Division saw only a few minor staff changes and continued to support the Chancellor's Office and Command Group by supplying on-demand information while also producing the annual program review books. The

⁴³⁸ Alex Vorobiov, "FY04 Historical Summary Report for Academic Affairs," 9 December 2004, in "ACH 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴³⁹ Robert S. Savukinas to Cameron Binkley, email: "Numbers of AAs Issued," 31 August 2010.

⁴⁴⁰ Vorobiov, "FY04 Historical Summary Report for Academic Affairs," 9 December 2004.

division also managed the Student Database System, another database program installed on about eighty select DLIFLC computers and managed by DAA.

The mission of AFGE Union Local 1263 remained unchanged in representing employees in dealings with DLIFLC management.⁴⁴¹ Alfie Khalil continued as union president, while Dr. Phillip White served as union steward. They continued to work closely with the Provost and Faculty Personnel System offices.

Directorate of Language Science and Technology

In 2003, DLIFLC created the Directorate of Language Science and Technology (LST). LST combined several directorates under Vice Chancellor for Language Science and Technology Dr. Neil Granoien. The mission of LST was to design and build curriculum, train faculty and staff for teaching and academic leadership, and maintain resource centers both for students and faculty as well as for the military community in general. LST also provided “technical solutions for operational language problems.”⁴⁴² Before Granoien came to LST, he had directed the Combat Developments Directorate whose mission was merged into LST.⁴⁴³ The four main LST directorates thus became Curriculum Development, Faculty and Staff Development, Resource Centers, and Combat Developments. However, by the end of 2005, the separate LST branch of Combat Developments had disappeared.

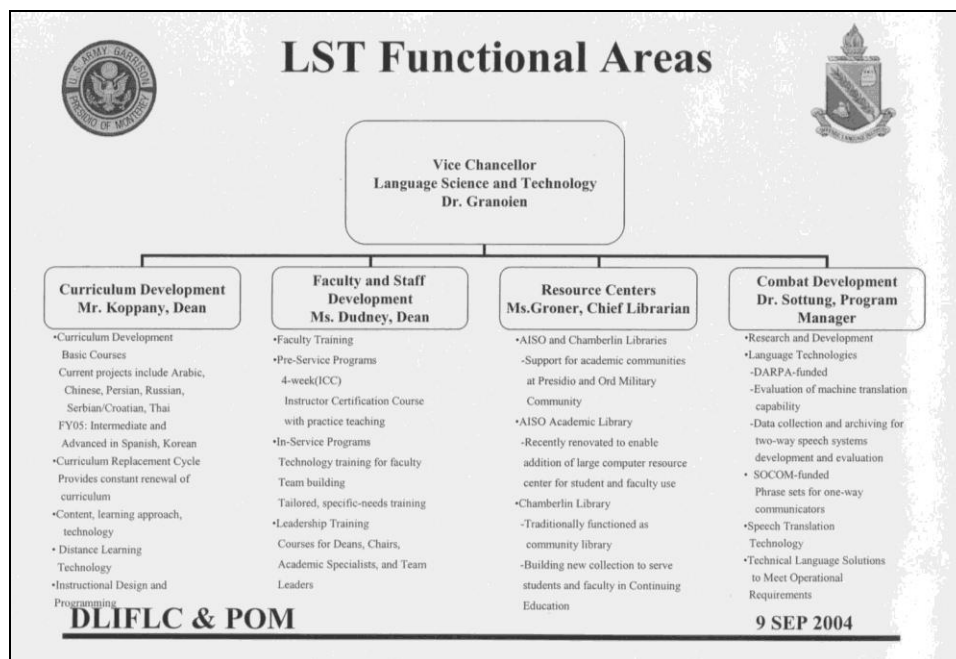


Figure 20 Organization of Language Science and Technology, September 2004

In 2004-2005, all LST branches were concerned with the need to manage the life cycle of their hardware systems, acquire the necessary bandwidth to deliver instruction

⁴⁴¹ Vorobiov, “FY04 Historical Summary Report for Academic Affairs,” 9 December 2004.

⁴⁴² “Installation Commander’s Semi-Annual Update,” 9 September 2004, in “DLIFLC Installation Cdr’s Semi-Annual Update” folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

⁴⁴³ DLIFLC & POM Staff Directory, April 2002.

and materials online, and find enough space to meet growing requirements.⁴⁴⁴ By early 2005, LST was operating all of its facilities at maximum capacity in terms of classroom and office space. This situation resulted from support for the growth of the Category IV languages under PEP and increased training requirements. In fact, DLIFLC actually had to lease space off-post, using funds from PBD 753, which affected LST both in the need to relocate some personnel and to plan the technological needs of the PEP expansion.⁴⁴⁵

LST developed plans to help implement PEP that included significant technological upgrades to the network infrastructure of the Presidio of Monterey. LST wanted to move away from use of the “NIPRNET,”⁴⁴⁶ whose bandwidth and other restraints limited possibilities for the expansion of language training. For example, this system could not “stream” media, a significant source of authentic language material. To overcome the limits of the current system, LST proposed to establish a separate network that could provide enough bandwidth to support the projected expanded resident and non-resident training needs. The proposal sought to reuse much of the existing network to minimize the cost to build a new Intranet. This system would then be overseen by a new Network Operations Center and integrated with a dedicated commercial internet service provider. The commercial provider would have to meet the bandwidth requirements. LST also proposed a second major project to provide DLIFLC with integrated wireless internet service in the classrooms. Wireless service could potentially reduce the cost of expanding technological capacity, but there were security issues.⁴⁴⁷

In April 2005, Curriculum Development and Faculty Development conducted an evaluation of the TEC-3 classroom, at Granoien’s request. The purpose was to provide recommendations on the effectiveness of TEC-3 and implementation of the technology beyond its planned use. TEC-3 sought to improve teaching efficiency and enhance student motivation while eliminating the need for large dedicated language labs that were still in use at DLIFLC. The evaluation found that the potential of TEC-3 was hampered by limited infrastructure (including bandwidth and a lack of wireless capability), and the lack of a learning content management system, as well as inadequate curriculum and teacher training on how to use the system. Having laptops bound to cables in the classroom undercut modern teaching methodology and the evaluation urged a significant upgrade in this area. The evaluation found that Curriculum Development was moving in the right direction regarding the use of technology, the development of GLOSS, etc., but expressed that one “pressing need” was to build a comprehensive plan for the design and development of an online diagnostic assessment tool, which would enhance the institute’s investment in the TEC-3 classroom. On the other hand, the evaluation found that “faculty development remains probably the most neglected critical element of the TEC-3 classroom.” The evaluation urged Faculty Development to adopt and systematically implement a faculty training program (not just a few hours of technical orientation), involving a broad range of methodological issues tied to the technology at hand and also backup plans for the inevitable technical glitches. In conclusion, the evaluation strongly urged DLIFLC to invest in TEC-3 through bandwidth expansion, adoption of a suitable

⁴⁴⁴ “Installation Commander’s Semi-Annual Update,” 9 September 2004.

⁴⁴⁵ “Program Budget Decision (PBD) 753 Implementation Plan,” 29 April 2005, pp. 8-9, in “ACH2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁴⁴⁶ Non-Classified Internet Protocol Router Network.

⁴⁴⁷ “Program Budget Decision (PBD) 753 Implementation Plan,” 29 April 2005, pp. 8-9.

“learning content management system,” and establishment of a wireless network, properly supported by modern curriculum and faculty training.⁴⁴⁸

DLIFLC officials knew one thing for sure—the tablet PCs were “a hit with the students and teachers when set up in a specific context.” The TEC-3 pilot had shown that the hoped for “lab” feature was of limited use, but the connectivity TEC-3 provided in tying together students, teachers, and the internet with its fresh authentic language material environment met both collaborative classroom and individual study needs. For the technology to succeed on an ongoing basis, according to Dr. Thomas S. Parry, vice chancellor for Continuing Education, technical support would need to be quick and efficient to avoid bogging down the system when inevitable glitches occurred and the curriculum would have to be ready to make use of the internet access supplied by the technology.⁴⁴⁹

Curriculum Development Division

The mission of Curriculum Development Division (CD) was to develop teaching materials for DLIFLC language courses. Steve Koppany continued as the dean during this period.

DLIFLC had long realized that commonly taught languages lacked a military focus in commercially produced learning materials while such materials were often not even available for infrequently taught but key languages of U.S. national security concern. Moreover, because language and culture are intricately woven and continuously changing, teaching materials needed constant update.

For these reasons, DLIFLC continued to produce and update its own teaching curriculum. The demands of course development, however, were intense and required a dedicated team of language experts, curriculum specialists, and computer assistants working up to three years to produce the curriculum for a basic course program that could extend for sixty-three weeks.⁴⁵⁰

CD personnel toiled in two broad fields promoting work in basic course projects and educational technology, as described further below. They were also involved in various miscellaneous activities. For example, Dr. Lidia Woytak published two volumes each of the academic journals *Applied Language Learning* and *Dialog on Language Instruction*. CD faculty also devoted considerable effort to Familiarization Project Support, which involved such activities as developing dynamically generated web pages for future online language survival guides (LSKs) or creating templates to produce four-hour familiarization programs. For such projects, CD staff had to oversee and provide many hours of training to contractors working, for example, to complete English-Haitian, Spanish-Haitian, and Portuguese-Haitian Basic LSKs, including their pronunciation guides and sound files. In 2004, CD Urdu faculty completed and delivered a four-hour

⁴⁴⁸ TEC-3 Evaluation,” 27 April 2005, information document in “TEC-3 Evaluation” folder, ACH 2005 files, DLIFLC&POM Archives.

⁴⁴⁹ Thomas Parry to Stephen Payne, email: “Review of Tablet PCs in Intermediate and Advanced Courses,” 11 July 2005, in “Tablet PCs” folder, ACH 2005 files, DLIFLC&POM Archives.

⁴⁵⁰ Col Michael R. Simone, Commandant, Defense Language Institute Foreign Language Center, Written Statement before the Subcommittee on Intelligence Policy and National Security, US House of Representatives, on “Intelligence Community Language Capabilities, Part III,” 13 May 2004, in “Testimony Clifford & Simone 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

Urdu Familiarization Guide on CD-ROM, complete with an interactive pronunciation guide, 2,010 sound files for Urdu Basic, and 1,410 sound files for Urdu Medical. They also created a less extensive Indonesian Medical LSK.⁴⁵¹

Cyclic Development of Curriculum

In 2004, Koppany revived Grazyna Dudney's proposed multi-year cyclic plan to keep curricula current by revising it on an eight to ten year schedule. Key components of the curricula were well older than ten years, as Koppany explained during the 2004 Annual Program Review. The problem, according to Koppany, was curriculum development had never been a priority and when special funding was made available, it usually went to the larger language programs and rarely to the smaller languages that since 9/11 had become even more important. These programs, said Koppany, "had to fend for themselves."⁴⁵²

The need to revamp the curriculum in some programs was well known. For one thing, the scale of teaching at DLIFLC was six-times an academic semester and civilian schools paid little attention to military matters, listening comprehension or dialect, and provided little material for non-traditional languages. As a result, DLIFLC students in the Persian-Farsi course got by using some materials dating to the period when the Shah of Iran still ruled. Because language is influenced over time by prevalent social and cultural change, curricular materials become outdated and especially unfit to meet specific military-oriented performance goals.

Koppany, like Dudney, felt that curriculum development projects, in the larger languages, needed approximately ten to twelve people to develop a quality product in a reasonable period.⁴⁵³ The estimated time required to develop the curriculum for a single Category 4 basic language course was calculated to equal fifty thousand work hours or thirty years of sustained effort.⁴⁵⁴ Each language needed four to eight subject matter experts in the target language, plus an additional group of four people to do the technical work of production and computer utilization. Koppany, however, felt the time to complete a full curriculum could be shortened by one to three years from the time the faculty were first assigned and began their training in curriculum development until the final product was delivered. Along the way, Koppany's model was to consistently develop and introduce the curriculum in the classroom, to ensure the workability of the course design.

⁴⁵¹ Steve Koppany, "2004 Historical Report - Curriculum Development Division," 15 April 2005, in "ACH 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴⁵² "Curriculum Development," information paper in *DLIFLC Annual Program Review*, 2-3 March 2004, pp. IP-25-IP-30.

⁴⁵³ Steven Koppany to Stephen M. Payne, email: "Dudney CFDWYs Nov 01.doc," 29 March 2007. The time needed to develop a full curriculum was a constant source of debate at DLIFLC. Administrators felt that a basic skeleton with some enhancements should be CD's goal and could be accomplished in two years. In this model, faculty added supplemental materials to infill the structure, which kept the material fresh and promoted instructor "buy in." All agreed that this approach would work well in schools composed of faculty who had degrees in teaching foreign languages. Most department chairs, however, preferred a complete course, because most DLIFLC faculty neither possessed teaching degrees nor had the desire to obtain one after duty hours.

⁴⁵⁴ "Curriculum Development," *Annual Program Review*, 2-3 March 2004, p. IP-24.

The factors that impacted the development of new language curriculum included the size of the language program; the importance, in terms of national security, of the program; the availability of faculty who knew how to develop curricula; and the availability of authentic sources to develop course materials. The most significant factor, of course, was the availability of funding. CD had to consider all of these factors when deciding upon which languages to focus its development efforts.

Fortunately, in 2004, the long-under funded program was corrected in large part through the efforts of Dr. David Chu and Dr. Gail McGinn of OSD, as discussed in Chapters I and II. Under Col. Simone, DLIFLC hired many new instructors and staff, including in CD. Thus, CD supplemented projects started in the previous year with several new initiatives that required a corresponding increase in its staff of content specialists and support personnel. These new hires were significant and resulted in a near doubling of division staff.⁴⁵⁵

Another impact of the Chu/McGinn funding initiative was that it forced CD to relocate to support the expansion of DLIFLC under PEP. Between August 2004 and December 2005, CD moved from its offices in the historic Women's Army Corps and Soldier Field barracks (buildings 339, 340, and 273) and relocated off-post entirely. The space shortage on the Presidio of Monterey had become so severe that the garrison leased an educational facility—the Monte Vista school—from the Monterey Peninsula Unified School District, which stood vacant due to regional demographic change.⁴⁵⁶

By March 2005, Koppany's plan to move to an eight-year course replacement cycle was in full motion, financed with funding approved by successive Presidential Budget Decisions 701, 707, and 753. CD thus planned to complete the curricula for six basic course languages between September 2006 and September 2008, including Chinese, Arabic, Persian Farsi, Russian, Serbian/Croatian, and Thai.⁴⁵⁷

By summer 2005, CD explained its focus on much accelerated course development as essential to meeting DLIFLC PEP goals. According to Koppany:

Teachers are not the only ones who should be feeling the pressures of the new requirements. They need the proper tools to get the job done. The DLI leadership has recognized the importance of regularly updating and keeping current its inventory of course materials, particularly those used in its basic programs. With the support of the command, curriculum development specialists and educational technology experts have been working around the clock to provide our linguists with materials that will help them attain the required proficiency levels.⁴⁵⁸

Technological Innovations

In FY 2003, CD had implemented a printable version of the curriculum and made it possible to display the curriculum on any of DLIFLC's 400 whiteboards. As 2004

⁴⁵⁵ Koppany, "2004 Historical Report - Curriculum Development Division," 15 April 2005.

⁴⁵⁶ MAJ Roger Kashaninejad, "Support to DLIFLC Expansion," 2004, briefing in "Garrison" folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

⁴⁵⁷ "DLI and Commercial Textbooks" and "Basic Course Development," *Annual Program Review*, 10 March 2005, slides 74-75, briefing on CD in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴⁵⁸ Capt Yoo Yom, "Launching PEP with Some Real Pep," *Globe* (Summer 2005): 22-23.

began, it planned to continue making important technological improvements.⁴⁵⁹ In fact, on 2 April 2004, CD introduced GLOSS, the Global Language Online Support System. The host for GLOSS was DLIFLC's existing "Lingnet" website, already operated by CD. GLOSS was defined as "an ever-growing collection of web-based Learning Objects that you can use to improve your proficiency in reading and your understanding of vocabulary and grammar." The so-called "Learning Objects" were short stand-alone language reading lessons. The system was intended to be readily accessible to independent learners from anywhere at level 2 proficiency while DLIFLC faculty could plug the Learning Objects into their own courses. The languages available were Arabic, Chinese, Serbian/Croatian, Spanish, and Russian.⁴⁶⁰

CD supported GLOSS by developing listening lessons focused on listeners' core needs in the areas of speed, word boundaries, structure, etc. Moreover, it continued to contract with the Foreign Language Center at Ft. Lewis, and in 2004 the University of Arizona joined the GLOSS team in developing online language materials. Finally, CD provided supplemental support for three Basic Courses (Arabic, Persian-Farsi, and Chinese) and produced a forty-hour Iraqi Dialect Course that included the recording and processing of 1,862 sound files.⁴⁶¹

Besides GLOSS, CD continued to develop its "Countries in Perspective" project (providing cultural materials for various global regions) and its Language Survival Kits (audio and visual language aids). By early 2004, DLIFLC support for contingency operations since 9/11 included the delivery of over 80,000 LSKs (over 50,000 kits in Arabic) to support non-linguists deployed for overseas operations.⁴⁶² In 2005, the *Globe* reported that CD distributed over 130,000 LSKs to active and reserve U.S. military forces in 2004.⁴⁶³ In 2005, DLIFLC reported that it provided 143,195 LSKs to 760 units worldwide.⁴⁶⁴

On 15 March 2005, CD began exploring yet another technical innovation when it held its first Learning Management System (LMS) conference. LMS was a computer program that could link learning resources with students and their managers. The system collected data, monitored performance, and reported assessment information to managers. Content or curriculum developers could also use this system to create, store, reuse, manage, and deliver content from a central database to a variety of media platforms or devices, including over the web or even through wireless methods. Dean Koppany hoped the conference would raise awareness about LMS capabilities and its relevance to DLIFLC. More importantly, he wanted to create a group of DLIFLC organizations to research and make suggestions to the command group regarding LMS. According to Koppany, "the leadership of the Curriculum Development Division, in consultation with Dr. Neil Granoien, has concluded that in the light of current and foreseeable national

⁴⁵⁹ Minutes from 02-03 March 2004 DLIFLC Annual Performance Review, 2-3 March 2004, pp. 4-5, in "Annual Program Review March 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴⁶⁰ Mystery Chastain for Maria Ortenberg to All DLI, email: [no title], 2 April 2004, in "ACH2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴⁶¹ Koppany, "2004 Historical Report - Curriculum Development Division," 15 April 2005.

⁴⁶² Simone, Written Statement, "Intelligence Community Language Capabilities," 13 May 2004.

⁴⁶³ Yom, "Launching PEP with Some Real Pep," 22-23.

⁴⁶⁴ Deputy Chief of Staff for Operations (DCSOPS), information for 2004-2005 Annual Command History, in "ACH 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

security requirements, the rapidly expanding mission of the Institute calls for immediate and energetic steps in implementing and utilizing a modern LMS.”⁴⁶⁵

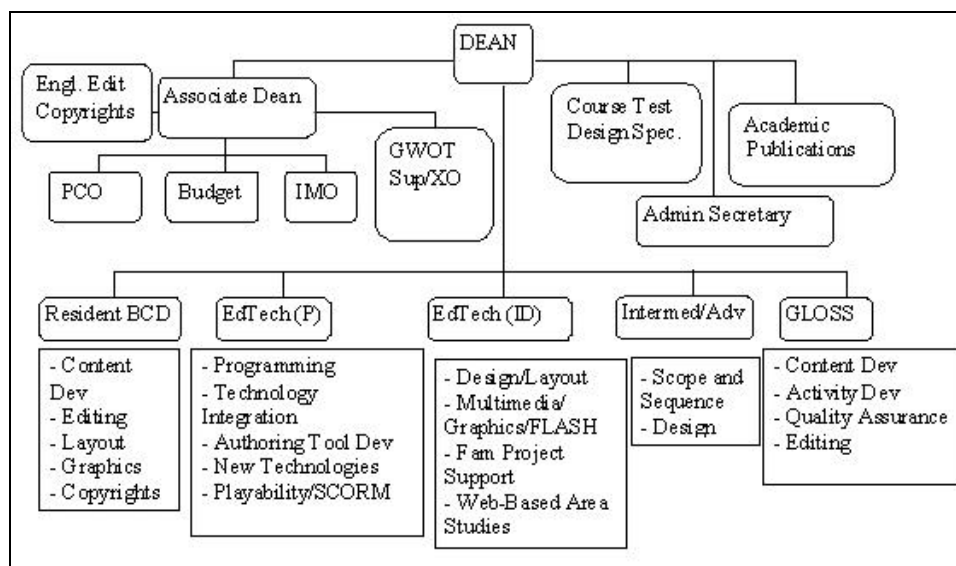


Figure 21 Curriculum Development organizational chart, 2004

In sum, LMS would tie together and manage all of the core resident basic language courses, the intermediate and advanced Continuing Education courses, the country specific language familiarization courses, and the web-based GLOSS. Dean Mike Vezilich of the Distance Learning Division gave an example of why LMS was so important. Distance Learning had to monitor up to fifty sites at a time where DLIFLC was providing instruction and needed to track classes and materials and assess students grouped in mixed-level classes at distant locations. The group discussed some fairly technical issues, such as a concept called “SCORM.”⁴⁶⁶ Overcoming technical issues was probably the biggest challenge for LMS at DLIFLC. Sfc. John Strohl, of the DLIFLC Chief Information Office, stated that “the desired technical system should address the overall needs, provide a consistent method of use in the technical environment, be reasonably easy to use, and work every time.” It also had to be compliant with DoD network security standards. Despite the complexity of LMS, conference attendees recommended that DLIFLC “pursue this opportunity and engage in the selection and implementation of a suitable LMS that meets our present and growing needs.”⁴⁶⁷

Faculty and Staff Development Division

Ms. Grazyna Dudney remained the dean of the Faculty and Staff Development Directorate (FSD), whose mission was to prepare, train, and sustain faculty and staff both in their professional teaching responsibilities and associated administrative skills. DLIFLC’s faculty was its most important asset. In Clausewitzian terms, this asset was

⁴⁶⁵ Megan Lee, “CD Hosts First Learning Management Systems Conference at DLI,” *Globe* (Fall 2005): 16-18.

⁴⁶⁶ Shareable Content Object Reference Model

⁴⁶⁷ Lee, “CD Hosts First Learning Management Systems Conference,” 16-18.

“the hub of all power and movement, upon which all depends” and the “ultimate source of strength.”

Dudney administered four main programs consisting of a pre-service course of four weeks for new civilian and military instructors, in-service workshops to improve instruction techniques, programs to improve instructors’ English, and professional leadership development training, the latter being established in FY 2003.⁴⁶⁸

The addition of hundreds of new faculty in 2004 and 2005 due to PEP funding resulted in more class sections, increased space requirements, and the need for additional FSD faculty trainers. In FY 2003, FSD provided 4,645 hours of resident faculty development courses with, among other accomplishments, some 750 hours devoted to supporting OEF-related activities.⁴⁶⁹ During 2004, FSD provided 5,000 hours of training to 2,500 participants in four programs: Pre-Service, In-Service, Academic Development, and Leadership Development. Nearly 200 new instructors attended the Pre-Service Instructor Certification Course due to a continuing increased faculty hiring. To meet the increased demand for this course, FSD had to double the number of instructor certification courses by the end of 2004. Meanwhile, FSD increased significantly the number of technology workshops offered to ensure that faculty could utilize the now ubiquitous whiteboards.⁴⁷⁰ Finally, FSD continued to contract with an MPC instructor who provided a basic computer course, called “Microsoft Applications for Teachers,” after doing another needs analysis with the schools.⁴⁷¹

As with its instructor-based program, the Leadership Development Program continued to grow in proportion to faculty growth. In 2004, sixty team leaders completed Effective Leadership for Team Leaders and another twenty-three completed Cultural Awareness in the Workplace. Workshops, called “Teacher Development through Classroom Observations,” were offered to department chairs and academic specialists. FSD also presented orientations on the leadership program to seventy deans, chairs, and academic specialists. Team-building for PEP teams was a focus during 2004. Faculty developers and academic specialists completed train-the-trainer workshops by experts in the field, plus preliminary design sessions with the vice chancellor. In response to a provost’s tasking, a core group developed a three-day workshop and began offering it to PEP teams in November. Team-building was expanded in 2005, as the PEP funding kicked in.⁴⁷²

The Academic Development Program focused on two areas: Foreign Language Education (FLED) and English as a Second Language (ESL). Teachers had the opportunity to enroll in four semester-long FLED courses during the year. These were the equivalent of undergraduate-level teacher education courses. As part of the Faculty Personnel System rank advancement process, FSD trained forty current associate and full professors to participate in the quality review process. Participants were “normed” on class observation and work product review procedures and standards, and subsequently

⁴⁶⁸ Minutes from 02-03 March 2004 DLIFLC Annual Performance Review, pp. 19-20.

⁴⁶⁹ Minutes from the 02-03 March 2004 DLIFLC Annual Performance Review, p. 4.

⁴⁷⁰ FSD offer three whiteboard workshops: “Getting Started with Smartboard,” an upgraded “Using Audio and Video with Smartboard,” and “Using PowerPoint with Smartboard.”

⁴⁷¹ “Annual Historical Report: 1 January-31 December 2004,” 2 April 2005, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴⁷² “Annual Historical Report: 1 January-31 December 2004,” 2 April 2005.

served on panels to complete the documentation needed in making promotion decisions. Monthly Foreign Language Activity SWAPs brought teachers from all schools together to exchange successful classroom techniques. In 2004, 166 teachers participated.⁴⁷³

FSD also continued to sponsor its annual Holiday Program during the December student exodus. During this six-day event, DLIFLC faculty members made fifty-eight presentations to 2,670 attendees (an increase of 45 percent over 2003) covering a wide variety of topics of interest to foreign language professionals. FSD also continued to sponsor its Visiting Scholar Program. In 2004, six professionals from the academic community presented workshops on team-building, interactive learning, second language teacher development, maximizing student learning, and designing experiential workshops. Over two hundred faculty members and program leaders attended. Finally, FSD continued to provide support to the field and to collaborate with DLI-W. Regarding the former, FSD provided tailored pre-service training to new instructors at St. George, Utah, and Fort Meade, Maryland, and in-service training at Fort Lewis, Washington. Regarding the latter, FSD provided orientations on listening comprehension and task-based instruction to eighty DLI-W contract instructors.⁴⁷⁴

By 2005, PEP funding was bringing new opportunities for faculty development but also new challenges, including the need to integrate large numbers of new faculty into team teaching while working to achieve the L2+/R2+/S2 standard. DLIFLC also worried about the rate at which faculty compensation levels were increasing. Despite the merit-based FPS system, DLIFLC faculty salaries were still ranked as the lowest in DoD among Title X systems (examples of other FPS being the academies, U.S. Army War College staff, etc.). Faculty salaries at all levels were not keeping pace with the GS grades to which FPS ranks corresponded at the time of their conversion to FPS in 1997. Unfortunately, DLIFLC had little say in this matter as pay was set by DoD's Civilian Personnel Management System Wage Setting Division. A less challenging issue during this time was the need to come up with funds to pay for a new Department of Labor policy (20 CFR section 656.12) that required employers to pay attorney fees for employees seeking citizenship. Some 45 percent of DLIFLC's faculty were non-citizens so this policy was potentially costly. Eventually, the institute hammered out a work-around using Department of the Army legal channels to allow DLIFLC to contract for immigration support.⁴⁷⁵

Resource Centers

The Aiso Library continued to serve the academic information needs of the DLIFLC community of students, faculty and staff under the direction of Chief Librarian Margaret J. Groner. In November 2003, DLIFLC transferred management of the library from Academic Administration to the Vice Chancellor for Language Science and Technology.

In 2003, Aiso Library received funding to begin a major remodeling project. The purpose of this project was to install an upper balcony within the library to provide additional useable space. Construction required staff to relocate library materials,

⁴⁷³ "Annual Historical Report: 1 January-31 December 2004," 2 April 2005.

⁴⁷⁴ "Annual Historical Report: 1 January-31 December 2004," 2 April 2005.

⁴⁷⁵ "Proficiency Enhancement Plan II," 4 September 2008, briefing slides 39 and 40, in "Proficiency Enhancement Plan II" folder, drawer 1, ACH 2005 files, DLIFLC&POM Archives.

furniture, and services, although their own offices did not need to be moved. For the duration of construction, Asio staff established services in the conference room of Munzer Hall, the building adjacent to the Asio Library. The library moved its book collection and shelving, however, to the Chamberlin Library at OMC for temporary storage.⁴⁷⁶

In late January 2004, contractors completed the Aiso mezzanine project. Library staff returned the book collection from its temporary storage at the Chamberlin Library relocated all the language collections to the new library shelving on the new mezzanine level. The Library continued to build its language collections with strong emphasis on emerging languages. Staff also relocated the public service function to the newly renovated main floor of Aiso. New furnishings were later delivered and installed along with new network outlets. Not only did these outlets double patron access to computer workstations, but additional outlets were included to allow for future growth. The Library also purchased new small format computers for patron use. In late October a new librarian, Michael Vetman, replaced Bruce Belknap who took a position in Germany.⁴⁷⁷

The Chamberlin Library, which was subordinate to Aiso, continued to serve the information needs of the OMC community with a new academic mission. An intermediate language collection was begun to support the School of Continuing Education, which had recently relocated to OMC. These items could be located in the online catalog under the subject heading “Aiso Collection at Chamberlin” accessible through the library website.⁴⁷⁸ Meanwhile, the DLIFLC and Presidio of Monterey institutional archives were relocated within the Chamberlin Library, although the archives remained under the administrative oversight of the Command History Office.

Combat Developments

Combat Developments, managed by Dr. Jurgen Sottung, was originally envisioned as a separate LST division, but its status was downgraded during this period.

Before the creation of LST, Combat Developments had been extensively involved in language technology issues. For example, beginning in FY 2003, it expanded existing partnerships to help with content development and also redesigned LingNet, which allowed users to access GLOSS (originally known as Langnet) and a variety of other online language resources. LingNet was an overarching entity for several programs and was also available to the academic community at large. According to Steve Koppany, the two sites were not in competition and together offered a “fantastic archive for anyone.” In FY 2004, LST planned to enhance LingNet in several ways, including by building new online lessons, finding additional content-development partners, upgrading LingNet’s existing diagnostic functions, shifting LingNet from a reading to a listening focus, and

⁴⁷⁶ Margaret J. Groner, Memorandum: “Library Annual Report CY2003,” 30 November 2004, in “ACH2004 Gen Info” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴⁷⁷ Margaret J. Groner, Chief Librarian, “Library Annual Report CY2004,” 18 July 2005, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴⁷⁸ Groner, “Library Annual Report CY2004,” 18 July 2005. For the Asio Library webpage, see: <http://dlilibrary.monterey.army.mil/aisolib.htm>

gathering/evaluating user feedback.⁴⁷⁹ Additionally in 2004, LST was working with NPS and a commercial firm to develop prototype software called “AVATARS” employing animated characters created with specialized software to illustrate positioning of the lips, for example, in producing certain sounds.⁴⁸⁰ Organizationally, some of these projects involved significant curriculum development.

In 2005, LST was still involved with a special project called the Language and Speech Exploitation Resources (LASER) Advanced Concepts Technology Demonstration (ACTD), an effort to improve the timeliness and accuracy of translation and document exploitation capabilities. The LASER team was interested in finding training applications for the machine translation technologies that the group had sponsored. It asked Dr. Granoien “to write a SOW to add Dari and Pashto capability” to a two-way translation device called “Speaking Minds” that could be used for interpretation practice. Granoien was also involved with another project called Global Autonomous Language Exploitation (GALE), a system funded by the Defense Advanced Research Projects Agency (DARPA). GALE sought to synthesize information from multiple media inputs, such as news feeds, blogs, TV, etc., in target languages, such as Chinese and Arabic, into more manageable reports for operators. Here again DLIFLC sought to provide a proficiency test to help evaluate the capability of GALE.⁴⁸¹

Meanwhile, LST continued to work on four technology-driven projects. These were: (1) the DARPA/Computer-Assisted Speech Technology Project, (2) the Technology and Science Working Group for the Speaker Identification Project, (3) the DARPA/MIT Machine Translation Evaluation Project (basically, a DLPT to grade machine translation capabilities), and (4) Foreign Language Call Center Project (intended to provide language support to field units within five minutes).⁴⁸²

Increasingly, those functions of Combat Developments linked to curriculum development seemed more appropriately housed under CD. Meanwhile, functions of the division tied to technology development began to seem increasingly tangential to DLIFLC’s mission to educate. Thus, by the end of 2005, Combat Developments had disappeared from DLIFLC organization charts. Its residual functions and important liaison missions were subsumed by Curriculum Development with program management under Sottung.

Directorate of Evaluation and Standardization

Vice Chancellor Dr. Martha Herzog continued to direct the staff and faculty of the Directorate of Evaluation and Standards (ES) until 3 June 2005, when she formally retired after a distinguished career of thirty years. Deniz Bilgin, then serving as the “DLPT Migration Manager,” stepped in to serve as acting vice chancellor. On 21 June 2005, Dr. Thomas Parry was appointed vice chancellor of Evaluation and Standardization

⁴⁷⁹ Minutes from the 02-03 March 2004 DLIFLC Annual Performance Review, pp. 19-22. LST was also collaborating with the Joint Intelligence Virtual University (JIVU) Language Department to incorporate some DLI products, such as “GLOSS learning objects.”

⁴⁸⁰ Minutes from the 02-03 March 2004 DLIFLC Annual Performance Review, pp. 19-20.

⁴⁸¹ Neil Granoien to Col Tucker B. Mansager, email: “Minutes FLTS 13 Sept 05,” 6 October 2005, in “ACH 2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁴⁸² Minutes from the 02-03 March 2004 DLIFLC Annual Performance Review, pp. 19-20.

pending the identification of suitable candidate to succeed him as the head of Continuing Education. Bilgin thus continued to administer ES for remainder of 2005.⁴⁸³

The mission of ES was “standardized language testing, test development, program evaluation and educational research for DLIFLC’s resident and nonresident programs.” Major challenges facing ES in this period included providing education throughout DLIFLC on proficiency standards, stressing the need for a “team approach for all projects,” grappling with insufficient work space and a “cumbersome hiring process” during a period of expansion, and finally maintaining the security of DLIFLC’s tests, which were used throughout the Defense Department.⁴⁸⁴

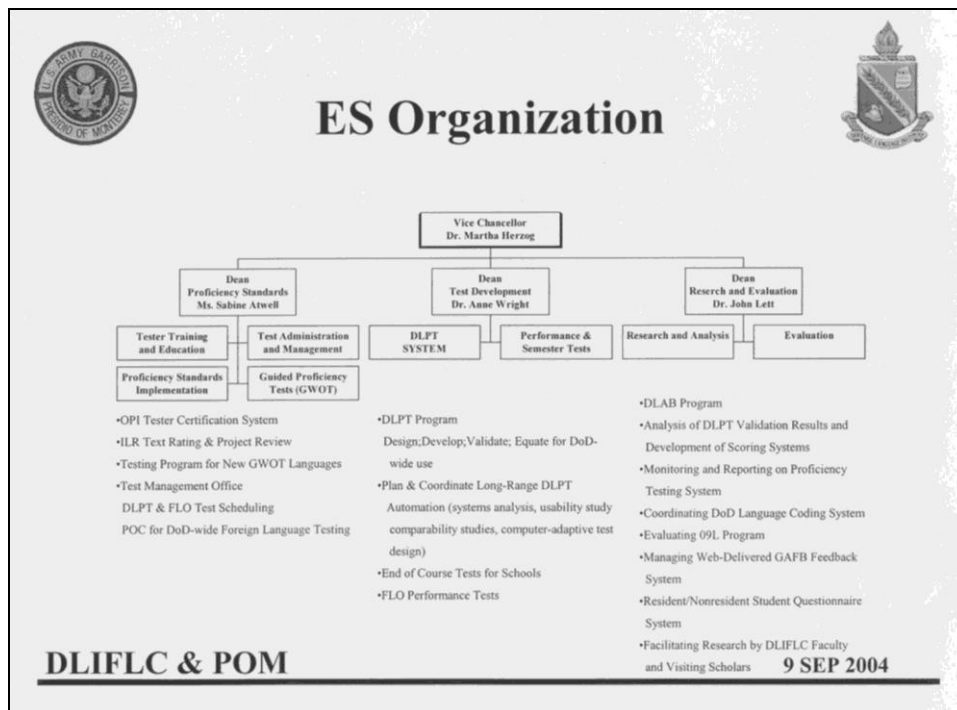


Figure 22 Organization of Evaluations and Standards Directorate, September 2004

In 2004, ES conducted its mission through three main divisions. The first was the Proficiency Standards Division, which was responsible Tester Training and Education, Test Administration and Management, Proficiency Standards Implementation, and Guided Proficiency Tests for key languages being developed by the Emerging Languages Task Force. The second was the Test Development and Standardization Division, which oversaw development of both proficiency and performance/semester tests. Finally, the Research and Evaluation Division carried out research, analysis, and evaluation.⁴⁸⁵

By November 2004, ES was aware that major planning changes by DLIFLC and the garrison command would require it to relocate during 2005. As explained in Chapter

⁴⁸³ Natela Cutter, “ES Says Farewell to Dr. Martha Herzog,” *Globe* (Fall 2005): 22-23; and Mystery Chastain to All DLI, email: “Vice Chancellor, Evaluation and Standardization,” 21 June 2005, in “Biographical” folder, drawer 4, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁴⁸⁴ “Installation Commander’s Semi-Annual Update,” 9 September 2004, in “DLIFLC Installation Cdr’s Semi-Annual Update” folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

⁴⁸⁵ “FY04 Mission and Major Activities of the Directorate of Evaluation and Standardization (ATFL-ES),” [2005], in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

6, ES had to relocate from its offices (buildings 618, 631, and 635) to facilitate the clustering of language courses in the central campus area of DLIFLC and to create additional classroom space for planned expansion under PEP. It did not have to move far, however. Through a lease agreement arranged by Garrison with the Monterey Peninsula Unified School District, ES moved into the unused Larkin School immediately adjacent to the Presidio of Monterey.⁴⁸⁶

After Herzog retired in June 2005, Bilgin reorganized ES into five divisions, which were Test Development, Research and Analysis, Evaluation, Proficiency Standards, and Test Management.⁴⁸⁷ According to Bilgin, this reorganization corrected a performance problem within the Research and Evaluation division, which was composed of two distinct staffs, the Research and Analysis unit and the Evaluation unit. The main issue was that Research and Analysis worked upon longer-term projects seeking, for example, to evaluate the teaching methods DLIFLC staff or the role of heritage speakers in the O9L program, whereas Evaluation was focused primarily on producing short-term, indeed, weekly products with specific deadlines for the Command Group. There was a tendency for the research staff to involve Evaluation in their own work at the expense of Evaluation's more deadline-driven and "factory-like" product. Similarly, Bilgin subdivided Proficiency Standards into separate components. Although there were no performance issues, the functions of maintaining and developing tests on the one hand and scheduling them on the other were inherently dissimilar missions. Herzog had not conducted such a re-organization, for one reason, because staff growth made the option more feasible in 2005.⁴⁸⁸ Herzog, Clifford, and Payne had, however, discussed the reorganization of Research and Evaluation in March 2004. After reviewing course completion statistics, Clifford observed that it was difficult to understand how program outcomes were affected by administrative and academic recycles, because data was not clearly tracked or presented by Research and Evaluation. Clifford wanted to create standard reports for course completions and on-time completions and mulled over the possibility of placing Evaluation within DAA. He also pointed out how differing definitions of nomenclature made it difficult to understand what was happening. "These analyses," he stated, "reinforce the need to reinstitute the central Institutional Research function as planned in the latest reorganization." For Clifford, the mission of Research and Evaluation was to fulfill the supportive role of institutional research. His inclination to split Research and Evaluation into separate divisions was the option Bilgin later carried out.⁴⁸⁹ The work of these divisions is discussed in further detail below.

Test Development and Standardization Division⁴⁹⁰

This division employed professionally recognized methodologies to develop satisfactory evaluative mechanisms for language training across DoD, most importantly

⁴⁸⁶ Kashaninejad, "Support to DLIFLC Expansion," 2004.

⁴⁸⁷ DLIFLC Staff Directory, 22 December 2005.

⁴⁸⁸ Deniz Bilgin, DLIFLC Associate Provost, Discussion with Cameron Binkley, Deputy Command Historian, 27 May 2009.

⁴⁸⁹ Drray to Martha Herzog, email: "KP00203 Output Reasons.doc," 20 March 2004, and Drray to Stephen Payne, email: "KP00203 Output Reasons.doc," 20 March 2004, in "ACH 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁴⁹⁰ Dr. Stephen M. Payne made significant contributions to this section.

the Defense Language Proficiency Test (DLPT). It faced two major challenges during this period, first test production, and second the method of test delivery.

By early 2004, DLIFLC was proposing to replace its existing DLPT tests on a six-to-ten-year replacement cycle, required both to maintain test integrity and to ensure the tests reflected modern usage. DLIFLC planned to work on ten tests per year, allowing regular test replacements and the flexibility to select the languages that most needed a new test. It was also planning to increase the capability of the tests to measure those with linguistic skills beyond Level 3, which would make the test of use for all U.S. government language-testing needs. Diagnostic assessment also required tests to be developed. Teachers used these to focus their teaching on their students' specific needs.⁴⁹¹

DLPT 5 Development

During this period, DLPT 5 development became conflicted over varying interpretations between DLIFLC and the National Security Agency over the meaning of the concept "computer delivery." NSA representatives believed that the term meant that the test would be delivered over the Internet or World Wide Web, which seemed at first to be a simple proposition. For DLIFLC, however, the issue was more complicated.

Discussions over the best delivery method(s) for the DLPT 5 date to the project's inception in 2000. Delivery possibilities ranged from the traditional paper and pencil tests to Compact Disc (CD) tests on individual computers to computer-generated tests delivered either on CDs or over the Internet. Throughout these discussions, DLIFLC managers used the term "web" with the understanding that the tests so delivered would be through a medium secure enough to prevent test compromise. This was clearly articulated in a memorandum concerning Internet connectivity called "Technical Considerations for Electronic DLPT 5 Implementation at NSA," dated 3 December 2002, from Bilgin to Herzog and Dr. Ann Wright, an NSA employee assigned to DLIFLC in 2003 to administer the DLPT 5 project.⁴⁹² Bilgin wrote, "this system is intended for operation within a secure environment. This precludes Internet connectivity during electronic DLPT 5 administration."⁴⁹³

By 2004, Test Development had validated that computer delivery of the DLPT was "user friendly and nothing was lost in the conversion from paper and pencil versions." It then began to conduct an analysis to design the appropriate architecture of the system that would deliver the test electronically.⁴⁹⁴

By September 2004, NSA seemed determined that the original test specifications called for web-delivery of the new DLPT 5. During a meeting with Col. Michael R. Simone, Wright raised the issue of computer-delivery of the DLPT 5. Simone was reluctant to move beyond delivery of the DLPT via CD. According to Herzog, Simone

⁴⁹¹ Simone, Written Statement, "Intelligence Community Language Capabilities," 13 May 2004.

⁴⁹² Wright replaced Dr. Gary Buck who unexpectedly resigned, and directed the development of the DLPT5 through January 2005 when she retired.

⁴⁹³ Deniz Bilgin to Martha Herzog and Anne Wright, Memorandum: "Technical Considerations for Electronic DLPT 5 Implementation at NSA," 3 December 2002, in "Payne Email re DLPT" folder, ACH 2005 files, DLIFLC&POM Archives.

⁴⁹⁴ Executive Summary of DLIFLC Fiscal Year 2004 Annual Performance Review, 2-3 March 2004, in "Annual Program Review March 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

felt that “it is DLIFLC’s responsibility to develop the DLPTs in the formats needed—paper & pencil, CDs for stand alone delivery, CDs to run on a server, as an item pool for CAT [Computer Adaptive Testing]. We can continue to distribute through HRC [U.S. Army Human Resources Command] or any similar system. However, any agency that has a special need (such as a CAT running over a secure network, etc.) will have to work out the details themselves. DLIFLC can provide the CDs or oversee downloading of the item pool. But we cannot build or manage systems within other agencies.”⁴⁹⁵

In November 2004, Renee Meyer, a senior official with NSA, planned to visit DLIFLC to discuss computer delivery of the DLPT 5. Beth Macke, an NSA staffer who was helping to plan Meyer’s visit, conveyed NSA’s view that “CD’s were always a ‘just in case’ alternative” to web-delivered tests and that Meyer expected a documented plan of where development was on web-delivery as well as information on the test validation process, which NSA needed to know where its help was needed;⁴⁹⁶ a documented list of language test availability; and, finally, a documented plan on computer-adaptive test development. In response, Assistant Commandant Daniel Scott replied that DLIFLC was prepared to discuss delivery of CD’s and the delivery schedule for language tests but again pointed out that the institute did not administer tests outside of DLIFLC, because the Army Human Resource Command (HRC) was charged with administering DLPTs to the four military services. Scott felt that DLIFLC could advocate for a new testing system but without a charter to administer tests, DLIFLC was limited in what it could do regarding testing architecture. He also stated that a documented plan for computer-adaptive tests would not be available for the 15 November meeting. Scott was also concerned about the validation process and wanted “a mathematical explanation of the validation process—that is, what level of confidence are we attempting to achieve by our validation model—and how much ‘less’ validation can we use before the risk we assume becomes too great.”⁴⁹⁷

That same month DLIFLC technician Geoff Marshall told Wright that the CD option would not work at NSA.⁴⁹⁸ The institute thus began to look seriously for where web-delivered tests could be securely administered. Prometric Testing Centers, a private company with testing centers located throughout the nation, was initially considered as well as DoD’s own DANTES testing centers, located on most military bases, or through the Army’s AKO website, which, however, required a workaround for Navy, Marine, and Air Force testers.⁴⁹⁹ Early in 2005, Undersecretary of Defense Dr. David Chu and Gail McGinn decided that the Defense Manpower Data Center (DMDC), conveniently located

⁴⁹⁵ Martha Herzog to Stephen Payne, email: “DFSC Meeting on 23 Sep,” 17 September 2004, in “Payne Email re DLPT” folder, ACH 2005 files, DLIFLC&POM Archives.

⁴⁹⁶ The help needed was for examinees at the upper ILR ranges as validation subjects. Unfortunately, NSA was not able to furnish validation subjects in the numbers needed.

⁴⁹⁷ The last statement was prophetic only a year later Scott authorized a radical departure from the validation process that had been utilized for the initial DLPT 5 tests in Russian and Norwegian. Daniel L. Scott to Samuel Lipsky and Richard Coon, email: “Expectations,” 5 November 2004, in “Payne Email re DLPT” folder, ACH 2005 files, DLIFLC&POM Archives.

⁴⁹⁸ Marshall was a software tester hired as a contractor by DLIFLC to test and modify software applications for the DLPT 5. He also installed software and configured hardware in NSA testing labs.

⁴⁹⁹ Ray Clifford to Stephen Payne, email: “DLPT 5,” 9 November 2004; Robert Protosevich to Daniel Scott, email: “DLPT 5 Review,” 17 November 2004; Deniz Bilgin to Zeina Zannelli (HRC-Alexandria), email: “Questions we need answered by DLI on computer-based DLPT 5,” 10 February 2005; Deniz Bilgin to Stephen Payne, email: “Question from LTG Johes & Mr. Seger re DLPT V,” 22 February 2005, all in “Payne Email re DLPT” folder, ACH 2005 files, DLIFLC&POM Archives.

in Monterey near DLIFLC, would administer the test over the Internet, rather than through HRC, which had been administering the DLPT since the 1950s.

Establishment of the DLPT 5 Working Group

In April 2005, Chu and McGinn established the DLPT 5 Working Group to help iron out problems associated with web-delivery of the new test. Attendees included representatives from the Defense Language Office, the four services, NSA, DLIFLC, and other interested parties. Weekly meetings were held from 2005 until 2008, when the group became the DLPT 5 Coordination Team.

The DLPT 5 Coordination Team focused on resolving the many technical issues caused by the move away from paper and pencil tests. Members hammered out the testing process from the size of computer screen needed at testing centers to the certification of test control officers. Many meetings were acrimonious. Adoption of web-based testing required the four services and other organizations authorized to administer the DLPT to build computerized testing centers using specifications dictated by DMDC through Chu's 31 January 2005 memorandum, "Computer/INTERNET Defense Language Proficiency Test."⁵⁰⁰ Service representatives complained that they did not have the resources to build testing labs and wanted to continue using paper and pencil tests.⁵⁰¹ In response to the Chu memo, Charles Abell, Principal Deputy in the Office of the Under Secretary of Defense, wrote a memorandum to the assistant secretary of the Army for manpower and reserve affairs, asking for information on how the Army planned to implement the new requirement given recent staffing cuts at Army Education Centers. Abell was concerned that the Army would not be able to proctor tests and maintain test security.⁵⁰²

Once the services and others realized that the DLPT 5 would not be a paper and pencil test, they discovered that the software that DMDC proposed to use required numerous downgrades to field testing sites. Field sites used a program called Media Player 9 or 10 while the DLPT 5 was designed to run on Media Player 6, 7, or 8, produced by Microsoft, Inc., which did not provide backward compatibility for versions 9 or 10 due to security (or copyrights) issues inherent in older versions of Media Player.⁵⁰³

⁵⁰⁰ David S. C. Chu to Secretaries of the Military Departments, Memorandum: "Computer/INTRANET Defense Language Proficiency Test," 31 January 2005, in "Payne Email re DLPT" folder, ACH 2005 files, DLIFLC&POM Archives. The Chu memo concerned technical specifications needed in testing centers and was reviewed and changes made by staff at ES on 19 January 2005. See attachment to Deniz Bilgin to Col Daniel L. Scott, email: "DLPT 5 SPECS" 19 January 2005, in "Payne Email re DLPT" folder, ACH 2005 files, DLIFLC&POM Archives.

⁵⁰¹ LT Devin L. Watson to Anne Wright, email: "DoD DLPT 5 System Implementation Working Group "Kick Off" Meeting Information," 11 May 2005, in Daniel L. Scott to Stephen Payne, email: "DoD DLPT 5 System Implementation Working Group "Kick Off" Meeting Information," 11 May 2005; Deniz Bilgin to Daniel L. Scott, email: "DLPT 5 Working Group Meeting 2," 19 May 2005; Deniz Bilgin to Daniel L. Scott, "DLPT 5 Working Group Meeting 3," [DATE?]; Deniz Bilgin to Stephen Payne, et. al., email: "DLPT 5 Working Group Meeting 4," 2 June 2005; Deniz Bilgin to Daniel L. Scott, email: "DLPT 5 Working Group Meeting 5, 10 June 2005, all in "Payne Email re DLPT" folder, ACH 2005 files, DLIFLC&POM Archives.

⁵⁰² Charles Abell to Assistant Secretary of the Army (Manpower and Reserve Affairs), Memorandum: "Defense Language Proficiency Test 5 (DLPT 5) and Education Centers," 8 February 2005, in "Payne Email re DLPT" folder, ACH 2005 files, DLIFLC&POM Archives.

⁵⁰³ Deniz Bilgin to Daniel L. Scott, email: "DLPT 5 Working Group Meeting 2," 19 May 2005; Bilgin to Scott, "DLPT 5 Working Group Meeting 3," [DATE?]; Deniz Bilgin to Daniel L. Scott, email: "DLPT 5

In addition, DMDC proposed to use proprietary software that it had developed to administer the web-delivered Armed Forces Vocational Aptitude Battery (ASVAB). This test, taken by all new military recruits, was based upon the DOS operating system rather than Microsoft Windows-based operating system, but had been modified for Windows. When DLIFLC technicians tried to use the software in test labs, however, their computers crashed. Apparently, code inserted by DMDC caused “keyboard lockout.” Fortunately, Jon Varosh provided a work-around that allowed the test to run in the DLIFLC test labs until DMDC fixed the problem. Another issue popped up when several of the non-DLIFLC testing labs inadvertently ordered the wrong headsets, which failed to work with the test equipment.⁵⁰⁴

During this same period, Test Development was also working with DMDC to plan the electronic delivery of the Defense Language Aptitude test (DLAB) to be used on the same platform as the ASVAB taken by all potential military recruits.⁵⁰⁵

On 10 March 2005, the Foreign Language Steering Committee met at the Presidio with McGinn as chair. Colonel Scott reported to the committee that the Test Development Division was working to meet deadlines (see Figure 23 below), had restructured the management within the division, and was in the hiring process for a program content manager, a requirements coordinator, and a test automation technician. Scott hoped these hires would help move the DPTL 5 from paper and pencil to a CD-delivered test beginning the first quarter of FY 2006.⁵⁰⁶

Scott also reported on the remaining delivery issues with HRC, the organization that had traditionally delivered DLPTs off campus. The goal was for HRC to deliver all DLPTs via computer beginning 1 October 2005. The goal for 1 October 2006 was for HRC to deliver the tests over the web at local test labs. Then, on 1 October 2007, the DLPT would switch to computer-adaptive testing, also delivered over the web at local test labs. Finally, by 1 October 2009, the DLPT would only be available on-line. Scott thought that there was only a medium risk that CD-delivered tests would be delayed beyond October 2005, but thought it very likely that the October 2006 deadline for computer-based testing might slip. On the other hand, he thought the subsequent year’s deadline to get computer-adaptive testing on-line was likely to be on track. NSA had funded most of the \$12 million cost for the new upper and lower range tests and was concerned about the institute’s delivery schedule.⁵⁰⁷

The problem was that funding for test computerization would be driven by a testing architecture not yet known. ES hoped to deliver the DLPT 5 on CD-ROM to test sites by 1 October 2005, allowing DoD linguists worldwide to take the test on computer. Thereafter, DLIFLC was to work with the “Army Tiger Team” to define testing

Working Group Meeting 19,” 28 October 2005, in “Payne Email re DLPT” folder, ACH 2005 files, DLIFLC&POM Archives.

⁵⁰⁴ Bilgin, Deniz to Stephen Payne, et. al., email: “DLPT 5 Working Group Meeting 4,” 2 June 2005; Bilgin to Daniel L. Scott, email: “DLPT 5 Working Group Meeting 11 (corrected),” 12 August 2005, in “Payne Email re DLPT” folder, ACH 2005 files, DLIFLC&POM Archives.

⁵⁰⁵ Simone, Written Statement, “Intelligence Community Language Capabilities,” 13 May 2004.

⁵⁰⁶ “DLPT 5 Test Production,” *Annual Program Review*, 10 March 2005, slide 67, briefing on CD in “ACH2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁵⁰⁷ “DLPT 5 Test Production,” *Annual Program Review*, 10 March 2005, slide 67, briefing on CD in “ACH2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

- 2) The inclusion of critical thinking items in a language proficiency testing arena;
- 3) The movement away from paper and pencil test delivery to computer delivery coupled with a lack of a clear definition of what that meant operationally;
- 4) The inability of either DLIFLC or NSA to find enough subjects (a statistically valid test population) at each ILR level to validate the tests;
- 5) A major shift in validation practices from the utilization of large numbers of validation examinees at each ILR level who had been assigned ILR levels via a two-skill interview process to the use of a new methodology, Item Response Theory (IRT), to set cut scores;
- 6) The lack of a clear understanding of how the validation process was used to develop cut scores to delineate the ILR levels on the final versions of the DLPT 5 in each language; and
- 7) A change in leadership within the Test Development Division of the Directorate of Evaluation and Standardization—the retirement of Dr. Martha Herzog, Vice Chancellor of Evaluation and Standardization, in mid-2005—and the retirement of Chancellor Ray Clifford in January 2005—aggravated matters.⁵¹¹

Proficiency Standards

Ms. Sabina Atwell directed the Proficiency Standards Division (PSD), which managed numerous programs throughout this period. In 2004, PSD expanded its Oral Proficiency Interview (OPI) tester certification program, which was initiated in FY 2003. Its purpose was to select, train, and maintain the skills of several hundred OPI testers in fifty languages, essentially as an additional duty. In FY 2004, Proficiency Standards trained 135 OPI testers, recognized 427 certified faculty OPI testers, and conducted 4,444 OPI tests.⁵¹²

PSD provided OPI tester training through numerous iterations of a rigorous workshop lasting ninety-six hours designed to provide provisional certification of an OPI tester for one year, with full certification after an additional year of successful testing. PSD attempted to maintain the skill of these OPI testers through mandatory annual two-day refresher training events plus ongoing individualized training. PSD also provided several iterations of a two-day training course to non-testers that was open to all faculty. By-request DLIFLC conducted OPI orientations for military, school staff, and others.⁵¹³ PSD found it challenging to maintain the OPI tester certification program, which required a strong quality control system. Demand was also increasing for OPI testers, but DLIFLC was funded only for internal OPI testing and as required for the O9L program.

In 2004, PSD focused attention upon more intensive treatment of the Level 1+/2 proficiency threshold, the developmental profile of a Level 3 speaker, and use of the ILR scale as a testing tool. The division also continued its aggressive OPI quality control program. From 10 to 20 percent of all OPIs were randomly reviewed, in addition to the

⁵¹¹ Stephen Payne, written comments provided to Cameron Binkley, 9 January 2009.

⁵¹² “Oral Proficiency Interview,” *Annual Program Review*, 10 March 2005, slide 71, briefing on CD in “ACH2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁵¹³ “FY04 Mission and Major Activities of the Directorate of Evaluation and Standardization (ATFL-ES),” [2005], in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

focused review of OPIs selected for specific reasons. PSD continued with the automatic review of serious discrepancies and outlier ratings when it identified these in the separate scores given by the two testers for a given OPI. Additionally, performance of each tester was carefully monitored and tracked. PSD believed that its master tester program continued to foster recognition of and benefit from testers meeting the highest OPI standards. There were renewed efforts to support and communicate with student OPI examinees: Students received official OPI policy letters to ensure their understanding of OPI rules and procedures, and PSD analyzed all complaints by student examinees.⁵¹⁴

In 2004, PSD had a total of six staff available for OPI training and program management. The sixteen staff of the PSD Test Management and Administration operation continued to schedule and administer a high volume of proficiency and performance tests for military linguists and FPS staff and job applicants.⁵¹⁵ Through 31 August 2004, PSD gave 13 DLAB administrations, 2,251 DLPT for listening comprehension administrations, 2,241 DLPT for reading comprehension administrations, 6,454 Performance tests for FLOs, 2,383 OPI of students and other military linguists administrations, and 258 OPI of FPS staff and job applicants administrations.

PSD also intensified its monitoring and implementation of proficiency standards across all language-related projects at DLIFLC (e.g., testing, curriculum), to ensure adherence to U.S. government proficiency standards. PSD conducted ongoing work to train reviewers, coordinate the numerous reviews, and maintain a tracking system for review results.⁵¹⁶

In late 2005, PSD published a comprehensive FY 2005 report of its OPI activities across all schools of DLIFLC. The report, organized by school demonstrated, significant effort in training and certifying OPI testers in numerous languages and in conducting thousands of OPI tests.⁵¹⁷

Research and Evaluation

Dr. John Lett headed the Research and Evaluation Division (ESR) during this period, which was divided into the Research and Analysis section and the Evaluation section. Lett was also responsible for the Defense Language Aptitude Battery (DLAB) program, used to determine recruit aptitude and admission to DLIFLC. Under Lett, DLAB was automated with field deployment at Military Entrance and Processing Stations (MEPS) projected in early 2006.⁵¹⁸ During this period, Lett also worked to update procedures for complying with federal regulations governing research involving human subjects. Those regulations required DLIFLC to establish an Institutional Review Board and Lett recommended that DLIFLC combine with the Naval Postgraduate School, which had more experience in this area.⁵¹⁹

⁵¹⁴ “FY04 Mission and Major Activities of the Directorate of Evaluation and Standardization” [2005].

⁵¹⁵ “FY04 Mission and Major Activities of the Directorate of Evaluation and Standardization” [2005].

⁵¹⁶ “FY04 Mission and Major Activities of the Directorate of Evaluation and Standardization” [2005].

⁵¹⁷ OPI Activities Annual Report, FY 2005, in “OPI Activities in DLIFLC Schools” folder, drawer 3, ACH 2005 files, DLIFLC&POM Archives.

⁵¹⁸ “DLAB Automation,” *Annual Program Review*, 10 March 2005, slide 72, briefing on CD in “ACH2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁵¹⁹ John Lett, memorandum: Institutional Review Board, 6 April 2005, in “Institutional Review Board” folder, ACH 2005 files, DLIFLC&POM Archives.

Research and Analysis

Research and Analysis maintained oversight of special studies and projects, provided field support for other special studies (e.g., Language Needs Analyses), coordinated reporting and data exchange with other agencies, provided independent statistical analysis for ES test development, and served as representative for technology transfer purposes. Research and Analysis staff included a senior analyst and measurement specialist, an educational researcher, two research analysts, one research project coordinator, one statistical assistant, and one part-time contract employee.

Ongoing Research and Analysis projects in FY 2004 included studies of 09L (interrogator) instruction, special statistical analysis for test development projects, support to development of revised language codes, support for operations in Iraq and Afghanistan, coordination of four studies of the ESR Invitational Research Program, and assistance to the NSA's research initiative in conjunction with the University of Maryland Center for Advanced Study of Language (CASL). Activities in collaboration with CASL ranged from technology transfer, co-chairing the testing working group, and coordinating on the task of aptitude assessment.⁵²⁰

Evaluation

Evaluation included ongoing evaluations of resident and nonresident courses as well as special conferences. It continued to exchange questionnaires, student demographic, and performance data with Goodfellow Air Force Base. Evaluation also continued to serve as DLIFLC's Office of Primary Responsibility for the TRADOC Quality Assurance Office. Evaluation staff included a director and eight GS 7-9 statistical assistants.⁵²¹

One highlight of the Evaluation program was its ongoing multi-faceted evaluation of DLIFLC resident language programs and classroom instruction. Using data generated by automated questionnaires administered mid-course (the Interim Student Questionnaire or ISQ) and at end-of-course (ESQ), the program continued regular and frequent reporting on students' opinions about effectiveness of the language program in which they studied, about the effectiveness of the classroom instruction itself, and about quality of life at DLIFLC beyond the classroom. Reports continued to take the form of either routine ISQ and ESQ reports for each class and class section (vis-à-vis learning success for each class and section), annual qualitative and quantitative summaries of students' opinions and learning success, special efforts to notify chain-of-command when data gathered pointed to potentially volatile issues, or evaluations on special request.⁵²²

Another evaluation highlight was the continuing Feedforward/Feedback (FF/FB) program, a long-established exchange of data, information, and assistance between DLIFLC and the cryptologic operations and training program at Goodfellow Air Force Base where many DLIFLC students were assigned following graduation. The FF/FB program attempted to provide a better basis for decisions regarding assignments to

⁵²⁰ "FY04 Mission and Major Activities of the Directorate of Evaluation and Standardization" [2005].

⁵²¹ "FY04 Mission and Major Activities of the Directorate of Evaluation and Standardization" [2005].

⁵²² "FY04 Mission and Major Activities of the Directorate of Evaluation and Standardization" [2005].

Goodfellow or elsewhere, to ensure awareness at both locations of how well the training at DLIFLC was meeting linguists' operational needs, and to gauge improvements needed in either the DLIFLC or the Goodfellow programs. During FY 2004, a web-based data collection system was set up to capture questionnaire data from linguist supervisors at Goodfellow. Work was in progress on design of integrated analysis and reporting of student language mastery at DLIFLC, of their subsequent performance at Goodfellow, of opinions of students and their military supervisors, and of possible needed improvements to DLIFLC or Goodfellow programs and policies. However, this work in progress had to be suspended pending the resolution of technical issues.⁵²³

Evaluation, in collaboration with staff from the ES Directorate, also pursued several development initiatives for the DLAB. The first initiative was to develop a computer-delivered DLAB, which would have to be integrated into the ASVAB given to all potential military recruits. This project involved in-house DLIFLC delivery of the computer application in coordination with the Military Accession Policy Working Group.⁵²⁴ The DLAB 2 "New Mousetrap" project was the second major initiative. In FY 2004, Evaluation conducted a conference with CASL to discuss the next steps.

Examples of previous Research/Analysis and Evaluation projects still current in 2004 included the Language Skill Change Project and subsequent "LSCP Relook," two attrition studies via the Army Research Institute, a study of cross training from Persian Farsi to Dari, evaluation of the first basic course immersion program (Arabic, Middle East I School), language needs input to the Joint Operations Planning Execution System II, and a language needs assessments for U.S. Army Civil Affairs and Psychological Operations.⁵²⁵

Retirement of Dr. Martha Herzog

As noted above, Vice Chancellor Dr. Martha Herzog, chief of the Directorate of Evaluation and Standards, retired after thirty-one years of distinguished service on 3 June 2005. Herzog had headed the directorate for seven years, but had previously served as the dean of the Romance, Central European, and Korean language schools, having been chosen for the last school specifically to implement its new Korean Basic Course. She had been dean of Curriculum and Faculty Development and chief of nonresident instruction (Continuing Education) and at times even held two positions at once. Her accomplishments included helping to make "proficiency" the central aim of DLIFLC instruction, inaugurating major changes in the DLPT III, which was the first DLPT to focus on proficiency, extending the Instructor's Certification Course, and at ES she oversaw the overhaul of the oral proficiency-testing program credited with having "vastly improved procedures for initial tester certification training as well as ongoing quality control." Herzog had also served several terms as chair and co-chair of the Testing Committee of the Interagency Language Roundtable and for the previous six years had led the Working Group on Testing and Assessment of the Bureau for International

⁵²³ "FY04 Mission and Major Activities of the Directorate of Evaluation and Standardization" [2005].

⁵²⁴ Assistance was provided by the Military Entrance Processing Command (MEPCOM) for usage issues, the Defense Manpower Data Center (DMDC) for technical assessment, plus contract assistance in gauging implementation feasibility.

⁵²⁵ "FY04 Mission and Major Activities of the Directorate of Evaluation and Standardization" [2005].

Language Coordination, the language component of NATO. Herzog was well known within the NATO language community for her two-week language testing seminars for new NATO nations and nations allied to NATO under the Partnership for Peace Program and was widely respected by her colleagues at DLIFLC.⁵²⁶ In fact, in testament to that respect, on 13 June 2005, Congressman Sam Farr offered a statement for the *Congressional Record* attesting to Herzog's "outstanding talent and lasting achievement throughout her career."⁵²⁷

Students

229th Military Intelligence Battalion

Lieutenant Colonel George C. Scott served as commander of the 229th Military Intelligence (MI) Battalion until Lieutenant Colonel Michael Chinn took command. The 229th MI Battalion experienced continuous change as many of its cadre rotated into or out of Iraq. In addition, during this period the Battalion was realigned. Originally, it was composed of four Initial Entry Training (IET) and two careerist companies, but was reorganized into five IET companies and one careerist/staff company. Nonetheless, the 229th reported meeting all of its mission requirements, which were to train, develop, and support logistically and administratively Army student linguists assigned to DLIFLC.⁵²⁸ The battalion's senior enlisted staff was Cmd. Sgt. Maj. Robert T. Edwards. On 24 March 2005, Cmd. Sgt. Maj. Chris Raines replaced Edwards.⁵²⁹

Companies of the 229th MI Battalion were organized either to reflect the school and language of their soldiers, most of whom were IET students, their phase of training, or their career status. Career soldiers were mostly grouped together in two separate companies until merged into a single company by the end of 2004. A Company supported approximately 375 Soldiers training in the Korean Basic course. B Company platoons, to whom all IET soldiers were first assigned, were aligned by student phases and provided liaison with eight schools. C Company soldiers were assigned to the three Middle East Schools. In D Company approximately 300-340 soldiers were assigned to the Basic Courses in Arabic, Spanish, French, Italian, Portuguese, German, Pushto, Uzbek, Kurdish Korean, Japanese, Thai and Tagalog. In early 2004, Delta Company transitioned from being a purely careerist company to an IET integrated training company.⁵³⁰

For E Company, the main event in 2004 was the battalion reorganization, executed on 15 March, which transformed the unit into a cadre/careerist only company. It supported students in all the schools, but after the reorganization, the company dropped from 230 soldiers to 150, and training migrated from mass events on weekends to smaller, weekday events and newly mandated "Military Training Days." The company

⁵²⁶ Cutter, "ES Says Farewell to Dr. Martha Herzog," 22-23. See also *DLI Alumni Association Quarterly Newsletter* VII, no. 3 (July 2005).

⁵²⁷ Sam Farr, "In Honor of Dr. Martha Herzog," 109th Cong., 1st sess., *Congressional Record* 151 (8 June 2005): E1172.

⁵²⁸ Capt Ramon B. Torres, "Annual Historical Report, Calendar Year 2004 [229th MI Battalion]," 18 March 2005, in "ACH 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives

⁵²⁹ Ramon L. Velasquez, email: "SGM Chris Raines Takes the Position of 229th MI BN CSM," 28 March 2005, in "Biographical" folder, drawer 4, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁵³⁰ Torres, "Annual Historical Report, Calendar Year 2004 [229th MI Battalion]," 18 March 2005.

was thereafter organized into three platoons, those in basic courses, those in the School of Continuing Education (all intermediate and advanced languages) or Emerging Languages Task Force, and finally those in the Defense Threat Reduction Agency program. E Company was unique in that soldiers in language training assigned to it ranged in rank from E4 (all E4-E5s were SCE students) to lieutenant colonel (O-5), though most students fell into the E7-O3 ranks. Within those ranks the population consisted of soldiers from Special Forces (predominantly E7s/E8s), FAOs in training (captains and majors), MI (98Gs), DTRA soldiers, and many National Guard (linguist units) and Reserve Soldiers. After 15 March 2004, E Company also took responsibility for training Installation Guard Force Search Teams.⁵³¹

Finally, on 15 March 2004, F Company was reorganized to reflect changes in the teaching of European languages at DLIFLC. After the reorganization, it provided liaison with the newly created Multi-Language School (MLS) and the newly reorganized European and Latin American School, which combined the Russian and Spanish Basic Course programs. F Company was also affected when the Battalion reorganized the companies to redistribute certain student densities, sending all of the Asian I IET students (Tagalog, Chinese, Vietnamese and other low density Asian languages), the Persian Pashto and Dari IET students, and all of the European/Latin American Languages IET students (Spanish, Portuguese, German, and French) to Delta Company. In turn, F Company gained student noncommissioned officers (sergeant to sergeant first class) to decrease the leader-to-led ratio from 1:67 to 1:20.⁵³²

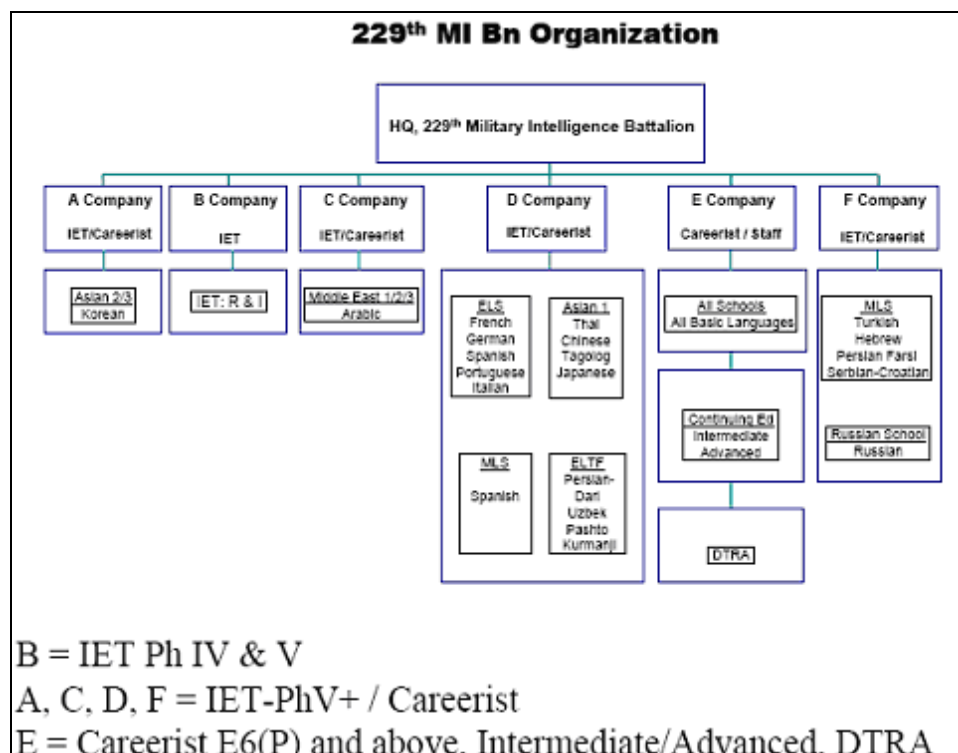


Figure 24 Organization of 229th MI Battalion showing five AIT-focused companies, 2004

⁵³¹ Torres, “Annual Historical Report, Calendar Year 2004 [229th MI Battalion],” 18 March 2005.

⁵³² Torres, “Annual Historical Report, Calendar Year 2004 [229th MI Battalion],” 18 March 2005.

Throughout this period, soldiers, NCOs, and officers participated in numerous military skills training events as well as varied volunteer activities to support the local community.⁵³³ For example, in early 2004, a hundred or so soldiers from A Company, 229th MI Battalion, visited Fort Hunter Liggett to hone their military field skills, including reacting to “NBC” threats, reacting to sniper fire, and learning how to clear minefields.⁵³⁴

On 8 October 2004, DLIFLC students in the B Company, 229th Military Intelligence Battalion, participated in realistic military training scenarios at the “Military Operations in Urban Terrain” facility located on the former Fort Ord. These IET soldiers practiced the “common skills training,” such as land navigation, or other assignments, such as check point duty. More advanced DLIFLC students also participated in the exercises by volunteering in a program known as “JETS” for Junior Enlisted Trainer School. The JETS program was started at DLIFLC in 2003 with two goals: first to train soldiers and second to assist them in becoming future trainers. Forty-seven of about one hundred students in good academic standing gave up their free time to participate. These students practiced both leadership development and using their target languages in the field, mainly Arabic, Serbian/Croatian, or Russian. U.S. Army Capt. Shawn Leonard oversaw JETS with help from 229th Cmd. Sgt. Maj. Robert Edwards.⁵³⁵

Under the command of Lt. Col. Michael Chinn in 2005, the 229th maintained its mission to train, develop, and provide administrative and logistical support to soldiers in residence at DLIFLC. In 2005, the 229th managed approximately 1,550 soldiers assigned to six companies, one of which was for career soldiers, the rest were composed of troops just out of Basic Combat Training.

In January 2005, the 229th MI Battalion requested several exceptions to a new Army policy regarding the administration of IET soldiers in the final phase of training who were supporting training at either the Joint Readiness Training Center or the National Training Center at Fort Irwin, California. Normally, strict regulations governed the supervision and housing of young soldiers to prevent disciplinary problems, and this new policy allowed commanders to house and treat the students, as long as they were in good academic and disciplinary standing, as if they were permanent party personnel. The main exception sought by the 229th was intended to allow DLIFLC students to participate in training events off-post requiring extended hours due either to the nature of the training or the logistics. Beginning in 2005, DLIFLC immersion courses were held at a newly opened facility at the Ord Military Community. Students were also required to travel off-post many miles for DLIFLC and military training held at several venues south of Monterey not originally intended to handle IET troops. The 229th stated that it would “ensure that Soldiers participating in these exercises are provided with sufficient leadership and supervision to mitigate the risks arising from this exception to policy,” which was needed to meet DLIFLC’s innovative and ever evolving training objectives.⁵³⁶ In February, Chinn attended a conference on IET soldiers and later reported that Lt. Gen.

⁵³³ Torres, “Annual Historical Report, Calendar Year 2004 [229th MI Battalion],” 18 March 2005.

⁵³⁴ “From the Field,” *Globe* (March 2004): 8-9.

⁵³⁵ Bob Britton, “Field Training Exercises Sharpen Soldiers’ Skills,” *Globe* (January 2005): 15-18.

⁵³⁶ Lt Col Michael J. Chinn, Commanding, 229th MI Battalion, Memorandum: Expansion of Utilizing Phase V Soldiers, etc., to Commanding General, TRADOC, 31 January 2005, in 229th MI 2005” folder, ACH 2005 files, DLIFLC&POM Archives. The exemptions sought relief from TRADOC Regulations 350-6 (separate and secure requirements). TRADOC’s new policy on utilizing Phase V soldiers was effective from 12 May 2004.

Van Antwerp, Commander, U.S. Army Accessions Command (USAAC), was focused upon first-term attrition losses due to troops either not reenlisting or failing to make it through training. Attrition losses were of particular concern at the time due to the failure of the Army to meet its recruitment goals. According to Chinn, “Van Antwerp supports DLI initiatives to increase IET Soldier privileges. He is relooking the smoking and alcohol use for Phase IV and V IET Soldiers. He believes that TRADOC’s privilege restrictions significantly contribute to the Army’s first term enlistment attrition.”⁵³⁷ In March, TRADOC approved the exceptions requests of the 229th, the result being that Phase V IET soldiers at DLIFLC could be granted full permanent-party privileges as long as they maintained good academic and disciplinary standing.⁵³⁸

Generally, under Chinn, the 229th MI Battalion emphasized the importance of training to meet the asymmetrical threat soldiers faced in the modern threat environment. Chinn felt that the wars in Iraq and Afghanistan had “reaffirmed the importance of foreign language and military training.” He offered sober counsel to the 229th soldiers, which was that the average student, upon graduation as a military linguist from DLIFLC and completion of their AIT would be deployed to a combat area within twenty-eight days of arriving at their parent unit. In other words, military linguists were in high demand. But the fact that its graduates were likely to serve in war zones also meant that the 229th had to focus attention upon the military training needs of its soldiers despite “the preponderance of available training time” spent on language learning. According to Chinn, 75 percent of the soldiers in the 229th had come to DLIFLC straight from Basic Combat Training (a smaller percentage came from Fort Huachuca’s AIT course in human intelligence collection while some were career soldiers). His military training focus, therefore, was to sustain basic military skills, which translated into increased training in marksmanship, hand-to-hand combat, urban scenarios, and reaction drills for responding to attacks on military convoys. Instructors also emphasized map reading and Arabic, however, during unit training, in line with DLIFLC guidance. The 229th sought to include foreign language training in military training where ever an opportunity existed, especially during scenario-driven exercises. Finally, Chinn sought to establish training relationships with sister services to help reinforce mutual training needs and to create realistic scenario-driven exercises and foreign language immersions.⁵³⁹

311th Training Squadron

The 311th Training Squadron (TRS) fulfilled the same function at DLIFLC for the Air Force as the 229th MI Battalion did for the Army—it managed and supported U.S. Air Force service members attending DLIFLC to become Air Force military linguists.⁵⁴⁰ The 311th TRS was subordinate to the 17th Training Wing located at Goodfellow Air Force

⁵³⁷ Lt Col Michael R. Chinn to Col Michael R. Simone, email: “Bde CDR/CSM IET Conference,” 14 February 2005, in 229th MI 2005” folder, ACH 2005 files, DLIFLC&POM Archives. First attrition was running about 36.1 percent in 2004.

⁵³⁸ Maj Gen Paul D. Eaton, DSCOPS TRADOC, Memorandum: “Exceptions to Policy for TRADOC Regulation 350-6 Initial Entry Training (IET) Fundraising, Buddy System, Separate and Secure,” 11 March 2005, in 229th MI 2005” folder, ACH 2005 files, DLIFLC&POM Archives.

⁵³⁹ Lt Col Michael Chinn, “229th MI Battalion Soldiers Learn Languages, Military Training,” *Globe* (Summer 2005): 12-13.

⁵⁴⁰ Lt Col Matthew C. Baker, USAF, Memorandum for Command Historian, 14 April 2004, in “ACH2003 311 TRS” folder, drawer 2, ACH 2001-2003 (HR) files, DLIFLC&POM Archives. Note, little archival information could be found for 311th TRS activities in 2004 and 2005.

Base in Texas. It included both an Academic Training Flight and a Military Training Flight. The Academic Training Flight was aligned by school.

In 2004, the squadron was commanded by Lieutenant Colonel Lay. In 2005, the squadron was commanded by Lieutenant Colonel Rogers.⁵⁴¹

A highlight of this period was the visit on 11 March 2004 of Secretary of the Air Force James G. Roche. Colonel Simone and Assistant Commandant Wilson, who also served as the Air Force Element commander, briefed Roche on the mission of DLIFLC. Afterwards, Roche reviewed a thousand 311th Training Squadron students along with a hundred permanent party staff.⁵⁴² Roche's visit coincided with significant growth in the Air Force program at DLIFLC, which by 2005 was approaching the size of the Army's own program as indicated by the chart below.

Another event of keen interest to 311th airmen was the ceremony to commemorate Veterans Day, held on 10 November 2004 at the Price Fitness Center. Chet McAndrews, an Air Force Vietnam veteran and co-founder and past president of the Vietnam Veterans of Monterey County and the Monterey Bay Veterans Wheelchair Salmon Derby, Inc., addressed the large audience.⁵⁴³

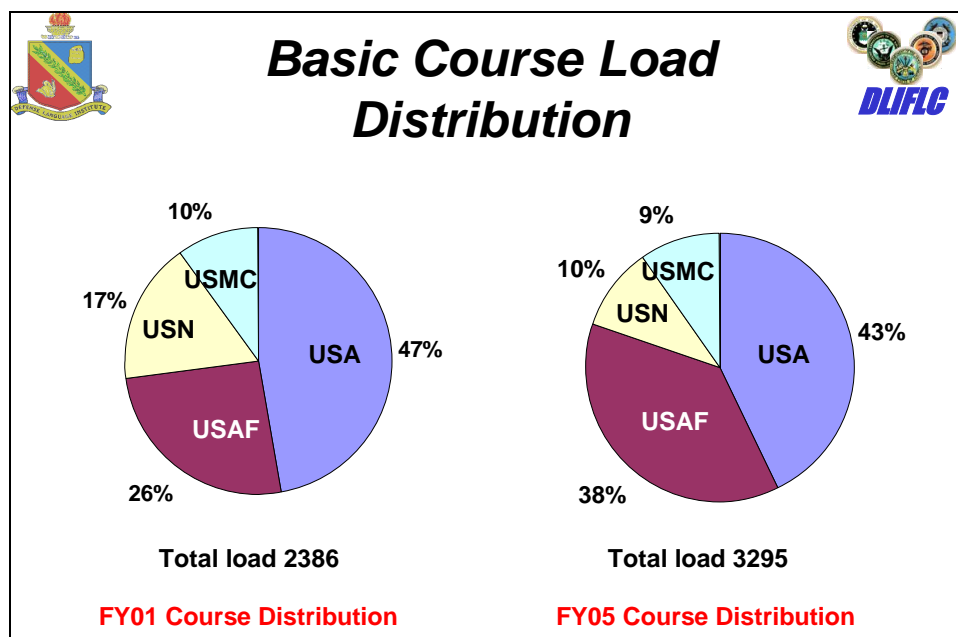


Figure 25 Chart showing growth of U.S. Air Force program at DLIFLC, March 2006

Center for Cryptology Detachment

Lt. Cdr. Karla Joy Nemec commanded the U.S. Navy's Center for Cryptology Detachment (CCD) in 2004. She was succeeded by Lt. Cdr. Duane A. Beaudoin, who took charge of the CCD on 6 January 2005.⁵⁴⁴

⁵⁴¹ DLIFLC Staff Directories, 2004-2005.

⁵⁴² DLIFLC Protocol Office schedule for Honorable James G. Roche, 11 March 2004, in "Sec Air Force Visit to DLIFLC" folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives

⁵⁴³ Bob Britton, "DLI Honors Military Veterans, Retirees for Veterans Day," *Globe* (January 2005): 25.

⁵⁴⁴ Invitation to "Change of Charge Ceremony," 6 January 2005, in "ACH2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

CCD's mission was to train naval students in a foreign language and culture at the DLIFLC. CCD was comprised of approximately six hundred Navy personnel, most of whom were attending language training (56 Staff, 523 students). Approximately 85 percent of the student population reported for training from the Recruit Training Command, the Fleet (under the Selective Conversion and Reenlistment Program), or lateral conversion programs. The remaining personnel were enlisted and officer personnel en route to numerous commands that required language skills, including SEAL teams, DTRA, Personnel Exchange Program assignments, commanding officers, executive officers, public affairs officers, cryptologic officers, intelligence specialists, Military Assistance Group officers, foreign naval war college selectees, etc. The permanent party staff was about fifty-six while the student population varied constantly. Some 490 CCD students took the DLPT in 2004, most from the Basic Course.

During 2004, the DLIFLC Evaluation and Standardization (ES) Directorate found a problem with the conversion table used for Form E (Reading) and Form F (Listening) of the Arabic DLPT IV, which essentially meant the test results for up eighty-four sailors was flawed. ES reviewed the conversion tables and reran the answers sheets for all those sailors that took either version of the DLPT. ES then took systematic steps to ensure that all records of those personnel given an incorrect score would be corrected. Form E and F was not used again until the problem was resolved. According to CCD, of those eighty-four sailors who took the flawed test versions, four did not meet the minimum requirement for graduation. Three of these, however, succeeded after post-DLPT training and were assigned to their next duty stations. One sailor missed the minimum by one point, failed his post-DLPT exam by two points, but later graduated "IT School." The remaining eighty Sailors passed but faced the probability that their FLPP would be impacted because of the false scores they received.⁵⁴⁵

| LANGUAGES BY CATEGORY OF DIFFICULTY | RESULTS of BASIC | | | | RESULTS of POST DLPT | | | TOTALS OF OTHERS | | | | | GRAND TOTAL | NOTES | |
|---|------------------|------|------|-------|-------------------------|------|------|------------------|---------|--------|------|---|-------------|-------|--|
| | TOTAL | PASS | FAIL | EXCEL | TOTAL | PASS | FAIL | REFRESH | INTERIM | ADVANC | DTRA | | | | |
| CATEGORY I | | | | | | | | | | | | | | | |
| FRENCH | 2 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 | | |
| ITALIAN | 8 | 4 | 2 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 3 | | |
| SPANISH | 51 | 37 | 8 | 6 | 3 | 3 | 0 | 0 | 3 | 0 | 0 | 0 | 37 | | |
| CATEGORY I TOTALS | 61 | 43 | 10 | 8 | 3 | 3 | 0 | 0 | 3 | 0 | 0 | 0 | 47 | | |
| CATEGORY II | | | | | | | | | | | | | | | |
| NTR | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | | |
| CATEGORY II TOTALS | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | | |
| CATEGORY III | | | | | | | | | | | | | | | |
| HEBREW | 24 | 20 | 4 | 0 | 5 | 3 | 2 | 0 | 0 | 0 | 0 | 0 | 29 | | |
| PERSIAN FARSI | 36 | 28 | 3 | 5 | 6 | 6 | 0 | 0 | 1 | 0 | 0 | 0 | 43 | | |
| RUSSIAN | 41 | 32 | 1 | 8 | 1 | 1 | 0 | 1 | 3 | 2 | 2 | 2 | 50 | | |
| SERBO-CROATIAN | 13 | 8 | 2 | 3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 13 | | |
| THAI | 2 | 0 | 2 | 0 | 2 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 4 | | |
| CATEGORY III TOTALS | 116 | 88 | 12 | 16 | 14 | 12 | 2 | 1 | 4 | 2 | 2 | 2 | 139 | | |
| CATEGORY IV | | | | | | | | | | | | | | | |
| ARABIC | 78 | 61 | 7 | 10 | 10 | 6 | 4 | 1 | 5 | 6 | 0 | 0 | 100 | | |
| CHINESE-MANDARIN | 62 | 56 | 0 | 6 | 0 | 0 | 0 | 0 | 11 | 0 | 0 | 0 | 73 | | |
| JAPANESE | 3 | 1 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 3 | | |
| KOREAN | 32 | 25 | 4 | 3 | 3 | 3 | 0 | 3 | 0 | 0 | 0 | 0 | 38 | | |
| CATEGORY IV TOTALS | 175 | 143 | 13 | 19 | 13 | 9 | 4 | 4 | 16 | 6 | 0 | 0 | 214 | | |
| GRAND TOTALS | 352 | 274 | 35 | 43 | 30 | 24 | 6 | 5 | 23 | 8 | 2 | 2 | 420 | | |

Figure 26 DLPT results for CCD students, 2004

CCD Monterey provided 1,270 volunteers and 8,682 man-hours to forty-nine events in 2004. These events included the National Kidney Foundation Golf Tournament, AT&T ProAm Golf Tournament, Big Sur Marathon, Carmel Beach Cleanup, Kris Kringle Foundation Golf Tournament, American Lung Association Golf

⁵⁴⁵ D. A. Beaudoin, Officer in Charge, CCD, "Command History for CY 2004," 3 February 2005, in "ACH 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

Tournament, Monterey Bay Symphony Memorial Day Concert, Monterey Special Olympics, Military Appreciation Day, Hollister Veteran's Day Parade, Kiwanis Community Thanksgiving Dinner, and Christmas in the Adobes. Some CCD staff also participated in a mentoring program (Partners in Education) with a local school (Marshall Elementary School), while the CCD Choir sang at thirty-four events during the year, and the CCD Color/Honor Guard performed at fourteen events to include: San Francisco Giants open season game, Madonna Manor 5K/10K Run/Walk fundraiser, Pacific Grove Fourth of July Community Picnic, three San Jose Earthquake Soccer games, University of California Berkley football game, San Francisco 49ers football game, and CCD's 229th Navy Ball.⁵⁴⁶

Between June and December 2004, Middle East II taught five iterations of a special new Navy Advanced Language Training (NAALT) course that added twelve weeks for Navy students who had just graduated from their DLIFLC basic course. The course was sponsored by the CCD's parent organization, the Center for Information Dominance (CID). Course results demonstrated a significant increase in proficiency scores of all NAALT students no matter their language. In fact, 74 of 75 students completed the extra training and as a group improved their proficiency by 25 percent for what amounted to a 20 percent increase in training time. There were some caveats, however, in that many students took the same DLPT test twice. Nevertheless, substantial numbers of students obtained proficiencies of L2+/R2+ or higher as a result of the course.⁵⁴⁷ The Navy was interested in the experiment to see how it might work if employed at linguist RSOs. In fact, the twelve-week add-on course was the first phase of a three phase program whose goal was to boost Navy cryptolinguist proficiencies to L2+/R2+ followed by completion of the cryptolinguist standard training, and finally operational deployment. With a satisfactory readiness report resulting from actual duty deployment, the Navy cryptolinguist would be awarded apprentice qualification. The special program was designed to provide tailored training and mentoring for Navy cryptolinguists and to improve the fleet's response to anti-terrorism actions. In January 2005, following successful pilot program at DLIFLC, CID expanded its "Basic Cryptolinguist Program" to include Fort Gordon, Fort Meade, Kunia, and the Medina RSOC.⁵⁴⁸

In 2005, the Navy began reevaluating its languages and cultural mix, subject to a "Navy Zero Base Review" in September 2005. It was considering recoding some 300 FAO billets and creating 100 new billets for FY 2006-2010 as a result of new language requirements for "new operational concepts."⁵⁴⁹ This would likely increase the Navy's student load at DLIFLC.

⁵⁴⁶ D. A. Beaudoin, Officer in Charge, CCD, "Command History for CY 2004," 3 February 2005, in "ACH 2004" folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

⁵⁴⁷ James Keesling to Martha Herzog, email: "An Experiment in Extending Course Length," 7 March 2005, in "ACH 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁵⁴⁸ Lt Cdr Duane A. Geaudoin to Col Daniel L. Scott, email: "Navy BCLP (CNSGFeb05).ppt," 28 February 2005, in "ACH 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁵⁴⁹ Charts attached to note from Assistant Commandant, to "Mike" [Commandant], 7/12/2005, in "Simone Correspondence" folder, drawer 3, ACH 2005 files, DLIFLC&POM Archives.

Marine Corps Detachment

The mission of the Marine Corps Detachment (MCD) at the Presidio of Monterey was to provide administrative support to all Marines throughout the Monterey Peninsula. The emphasis of MCD, however, was to help create “top quality linguists by providing support to the language learning process,” which included pre-academic counseling based upon each Marine’s learning styles and academic aptitudes. MCD also ensured that initial entry Marines received sufficient basic training to sustain or enhance their military training. MCD felt it especially vital to provide such training given a joint training environment and the length of many language courses.⁵⁵⁰

Through all of 2004 and 2005, MCD was commanded by Maj. Karl C. Rohr. MCD was composed of sixteen enlisted and ten officer permanent personnel plus between roughly 280 enlisted students and some 200 officers depending upon month. Many of the officer students were attendees of the Naval Postgraduate School.⁵⁵¹

MCD students and staff participated in many community events. For example, in February 2004, a number of Marines volunteered to assist at the AT&T Pebble Beach Golf Tournament while officers attended the Marine Corps Practical Comptrollership Course, offered throughout the year. MCD officers also often attended special discussions, such as a talk given in February by David R. Clifton, Director of Marine Corps Business Enterprise Office. From 30 April to 2 May 2004, MCD supported the U.S. Sports Car Invitational while in September MCD supported the Grand Prix. In December, MCD supported the annual Toys for Tots campaign in Monterey County.⁵⁵²

Language Day and other Major Student Activities

DLIFLC sponsored its yearly “Language Day” on 21 May 2004. The primary action officer was Capt. Cilla Peterek, USAF. On Language Day, the Army opened the Presidio of Monterey to the public. Thousands of civilians generally attend the event, which was essentially an institutional open house organized by faculty, staff, and students. In 2004, about 4,000 guests, largely students from regional secondary schools, flocked to DLIFLC to sample a full program of entertainment, cultural displays, foreign language demonstrations, and foreign cuisines served by a variety of vendors. Perennial favorites included DLIFLC’s Russian Choir, stations to teach visitors how to sign their names in various Asian languages, and various cultural sing and dance routines performed at the amphitheater.⁵⁵³

In 2004, Asian III was in charge organizing classroom demonstrations, which consisted of thirty-minute sessions of foreign language instruction for up to ten visiting students per session. Teachers from Asian I, II, and III, and the European and Latin American School were located in one facility and taught the sessions in various languages. Altogether, seventy-five demonstrations in ten languages were given. The worst problem encountered, beside a few students signing up for one language, but using their tickets to get into another, was that most students wanted to attend demonstrations

⁵⁵⁰ Maj Karl C. Rohr, “Command Chronology for the Period 1 January 2004 to 31 December 2004,” 1 March 2005, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

⁵⁵¹ Rohr, “Command Chronology for the Period 1 January 2004 to 31 December 2004,” 1 March 2005.

⁵⁵² Rohr, “Command Chronology for the Period 1 January 2004 to 31 December 2004,” 1 March 2005.

⁵⁵³ “Language Day 2004,” *Globe* (May 2004): 1-8.

in Italian, German, or French instead of Korean, which offered many more classes. The after action report by Asian III recommended that more ELA instructors be encouraged to participate during future Language Days.⁵⁵⁴ Few glitches were reported by the detachment in charge of planning and managing event entertainment. A key to success, concluded the after action report, was the fact that DLIFLC leadership was visible during the day and available to help resolve problems as they arose.⁵⁵⁵

In 2005, Language Day was again held in May and again featured events that included dancing, music, various language displays, and cuisine from a number of the cultures represented at DLIFLC. Highlights included an Arabic fashion show, Japanese signing and acupuncture, numerous language classes for guest participation, and educational technology and proficiency evaluation demonstrations. During the 2005 Language Day activities, DLIFLC awarded its DoD Linguist of the Year Award.⁵⁵⁶



Figure 27 DLIFLC Language Day, May 2005⁵⁵⁷

While Language Day absorbed much student energy, it was only one annual event that attracted widespread student participation. For example, on 11 Sept 2004, about one hundred DLIFLC volunteers assisted in managing the 10th Annual Triathlon of Pacific Grove. Some 1,800 amateur and professional competitors participated in the grueling event in which each participant had to swim, bike, and run. The competition also included a 9/11 remembrance ceremony held at Lovers Point Beach by DLIFLC personnel and the Pacific Grove Fire Department, which raised a large American flag from an aerial ladder struck during the opening of the event. Many students enjoyed

⁵⁵⁴ S Sgt David C. Hausam II, “Asian II Language Day After Action Report,” 24 May 2004, in “ACH2004—Language Day” folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

⁵⁵⁵ Sgt Maj Erica M. Clardy, USAF, “Entertainment After Action Report,” 27 May 2004, in “ACH2004—Language Day” folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

⁵⁵⁶ DLIFLC, *Globe: Language Day 2005*, in “DLI Awards—Events” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁵⁵⁷ US Army photograph, courtesy Strategic Communications, DLIFLC.

helping out the local community, not just because it was a big athletic event, but as Navy Seaman and Arabic student Val Schneedert said, “I volunteered to support the community since they supported us.”⁵⁵⁸ Similarly, students from all services volunteered to help manage several automobile-related events over the weekend of 19-21 August 2005. These events included the Concorso Italiano, Concourse d-Elegance, the Rolex Monterey Historic Automobile Races, and the Monterey Sports and Classic Car Auction. Students helped check tickets, stuff envelopes, and move cars.⁵⁵⁹

Foreign Area Officer Office

The mission of the Foreign Area Officer (FAO) Office at the Presidio of Monterey was to help prepare U.S. Army Officers for future service in the U.S. Army’s Foreign Area Officer Branch. FAOs came to DLIFLC primarily to study a specific language, but the FAO office supplemented this training with an Officer Professional Development Program to include FAO conferences and embassy-style receptions. The FAO Office also managed the institute’s Weckerling Center for International Language and Culture.

Lt. Col. James L. Cobb directed the FAO program until he retired in May 2004. Thereafter, the position remained vacant for several months. From March to August 2004, Maj. Warren E. Hoy, Associate Dean of ELA, deployed to Baghdad in support of the Coalition Provisional Authority in Iraq. Upon returning to DLIFLC in September 2004, Hoy became the new FAO director.⁵⁶⁰ The FAO Office included a deputy director, two full-time staff to manage the Weckerling Center, and a few long-term casuals.

Approximately two hundred Army officers pass through DLIFLC each year as part of a three- to five-year-long training program that also included graduate school and in-county experience. They had to obtain the minimum proficiency of L2/R2/S1+ even though speaking was the most important skill for a FAO, who received the career field designation upon selection for major.⁵⁶¹

In 2004, the FAO Office sponsored several FAO professional development programs and held two conferences, two embassy-style receptions, and even three informal brown bag lunches seminars. The FAO Office also provided advice to FAOs in all matters related to their transition into the FAO branch. The FAO Office actually sponsored “sharply” fewer events in 2004 than in 2003 due mainly to the fact that the FAO program lacked a full-time director to develop training and solicit presenters for much of 2004.⁵⁶²

The FAO professional development program consisted of the following topics: “Career Field Designation and the Appeals Process,” “Intermediate Level Education,” “Centers of Excellence,” “FAO Proponent Update,” “The FAO’s Role in Security

⁵⁵⁸ Bob Britton, “DLI Volunteers Support Pacific Grove Triathlon,” *Globe* (October 2004): 12-15.

⁵⁵⁹ Petty Officer 2nd Class Grant Probst, “DLI Volunteers Support Auto Weekend on the Monterey Peninsula,” *Globe* (Fall 2005): 12-13.

⁵⁶⁰ Lt Col William J. Astore, “DLIFLC Command History for CY04: Provost,” 21 January 2005, in “Provost” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁵⁶¹ Minutes from 02-03 March 2004 DLIFLC Annual Performance Review.

⁵⁶² “Foreign Area Officer Office Command History Report 2004,” [2005], in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

Assistance,” “U.S. Policy in Afghanistan,” “Preparing for ICT and ACS,” and “Language Maintenance and Enhancement After DLI.”⁵⁶³

The FAO Office supported several FAO conferences in 2004 and 2005. These were weeklong courses of instruction that provided FAO trainees critical information on a range of topics to help FAOs prepare for successful careers. The conferences included four days of instruction on U.S. government foreign policy and policy formation, regional overviews, FAO career information briefs, briefs for spouses on living overseas, and an informal social event. The fifth day was a “university fair” involving representatives from numerous universities who attend to speak to FAO trainees about their respective international relations programs. The university fair gives the FAO trainee a preview of the different universities available for attendance for future advanced civil school.

In June 2005, the FAO offices were ordered to relocate to support the expansion of DLIFLC under PEP and increased student requirements generating urgent need for classroom space on the Presidio of Monterey. Housed in Building 274, the FAO program prepared to move into the Weckerling Center. This transfer became possible because the Immersion Program, which had been making extensive use of the former officers’ club, was itself scheduled to relocate to its own dedicated facility at OMC.⁵⁶⁴

⁵⁶³ “Foreign Area Officer Office Command History Report 2004” [2005].

⁵⁶⁴ Jeffrey S. Cairns, “Approved Movements in Support of DLI Expansion,” 10 June 2005, Memorandum for See Distribution, in “DLI Reorganization” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

Chapter V

Installation Command Group & Staff

Command Staff

The function of the Command Group and Staff, including the so-called Coordinating Staff, Personal Staff, and the Special Staff was to assist the commandant and assistant commandant in the many managerial, coordinating, budgetary, and legal tasks required to administer a major military organization. The Coordinating Staff consisted of two major organizations and included the Deputy Chief of Staff: Operations and Plans (whose functions were shared in 2004 with the assistant commandant), and the Deputy Chief of Staff: Resource Management (Management Division, Budget Division). The commander's Personal Staff was composed of the Chaplain's Office, Inspector General, the Staff Judge Advocate (Administrative Law, Claims, Criminal Law, Legal Assistance), and the command sergeant major. Chancellor Ray Clifford also served on this staff as DLIFLC's senior language authority. The Special Staff consisted of the Adjutant General/Headquarters Headquarters Company (HHC), Protocol, the Public Affairs Office, and the Command History Office. Overall coordination of this staff was the responsibility of Lt. Col. Richard E. Coon, Chief of Staff, DLIFLC. Coon served in this position for three and a half years before retiring in early January 2006.⁵⁶⁵

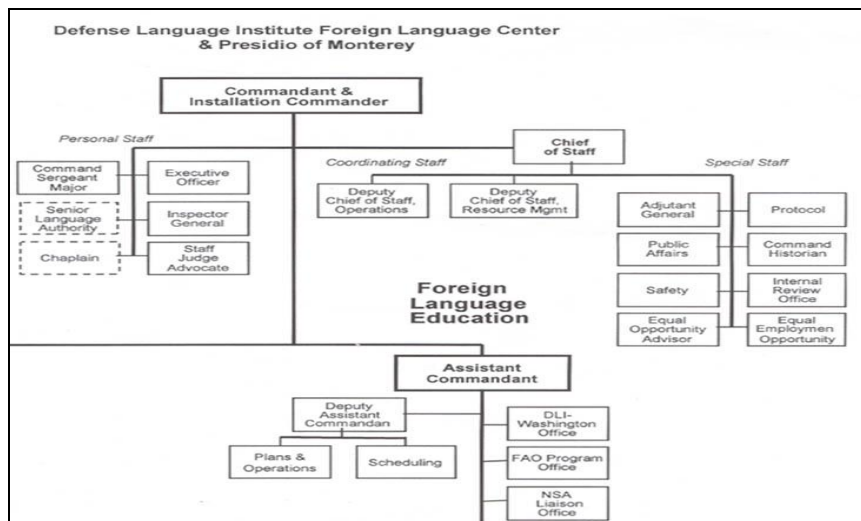


Figure 28 DLIFLC Command Group organization, 2004

During this period, two functions previously under the chief of staff, Safety and EO/EEO, were moved to the garrison to support its general reorganization under the Installation Management Agency while the commandant, Col. Michael R. Simone, determined a need to create a Chief Information Office that reported directly to DLIFLC.

⁵⁶⁵ Faith Chisman to All DLI, email: "Chief of Staff," 6 January 2006, in "Biographical" folder, drawer 4, ACH 2004 (HR) files, DLIFLC&POM Archives.

Coordinating Staff

Deputy Chief of Staff, Operations and Plans

An Air Force officer, Lt. Col. James G. Rollins, was the deputy chief of staff for Operations and Plans (DCSOPS) until Lt. Col. Steven N. Collins, an Army officer, succeeded him. The mission of DCSOPS was to ensure that the major and often complicated command functions of planning, scheduling, tasking, coordinating, working with outside organizations, and integrating with Department of the Army and DoD strategic planning efforts was accomplished as smoothly as possible.⁵⁶⁶ DCSOPS was the “single point of contact for policy and proponent issues dealing with foreign language programs, to include all resident and nonresident training requirements, emergency and contingency operations, development of the DLIFLC Strategic Plan, and translation and interpretation services.”⁵⁶⁷

On 19 April 2004, Rollins issued a memorandum for record to the Directorate of Contracting (DOC) concerning the need to solicit information technology programs for the new Directorate of Language, Science and Technology, CE, CD, and DCSOPS, which together required the hiring of up to forty-three technology specialists of various types and levels of experience. Rollins expected these programs to offer many other benefits for strategic planning and operations but the programs were mission-based and the staffing would be funded only as the positions were requested. According to Rollins, DLIFLC wanted to hire these technology specialists on one-year terms, extendable for two years, some of whom would work off-site at LTDs, thus requiring no support from the Presidio of Monterey garrison. The latter point had apparently become a subject of concern to Art Gebbia, director of garrison Operations and Plans, who cautioned about the hiring of so many technology specialists and the garrison support they would require. Rollins memorandum had thus outlined the potential labor categories DLIFLC might need to hire for the various directorates and the level and duration of support they would require, if any, from the garrison. On 4 May 2004, Capt. Frank Von Heiland, USAF, requested DOC expedite the DCSOPS request as a priority on the basis of an urgent need by the vice chancellor of LST.⁵⁶⁸

In mid-2004, Collins became the new head of DCSOPS but simultaneously became the head of Installation Plans and Operations (IPO), which reported to the deputy assistant commandant. Afterwards, Collins reported to the chief of staff as DCSOPS and the term “IPO” was dropped. Collins organized DCSOPS into four sections, including Scheduling, Strategic Plans, Operations, and Mission Support.⁵⁶⁹ The Scheduling

⁵⁶⁶ DLIFLC & POM Staff Directories, August 2004, December 2005; “Installation Commander’s Semi-Annual Update,” 9 September 2004, in “DLIFLC Installation Cdr’s Semi-Annual Update” folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

⁵⁶⁷ “Deputy Chief of Staff for Operations (DCSOPS),” information for 2004-2005 command history, in “ACH 2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁵⁶⁸ Capt Frank A. Von Heiland to DOC (contract hiring), Memorandum, 4 May 2004; Maj Shawn J. Cardella to Art Gebbia, et al, email: [no title], 5 May 2004; Lt Col James G. Rollins to DOC, Memorandum, 19 April 2004; all in “IPO Contract Proposal” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁵⁶⁹ “Deputy Chief of Staff for Operations,” information for 2004-2005 command history.

Division under Chief Clare Bugary was re-aligned from the deputy assistant commandant to DCSOPS at this time.⁵⁷⁰

One important function that DCSOPS was involved with on a quarterly basis was the Training Requirements Arbitration Panel (TRAP). The purpose of TRAP, whose members included the Army G-3, service program and quota managers, and DLIFLC, was to review class schedules and quota allocations, and to hammer out consensus upon the number of seats or sections required by DLIFLC to meet the needs of the various services. The process also fed into the important Structure Manning Decision Review (SMDR) process held annually to review organizational staffing and funding. In 2004, TRAP added 24 new sections of 240 seats for FY 2005 and 56 sections of 560 seats to DLIFLC's basic courses. The most growth occurred in the Middle East schools where TRAP added 9 full sections of Arabic in FY 2005 with another 21 sections added in FY 2006. During these two years, TRAP significantly increased allocations for the Chinese and Korean programs also with 15 and 18 sections added respectively. Basic Course sections in Kurdish, Persian Farsi, Dari, Pashto also grew modestly in FY 2005 while TRAP added 2 sections each of Urdu and Hindi and 1 of Spanish in FY 2006. As a result of the major or "Mega" TRAP held in advance of the FY 2005 SMDR requirements for future basic course training at DLIFLC were increased significantly, rising from 3,912 seats in FY 2004 to 4,447 seats in FY 2005 and 4,204 seats in FY 2006.⁵⁷¹

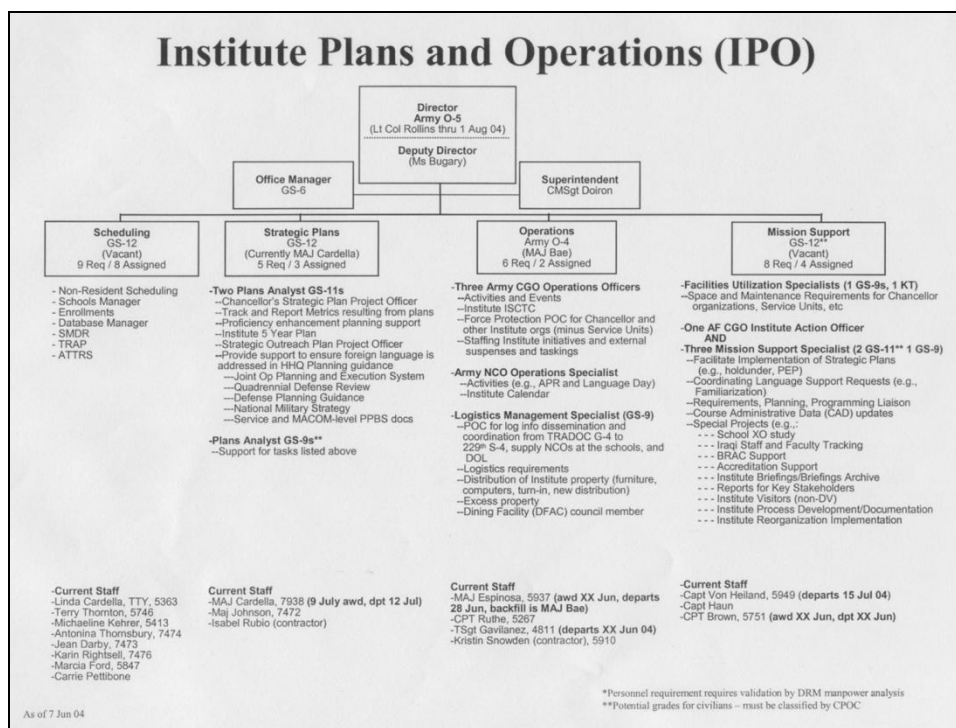


Figure 29 Organization of DLIFLC Plans and Operations Directorate, June 2004

Throughout 2003 and 2005, DCSOPS continued with its normal and recurring activities and functions, examples of which included casual control, central tasking,

⁵⁷⁰ DLIFLC & POM Staff Directories, August 2004, December 2005.

⁵⁷¹ "Installation Commander's Semi-Annual Update," 9 September 2004.

contingency planning (e.g., planning to conduct shift work to address limited classroom space), and manning the Emergency Operations Center. It continued to coordinate and help plan major events at DLIFLC, such as Language Day. Its Operations Center coordinated DLIFLC support to the Combatant Commands and to eighteen different agencies fighting international terrorism.⁵⁷²

Deputy Chief of Staff, Resource Management

The Directorate of Resource Management (DRM) was responsible for managing the resources of the entire institute. DRM's main role was to ensure that DLIFLC operated as efficiently as possible to maximize the best use of its resources. For this purpose, it assessed manpower, budget, and organizational issues. In 2004, Richard Chastain succeeded Lt. Col. James A. Worm as director of DRM.⁵⁷³

In 2003, the DLIFLC resource management office saw major change as the Army implemented its plan to separate U.S. Army garrison operations from those of mission commanders. Under that requirement, responsibility for garrison functions at the Presidio of Monterey was transferred to the Installation Management Agency while DLIFLC remained under TRADOC, becoming in effect, a tenant of the Presidio, although also its major command. The separation required the institute to establish separate resource management offices, one to remain with DLIFLC, the other to operate under the new U.S. Army Garrison, Presidio of Monterey. As established in 2003, DLIFLC's new DRM was organized into two divisions: Force Manpower and Budget.

Force Management oversaw and implemented the "Table of Distribution and Allowances" (TDA), the means by which DLIFLC was staffed with military and civilian employees.⁵⁷⁴ (See Figure 30 below.)

The second major task of Force Management was oversight of the Management Control Process (MCP), used by senior leaders to ensure that subordinates carried out their responsibilities. DLIFLC took several steps in 2004 to foster increased emphasis and to tailor the MCP to the specific needs of the institute as the Installation Management Agency took over garrison operations.

To ensure continued effective management control, Colonel Simone signed a Command Policy Memorandum on 26 January 2004 re-affirming that managers must comply with the installation MCP program per AR 11-2, POM PAM 11-2.⁵⁷⁵ Between January and March 2004, DRM also conducted a review of the DLIFLC Five-Year Management Control Plan. This involved the incorporation of the IMPAC Credit Card and the Army Travel Card into the FY 2004 Annual Assurance Statement (AAS), for which managers were held accountable. DRM also revised the plan to reflect ten updated governing regulations. Unit managers responsible under the MCP program had to identify and report weaknesses to the installation commander and then monitor their

⁵⁷² Deputy Chief of Staff for Operations," information for 2004-2005 command history.

⁵⁷³ A retired Army officer, Chastain had served previously as the director of Operations, Plans and Programs, which later became DCSOPS. He first worked for DLIFLC as a contractor before being hired as the institute's first civilian Resource Manager.

⁵⁷⁴ Richard Chastain, "Annual Historical Summary [DRM] for CY04," 26 May 2005, in "ACH 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁵⁷⁵ POM PAM 11-2, Management Control Process, was a local regulation describing the MCP program and how to implement it.

own progress in eliminating the weaknesses identified in their departments. To promote better adherence to MCP program, the MPC administrator conducted in-house MCP training for all primary and alternate MCP managers at DLIFLC. The training emphasized the importance, execution and preparation of an organization's Annual Assurance Statement and supporting documentation. DRM trained 100 percent of the personnel who needed initial MCP training in 2004, provided MCP training information for DLIFLC's local area network in March 2004, and developed MCP file management procedures to track material weaknesses. Between July 2003 and May 2004, the DLIFLC MCP Five-Year Plan was executed by completing and reviewing 1,139 scheduled evaluations and 8,409 unscheduled evaluations. These reviews found no significant weaknesses and the responsible individual managers took any needed corrective actions.⁵⁷⁶

In 2003, the Command Group reassigned the Planning, Programming, Budget, Execution System (PPBES) support from the assistant commandant to the newly created Institute Plans and Operations staff. In January 2004, however, DRM acquired this program and planning responsibility, including management of the PPBES contract personnel. Worm, in coordination with the chief of staff, identified space on the first floor of Building 614. A remodel and move plan was set in motion and the personnel involved in the PPBES task moved into Room 110 on 27 April 2004.⁵⁷⁷

| 0104 TDA | | Req | Auth | | | | | | |
|-----------|---------|----------|--------|---------|---------|----------|-----------|-----------|--|
| Civilians | | 1405 | 1002 | | | | | | |
| | | | | | | | | | |
| Service | OFF Req | OFF Auth | WO Req | WO Auth | ENL Req | ENL Auth | TOTAL Req | TOTAL Enl | |
| Army | 40 | 37 | 1 | 1 | 227 | 174 | 286 | 212 | |
| Air Force | 15 | 15 | 0 | 0 | 31 | 31 | 46 | 46 | |
| Navy | 4 | 4 | 0 | 0 | 25 | 25 | 29 | 29 | |
| Marines | 2 | 2 | 0 | 0 | 10 | 10 | 12 | 12 | |

| 0305 TDA | | Req | Auth | | | | | | |
|-----------|---------|----------|--------|---------|---------|----------|-----------|-----------|--|
| Civilians | | 1459 | 995 | | | | | | |
| | | | | | | | | | |
| Service | OFF Req | OFF Auth | WO Req | WO Auth | ENL Req | ENL Auth | TOTAL Req | TOTAL Enl | |
| Army | 35 | 35 | 1 | 1 | 172 | 160 | 208 | 196 | |
| Air Force | 15 | 15 | 0 | 0 | 31 | 31 | 46 | 46 | |
| Navy | 4 | 4 | 0 | 0 | 25 | 25 | 29 | 29 | |
| Marines | 2 | 2 | 0 | 0 | 10 | 10 | 12 | 12 | |

Figure 30 TDA authorities for DLIFLC, FY 2003 and FY 2004

Finally, Force Management supervised DLIFLC's Government Travel Card program, which saw several changes in 2003 and 2004. Changes in the program included prohibition on the use of the cards for PCS moves and mandatory "Split Disbursements" of claimed travel expenses. In 2004, the average delinquency rate for the number of accounts active was 2.53 percent and for dollar amounts was 2.53 percent. The percentage rate for number of accounts and for dollar amounts put DLIFLC below

⁵⁷⁶ Chastain, "Annual Historical Summary [DRM] for CY04," 26 May 2005.

⁵⁷⁷ Chastain, "Annual Historical Summary [DRM] for CY04," 26 May 2005.

TRADOC's goal of 3 percent and 4 percent respectively. In September 2004, for the first time since the card program was implemented, DLIFLC's delinquency rate was zero percent in both categories.⁵⁷⁸

The Budget Division was responsible for all policies and procedures related to the distribution of funds and resources, ensuring that all funds were spent according to regulations, and preparing the Command Operating Budget for each fiscal year. In FY 2004, the Budget Division spent \$110,795,500 in direct OMA dollars and \$9,682,600 million in reimbursable dollars. Some of DLIFLC's largest reimbursable accounts were with the NSA, Defense Attaché Service, Defense Threat Reduction Agency, and the Center for Cryptology. Figure 31 below provides more detail on this funding.⁵⁷⁹

Centralized fund control began on 20 September 2004. DRM reported progress funding unfinanced requirements. For example, it had funded Classroom XXI renovation for CE, secured SCOLA and classroom dividers for the ME schools, and purchased furniture for the Navy. In FY 2005, DRM sought to "empower managers, foster accountability of resources through ownership," and make "more efficient use of resources." It was concerned, however, that staff keep DRM involved with reimbursable projects to ensure the proper management of accounts.⁵⁸⁰

| Description | Program | Funding Program | 30 Sep 04 Obligation | % of Total Funds |
|------------------------------|---------|-----------------|----------------------|------------------|
| General Skills Training | 321631 | 63,991.0 | 63,991.0 | 57.8 |
| General Skills – Other | 321731 | 98.0 | 98.0 | 0.1 |
| IM/Automation Support | 324612 | 216.6 | 216.6 | 0.2 |
| Training Support to Units | 324631 | 14,480.7 | 14,480.7 | 13.1 |
| Training Development | 324672 | 5,135.4 | 5,135.4 | 4.6 |
| School Staff | 324771 | 1,737.7 | 1,737.7 | 1.6 |
| MTSA | 324771 | 509.2 | 509.2 | 0.5 |
| Tactical Vehicle Maintenance | 1150204 | 11.0 | 11.0 | 0.0 |
| TRAC Monterey | 122018 | 394.3 | 394.3 | 0.4 |
| GWOT/CONOPS | 135197 | 23,777.4 | 23,777.4 | 21.5 |
| Info Sys Security Program | 432140 | 40.2 | 40.2 | 0.0 |
| Info Mgmt-Automation Support | 432612 | 30.0 | 30.0 | 0.0 |
| Public Affairs Office | 435214 | 374.0 | 374.0 | 0.3 |
| Total Direct Funds | | 110,795.5 | 110,795.5 | 100.0 |

Figure 31 Budget figures for DLIFLC, FY 2004

Increased funding was the "good news" story for DLIFLC in FY 2005, but continued growth also pressed DRM, which strained to support both the infrastructure and the staffing of organizations through the TDA.⁵⁸¹

⁵⁷⁸ Chastain, "Annual Historical Summary [DRM] for CY04," 26 May 2005.

⁵⁷⁹ Chastain, "Annual Historical Summary [DRM] for CY04," 26 May 2005.

⁵⁸⁰ "Installation Commander's Semi-Annual Update," 9 September 2004.

⁵⁸¹ "Installation Commander's Semi-Annual Update," 9 September 2004.

The first major change was that entire programs financed in FY 2004 under supplemental funds to fight terrorism were transferred to normal Army Operations and Maintenance accounts (OMA) in FY 2005. Thereafter OMA funds supported the Emerging Languages, Test Development, and Combat Developments programs, as well as funding for contract Military Language Instructors. Congress also provided significant additional funding in FY 2005 to develop a new Persian Farsi curriculum, to provide SCOLA services, and for GLOSS, among other initiatives.⁵⁸² In early 2005, DRM Director Chastain continued to work closely with Rep. Sam Farr to develop appropriations for unfunded DLIFLC requirements. These unfunded needs included GLOSS, work to create an automated system for the on-line diagnostic assessment of language proficiency, automated delivery of the DLAB, research on the next generation aptitude test, and the design of two new general instructional facilities.⁵⁸³

Second, DLIFLC received significant new funds due to the interest of the Undersecretary of Defense for Personnel and Readiness, Dr. David Chu. Chu's office provided \$38 million for critical requirements to help rectify years of "decremented DLI funding," \$6.5 million dedicated specifically for PEP implementation (which the services wanted to see expanded), and \$9.5 million to be used for training development, curriculum, and test development.⁵⁸⁴ With congressional additions the institute's FY 2005 budget was nearly \$160 million as compared to FY 2004 when the budget was approximately \$110 million (an increase of only a few million dollars over FY 2003). While certainly welcome, this dramatic increase created a "bathtub" effect. In budgetary terms, a bathtub was a funding trough in years subsequent to a major spike in funding that would make multi-year programs difficult to manage until normal funding growth caught up to the funding spike, which would take several years.⁵⁸⁵ In the view of DRM Director Worm, many DLIFLC programs required longer lead times to bring about change and a multi-year commitment of funds rather than the standard one-year commitment. OSD rectified the "bathtub" effect when it provided additional "PBD" funds in FY 2006 and FY 2007 and beyond. The other big restraint felt by DLIFLC was limited military manpower, which required DLIFLC to hire contractors and civilians whose pay came out of DLIFLC's budget (military pay did not), physical space restraints, and "underfunding" of the Presidio of Monterey garrison by the Installation Management Agency.⁵⁸⁶

⁵⁸² "Installation Commander's Semi-Annual Update," 9 September 2004.

⁵⁸³ Richard L. Chastain to/from Debbie Merrill, email: [no title], 11-15 March 2005, in "DoD Appropriations 15 Mar 05" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁵⁸⁴ Minutes from the 02-03 March 2004 DLIFLC Annual Performance Review, 2-3 March 2004, p. 15-16, in "Annual Program Review March 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁵⁸⁵ This phenomenon engendered discussion at the APR in 2004 about whether DLIFLC could move to a two-year funding cycle to improve the planning and management of multi-year programs, but no one had a ready answer for how to accomplish such a task. See Minutes from the 02-03 March 2004 DLIFLC Annual Performance Review, p. 7.

⁵⁸⁶ Minutes from the 02-03 March 2004 DLIFLC Annual Performance Review, p. 16.

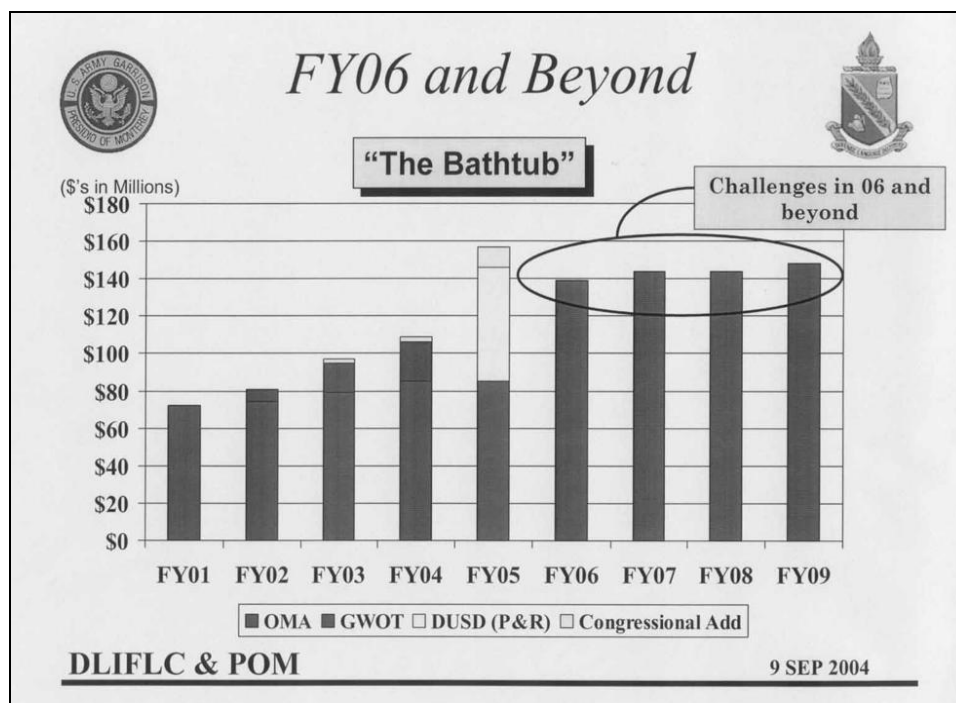


Figure 32 Resource summary showing funding spike, FY 2005

Chief Information Office

Colonel Simone established the Chief Information Office (CIO) and assigned it to his chief of staff in July 2004, although official change to the organizational TDA became effective on 22 July 2005.⁵⁸⁷ The chief of staff, Lt. Col. Rollins chose Lieutenant Colonel Serafin to be the first CIO.⁵⁸⁸ The purpose of CIO Office was to develop information technology strategies to ensure that information and information technologies were managed and utilized to support the missions, objectives, and priorities of foreign language training at DLIFLC’s facilities on the Presidio of Monterey, in Washington, DC, and at eight remote Language Training Detachments.⁵⁸⁹ The office became necessary after much of the institute’s own technical expertise was transferred to the Presidio’s garrison command after creation of the Installation Management Agency in 2003.

The CIO served as the primary information management officer for DLIFLC. The CIO planned, directed, coordinated, and integrated the center’s information management/information technology (IM/IT) programs to enable execution of the center’s mission and command priorities. The CIO Office ensured IT service providers performed in accord with their service contracts. It provided mission analysis to identify, prioritize and justify IT requirements and to develop an integrated IT modernization strategy. It sought to manage website policies and security and to train and support TRADOC IT users. CIO integrated the views of subordinate schools and activities

⁵⁸⁷ Alfredo C. Lino, “Organizational Change,” 22 July 2005, Memorandum for See Distribution, in “ACH2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁵⁸⁸ DLIFLC&POM Staff Directory, 22 December 2005.

⁵⁸⁹ Office of the Chief Information Officer, ATFL-CIO, “Annual History 2004,” [early 2005], in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

regarding IM/IT actions to ensure their statements of functional IT requirements were integrated and aligned with DLIFLC's mission. Similarly, it integrated and coordinated funding and policy priorities and capital investment plans for IT. CIO also provided senior level expertise as required to support information technology officers at subordinate and supported organizations in the solution of IM/IT issues.⁵⁹⁰

CIO responsibilities included developing new methods, approaches and procedures in various technology areas; providing advice and guidance on a wide range and variety of complex IM/IT issues; interpreting IM/IT policies, standards and guidelines; conducting analyses and recommending solutions for complex technical issues; evaluating and recommending adoption of new or enhanced approaches to delivering IT services; testing and optimizing the functionality of systems, networks, and data; identifying and defining business or technical requirements applied to the design, development, implementation, management and support of systems and networks; ensuring optimal use of commercially available products; evaluating proposals for the acquisition of IT products or services; preparing and presenting reports; representing the organization in interactions with other organizations; and/or providing technical leadership on group projects. CIO planned and carried out assignments for policy planning, security, systems analysis and acquisition, Internet operations, and customer support.⁵⁹¹

CIO staff included a deputy CIO, two NCOICs to manage the office and to support technology acquisitions, and fourteen contractors to provide help desk support for DLIFLC's Multi-media Language Labs and Technology Enhanced Classrooms.

In summary, during the six months between July and 31 December 2004, CIO established the new policies and procedures to be used by mission personnel requesting hardware, software, and IT support. The organization also established itself as the DLIFLC single point of contact for external agencies such as TRADOC and the Presidio's information management directorate. CIO believed these new procedures and relationships were critical to the successful procurement of over \$750,000 in IT assets and their installation, and over \$350,000 in IT support. During the organization's first six months, CIO also worked to double the installation's capacity to access classified networks—a capability that came to fruition during the early months of 2005. It also worked to move DLIFLC from a "dot-mil" network to a "dot-edu" network—a migration that would improve connections for DLIFLC personnel on the .edu network and for garrison personnel remaining on the .mil network.

Personal Staff

Chaplains

The Chaplains Office continued its mission to provide moral and spiritual support to service personnel and their families under the direction of Installation Chaplain Lt. Col. Steven Young, USA. Throughout this period, it offered Protestant and Catholic chapel services, Islamic prayer group sessions and Jewish services, religious education programs, special concerts, and invocations for graduations and installation programs. It

⁵⁹⁰ Office of the Chief Information Officer, ATFL-CIO, "Annual History 2004."

⁵⁹¹ Office of the Chief Information Officer, ATFL-CIO, "Annual History 2004."

also provided counseling for individuals and families and facilitated baptisms, weddings, and funerals.⁵⁹²

The installation chaplain provided a number of community-oriented programs, including the National Prayer Breakfast, the Easter Sunrise Service, the Annual Volunteer Recognition Ceremony, the Second Worship on the Water Program (held at Del Monte Beach in Monterey on 6 June 2004), the Light in the Night and Harvest Fest (an alternative to traditional Halloween festivities), and the Thanksgiving Food Basket Program.⁵⁹³

At the Ord Military Community Chapel, annual programs included “Forty Days of Purpose” (a spiritual growth campaign based upon the notion that one should be “Living Life On Purpose”), Vacation Bible School, and the Chapel Volunteers Appreciation Banquet. Activities at the 229th MI Battalion/Presidio of Monterey Chapel included two workshops in “ASIST Training,” that is, Applied Suicide Intervention Skills Training, which trained 145 military students and some civilians in suicide prevention awareness and intervention techniques. Another popular activity was the “Coffeehouse Ministry” held twice monthly at Nakamura Hall. The “Coffeehouse” provided a relaxing atmosphere where soldiers could speak with chaplains outside the barracks environment while enjoying board games and clean entertainments. Aside from routine Sunday services and the Toys for Tots drive, the OMC Chapel was selected as one of the first field test sites for a new Army program called the “Premarital Interpersonal Choices and Knowledge for Soldiers,” (PICK) Project.” Chaplains and assistants attended the training for this course in 2004.⁵⁹⁴ One especially memorable memorial service was held at the chapel on 10 October 2005 for Roy Marlin “Butch” Voris, founder of the Navy’s Blue Angels. About 250 persons attended the ceremony that included a fly-over by the Blue Angels in honor of their founder.⁵⁹⁵

Finally, the World Religions Department was involved in a number of events, including the National Prayer Breakfast that was held in February 2004 with a record attendance of 384, assisting the Protestant services and adult Sunday school at the Naval Postgraduate School, continued to provide one-on-one spiritual direction for faculty and staff, and coordinating a performance by the St. Petersburg Quartet entitled “Orthodox Church Music and Folk Songs of Russia and the Ukraine.” This October 2004 event was attended by nearly 160 listeners, mainly Russian language students. Finally, the World Religions Department sponsored and coordinated the World Religion Lecture Luncheons, which included a variety of topics attended by over 600 persons.⁵⁹⁶

Inspector General

Lt. Col. Erich V. Boerner, who arrived in August 2002, headed the DLIFLC Inspector General (IG) Office until 3 June 2005 when he retired during a ceremony on

⁵⁹² Installation Chaplain, “Historical Report, Presidio of Monterey, CA,” 1 January–31 December 2004, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁵⁹³ Installation Chaplain, “Historical Report, Presidio,” 1 January–31 December 2004.

⁵⁹⁴ Installation Chaplain, “Historical Report, Presidio,” 1 January–31 December 2004.

⁵⁹⁵ “Presidio of Monterey Bi-weekly Report,” 1-14 October 2005, in “POM Garrison Sig. Act. Reports 2005” folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives.

⁵⁹⁶ Installation Chaplain, “Historical Report, Presidio,” 1 January–31 December 2004.

Soldier Field.⁵⁹⁷ Lt. Col. Stephen J. Coonen replaced him. Mr. Billy R. “Skip” Johnson was hired in April 2002 as the deputy IG and there were three assistant IGs assigned in 2003 filling one Air Force E-7 slot and two Army E-7 slots (MOS 42LB). In 2004, the IG was assigned five authorized positions and five personnel.

The mission of the IG Office was to provide “prompt, efficient and relevant support” to over 7,800 joint service (Army, Navy, Air Force, & Marine) active duty members, National Guard and Reserve members, Department of the Army and Navy civilian personnel, military retirees, family members, and civilians in the Monterey area. More specifically, the IG provided continual assessment of installation managerial procedures affecting personnel and materiel resources and funding. The IG provided assistance, training, and inspection support to individuals and units. It served as a personal staff officer and confidential representative for the installation commander. It assessed and reported on matters affecting mission performance, efficiency, discipline, morale, and esprit de corps. To identify and correct systemic problems, the IG conducted formal and informal inquiries and investigations into matters that affected mission performance and readiness and received referral cases from the DoD Hotline Reporting System, the Department of the Army IG, and the TRADOC IG. After identifying problems affecting mission performance, the IG then recommended necessary corrective actions and evaluated these actions for their effectiveness.⁵⁹⁸

In February 2004, the IG conducted an IG Performance Counseling Assessment to determine the level of regulatory knowledge of the rating chain, to assess compliance with regulatory guidance and improve the quality of counseling programs. From August to September 2004, the IG conducted an IG Assessment of the DLIFLC and Presidio Command Climate regarding sexual assault, assault reporting, and follow-on medical care. The IG also conducted two inspections in 2004. On 2 March, it inspected the stock of uniform items at the AAFES Military Clothing and Sales Store. On 1 July, it conducted a special inspection regarding unauthorized patronage of the AAFES Service Station at in the Ord Military Community.⁵⁹⁹

In general, in 2004 the IG responded to 1,250 requests for assistance, which included routine requests for information, advice on regulatory interpretation and implementation, research and review of command policies and training support. It also conducted 154 formal and informal inquiries initiated by military personnel, their families, civilian personnel, and from a small percentage of anonymous tips. In 2004, the top categories of concern were 42 cases involving personnel separation; 12 cases involving personal conduct; 18 cases involving family support, 24 cases involving military personnel management, and 10 cases involving command policy management.⁶⁰⁰

Inspections were oriented toward the identification of problems, determination of root causes, development of possible solutions, and assignment of responsibilities for problem resolution. In 2004, the IG conducted assessments or inspections regarding FPS

⁵⁹⁷ Invitation to retirement of Lt Col Erich B. Boerner, [May 2005], in “Biographical” folder, drawer 4, ACH 2004 (HR) files, DLIFLC&POM Archives. Note, 2005 data was not reported for the IG.

⁵⁹⁸ Lt Col Erich V. Boerner, IG, “Annual Command History, 2004,” 20 May 2005, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁵⁹⁹ Boerner, IG, “Annual Command History, 2004,” 20 May 2005.

⁶⁰⁰ Boerner, IG, “Annual Command History, 2004,” 20 May 2005.

promotions, promotion practices of the garrison information office, the command climate of the garrison staff, and the quality of customer service at the Belas Dining Facility.⁶⁰¹

Staff Judge Advocate

The Staff Judge Advocate (SJA) Office handled legal matters and provided legal advice to the commandant. In 2004, Colonel John L. Clifton was the SJA. His deputy was Wesley Truscott. The SJA Office was organized into three branches, including Administrative and Civil Law, Criminal, and Claims, plus Legal Assistance and Trial Defense Services.⁶⁰²

In 2004, the SJA enlarged its claims jurisdiction. Some issues of concern at that time were the suspension of driving privileges for unpaid tickets, reserve attorney support during non-duty hours, local trial defense service support, helping reduce the magistrate court backlog. It expected 450 filers in October 2004.⁶⁰³

In June 2005, to support the expansion of DLIFLC under PEP and to meet increased requirements, the U.S. Army Garrison directed several organizations to relocate, including the Trial Defense Service, then located in Building 273. The new office was to be set up in Building 277.⁶⁰⁴

In 2005, a lawsuit was filed against the Presidio of Monterey charging discrimination and failure to comply with the Americans with Disabilities Act (ADA). By September 2005, it appeared likely that the government would negotiate a settlement to include a damages payment and agreement to comply with ADA within a specified timeframe by modifying specific facilities. The contingent liability was estimated to be about \$1 million. A complication, however, was that funds included to make the facilities ADA-compliant were later cut by the Installation Management Agency.⁶⁰⁵

Special Staff

Adjutant General

The installation Adjutant General (AG) consisted of the AG Office, directed by Capt. Robert W. Smith, Jr., and the Military Personnel Division (MPD), directed by Chief Susan Kastner.⁶⁰⁶ The mission of the AG was to provide administrative support to DLIFLC and the Presidio of Monterey, a force consisting of some 4,720 students, staff, and faculty from four military services as well as DoD civilians. It also provided all aspects of personnel support to assigned and attached Army personnel and tenant units

⁶⁰¹ Boerner, IG, "Annual Command History, 2004," 20 May 2005.

⁶⁰² "OSJA Office Manning," [March 2005], document in "ACH 2004—SJA" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives. The SJA Office supplied a 2004 annual report in digital form but the file was not printed and has not been located in the DLIFLC&POM Archives.

⁶⁰³ "Installation Commander's Semi-Annual Update," 9 September 2004.

⁶⁰⁴ Jeffrey S. Cairns, "Approved Movements in Support of DLI Expansion," 10 June 2005, Memorandum for See Distribution, in "DLI Reorganization" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁶⁰⁵ "Presidio of Monterey Bi-weekly Report," 17-30 September 2005, in "POM Garrison Sig. Act. Reports 2005" folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives.

⁶⁰⁶ Kastner had served as the AG when she was on active duty. At that time she was Captain Susan Meyers.

located throughout central and northern California. It processed thousands of military personnel, issued government ID cards, and tracked congressional inquiries.⁶⁰⁷ Originally, the AG reported to the DLIFLC commandant as installation commander, but during this period responsibility was transferred to the U.S. Army Garrison, Presidio of Monterey, as part of the general realignment of the Army under the newly created Installation Management Agency.⁶⁰⁸

On 26 February 2004, the AG held its first U.S. Army Garrison Awards Ceremony at the Army Community Center. Col. Jeffrey Cairns, the garrison commander, presented the awards. The second Garrison Award Ceremony was held at General Stillwell Center on June 22, 2004. At both ceremonies, the Army recognized many individuals for their contributions to the Presidio of Monterey. Also in June 2004, the AG organized a “Presidio of Monterey Retiree Appreciation Day” at the Army Community Center at the Ord Military Community. More than 876 retirees from the central coast area of California attended. The size of the event required coordination with the Presidio’s Police Department to ensure smooth traffic flow.

Major administrative actions included the transfer of personnel records from Camp Roberts to MPD, which took place between 30 March and 2 April 2004. Between June and August 2004, Alfred Lino and Dwight Johnson, the Installation Auditor, conducted a post-Most Efficient Organization (MEO) review of MPD, which had been reorganized to comply with the terms of a previous A-76 competitive outsourcing review. The AG and Jonathan Miller, Chief of the MPD, assisted the review, which found that the division was compliant with its model MEO arrangement. The Internal Review Office completed a final report on the MPD post MEO organization on 2 June 2005. Also, on 5 July 2004, the MPD became the primary personnel support agency for the Foreign Area Officers Branch.

On 25 February 2004, MPD conducted the Personnel Leaders’ Conference for members of Headquarters and Headquarters Company, 229th Military Intelligence Battalion S-1, and tenant unit personnel sections to disseminate information about changes in the personnel arena.

During August 2004 and September 2005, MPD conducted Soldier Readiness Processing for all Army personnel stationed at the Presidio of Monterey and tenant units, the intent of which was to update all personnel records and promote readiness.⁶⁰⁹ Similar readiness processing was done for Camp Roberts personnel in February and June 2005.

On 8 July 2004, the AG issued a new memorandum, Number 37-2, defining the use of Memorandums of Understanding and Memorandums of Agreement. The memorandum specified the need to create such instruments between military organizations only when ungoing cooperation not specified by regulation was required.

⁶⁰⁷ All information in this section, unless otherwise specified, is from Capt Robert W. Smith, Jr., “Annual Command Historical Report [ATZP-AG] for FY 2004,” 6 January 2005, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files; or, Alfredo C. Lino, “Annual Command Historical Report for FY 2005,” 3 March 2006, in “ACH 2005” folder, drawer 4, ACH 2005 (HR) files, both in DLIFLC&POM Archives.

⁶⁰⁸ Exactly when this responsibility shifted is unclear. The AG filed its 2004 annual historical report to the Command History Office under its DLIFLC identifier (ATZP-AG) on 6 January 2005, but filed its 2005 report under its IMCOM identifier (IMSW-POM-HR) on 3 March 2006. Organizational charts and staff directories also overlap in depicting administrative responsibility during this period.

⁶⁰⁹ Capt Robert W. Smith, Jr., “Annual Command Historical Report [ATZP-AG] for FY 2004,” 6 January 2005, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

The DRM became responsible for coordinating such agreements.⁶¹⁰ In March 2005, the AG developed its own MOU between the AG and a newly proposed position at DLIFLC—the Deputy Chief of Staff for Personnel and Logistics. Commandant Simone apparently wanted a new position created under his authority to help manage DLIFLC personnel and logistical issues after responsibility for the AG and Military Personnel Division transferred to IMA. By 22 December 2005, this position was staffed by Lieutenant Colonel Deborah Hanagan who was assisted by a military human resource specialist and a logistics management specialist.⁶¹¹

On 8 September 2004, TRADOC's Voter Representative visited the Military Personnel Division to perform an inspection on its Voting Assistance Program. The installation went from having no program to one that passed the inspection. The program was vital in that it was necessary to provide military members and their families with an opportunity to vote.

On 1 October 2004, the AG held the third Garrison Awards Ceremony during Organization Day, an event held in downtown Monterey and attended by Col. Jeffrey Cairns, Ms. Pamela Von Ness, and Cmd. Sgt. Maj. Jackie Moore. Similar award ceremonies were held in January and August 2005. It also held a retiree appreciation day in June 2005 at the Stilwell Center, OMC.

In late 2004 and 2005, the AG managed the annual Combined Federal Campaign, an officially sanctioned funding-raising effort that raised a total contribution of \$140,057 in 2004 and \$140,921 in 2005.

Headquarters & Headquarters Company

The mission of Headquarters & Headquarters Company (HHC) was to provide command and control, military training, language support, administrative and logistical support to reinforce the academic, installation, and garrison missions of DLIFLC and the Presidio of Monterey. Capt. Aaron J. Van Alstine, USA, commanded HHC until June 2004 when he was succeeded by Capt. Jean-Paul G. Tarman, USA. Finally, Capt. Victoria E. McKenzie, USA, arrived on 21 September 2005.⁶¹²

Structurally, HHC was composed of a combination of Army enlisted personnel and officers who were attached to DLIFLC and POM. It included all Army language instructors and school support staff (supply and administrative NCO), including the Judge Advocate General, Foreign Area Office, Garrison Command, Command Group, Inspector General, Equal Opportunity Office, Reenlistment Office, Protocol, Provost, DCSOPS, TRADOC Liaison NCO, Public Affairs Office, Adjutant General, Chaplain (excluding the chaplains and assistants that support 229th), DLIFLC G2 Liaison, and DLI-W. It also included Presidio tenant units, including TRAC-Monterey, CALMED, Finance, Dental Clinic, DTRA, Northern California Veterinary Command, DoD Manpower Data Center,

⁶¹⁰ Capt Robert W. Smith, Jr., Memorandum 37-2, 8 July 2004, in "ACH 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁶¹¹ DLIFLC Staff Directory, 22 December 2005.

⁶¹² Capt Jean-Paul G. Tarman, "HHC Command History," 8 March 2005, in "ACH 2004" folder, drawer 3; and "Assumption of Command," 21 September 2005, flyer in "Biographical" folder, drawer 4; both in ACH 2004 (HR) Files, DLIFLC&POM Archives. Note, no 2005 data was reported for HHC.

and PAO Los Angeles. HHC supported senior Army leaders of both DLIFLC and the garrison, including the commandant and garrison commander.⁶¹³

HHC continued to support Ord Terrace Elementary school with volunteer tutors, which it had been doing for several years stemming from a U.S. government mandated program known as “Partnership in Education.”⁶¹⁴

Protocol

The mission of Protocol was to manage and coordinate the visits of official guests to the Defense Language Institute Foreign Language Center.

Elizabeth A. Mazik served as chief of Protocol from 18 November 2002 to 11 July 2004. Connie Trautmann succeeded Mazek in the position from 20 September until 20 December 2005, when she returned to the Marshall Center in Germany. Ms. Ingrid Van Speed, the deputy chief of Protocol, stood in as acting chief for the remainder of the year. In 2004, the office managed the official visits of 1,652 visitors, including sixteen events (not counting Language Day). In 2005, the Protocol Office sponsored fifteen events, including 200 individual visitors and 14 groups and/or foreign delegations for a total of 1,014 visitors.⁶¹⁵

While there were fewer visits in 2005, two major events were held consisting of the DLIFLC change of command ceremony for the commandant/installation commander (Colonel Simone). DLIFLC also hosted a congressional delegation, which included five U.S. representatives and several congressional staff members. The congressional visit was part of the periodic Base Realignment and Closure (BRAC) process.

In 2004, examples of important visits included official ceremonies, such as for Martin Luther King, Jr. Day when Seaside Mayor Jerry Smith spoke. Other events related to the community leaders’ review, MREI briefings, or military specific reasons. One special occasion was the ribbon-cutting for the Monterey Bay Military Housing area attended by Rep. Sam Farr and William Armbruster, deputy assistant secretary of the Army (personnel and readiness), and Wayne Army, acting secretary of the Navy (installation and environment). Several general officers arrived at the Presidio, including Paul J. Kern, Army Material Command commander, Donald G. Cook (USAF), Air Education and Training Center commander, John Abizaid, U.S. Central Command commander, Kevin P. Byrnes, TRADOC commander, as well as several SES-5s, including Deputy Undersecretary of Defense for Plans Mrs. Gail McGinn, who attended the Annual Program Review in March 2004.

In 2005, aside from the change of command and congressional visits, two special events included a memorial for Roy M. “Butch,” Voris, founder of the Blue Angels, which was held in October, and a ceremony to dedicate the DLIFLC Berlin Wall Memorial held in November.

⁶¹³ Tarman, “HHC Command History,” 8 March 2005.

⁶¹⁴ Tarman, “HHC Command History,” 8 March 2005; Susan Kastner to Cameron Binkley, email: [no title] 8 May 2009. Kastner was a former HHC commander.

⁶¹⁵ All information in this section from Connie L. Trautmann to Harold Raugh, email: [no title], 10 January 2005; “Year Visit Report ’04 [Protocol]”; and “Protocol Office,” 2005; all in “ACH2004-2005 Protocol” folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

Public Affairs Office and Alumni Relations

The mission of the DLIFLC Public Affairs Office (PAO) was to handle official inquiries by the public and media about local military activities and to promote wider and better public understanding of those activities. PAO published information about DLIFLC and Presidio of Monterey special events and ceremonies, including the *Globe*, the official magazine of DLIFLC. During this period, staffing shortfalls and the ill health of *Globe* writer and editor Bob Britton hampered production. In fact, only one issue of the journal was published in 2003, although two issues and a Language Day version came out in 2004 and a fuller schedule of three full issues were published in 2005. Several citations to articles in those issues can be found in the footnotes of this report. DLIFLC's PAO also produced and distributed a bi-monthly newspaper called the *Community News*. The periodical carried items of interest to the military and DoD civilian community of the Monterey area.

As an example of the type of activities PAO was responsible for, in May 2005 DLIFLC officials became concerned about potential BRAC findings expected for release that month. Colonel Simone issued a restatement to all DLIFLC and Presidio of Monterey staff regarding the importance of deferring all inquiries from local media, public figures, or non-DoD organizations about BRAC to PAO. In this manner, PAO was able to speak officially about the often contentious BRAC Commission findings, providing a more focused and consistent message.⁶¹⁶

After the creation of the U.S. Army Garrison, Presidio of Monterey, the issue of official jurisdiction regarding PAO began to rise. According to the standard garrison organizational plan, most U.S. Army garrisons were to be responsible for PAOs, not tenant organizations. In Monterey, however, most news about military activities of interest to the public revolved around DLIFLC, aside from BRAC issues, whose functions, however, were also not included in the standard U.S. Army garrison model. Both Simon and his successor as commandant, Col. Tucker Mansager, debated proper organizational alignment of PAO with IMA officials. A garrison PAO was stood up by April 2005.

Agreement was apparently reached over which organization, DLIFLC or the garrison organization, had proper jurisdiction over the publication of the *Community News*. In March 2005, the last two issues of the paper were published by DLIFLC. The first of the last issues was intended to be the last issue, but a second issue had to be published later to cover delays in starting up a new publication to be run by the garrison. The new publication was called the *Monterey Military News*. Like the *Community News*, this paper featured articles and advertisements of interest to local military members and their families, military retirees, and DoD civilians, and continued several policies established by the *Community News*. However, a local commercial printer, Carmel Communications, Inc., published the *Monterey Military News* in a special arrangement with the garrison. The Presidio's PAO edited the main articles, photos, and classified ads while Carmel Communications edited, formatted, printed, and distributed the rest of the paper. The private group assumed the paper's production costs (reimbursed through

⁶¹⁶ Faith Chisman (for Col Simone) to All DLI, email: "Inquiries about DLI and BRAC," 9 May 2005, in "BRAC 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

advertising), a move that was intended to eliminate \$50,000 per year from the garrison's budget and to increase circulation from 3,000 to 5,000 issues per run.⁶¹⁷

In 2003, at the request of the commandant, Col. Kevin Rice, Natela Cutter, a former instructor of Serbian/Croatian, began planning to establish a DLIFLC Alumni Relations Office (ARO). She established such an office in 2004 after reviewing similar offices, including at NPS, the Fort Ord Alumni Association, and a group associated with the city of Monterey. The purpose of ARO was to plan and coordinate DLIFLC alumni events, the use facilities, and the expenditure of available funds.⁶¹⁸

Cutter's first job, however, was to review and codify the legal parameters of the proposed Alumni Office's support activities. She had to work with JAG to ensure that no legal parameters would be breached with regard to advertising, transportation support for events, promoting other non-profit organizations, and even arranging office space. Then she formulated a budget for FY 2005. In 2004, the Alumni Relations Office actively promoted itself, as well as the DLIFLC Alumni Association, which supported the ARO mission, by working with the city of Monterey to promote programs of mutual benefit and by promoting the institute in a variety of settings in the local community. For example, ARO attended Chamber of Commerce meetings, coordinated DLIFLC class reunions (including an annual reunion for all languages and all classes coinciding with Language Day in May 2005), hosted two to four alumni visits per month, provided tours of the Presidio in cooperation with PAO and the Command History Office, created an Alumni Relations web page, published a monthly newsletter and an online newsletter called the *Rosetta Stone* journal, and represented DLIFLC at external conferences (such as a DoD Language Conference held at Fort Huachuca in November 2003).⁶¹⁹

DLIFLC Alumni Association President Ben De La Selva continued to work with DLIFLC during this period to promoting DLIFLC alumni support for the school and its work. De La Selva reported in 2005 that former DLIFLC instructor Alexander "Alex" Burz passed away on 4 July 2005. Burz had served as an Army Language School instructor from July 1948 until 1963 when the Defense Language Institute was formed. He then continued with the institute until his retirement in 1989 after the Romanian Department was abolished against his advice. Burz taught both Romanian and French (during the Vietnam War) and also served for a time as president of the National Federation of Federal Employees, Local 1263.⁶²⁰

Command History Office

The purpose of the Command History Office, as established by AR870-5, was to advise the command leadership on all matters pertaining to the military history of DLIFLC and the Presidio of Monterey. Specifically, its mission was to maintain the institutional memory of the command and ensure that use of historical information, insights, and perspective in the decision-making process and in other functions and

⁶¹⁷ "Our Last Issue," *Community News* 12, no. 5 (4 March 2005): 1; and "New Publication's Debut Postponed," *Community News* 12, no. 6 (25 March 2005): 1.

⁶¹⁸ Natela Cutter, "Input 2004 [ATZP-DAA, Alumni Relations], 14 October 2004, in "ACH 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁶¹⁹ Cutter, "Input 2004 [ATZP-DAA, Alumni Relations], 14 October 2004.

⁶²⁰ Ben De La Selva, "Early Army Language School Pioneer, Alexander "Alex" Burz, Passes Away," *Globe* (Fall 2005): 9.

programs. A subordinate function was in using military history to strengthen training, leadership development, promote morale, and foster general historical-mindedness within the command.⁶²¹

The most significant tangible product of the Command History Office was the periodic command history. The command historian was Dr. Harold Raugh, assisted by Caroline Cantillas, an archival technician.

The Command History Office organized a special “staff ride” for seventeen DLIFLC officers and noncommissioned officers who visited the Presidio of San Francisco on 7 May 2004. The staff was the request of Capt. Aaron J. Van Alstine, commander of DLIFLC’s Headquarters & Headquarters Company. The purpose of the excursion was to expose a group of officers and senior non-commissioned officers to the beginnings of the language school, whose first classes were held in an abandoned aircraft hangar at Crissy Field in November 1941. The group also learned about the historical coastal defenses around the Golden Gate entrance to San Francisco Bay, now part of Golden Gate National Recreation Area. Raugh coordinated the visit with National Park Service (NPS) historian Stephen Haller. Retired NPS historian John Martini also participated. The tour included a visit to Hangar 640 where the Army’s Military Intelligence Service held its first language school course. The class had an opportunity to discuss the school and its origins with two living graduates of the course, Maj. Gene Uratsu (ret.) and Col. Thomas Sakamoto (ret.). The group also visited a restored 1950s-era Nike-Hercules missile site at Fort Barry located on the Marin side of the bay. Outdoor Recreation facilitated travel for the excursion by providing a bus and driver.⁶²²

In late 2004, Raugh conducted directed research to answer Command Group queries on the origins of the Haitian-Creole Language Course taught at DLIFLC in the early 1970s. He found that the course was built from scratch and was a predecessor to another course taught at DLIFLC in the 1990s.⁶²³

In December 2004, Raugh began planning the 2003 annual command history. The annual report required input from the various departments and schools of DLIFLC, but many had not submitted their responses as required. Raugh was also making plans to relocate the DLIFLC and Presidio of Monterey Archives in coordination with Chief Librarian Margaret J. Groner, DCSOPS, DPW, and other garrison staff. Funding for the proposed move was the main issue for the new archives would probably require costly collapsible shelving, a copy machine, and other offices supplies. Raugh was also planning to conduct an interview with long-time Chancellor Ray Clifford who was retiring. Raugh identified four filing cabinets of material to transfer to the archives from Clifford’s files. Raugh was also working with Mrs. Georgia Shetenhelm, who was the granddaughter of Maj. Gen. Edward Plummer, the builder of the Presidio of Monterey

⁶²¹ Harald Raugh, “Command History Officer Briefing for COL Mansager,” 5 October 2005, in “CMD History Office” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁶²² Bob Britton, “Presidio Staffers Visit Historical San Francisco Area Sites,” *Globe* (October 2004): 20-23; Capt Aaron J. Van Alstine to Dr. Harold E. Raugh, Jr., email: [no title], 2 December 2003, in “HHC, DLIFLC SF Staff Ride, 2004” folder, in drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives. As planned by Van Alstine’s operations order, there were to be two staff rides, one each on 16 April and 24 May 2004. Apparently, only one staff ride took place on 7 May 2004.

⁶²³ Harold Raugh, “Defense Language Institute Foreign Language Center Haitian-Creole Language Course,” 8 December 2004, fact sheet in “Haitian-Creole Course Development” folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

who was buried in the post cemetery.⁶²⁴ In 2005, Shetenhelm donated some of Plummer's personal papers to the archives, a significant acquisition. Also, in January 2005, Shigeya Kihara, a retired long-time instructor well known to all at DLIFLC, died. The history office supported various memorializations of Kihara's life.⁶²⁵

On 1-3 March 2005, James T. Stensvaag, the chief historian for TRADOC, visited Monterey to inspect and recertify the DLIFLC command history program at the request of the commandant, Colonel Simone. The office was last certified in 2001 and Stensvaag was interested following up on issues deemed "provisionally certified" at that time, plus new issues that may have impacted the program.⁶²⁶ Among the items discussed during the visit were the need to resolve long-standing worker's compensation issues with the archives technician, possible realignment of the office from the chief of staff to the chancellor's office, and the need to recast the DLIFLC and Presidio command history from an annual to a multi-year issue. Stensvaag also advised the command to recruit and select a permanent GS-0170-13 historian for the position of command historian (Rough and other historians had been term employees). The five-year certification, however, remained current until 2006. As far as the possible realignment was concerned, Stensvaag argued that placement under the chancellor would improve the ability of the command historian to gather information on the history of DLIFLC. The historian's visibility would be higher, said Stensvaag, and that would improve information collection. He discounted the concern that the historian would then be less able to offer advice to the command group. Second, Stensvaag thought the historian could better support the accreditation process as a member of the chancellor's team, which was an ongoing issue of high importance to the school. As far as the annual histories were concerned, Rough apparently thought it impossible to obtain detailed information sufficient to write an annual narrative, thus Stensvaag recommended amalgamating several years to help catch up the work and overcome any deficit years of data collection. The current history follows that model. However, the Command History Office remained under the chief of staff. The worker's compensation issue resolved itself automatically when the archives technician retired in early 2006.⁶²⁷

In June 2005, to support the expansion of DLIFLC under PEP and to meet the needs of the wars in Iraq and Afghanistan, the U.S. Army Garrison directed that several organizations relocate, including the DLIFLC historical archives, then located in Building 274.⁶²⁸ To make more room for classrooms on the Presidio itself, the archives were moved to Building 4275, better known as the Chamberlin Library. This move was accomplished on 5 October 2005. The Chamberlin Library was the residual library of the former Fort Ord that the Army had kept open to serve the needs of military families who continued to live at OMC. Because the library was still open, but had moderate usage

⁶²⁴ "DLIFLC & POM Command History Office Update," 15 December 2004, in "Office SITREPS for C/S" folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

⁶²⁵ See Harold Rough, "Shigeya Kihara (1914-2005): A Legend of Army Language Training," *Globe* 24, no. 11 (Summer 2005): 3-7.

⁶²⁶ James T. Stensvaag to Harold Rough, email: "Your Visit to DLI and POM," 28 February 2005, in "Visit of Dr. Stensvaag" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁶²⁷ James T. Stensvaag, Memorandum, 3 March 2005, page 2 (first page missing), in "DLI Archives Certification" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁶²⁸ Jeffrey S. Cairns, "Approved Movements in Support of DLI Expansion," 10 June 2005, Memorandum for See Distribution, in "DLI Reorganization" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

statics, part of it was refurbished to function as an institutional archive. Planning for the move had begun that January when Raugh began discussing the acquisition of compact shelving, installed in July, and electrical requirements, etc. Raugh also had to replace the carpeting in the archives as the old carpets were torn out to install the new shelving.⁶²⁹

In late October 2005, at the suggestion of the new commandant, Col. Tucker Mansager, Raugh made renewed efforts to obtain funding for a deputy historian, an authorized but unstaffed position, and to upgrade the archives technician position to a professional level position, since the technician was planning to retire.⁶³⁰ The archives technician had filed a major worker's compensation claim and was trying to obtain medical retirement status. As a result, the technician only worked 25 percent of a fulltime position, so Raugh was short-staffed for an office authorized three fulltime employees.⁶³¹

On 2 November 2005, three speakers and some eighty guests witnessed the formal unveiling of the Berlin Wall Memorial, located near Building 632, on the Presidio of Monterey. Dr. Clifford Porter helped organize the event after an acquaintance of "Skip" Johnson in the IG office offered to donate three large graffiti-covered concrete slabs ripped from the Berlin Wall. The Army had footed the bill to transport the pieces that the owner, Berlin-born Walter Scurei, had rescued from a junk yard near Phoenix, Arizona, where they had ended up after speculators had purchased the pieces hoping to make a windfall that never came. Once installed, the DLIFLC display was believed to be the largest of its kind in the United States. Attending the ceremony was the former speechwriter for President Ronald Reagan who coined the phrase in the president's famous Berlin speech "Mr. Gorbachev, tear down that wall!" Peter Robinson spoke about how he decided to write those specific words. Also attending were the Deputy Consul General of the German Embassy Christiane Seebode and former Attorney General Ed Meese. Regional media widely covered the ceremony.⁶³²

⁶²⁹ Caroline Cantillas to Harold Raugh, email: [no title], 24 January 2005; and Harold Raugh to Tony Barcinas, email: "Carpeting for New Archives," 1 August 2005; both in "Requests for Information 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives. Incidentally, Raugh requested other offices also moving to bring old files to the historian office to evaluate as archival material.

⁶³⁰ Harold Raugh to Richard L. Chastain, email: "Deputy Historian Slot," 6 October 2005, in "Requests for Information 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁶³¹ Harold Raugh to Lt Col Richard Coon, email: "Command History Office Manning," 21 January 2005, in "Requests for Information 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives. In early 2006, Raugh himself left DLIFLC to serve as the V Corps command historian, but the office was eventually staffed with two career historians and a professional archivist.

⁶³² "Presidio of Monterey Bi-weekly Report," 29 October-11 November 2005, in "POM Garrison Sig. Act. Reports 2005" folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives. See also Ben De La Selva, "Berlin Wall Finally Arrives at DLI," *DLI Alumni Association Quarterly Newsletter* VII, no. 3 (July 2005).

Chapter VI

Garrison Activities—Presidio of Monterey

Mission of the U.S. Army Garrison

The Department of the Army administered the U.S. Army Garrison, Presidio of Monterey, under the authority of the Installation Management Agency (IMA), established 1 October 2003 to administer the operations, barracks and housing, and upkeep of 181 Army bases worldwide. The Army specifically intended IMA to separate mission commanders from the business of running installations. Therefore, the Presidio garrison commander reported to IMA instead of the DLIFLC commandant, although the commandant retained ultimate authority on the base as the “Installation Commander.” IMA was part of the Army’s overarching effort to “transform” itself—as Army Chief of Staff General Peter J. Schoomaker stated, “a rapidly changing world deals ruthlessly with organizations that do not change...to remain a relevant and useful member of the joint team.” IMA was keen to promote the privatization of base infrastructure, especially housing and utilities, projects that were a major interest of the garrison command during this period.⁶³³

Formally, the garrison’s mission was to provide base support services intended to facilitate mission readiness and to promote the welfare of all locally supported elements, including active, reserve, and retired military personnel and their families, DoD civilian employees, and contractors living in the Monterey area, approximately 25,000 persons. Garrison staff managed the Presidio itself, a nearby 771-acre annex called the Ord Military Community (OMC), as well as Camp Roberts, Camp Parks, and Fort Hunter Liggett, training areas located 100 miles south of Monterey.⁶³⁴

Apart from the normal mission to administer and maintain the facilities entrusted to its care, garrison commanders held two additional vital responsibilities. First, they oversaw the ongoing environmental restoration and transfer of property belonging to the former Fort Ord, the large military base closed by the Base Realignment and Closure (BRAC) Commission in 1994. By 2004, roughly 12,000 of 28,000 acres of property had been transferred for reallocation to local communities. Second, the garrison was working through the Residential Communities Initiative (RCI), effective from 1 October 2003, with the Monterey Bay Military Housing Corporation to replace and/or renovate 2,268 family housing units on a 50-year lease with private housing developer/management company Clark-Pinnacle, LLC. The RCI initiative was part of a national DoD program to revitalize military community housing areas through a joint private-public enterprise with the Monterey RCI being distinguished as the first joint Army-Navy partnership.⁶³⁵

⁶³³ Geoffrey G. Prosch, “Army Installations: Supporting the War and Transforming,” *Army* (March 2005): 39-41.

⁶³⁴ Point Paper on Presidio of Monterey (POM) Base Support Mission, 27 August 2004, in “ACH2004” folder, in drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

⁶³⁵ Point Paper on Presidio of Monterey (POM) Base Support Mission, 27 August 2004.

Prior to IMA, a major innovation undertaken by Presidio leaders was to develop a contract with the cities of Monterey and Seaside who agreed to provide municipal services through a community partnership credited with having “dramatically improved base facilities maintenance services while reducing installation costs.” One benefit to the community was that the garrison was able to make available its support emergency services.⁶³⁶

Command of the U.S. Army Garrison

Col. Jeffrey S. Cairns, a Special Forces officer, arrived to be the new U.S. Army Garrison commander for the Presidio of Monterey, shortly after Col. Michael Simone arrived as DLIFLC commandant. Cairns succeeded Col. William M. Dietrick, who departed in late April 2003, and Col. W.C. Garrison, who served as garrison commander temporarily until mid-July 2003. Pamela Von Ness, a civilian, served as deputy garrison commander, succeeding Mr. Wesley Hood, who departed in May 2003. Cmd. Sgt. Maj. Jackie Moore was the garrison command sergeant major in 2004 until replaced by M. Sgt. Marion Travis on 1 May 2005. Travis was followed by Cmd. Sgt. Maj. Brett A. Rankert on 12 July 2005.⁶³⁷

Cairns was the first commander of garrison operations to work from the “get-go” under the new IMA arrangement.⁶³⁸ Garrison was actually an IMA colonel chosen to fill in after Dietrick’s early retirement. Cairns reported to Hugh M. Exton, Jr., IMA Southwest Region director. The DLIFLC commandant retained the title of installation commander, but the new reporting relationships left uncertainty as to the inherent authority of this designation. The new leaders did much work to get the new arrangement set up. Formally, IMA was enacted on 1 October 2002.⁶³⁹ After that date, there were two DLIFLC budgets, one for the mission, and one for base operations. Some functions required the creation of duplicate offices, especially those dealing with planning and resource management.

According to Cairns, “the main goal of the new IMA garrisons [was] providing equitable, efficient and effective management of support functions to installations worldwide.” Cairns saw his primary focus in “supporting the mission operations on the Presidio and Ord Military Community,” but he acknowledged that “some activities conducted by the garrison were not relevant to the needs of the Defense Language Institute mission.” Indeed, Cairns thought his mission similar to being a city manager for a small city. He was responsible for police, fire, health, housing, public works, and recreational services for thousands of military and civilian personnel associated with the command, whose contributions he recognized as vital to the Army’s success as an institution. Cairns was also concerned about the Presidio’s Master Plan, which had not

⁶³⁶ Point Paper on Presidio of Monterey (POM) Base Support Mission, 27 August 2004.

⁶³⁷ DLIFLC & POM Staff Directory, 2004; Ramon L. Velasquez to All DLI, email: “Garrison Command Sergeant Major,” 15 July 2005; Jackie Moore to Ramon L. Velasquez, email: “Request for Info,” both in “Biographical” folder, drawer 4, ACH 2004 (HR) files, DLIFLC&POM Archives; and Ramon L. Velasquez to All DLI, email: “Garrison Command Sergeant Major,” 4 April 2005, in “ACH2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁶³⁸ See “Leadership: Garrison Commander,” 12 May 2005, webpage printout in “Biographical” folder, drawer 4, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁶³⁹ See “Southwest Region US Army Installation Management Agency,” 2 September 2005, webpage printout in “Biographical” folder, drawer 4, ACH 2004 (HR) files, DLIFLC&POM Archives.

been updated since 1984.⁶⁴⁰ Such planning would help efficiently determine long-range land use, which concerned DLIFLC in terms of the space available for classroom allocation.

Cairns inherited a few problems in smoothly administering the new U.S. Army Garrison at the Presidio of Monterey. Namely, IMA was set up to reflect a “standard” Army installation, but the Presidio was anything but standard, a reflection of its history as a historic post and military college. Originally, the Army created a garrison to assume the management of the Presidio as Fort Ord closed in 1994. Prior to that time, Fort Ord had managed Presidio base support operations, although DLIFLC maintained a “shadow” garrison to oversee specific issues tied directly to the institute such as public works, civilian personnel, and information management.⁶⁴¹ After IMA assumed that mission, the Army transferred to it all new and old base operations requirements and functions. However, it failed to update the Presidio’s TDA, which at the time lost some three hundred manpower authorizations. TRADOC provided supplemental funding to continue to run base operations, but the official TDA was never corrected. A major problem was that the garrison had also assumed responsibility for closing Fort Ord under the Base Realignment and Closure (BRAC) process that included supporting environmental cleanup and restoration on seventeen thousand acres of former Fort Ord land being transferred to other local, state, and federal agencies. This mission was significant and politically sensitive and few Army installations had any component similar to the Presidio’s BRAC office. For that reason as well, the Presidio’s Public Works and Environmental elements stood as separate functions, which was out of step with the standard IMA garrison model. According to Cairns, environmental activities were kept separate to enable garrison commanders to focus upon Fort Ord clean-up. Later on, this function could be merged into DPW. Similarly, when RCI was activated in October 2003, another new office was created to oversee and manage the long-range and massive reconstruction of Army family housing at OMC and the Navy’s La Mesa housing area. Meanwhile DPW managed numerous facilities contracts, including a major agreement with the city of Monterey to provide installation support services. Cairns deemed it wise to keep DPW, Environmental, and RCI separate so that each could focus on its core mission and so to ensure better program direction. Eventually, DPW alone would handle all these functions as one office. In the short-run, the TDA did not justify appropriations for staffing levels not reflected by it, creating a significant budgetary problem for Cairns in FY 2004. Unlike in 1994 when TRADOC provided extra funds, IMA simply left its garrison in Monterey under-resourced.⁶⁴²

In late August 2003, Cairns began a campaign to enlighten IMA officials about the garrison’s plight. In a 27 August 2003 memorandum for Hugh M. Exton, Jr., Director of the Southwest Region, IMA, Cairns plainly stated that “the FY04 operating budget provided to the Presidio of Monterey is grossly inadequate.” Indeed, he continued, the Presidio’s budget reflected a 20 percent reduction from the previous fiscal year, which meant that only “must fund” items would be filled. “I desperately need a commitment of

⁶⁴⁰ Bob Britton, “Garrison Commander Faces Multiple Tasks,” *Globe* (March 2004): 1-3.

⁶⁴¹ For more information on the “shadow” garrison, see Chapter VII in Stephen M. Payne, *DLIFLC & POM Annual Command History, 1993* (Monterey: DLIFLC, 1996).

⁶⁴² Col Jeffrey Cairns, “Standard Garrison Structure Application at the Presidio of Monterey,” [no date], information paper in “FY04 Budget Info” folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

additional resources,” he concluded, “or I will need to inform the Installation and Senior Mission Commander that the POM Garrison is not adequately resourced to operate the installation.” According to Cairns, a number of serious consequences would result from inadequate funding. A few examples included no funds for civilian awards, to process EEO complaints, to pay Presidio police overtime, or to continue installation custodial support or the maintenance of athletic fields. The chapel program was completely unfunded (ending a number of quality of life services), but even more serious, Cairns informed Exton “this resourcing level will place the Presidio of Monterey in noncompliance with a number of Federal statutes and Department of the Army regulations.” He thought the budget so under-funded for the DLIFLC environmental work “that fines and noncompliance are an absolute certainty.” To address the problem himself, Cairns, immediately ordered a hiring freeze for the garrison.⁶⁴³

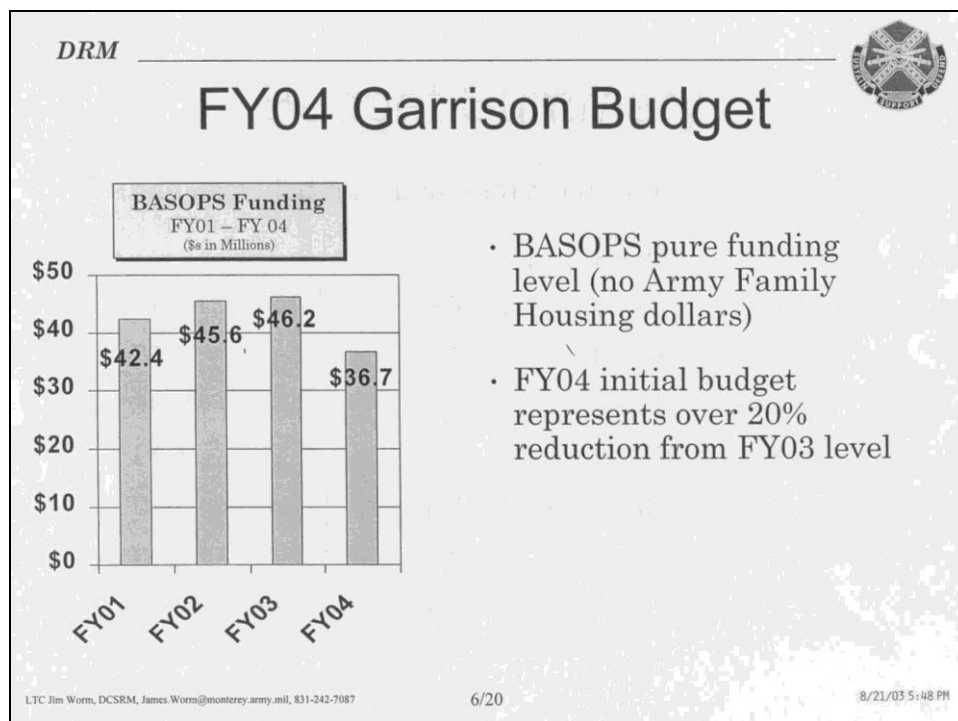


Figure 33 Chart depicting Presidio of Monterey garrison budget shortfall, FY 2004

To help address the IMA funding shortage, Cairns began brain-storming. By March 2004, he was apparently planning to initiate an IMA program called Activity Based Costing. Activity Based Costing was set up to allow organizations to pool ideas to help them become more efficient. In explaining the program, Cairns noted that in Monterey water was a limited resource. To conserve water the garrison had installed waterless urinals. Later, garrison leaders shared their experience with this technology for the benefit of other IMA organizations, who could adapt the Presidio’s experience to their own particular circumstances.⁶⁴⁴ Meanwhile, in September 2004, Cairns implemented a new IMA internet-based customer feedback system called Interactive Customer Evaluations (ICE). ICE was intended to help it insure garrison quality control. The

⁶⁴³ Col Jeffrey S. Cairns to Huge M. Exton, Jr., Director Southwest Region, IMA, Memorandum: “FY04 IMA Resourcing,” 27 August 2003, in “FY04 Budget Info” folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

⁶⁴⁴ Britton, “Garrison Commander,” *Globe* (March 2004): 1-3.

system, sponsored by OSD's Quality Management Office, was incorporated into the garrison's internet homepage, although all services units, mission activities, and Presidio tenants could participate.⁶⁴⁵

In September 2004, Carins created a new organization called the Plans, Analysis, and Integration Office (PAIO). The function and mission of PAIO was similar to that of DCSOPS on the mission side. It was to plan and coordinate various activities with the mission, for example, by participating in the School Expansion/Space Management Working Group and preparing an assessment of the impact on the U.S. Army Garrison if DLIFLC moved to a shift schedule to address chronic classroom space shortages. In 2005, PAIO worked BRAC issues, developed Activity Based Costing/Management models for each directorate, and established "competitive sourcing" teams to address required outsourcing competitions.⁶⁴⁶ Another important project begun late in the year was to create an Installation Planning Board and to develop its mission, vision, and goals alongside representatives from mission.⁶⁴⁷ Cairns hoped PAIO would improve garrison management and efficiency and perhaps adjudicate some problems due to funding woes.

The bottom line for IMA was to provide a "common level of support" that maintained "consistency" and "equitable funding distribution for baseline services across installations." In other words, IMA insured that funding specified for garrison activities was spent on garrison activities, resolving a long-standing problem resolved by the Secretary of the Army. However, because IMA divided funding for baseline services into prioritized Service Support Programs, lower priority programs went unfunded when resources were limited while high priority programs were sustained. IMA maintained program accountability by tracking the performance of programs based upon the amount of funds expended.⁶⁴⁸ Presumably, lower priority programs would not be held accountable for their results when they went unfunded. In practice, garrison staff prioritized their funding requests and sent these to IMA, which in turn prioritized its own requests to the Department of the Army.

In 2005, garrison staff grew somewhat concerned about the possibility of further BRAC closures in 2005. Indeed, the BRAC Commission actually visited Monterey while reviewing options on what additional military installations to close, keep open, or expand. An advance party arrived on Thursday, 4 August 2005, and was followed the next week by a group of congressman, retired military officers, and other dignitaries who received briefings from both mission and garrison staff and held a public meeting to review BRAC recommendations for California, Colorado, and Alaska at the Monterey Conference Center. The sessions relating to DLIFLC and the Naval Postgraduate School were well attended.⁶⁴⁹ Finally, the BRAC Commission voted on 25 August 2005 to keep

⁶⁴⁵ "Installation Commander's Semi-Annual Update," 9 September 2004, in "DLIFLC Installation Cdr's Semi-Annual Update" folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

⁶⁴⁶ "Presidio of Monterey Bi-weekly Report," 6 Aug-19 Aug 2005 and 15-28 October 2005, both in "POM Garrison Sig. Act. Reports 2005" folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives.

⁶⁴⁷ "Presidio of Monterey Bi-weekly Report," 11 November-2 December 2005, in "POM Garrison Sig. Act. Reports 2005" folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives.

⁶⁴⁸ "Installation Commander's Semi-Annual Update," 9 September 2004.

⁶⁴⁹ "Presidio of Monterey Bi-weekly Report," 6 Aug-19 Aug 2005.

DLIFLC, the Presidio of Monterey, and the Naval Postgraduate School off any new base closure lists. The decision brought relief to many local civilian and military officials.⁶⁵⁰

Coming into fall 2005, garrison staff requested assistance from IMA to support implementation and management of the Sexual Assault Prevention and Response Program (SAPRP) as required by a new command policy begin formulated. Cairns supported the program, but continued to struggle with funding to hire additional staff. By December, IMA had verbally authorized funding to support one additional position to implement the program. Cairns then asked the Army-wide contractor to hire an installation “Victim Advocate” for the Presidio who was expected on site in January 2006. In December 2005, TRADOC’s Inspector General visited specifically to inspect the SAPRP and to review the program at two service units. “The IG was both surprised and sensitive,” said garrison officials, “to the local challenges” faced by DLIFLC.⁶⁵¹

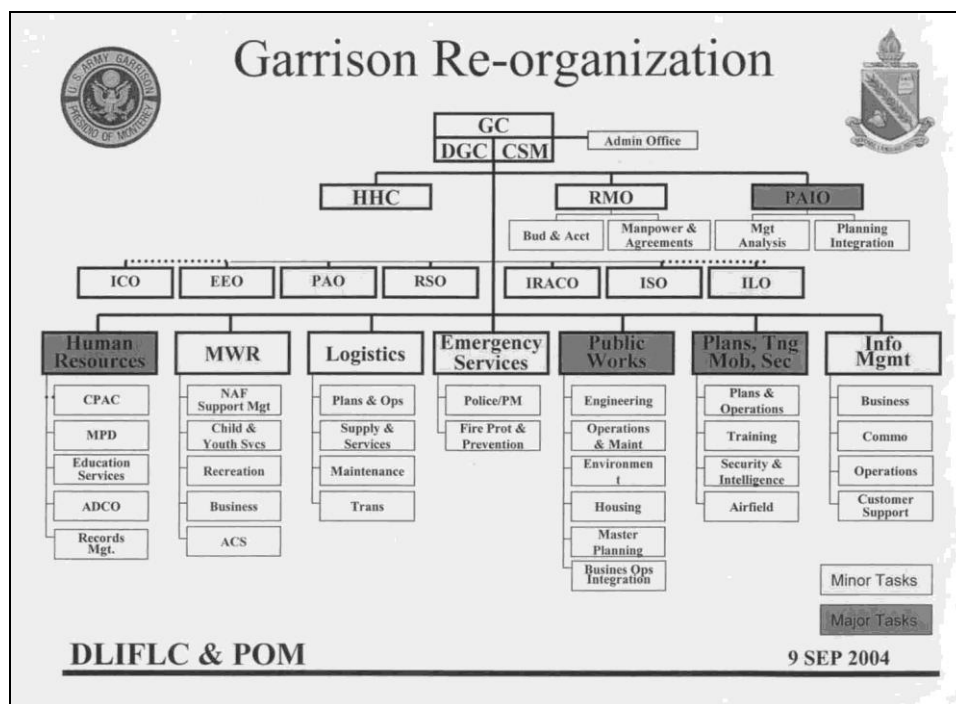


Figure 34 Organization of the U.S. Army, Presidio of Monterey, September 2004

On 9-10 November 2005, the Presidio Municipal Services Agency hosted a special Lessons Learned-style meeting to highlight the success of the Presidio of Monterey’s agreement with local city governments to provide base operations support. The event was attended by representatives from Fort Huachuca, the city of Sierra Vista, Fort Gordon, and the city of Augusta. Both Fort Huachuca and Fort Gordon were interested in establishing similar base operations contracts modeled on the existing agreement between the Presidio and its surrounding cities. Deputy Assistant Secretary of the Army for Privatization and Partnerships William A. Armbruster, a major supporter of

⁶⁵⁰ Col Tucker B. Mansager, DLIFLC Weekly Update for CAC CG, 25 October 2005, in “Weekly Update for CAC” folder, drawer 4, ACH 2005 (HR) files; and “Presidio of Monterey Bi-weekly Report,” 20 August-2 September 2005, in “POM Garrison Sig. Act. Reports 2005” folder, drawer 4, ACH (HR) 2005 files, both in DLIFLC&POM Archives.

⁶⁵¹ “Presidio of Monterey Bi-weekly Report,” 3-16 September 2005 and 3-16 December 2005, both in “POM Garrison Sig. Act. Reports 2005” folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives.

such undertakings, sponsored the visit.⁶⁵² Other normal ceremonies conducted by the garrison during this period included its annual Organization Day, held in October, during which individuals received service awards or awards for special achievements, including for voluntary assignments.⁶⁵³

Stilwell Hall Decommissioned

One garrison management issue that Colonel Cairns did not inherit from his predecessor as garrison commander was the decision to demolish Stilwell Hall. The famous Fort Ord building built on a bluff overlooking Monterey Bay had suffered severe erosion by the early 2000s, undermining the building's foundations. In their turn, successive installation commanders, namely Colonels Kevin M. Rice and Michael R. Simone, had made necessary decisions resulting in the building's demolition. By early December 2004, Stilwell Hall had been decommissioned and contractors had removed most of the building and its furnishings. The Army and the Stilwell Hall Preservation Society then decided to hold a special ceremony on 12 December 2004 to retire the venerable and historic facility.

Stilwell Hall was historic because it was built by then Maj. Gen. Joseph "Vinegar Joe" Stilwell who was tasked in 1940 with reactivating the 7th Infantry Division and establishing Fort Ord as a major U.S. Army installation. Stilwell built the building, using donated funds, to entertain regular soldiers at a time when only officers and noncommissioned officers had service-provided clubs. According to Leon Panetta, former local congressman and chief of staff under President William J. Clinton, Stilwell Hall was also the first integrated soldiers' club. Panetta served as co-chair of the Stilwell Hall Preservation Society along with retired Col. John Easterbrook, General Stilwell's grandson. Both spoke during the ceremony as did Cairns. Funds to construct the building were originally provided by combining Work Progress Administration funds with donations from service personnel of all ranks who were stationed at Fort Ord.⁶⁵⁴

The building's construction materials were largely recycled while numerous memorabilia from within the club were preserved and distributed to various locations in Monterey. Some items would be placed on display at the General Stilwell Community Center on the former Fort Ord, which was then being renovated. Other items, such as large mural-type paintings that formerly adorned the walls of the old Soldier's Club, the Army loaned long-term to California State University Monterey Bay. After the Army cleaned up the site, it planned to turn over the land to the State Parks and Recreation Department, so that it could be included in the Fort Ord Dunes State Park. The State Parks had once hoped to use Stilwell Hall as an interpretive facility, but still intended to interpret the land, its flora and fauna, and use as an infantry-training base. After speaking, Easterbrook remarked that he expected a plaque commemorating the site of the building and the men and women who served at Fort Ord to be erected eventually.⁶⁵⁵

⁶⁵² "Presidio of Monterey Bi-weekly Report," 29 October-11 November 2005, in "POM Garrison Sig. Act. Reports 2005" folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives.

⁶⁵³ "Awardees for 1 Oct 04, Organization Day," 1 October 2004, in "Org Day Awards 2004" folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives. The folder contains photographs of several awardees.

⁶⁵⁴ Bob Britton, "Soldiers Club Formally Retired," *Globe* (March 2004): 4-7.

⁶⁵⁵ Britton, "Soldiers Club," *Globe* (March 2004): 4-7.

Garrison Realignment to Support Mission Expansion

In November 2004, the U.S. Army Garrison, Presidio of Monterey, began planning to support the expansion of DLIFLC as required by requirements for the Proficiency Enhancement Program. Planning focused upon the need to develop a cohesive “Central Campus Area” the point of which was to cluster basic course language schools as near to one another as possible. At the same time, Colonel Cairns. wanted to shield academic functions from any disruptions caused by development, classroom modifications, and attendant moves, including the need to phase the relocation of personnel and offices. During the expansion, planners also sought to reduce vehicular traffic congestion, ease limited parking availability, and improve the Presidio’s ability to support physical training, which was perhaps an issue given the peculiar topography of the steep hillside base, its residential location, and largely developed nature. Two key elements of this planning included the off-post leasing of space and the maximized use of the available land and/or facilities at OMC to support the institute’s needs.⁶⁵⁶

To provide for DLIFLC’s expansion, the garrison implemented a four-phase approach that began with internal DLIFLC and garrison moves, followed by the completion of leases for off-base temporary facilities, then development of the central campus focused around the Asio Library, and ended finally with the development of “Asian IV,” which was to be located in the historic 1902-1904 barracks closest to the central campus.⁶⁵⁷

This major physical realignment and clearing of non-classroom offices from the central campus of DLIFLC began during the “Exodus” holiday break in 2004. A wide number of offices were relocated to available open spaces, many support functions were moved out of the central campus area to more peripheral areas of the post or to OMC. Examples included the DLIFLC archives, which were transferred to the Chamberlin Library at OMC (although still under the Command History Office), the SMART program offices, which were set up in the old Edge Club in the lower Presidio, and the FAO office, which was relocated to the Weckerling Center. Immersion training, which had since its beginning taken place at the Weckerling Center and had outgrown the facility, was moved to its own dedicated building at OMC. The garrison also leased space in two unused school buildings, Larkin School, which was conveniently located adjacent to the Presidio of Monterey, and Monte Vista, some distance farther away. Afterwards, Evaluation and Standards and Curriculum Development were moved to these sites respectively. Concurrently, both DLIFLC and garrison commanders had to develop review and funding processes for the various moves, plan for the construction of a new dental clinic, and develop “operational solutions” for the new Multi-Language School housed in Nicholson Hall, which was a modern general classroom building but located on the extreme upper Presidio some distance from the central campus.⁶⁵⁸

⁶⁵⁶ Maj Roger Kashaninejad, “Support to DLIFLC Expansion,” 2004, briefing in “Garrison” folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

⁶⁵⁷ Kashaninejad, “Support to DLIFLC Expansion,” 2004.

⁶⁵⁸ Kashaninejad, “Support to DLIFLC Expansion,” 2004.

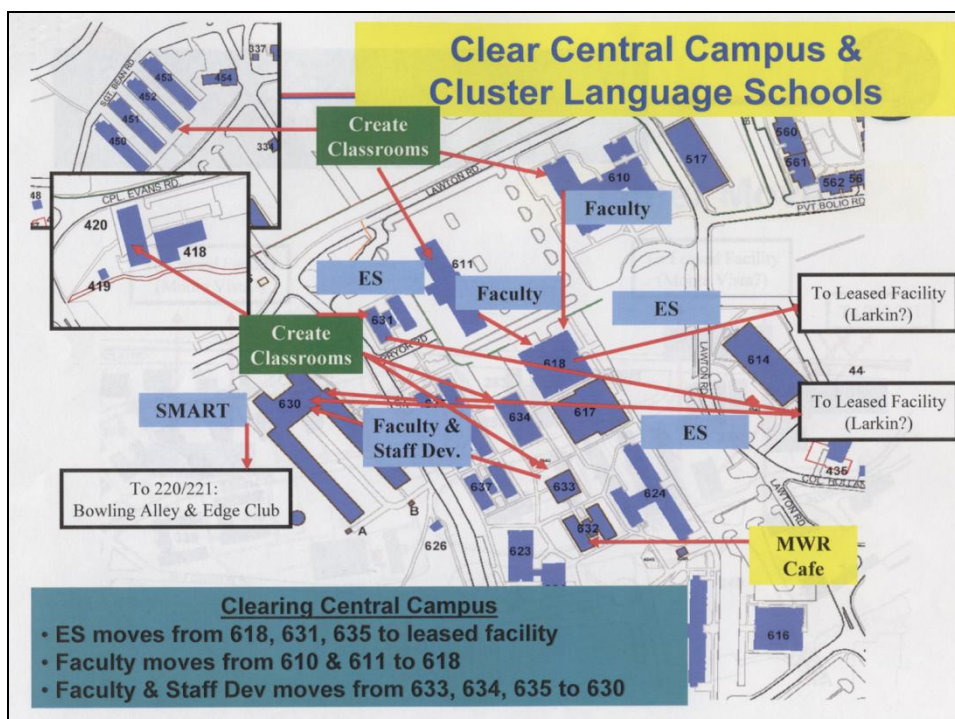


Figure 35 Moves planned to implement the “Central Campus Area,” November 2004

Civilian Personnel Advisory Center

The Civilian Personnel Advisory Center (CPAC) was managed by N. V. Taylan. CPAC’s mission was to provide administrative support to civilian personnel at DLIFLC and the Presidio of Monterey in conjunction with the West Civilian Personnel Operations Center that was located on Fort Huachuca in Sierra Vista, Arizona. CPAC provided a number of services, including training on such topics as “Position Classification Training for Supervisors and Administrative POCs,” “Labor and Employee Relations” training, “Federal Long Term Care Insurance Program,” “Basic Supervisor Development” courses, and basic retirement classes. It also provided supervisory courses for new CPAC staff and DLIFLC facilitators. CPAC also managed the Leave Transfer Requests program in which eleven Presidio employees were enrolled, provided various statistical reports to the Bureau of Labor Statistics, processed forty-eight Workers Compensation claims (closing 90 percent of claims within 120 days); and managed the Unfair Labor Practices claims filed against the U.S. Army in Monterey.⁶⁵⁹ In addition, CPAC had some oversight of the Faculty Personnel System (FPS) implemented in 1997. FPS included all teachers and teaching administrative positions, including deans and department chairs.

Directorate of Office and Information Management

Ms. Winnie Chambliss directed the Directorate of Office and Information Management (DOIM) during this period. DOIM’s mission was to support the information technology needs of the institute and installation.

⁶⁵⁹ N. V. Taylan, “Calendar Year 2004 Input to the DLIFLC Annual Historical Summary,” 13 June 2005, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

In 2004, civilian contractors from Trofholz Technologies, Inc., (TTI) installed between 350 and 400 TEC-2 classrooms, that is, classrooms that had made the transition from using analogue to digital educational technology focused around the interactive digital, Internet-connected whiteboard that replaced traditional chalk and slate boards. DLIFLC already had installed about hundred TEC-2 classrooms so the new additions meant that it now maintained about 550. TTI contractors were also responsible for supporting all DLIFLC TEC-2 and multimedia labs, providing training documentation, and desktop support to fix and maintain computers. Few teachers were acquainted with the new technology and many still used VHS tapes in the classroom, although these could also be adapted for continued teaching use.⁶⁶⁰

In June 2005, to support the expansion of DLIFLC under PEP and to meet the needs of the wars in Iraq and Afghanistan, the garrison commander directed that several organizations relocate, including the DOIM Visual Information (photo lab) office, then located in Building 618 (Munzer Hall).⁶⁶¹ The new office was set up in Building 418.

On 30 September 2005, DOIM discontinued all use of MCI calling cards, which the Army had determined were subject to abuse and waste.⁶⁶²

By December 2005, DOIM was in full compliance with Department of the Army guidance on enforcing Information Assurance requirements for all government computer equipment in use at the Presidio of Monterey.⁶⁶³

Directorate of Community Activity

In 2004, the Directorate of Morale, Welfare and Recreation (DMWR) was renamed the Directorate of Community Activity (DCA).⁶⁶⁴ Robert Emanuel served as director throughout this period. The mission of DCA was to provide “enhanced Quality-of-Life programs directly supporting readiness through customer-driven social, recreational, educational, and family support services for the entire Presidio of Monterey community.” To meet this goal, DCA provided a wide variety of diverse community services through three primary programs, which were the Army Substance Abuse Program, Army Continuing Education Services, and Morale, Welfare and Recreation.⁶⁶⁵

Army Continuing Education Services

A major feature of the Army Continuing Education Services (ACES) program, headed at the Presidio by Ms. Darlene Doran-Jones, was the Uniform Tuition Assistance program. This program paid 100 percent of the cost of tuition and allowable fees, up to

⁶⁶⁰ Bob Britton, “Civilian Contractors Provide Modern Technology,” *Globe* (January 2005): 14. Limited data was available in 2004 for DOIM.

⁶⁶¹ Jeffrey S. Cairns, “Approved Movements in Support of DLI Expansion,” 10 June 2005, Memorandum for See Distribution, in “DLI Reorganization” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁶⁶² “Command and Staff,” 14 September 2005, briefing in “Installation and Staff Slides” folder in drawer 3, ACH 2005 files, DLIFLC&POM Archives.

⁶⁶³ “Presidio of Monterey Bi-weekly Report,” 3-16 December 2005.

⁶⁶⁴ DLIFLC&POM Staff Directory, 2004. Possibly to avoid confusion over the name of its subordinate program of the same name. No data was available for DCA in 2005.

⁶⁶⁵ “Director of Morale, Welfare and Recreation Historical Report 2004,” [2005], in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

the semester hour cap of \$250 with an annual ceiling of \$4,500, for service members enrolled in eligible coursework. In FY 2004, service members took 1,118 college classes using the tuition assistance program, which facilitated local service members in earning 695-college degrees in FY 2004. In fact, during the fourth quarter, DLIFLC awarded its one-thousandth degree since becoming a degree-granting body in May 2002. Thirty-three service members earned Associate of Arts Degrees in World Languages through the joint DLIFLC/Monterey Peninsula College degree partnership while another thirty-nine earned degrees from Excelsior College. Three Presidio airmen earned degrees from the Community College of the Air Force. During the same period, another sixty-one faculty members and eight Military Language Instructors were enrolled in the Monterey Institute of International Studies (MIIS) Masters of Arts in Teaching Foreign Language program.⁶⁶⁶

In 2004, the ACES Education Center hired a contract test examiner. The new position made it possible for the center to offer tests on weeknights and weekends. As a result, the center administered 1,618 exams of which 1,338 were College-Level Proficiency Tests, 251 were college independent study and professional development exams, and 18 were Army Personnel Tests. This represented a 22 percent increase in testing volume from FY 2003.⁶⁶⁷

In FY 2004, the ACES Education Center also conducted some 7,144 counseling sessions and 92 briefings. Exactly 1,641 service members made use of the center's Learning Center, which was renovated in 2004. The Learning Center contained ten workstations, education and career-related software, and reference materials. It also acquired DISCOVER (a computer-based guidance system) and the Lifetime Learning Library (instructional software used to support remediation).⁶⁶⁸

The Education Center received several commendations due to its participation in a Military Installation Voluntary Education Review (MIVER) in June and hosted a Training Workshop for Army Education Centers undergoing a MIVER in 2004. Early in 2004, Golden Gate University agreed to administer computer-based proficiency exams to the military community while three Distance Training Facilities collocated with the Education Center were dismantled in the fourth quarter.⁶⁶⁹

Army Substance Abuse Program

DCA administered the Army Substance Abuse Program (ASAP) in 2004 to help educate service members and families about substance abuse and to prevent it. The California Medical Detachment was able to provide treatment for such abuse as it had staffed its vacant treatment counselor position in 2004. The ASAP office also included the "Installation Biochemical Test Coordinator," the official responsible for administering drug testing for soldiers and civilians. In 2004, drug testing of soldiers and selected civilian employees indicated confirmed illegal drug use below the Army average. Of 4,738 specimens tested in 2004, only 13 were returned positive. There were also 122 civilians tested during the year with only a single positive result.⁶⁷⁰

⁶⁶⁶ "Director of Morale, Welfare and Recreation Historical Report 2004," [2005].

⁶⁶⁷ "Director of Morale, Welfare and Recreation Historical Report 2004," [2005].

⁶⁶⁸ "Director of Morale, Welfare and Recreation Historical Report 2004," [2005].

⁶⁶⁹ "Director of Morale, Welfare and Recreation Historical Report 2004," [2005].

⁶⁷⁰ "Director of Morale, Welfare and Recreation Historical Report 2004," [2005].

Morale, Welfare and Recreation

Morale, Welfare and Recreation (MWR) was the largest of DCA's three distinct program areas. The Presidio of Monterey MWR program consisted of several subordinate functions, including Nonappropriated Fund (NAF) Resources, Child and Youth Services, Recreation, Business, and Army Community Service.

Non-appropriated Resources

The Morale Welfare and Recreation Fund ended FY 2004 with a net profit of \$20,748. The MWR program received \$661,095 in reimbursable resources from appropriated funds. Income generators included Sports for \$7,770, Ticketing for \$22,401, and Outdoor Recreation made \$111,016. The MWR Fund also received \$239,413 as a dividend from the Army and Air Force Exchange Service, \$119,396 in interest from an escrow account, and \$5,480 from a cable TV commission.⁶⁷¹

Child and Youth Services

In 2004, Child and Youth Services (CYS) installed a new computer-based management system that connected all CYC programs. The contractor, Vermont Systems, Inc. (VSI), and personnel from Department of the Army CYC provided staff training in June 2004.

During the summer 2004, Elaine Vrolyks became the director of the Monterey Road Child Development Center, replacing Teresa Johnson who transferred to another position within the center. Meanwhile, the Family Childcare home program grew to nine licensed providers in November, the largest number of providers since 1994.

Lela Casillo became the director of the CYC School Age Services program in 2004. The program continued working on its re-accreditation. The Middle School and Teen programs showed "modest growth" under the direction of Andy Lipsig, formerly the sports director. It offered 4H-type programs to all participants.

CYS hired Herb Beckett as the Youth Sports director, a program offering baseball, basketball, soccer, and track as well as individual sports like golf.

To comply with DA guidance, CYC implemented a program of replacing APF vacancies with NAF personnel hired under the MWRUSA program. New employees were hired under NAF with their salary costs reimbursed by appropriated funds.⁶⁷²

Garrison command inspected all child and youth services facilities from 20 October to 20 November 2005 as required by regulation. The inspection team reported its findings to the garrison commander on 1 December noting sixty-two specific items requiring correction action.⁶⁷³

⁶⁷¹ "Director of Morale, Welfare and Recreation Historical Report 2004," [2005].

⁶⁷² "Director of Morale, Welfare and Recreation Historical Report 2004," [2005].

⁶⁷³ "Presidio of Monterey Bi-weekly Report," 11 November-2 December 2005, in "POM Garrison Sig. Act. Reports 2005" folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives.

Outdoor Recreation

Under Chief Terry Siegrist, the Outdoor Recreation (ODR) program acquired a new 57-passenger Van Hool luxury coach, increasing ODR's transport capacity and providing more flexibility to increase program participation.⁶⁷⁴ For October 2004, ODR planned to hold a Ski Open House to recruit ski tour guides and volunteers, and was preparing "Adventure Day" in conjunction with the Commander's Cup Run at Soldier Field to include vendor displays and a sky-diving demonstration, and was selling cruise ship vacations.⁶⁷⁵

Sports and Fitness

The intramural sports program for 2004 consisted of five company-level team sports. The year started with a nine-team basketball league which championship the Air Force won. The softball league had ten teams. Seven teams competed in the soccer program with the Navy winning the championship. The Navy also dominated the volleyball and flag football leagues in 2004.⁶⁷⁶

The garrison renovated the Price Fitness Center by having the floor refinished, the interior repainted, four new treadmills added, and the weight room expanded, while it added new sod to the Hill Top Track. The city of Monterey also continue to use Soldier Field for organized athletic events. Practices were held Monday, Wednesday, and Friday, with games all day on Saturday.⁶⁷⁷

Hobson Recreation Center

The Student Activity Center sought to provide a balanced program of events designed to meet the interest of all service members and to develop extensive self-service directed activities. It increased its hours of operation on 22 February 2005 to seventy-six hours per week.⁶⁷⁸

BOSS Program

In 2004, DLIFLF and Presidio of Monterey Cmd. Sgt. Maj. Eugene Patton III helped create a new program at the Presidio to benefit junior single enlisted soldiers. Known as BOSS for Better Opportunities for Single Service Members, the program sought a direct link between these service members and the command group. BOSS funneled suggestions to the command on how to improve the quality of single service members' lives. One BOSS idea, for example, was to establish a coffee shop on the Presidio of Monterey, which was eventually implemented. BOSS also worked closely with the Outdoor Recreation staff. Such events helped provide service members living in barracks more opportunities to get off post. The BOSS program competed with other installation BOSS programs and sent four service personnel to the Department of the Army World Wide BOSS Forum in Virginia, September 2004. As a result, the Presidio of Monterey BOSS program won the first place award (and \$1,000) for a small

⁶⁷⁴ "Director of Morale, Welfare and Recreation Historical Report 2004," [2005].

⁶⁷⁵ "Installation Commander's Semi-Annual Update," 9 September 2004.

⁶⁷⁶ "Director of Morale, Welfare and Recreation Historical Report 2004," [2005].

⁶⁷⁷ "Installation Commander's Semi-Annual Update," 9 September 2004.

⁶⁷⁸ "Director of Morale, Welfare and Recreation Historical Report 2004," [2005].

installation in 2004.⁶⁷⁹ The BOSS Program teamed up with MWR to stage several special events throughout 2004, including the Valentine Dance (February 2004), the “Rock it like Rio” Dance (March 2004), the “Taste of Texas C&W” Dance (July 2004) and the Halloween Dance (October 2004). BOSS also sent 265 service members to a San Francisco 49ers vs. Atlanta Falcons NFL football game so that they could participate in the game’s opening ceremonies (September 2004).⁶⁸⁰ One result of the BOSS program was that DLIFLC students used is as a mechanism to request the opening of coffee houses on the Presidio of Monterey, which the garrison agreed to do in 2005. Two coffee houses, the Java Cafés, featuring Starbucks coffee were scheduled to open at the Hobson Student Activities Center and in the quad area by the Middle East Schools.^{681 682}

Business Programs

The Business Programs included Lodging and Food, Beverage and Entertainment (FB&E), which operated from the General Stilwell Community Center at OMC. It conducted Bingo and offered banquet and conference room rentals. The garrison dramatically altered the FB&E program in 2004 after completion of a study by an Army contractor Nosinger Associates, Inc. The study recommended the closure of the Edge bar operation at the Presidio of Monterey and the end of meal service at Stilwell Community Center. At the same time, the study confirmed the likely financial success of a gourmet coffee service operation on the Presidio.⁶⁸³ FB&E met with Starbucks representatives from San Francisco in September 2004 with completion of the project expected by the fall of 2005.⁶⁸⁴

Army Community Service

Army Community Service (ACS) held an Armed Forces Action Plan Focus Group on 9 March 2004 with sixty-five participants. Top issues were video educational support for at-home caregivers, and unmet military children’s educational needs. The top local issues were shuttle bus service and healthcare. A second Focus Group was held on 14 September with sixty participants. The main issues were shipment of privately owned vehicles during station changes and the need for more education regarding the Exceptional Family Member Program. The top local issues were confusion over rules of access to Presidio of Monterey, dining facility hours, and the location of family support services.

Other ACS activities included Army Family Team Building, which held about one class per month to educate and mentor new and seasoned spouses about military life. Program participation grew in 2004 to 147 students, 18 participants above 2003, while in 2005, one Level I evening class hosted 15 students for the first time ever. ACS also helped military families to budget their finances and offered budgeting counseling

⁶⁷⁹ Bob Britton, “Senior Advisor Reflects on Institute’s Changes,” *Globe* (January 2005): 6-9.

⁶⁸⁰ “Director of Morale, Welfare and Recreation Historical Report 2004,” [2005].

⁶⁸¹ “Garrison Town Hall Participants Discuss Changing Academic and Community Needs,” *Community News* 12, no. 3 (4 February 2005): 1, 8-9. According to Stephen M. Payne, the café established in the quad caused friction between the garrison and provost staffs as the new facility required the elimination of six existing classrooms to make room for it.

⁶⁸² Recollection of Stephen M. Payne, who served as the Senior Vice Chancellor at that time.

⁶⁸³ “Director of Morale, Welfare and Recreation Historical Report 2004,” [2005].

⁶⁸⁴ “Installation Commander’s Semi-Annual Update,” 9 September 2004.

sessions through a program run by Army Emergency Relief (AER), whose Annual Fund Raising Drive, conducted from 1 April 2004 until 1 May 2004, raised \$22,511.⁶⁸⁵ ACS held its annual Installation Volunteer Recognition Ceremony on 26 May 2004, during which over 1,200 volunteers, from both military and civilian agencies, were honored. It gave periodic relocation or “smart moving” briefings to new service members arriving in the area, provided employment counseling to military families, and personal financial management classes for Initial Entry Trainees to prevent financial difficulties. Also in 2004, the Family Advocacy Program sponsored a Celebrating Military Children event, attended by over five hundred parents and children, hosted the Monterey County Child Abuse Prevention Council’s Annual Awards Breakfast, and continued to contract with the local Parents as Teachers program to provide in-home services for high-risk families. On 15 October 2004, Army Community Service received full accreditation.⁶⁸⁶

Equal Employment Opportunity Office/Equal Opportunity Advisor

The mission of the Equal Employment Opportunity (EEO) office at the Presidio of Monterey was to provide an EEO program that promoted an environment free of discrimination. EEO advised commanders, managers and employees in all EEO matters affecting the civilian workforce of the garrison and mission organizations via briefings, training, related documents and electronic means. The manager of the EEO program continued to be Elvira M. Robinson.⁶⁸⁷

During 2004, two informal and two formal complaints were filed against garrison organizations and seven informal and six formal complaints were filed against DLIFLC. Two informal complaints and one formal complaint were filed against other tenant organizations located on the post. To help prevent such complaints, on 25 Feb 2004, EEO staff conducted training in EEO/Prevention of Sexual Harassment (POSH) for six newly assigned managers. These managers, along with previously trained managers, then conducted training for their respective subordinate supervisors and employees. As a result, EEO staff supported twenty-one training sessions.⁶⁸⁸ In 2005, only one informal and no formal complaints were filed against the Presidio, but three informal and four formal complaints were filed against the Institute.⁶⁸⁹

In 2004-2005, EEO staff continued to conduct three-hour training sessions for employees new to the Presidio of Monterey. The training covered such areas as the EEO function, the prevention of sexual harassment, complaint processing, rights and responsibilities in discrimination issues covered by Title VII of the Civil Rights Act (as amended), Rehabilitation Act (as amended) and Age Discrimination in Employment Act.⁶⁹⁰ EEO staff also continued to receive technical training from the U.S. Equal Employment Opportunity Commission, the Federal Employment Law Training Group,

⁶⁸⁵ AER also brought in \$123,430.93 from loans and received 12 grants worth \$7,298.60 for a grand total of \$130,729.59.

⁶⁸⁶ “Director of Morale, Welfare and Recreation Historical Report 2004,” [2005].

⁶⁸⁷ Elvira M. Robinson, EEO Office, “2004 Annual Historical Report Input for EEO Office,” 8 June 2005, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁶⁸⁸ Robinson, “2004 Annual Historical Report Input for EEO Office,” 8 June 2005.

⁶⁸⁹ Information sheet on CY 2005 EEO activities, [2006], in “Historical Reports 2005” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁶⁹⁰ Robinson, “2004 Annual Historical Report Input for EEO Office,” 8 June 2005.

and Federal Dispute Resolution, Inc., and in 2005 also participated in several conferences involving labor counselors, human resources personnel, and managers/supervisors were invited to attend to receive advice on the proper handling of employee-management problems.⁶⁹¹

The EEO office hosted the Annual Commander's EEO/EO Briefing on 26 October 2004 that over forty managers, supervisors, and commanders attended. The briefing included an overview of the EEO program status, the EO program status, workforce statistics, a guest speaker and comments by the installation commander. The guest speaker, Jacqueline L. Martinez, director of the San Francisco Bay Area Field Office of the Office of the Special Counsel, presented an overview of the functions of her office, and described how it processed whistleblower and Hatch Act issues.⁶⁹²

Another task the EEO office completed in 2004 was a survey of the Presidio's accessible parking spaces to determine compliance with Rehabilitation Act/Americans with Disabilities Act (ADA) requirements. As a result, the commander directed DPW to take corrective action to bring all accessible parking spaces into compliance. In 2005, accessibility issues continued to be evaluated and addressed to the garrison. Described as "arduous," the project did help to raise awareness of "the installation's obligation to provide access to its facilities."⁶⁹³ Finally, during this period, EEO developed a webpage on the Presidio website that provided information on EEO functions, complaint processing procedures, a link to the U.S. Equal Employment Opportunity Commission and its own EEO office e-mail and contact information. EEO published command policies on the Prevention of Sexual Harassment and on Religious Expression in the Workplace on 26 January 2004 and 12 February 2004, respectively.⁶⁹⁴

The mission of the Equal Opportunity Advisor (EOA) was to assist all military commanders, regardless of service, in creating and sustaining a healthy command climate to ensure equal opportunity and fair treatment for all service personnel, regardless of race, color, religion, gender, or national origin, and to educate leaders to recognize and prevent sexual harassment in the work place. The Equal Opportunity Office planned all DoD mandated events per AR 600-20 Table 6-1. It observed Women's History Month in February, Asian Pacific Heritage Month in May, Hispanic Heritage Month during the fall, and Native American Heritage Month in November. It also celebrated the birthday of Martin Luther King and during Black History Month in February, Brig. Gen. Brian A. Keller, Deputy Commanding General, U.S. Army Intelligence Center, Fort Huachuca, gave the keynote address for a celebration that also included a performance by the African dance group Aziza Dance Group.⁶⁹⁵ M. Sgt. Samir Abdulaziz was the Installation Equal Opportunity Advisor in 2004.⁶⁹⁶

After Colonel Mansager held his first Sexual Assault Review Board as the new DLIFLC commandant and installation commander in September 2005, he reported to his

⁶⁹¹ Information sheet on CY 2005 EEO activities, [2006].

⁶⁹² Robinson, "2004 Annual Historical Report Input for EEO Office," 8 June 2005.

⁶⁹³ Information sheet on CY 2005 EEO activities, [2006].

⁶⁹⁴ Robinson, "2004 Annual Historical Report Input for EEO Office," 8 June 2005.

⁶⁹⁵ "EOA," [2004], in "ACH 2004" folder, drawer 3, ACH 2004 (HR) files; and "Presidio of Monterey Bi-weekly Report," 4-18 February 2005, in "POM Garrison Sig. Act. Reports 2005" folder, drawer 4, ACH (HR) 2005 files; both in DLIFLC&POM Archives.

⁶⁹⁶ M Sgt Samir Abdulaziz to Lt Col Richard E. Coon, email: [no title] 20 May 2005, in "ACH2004-EOA" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

superiors that while “we seem to have the right people in place” the military services each used a different reporting mechanism, which “muddled” the process. The Air Force reported through the installation while the Navy did not, and DoD regulations were silent on this issue. However, he felt he could probably handle any problems locally.⁶⁹⁷

Installation Safety Office

The mission of the installation Safety Office was to ensure that all personnel and students worked in a safe environment and to promote safety in the workplace. Ms. Parduchoi was in charge of the Safety Office in 2004.⁶⁹⁸

For the summer of 2005, the office published a comprehensive “Summer Safety Pamphlet” covering a variety of topics from safe driving to avoiding lightning strikes.⁶⁹⁹

In September 2005, Colonel Mansager issued a special “Commander’s Safety Message” for the Columbus Day Weekend in which he particularly noted the Army’s “Be Safe Campaign” through which leaders at all levels were encouraged to promote safety pre-holiday briefings, vehicle inspections, driver and travel risk assessments, and setting the right example.⁷⁰⁰

A TRADOC Safety Evaluation Team visited the Presidio of Monterey in early October 2005 and found only minor safety issues of concern. The biggest issue regarding safety was the administrative location of the office. TRADOC policy required the office to be part of the Command Group of the senior mission commander on the installation, but IMA policy required the office to be part of the garrison Command Group, which forced Colonel Mansager, as installation commander, to refer the issue to higher command for resolution, which eventually determined the office should remain part of the garrison.⁷⁰¹

Directorate of Logistics

The Directorate of Logistics (DOL) supported the mission and garrison operations by providing facility maintenance, laundry and food services, supplies, and transportation functions. There were no changes in the organizational structure of DOL from 2003. DOL was divided into four main divisions to support its mission.⁷⁰² However, in October 2005, the garrison commander notified DOL employees that preliminary plans were being developed to conduct an outsourcing review of the directorate, known as an A-76

⁶⁹⁷ Col Tucker B. Mansager, DLIFLC Weekly Update for CAC CG, 24 September 2005, in “Weekly Update for CAC” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁶⁹⁸ DLIFLC & POM Staff Directory, August 2004.

⁶⁹⁹ Installation Safety Office, *2005 Summer Safety Pamphlet*, 2005, in drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives. Note, no 2004 data was reported for the Installation Safety Office.

⁷⁰⁰ Col Tucker B. Mansager, Memorandum: “Commander’s Safety Message (Columbus Day Weekend),” 21 September 2005, in “Safety Message” folder, drawer 3, ACH 2005 files, DLIFLC&POM Archives.

⁷⁰¹ Col Tucker B. Mansager, DLIFLC Weekly Update for CAC CG, 8 October 2005, in “Weekly Update for CAC” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives. Later, the Safety Office returned to senior mission commander.

⁷⁰² All information in this section is from: Sandy Jurkovich, DOL Management Analyst, “DOL’s 2004 Annual Historical Report,” 13 Jun 2005, in “ACH 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

study, meaning IMA was planning to solicit bids for the work performed by DOL with the significant possibility being that its functions could be turned over to a private contractor and many of the employees laid off.⁷⁰³ The garrison commander met with DOL employees on 16 November 2005 to discuss the beginning of the preliminary planning phase of the A-76 review.⁷⁰⁴

Maintenance Division

The Maintenance Division advised the Command Group and staff on all maintenance matters pertaining to organizational, direct, and general support maintenance and provided direction and supervision for designated command activities.

2004 Accomplishments:

- Completed 1,940 General/Vehicle Equipment workorders
- Completed 1,863 Electronics workorders
- Completed 797 Locksmith workorders
- Parts & Labor - \$255,583

Services Division

The Services Division was responsible for all matters pertaining to the Army Food Service Program, Subsistence Management laundry, and GFP Support Management. It planned, managed and executed the command's service support requirements.

2004 Accomplishments:

- Total meals served - 1,022,370
- Prime Vendor Costs - \$2,350,415
- Local Purchase - \$420,747
- Laundry - 87,922 lbs. at a total cost of \$109,903

Supply Division

The Supply Division supervised the planning, coordination and formulation of policies relating to supply management. It implemented property accountability programs to ensure that supply discipline was maintained. It managed the Textbook Warehouse, which stored, issued, and maintained records of accountability for language materials in support of the Command Language Program.

2004 Accomplishments:

- Textbook Orders - 73,921
- Textbook Costs - \$1,322,980
- Survival Kits Issued - 70,729
- Survival Kits Costs - \$253,792
- DPAS Transactions - 77,578

⁷⁰³ "Presidio of Monterey Bi-weekly Report," 15-28 October 2005, in "POM Garrison Sig. Act. Reports 2005" folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives.

⁷⁰⁴ "Presidio of Monterey Bi-weekly Report," 11 November-2 December 2005, in "POM Garrison Sig. Act. Reports 2005" folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives.

- Report of Surveys - 56 (22 property; 34 vehicle)
- Dollar Amount of Report of Surveys - \$50,300
- Pecuniary Liability - \$9,179.80
- Loss to Government - \$23,793
- Recovered Property - \$5,354

Transportation Division

The Transportation Division managed, directed, and planned the transportation program for the installation. Its goal was to provide high quality and on-time transportation services, including vehicle support, shuttle bus service, and the movement of household goods.

2004 Accomplishments:

- Customers - 11,065
- In Bound Shipments - 1,640
- Out Bound Shipments - 5,500
- NTS Shipments - 1,044
- SIT Shipments - 615
- Travelers AMC - 193
- Travelers CF - 3,439
- Total Vehicles - Started with a fleet of 128; ended with 111
- Total Miles - 761,275
- Implemented customer survey via web as part of Families First program
- Three pieces of the Berlin Wall were moved from Tucson, Arizona, to the Presidio

In June 2005, to support the expansion of DLIFLC under PEP and to meet increased requirements, the garrison directed several organizations to relocate, including the DOL administrative offices, then located in Building 254. The new office was set up in Building 235, the DOL Warehouse/Supply Operations facility.⁷⁰⁵

Directorate of Public Works

Under the direction of John Elliott, the mission of the Directorate of Public Works (DPW) was to manage and maintain the physical infrastructure of the Presidio of Monterey and its OMC annex.⁷⁰⁶ The goal of DPW was to manage this infrastructure in the best manner possible to support the mission of DLIFLC. In 2005, DPW coordinated with other garrison directorates during the major realignment of DLIFLC offices, as described above, designed to create a central campus area.

⁷⁰⁵ Col Jeffrey S. Cairns, "Approved Movements in Support of DLI Expansion," 10 June 2005, Memorandum for See Distribution, in "DLI Reorganization" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁷⁰⁶ DLIFLC & POM Staff Directory, August 2004.

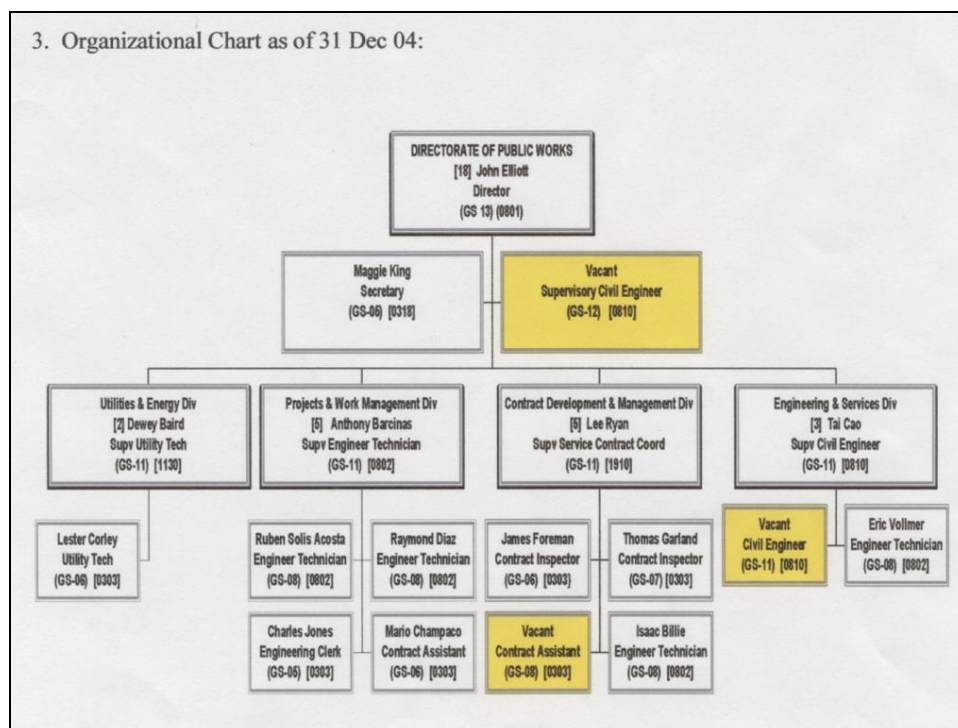


Figure 36 Organization of the Directorate of Public Works, December 2004

The main instrument through which DPW accomplished its maintenance mission was the precedent-setting contract between the Army and the cities of Monterey and Seaside whose jointly operated Presidio Municipal Service Agency provided all day-to-day emergency, urgent, and routine maintenance services for the Presidio of Monterey and the OMC. According to Director Elliott, this agency’s ability to fulfill its commitment remained “an impressive achievement.” At the same time, DPW completed the privatization of the Presidio’s water system in 2004 while Pacific Gas and Electric (PG&E) was working to meet a May 2006 deadline to assume full ownership of the Presidio’s gas and electric distribution system.⁷⁰⁷ The latter utilities were privatized in May 2004 but PG&E first had to upgrade the system to meet code requirements of the California Public Utilities Commission. The project required road closures, construction noise, and some utility outages in 2005 and 2006, which DPW coordinated with affected Presidio tenants and residents to minimize the impact.⁷⁰⁸ Another important utility project resulted from the Appropriations Act for FY 2006 in which Congress required the Army to prepare and submit by early 2006 an interim assessment of the current and future water needs for both the Presidio of Monterey and OMC. The assessment team held its kickoff on 30 November 2005.⁷⁰⁹

Despite the continuing growth of DLIFLC under PEP and for war-fighting needs, a shortage of funds was a problem in 2004. As a result, some projects were cancelled or postponed apparently causing some difficulties in maintenance for the Medical Clinic,

⁷⁰⁷ John Elliott to Director, DPTMS, Memorandum, 10 June 2005, in “Public Works Annual Report 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁷⁰⁸ “Presidio of Monterey Bi-weekly Report,” 11 November–2 December 2005, in “POM Garrison Sig. Act. Reports 2005” folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives.

⁷⁰⁹ “Presidio of Monterey Bi-weekly Report,” 11 November–2 December 2005.

Tin Barn, and Main Chapel once the rainy season began.⁷¹⁰ The biggest challenge for DPW, according to Elliott, was locating adequate space for the anticipated future expansion of DLIFLC, expected to continue through FY 2010. DPW was the primary authority for Real Property Planning and Space Management. Standard planning models apparently showed the Presidio possessing some 60,000 square feet of excess administrative space relative to the population the base actually supported, but according to DPW most of this space was considered “derelict,” not cost effective to repair, or, in the case of the 100 or so acres within the historic district, set aside for preservation. At the beginning of 2004, DPW had long-term plans for military construction projects that included a new dental clinic, a modernized medical clinic, eight educational facilities, and four barracks.⁷¹¹

To meet immediate needs, the U.S. Army Corps of Engineers (Sacramento District) sought to lease 50,000 square feet of space in Monterey. In early 2005, it selected the unoccupied Larkin and Monte Vista Schools, which were available for lease from the Monterey Peninsula Unified School District.⁷¹² In March, the commandant, garrison commander, and city of Monterey officials met with approximately 100-150 Monte Vista Neighborhood Association members to address their concerns about the institute’s plans to lease the school. Afterwards, some residents remained opposed to the proposed lease, but the Monterey Unified School District voted unanimously to approve both leases on 4 April 2005.⁷¹³

In November 2004, to meet long-range needs, DPW contracted the Corps of Engineers to develop master plans for both the Presidio of Monterey and OMC.⁷¹⁴ Such planning was necessary because by 2005, DPW was looking at the need to construct several new buildings made necessary by PEP and for other reasons, including to construct a new dental clinic. Most importantly, according to DLIFLC officials, six general instructional buildings were needed, two to meet current needs, two to continue expected growth under PEP, and two to allow schools located in the historic 1902-1904 buildings to relocate. Without new classroom space, PEP would have to be curtailed, the student load reduced, or DLIFLC would have to institute shift work.⁷¹⁵ To find additional room to construct a new dental clinic, the garrison even drew up plans to demolish Buildings 339 and 340, which were WWII-era temporary buildings. Although temporary, these buildings were felt historically important due to their original use as quarters for the Women’s Army Corps (WACs). At the time, Curriculum Development was using the buildings until it moved off-site to leased facilities.⁷¹⁶ By 2005, DLIFLC had again revised its future classroom space needs and decided to continue using buildings 339 and 340 for administrative functions until 2007. In 2006, it was decided to

⁷¹⁰ Elliott to Director, DPTMS, Memorandum, 10 June 2005.

⁷¹¹ Fact Sheet on US Army Garrison, Presidio of Monterey, Base Support Mission, 6 January 2004, in “Garrison” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁷¹² Elliott to Director, DPTMS, Memorandum, 10 June 2005.

⁷¹³ “Presidio of Monterey Bi-weekly Report,” 5-18 March 2005, 18 March-1 April 2005, and 2-15 April 2005, all in “POM Garrison Sig. Act. Reports 2005” folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives.

⁷¹⁴ Elliott to Director, DPTMS, Memorandum, 10 June 2005.

⁷¹⁵ “PEP Challenge and Response,” *Annual Program Review*, 10 March 2005, slide 54, briefing on CD in “ACH2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁷¹⁶ Kashaninejad, “Support to DLIFLC Expansion,” 2004.

remove the buildings from demolition altogether and conduct an extensive restoration project to obtain six classrooms in each with supporting offices.⁷¹⁷

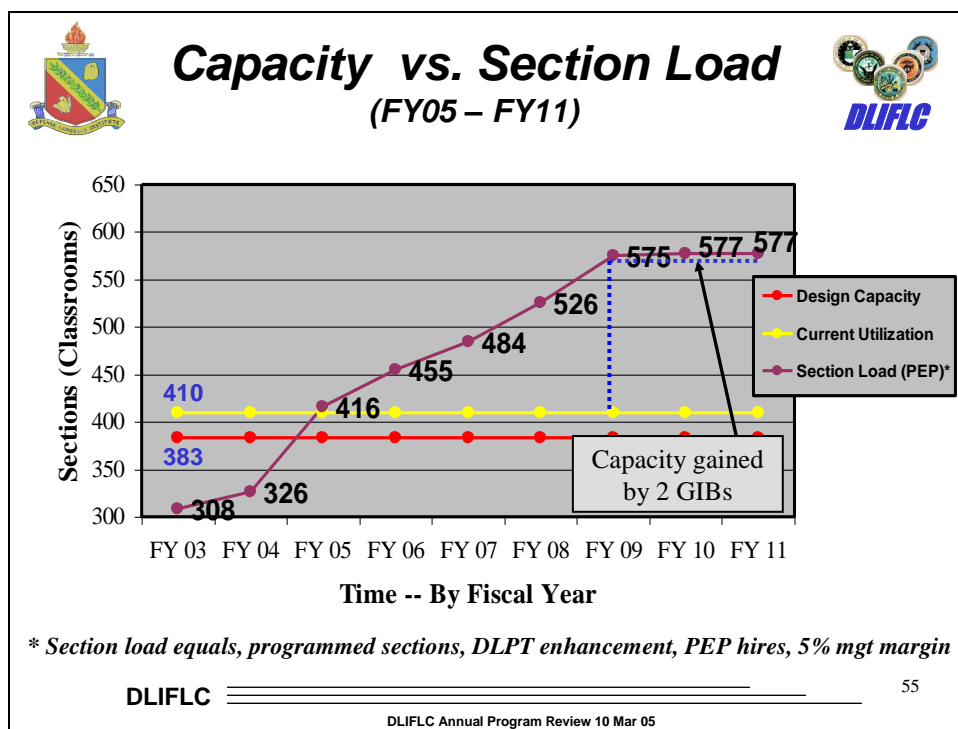


Figure 37 Chart showing how PEP generated classroom requirements, FY 2005-2011

DPW was responsible for one congressionally funded military construction project in 2004. In December 2004, it opened a new barracks at the Presidio that would house eighty-eight students.⁷¹⁸ According to Cmd. Sgt. Maj. Eugene Patton, there were two other issues of concern for DPW and Presidio commanders. First, Patton worried about the lack of an adequate on-post club for off-duty service personnel. Second, the Presidio was due some \$8 million from the sale of the two Fort Ord golf courses to the city of Seaside. The funds were deposited in an escrow account and were tagged to help finance the construction of two athletic tracks behind the Price Fitness Center and near the Post Exchange and possibly a swimming pool. However, before these plans were implemented, IMA reprogrammed the escrow funds saying DLIFLC was not using the funds. According to Patton, that money should have been used to build a club or swimming pool, which sailors and Marines especially need as swimming was required for their work. Later, IMA restored some funds to help renovate six Arabic classrooms for a new café in the middle of the quadrangle near the Berlin Wall Memorial.⁷¹⁹

⁷¹⁷ John Elliott, Chief, Master Plans Division, to Cameron Binkley, email: "WAC Buildings Question," 15 September 2009.

⁷¹⁸ The barracks were planned to open in August, but an "unresponsive" contractor delayed completing utility connections.

⁷¹⁹ Bob Britton, "Senior Advisor Reflects on Institute's Changes," *Globe* (January 2005): 6-9.

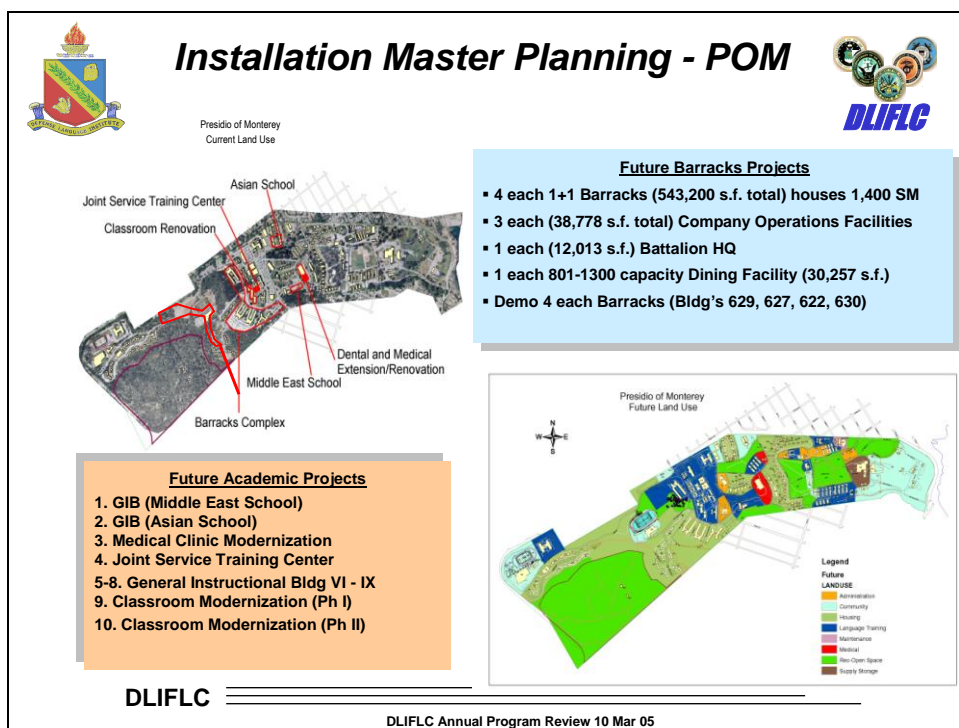


Figure 38 Planned construction at the Presidio of Monterey, 2004-2005

Organizationally, in 2004, to comply with the “Standard Garrison Organization” model, Presidio leaders began planning for DPW to assume responsibility for the Environmental and Natural Resources Division and the Residential Communities Initiative.⁷²⁰ This decision reversed a previous decision that they should stand alone until major projects in closing Fort Ord and redeveloping OMC housing were completed. The realignment took place on 15 April 2005.⁷²¹

In the fall of 2005, thanks to Rep. Sam Farr, Congress approved approximately \$6.5 million for one new construction project for the Presidio of Monterey, which was scheduled to start in FY 2006. Congress had agreed that the Presidio needed a modern medical and dental clinic to replace the older and increasingly overcrowded existing clinic. The facility, once completed, would serve not only DLIFLC and Presidio personnel and their families, but also those from the Naval Postgraduate School, Camp Roberts, Fort Hunter Liggett, and others.⁷²²

Base Realignment and Closure Office

The mission of the Base Realignment and Closure Office (BRAC), a local component of the Department of the Army’s BRAC, was simple: to restore to health and then to transfer remaining lands of the deactivated Fort Ord to the Fort Ord Reuse Authority (FORA) for public benefit and re-use. The effort to accomplish that mission, however, ongoing since 1994, was considerable, complex, and expected to continue for

⁷²⁰ Elliott to Director, DPTMS, Memorandum, 10 June 2005.

⁷²¹ “Presidio of Monterey Bi-weekly Report,” 16-29 April 2005, in “POM Garrison Sig. Act. Reports 2005” folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives.

⁷²² Bob Britton, “Senior Advisor Reflects on Institute’s Changes,” *Globe* (January 2005): 6-9.

many years. Cleaning up Fort Ord was a multi-agency project, involving the U.S. Army, the U.S. Environmental Protection Agency (EPA), the California Environmental Protection Agency Department of Toxic Substances, and the California Regional Water Quality Control Board. By January 2004, BRAC had successfully transferred 12,000 of 28,000 acres of former Fort Ord land.⁷²³

To keep the public informed of its efforts to clear land of munitions, cleanup toxic waste sites and contaminated groundwater, and transfer land for public use, the BRAC office continued to hold periodic community involvement workshops, as it had for several years. BRAC held one such meeting on 12 October 2004 at the Fort Ord Chapel on the OMC, which was facilitated by Ken Strumwasser. Eighteen individuals signed in for the event, including official representatives, which focused on Military Munitions Response Program fieldwork activities near the Watkins Gate Burn Area. The public was concerned about the depth that ordnance could be detected and removed (two to four feet) and detonations near homes along General Jim Moore Boulevard in Seaside that disturbed homeowners due to noise, shaking, dust and possible chemicals released. Lyle Shurtleff, manager of the Munitions Response Program, explained that the Army places engineering controls in place for every detonation and every effort was made to conduct such detonations when the weather was optimal to avoid negative side effects. Chieko Nguyen of the BRAC office also reported on the progress of an Army program to evaluate the hazards from ordnance and long-term response options at the former Fort Ord on parcels of land classified in four categories according to their risk of containing ordnance. Public questions focused upon the category in which munitions were known to be, whether the Army had conducted 100 percent electronic survey of that area (it had not), how the Army oversaw contractors doing cleanup when not onsite (by comparing periodic inspections with site reports), and how long it took to clear individual sites (it varied by degree of contamination). Regarding groundwater contamination, Bob Parkins, a contractor from HydroGeoLogic, explained how cleanup was proceeding at the Fritzsche Army Airfield fire drill burn pit (known as OU1), which was an area used to train firefighters from the 1960s to the 1980s in fighting fires created by flammable liquids. The Army had recently modified its OU1 cleanup plans. Its goal for remediation now included capturing and treating the entire plume, accelerating the cleanup if needed, and continued monitoring. Between October and December 2004, Parkins explained, the Army planned to build eight new extraction wells, nine new injection wells, five new monitoring wells, and would expand its OU1 groundwater treatment plant. Parkins explained that this work was needed to capture the chemical called TCE, which was more difficult than for nine other chemicals of concern that the groundwater treatment system had already removed (using a carbon filtration system). The existing carbon filtration system removed TCE as well, but it was much slower. The purpose, therefore, of the new plan was to accelerate the processing of the TCE.⁷²⁴

Another public meeting was held in early January 2005 at the Stilwell Community Center on the OMC. During the meeting, the Army provided information on current groundwater cleanup and monitoring program and military munitions clearance activities. Included on the agenda was a session by LeVonne Stone of the Fort Ord Environmental

⁷²³ Fact Sheet on US Army Garrison, Presidio of Monterey, Base Support Mission, 6 January 2004, in "Garrison" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁷²⁴ Post-Workshop Summary Notes, 12 October 2004, in "BRAC 2004" folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

Justice Network, whose group received funding from the U.S. EPA through a Technical Assistance Grant to hire technical advisors to help interpret the numerous detailed and difficult to understand cleanup documents produced by the cleanup process.⁷²⁵

In October 2003, the Army had conducted a prescribed burn on Ranges 43-48 on the former Fort Ord to clear brush to allow workers to remove unexploded ordnance safely. The area was a priority due to its proximity to homes and schools. By fall 2004, the Army had completed the removal and destruction of all surface munitions of concern before beginning subsurface clearance on the 500-acre site.⁷²⁶ By October 2004, the military Munitions Response Program reported that it had cleared over eight thousand items of concern from Ranges 43-48 using analog geophysical instruments followed by digital geophysical survey instruments towed across the area on all-terrain vehicles that create color maps of the subsurface environment. On Range 44 the Army planned to conduct ground sifting of the entire twelve-acre range because the area was so saturated with metallic debris that digital mapping could not separate the anomalies. Thus, armored bulldozers would be used to scrape the landscape into large piles that would be processed by industrial sifting equipment. After removing the top two feet of soil, digital mapping would continue to find remaining ordnance. The Army notified the public of this change in August 2004.⁷²⁷ That same month it recommended that twenty-one of twenty-four munitions response sites be designated as “Track 1” land, meaning these were clear of ordnance and could be transferred to public agencies for civilian re-use.⁷²⁸

In addition to current work on Ranges 43-48, in 2005 the Army was planning to conduct an airborne “reconnaissance” of the entire 8,000-acre “Impact Area” where most of the former firing ranges were located. This reconnaissance was to use newly developed geophysical technology mounted on a helicopter. The technology, tested at the Badlands Bombing Range in South Dakota in 1999 and 2000 was useful in mapping large areas quickly to detect relatively large bombs but was less useful for heavily forested or steep terrain or for finding small munitions. The Army hope to use the process, however, to help plan future munitions responses. In September 2004, the Army also finished annual maintenance work on the system of fuel breaks around the Impact Area and widened the South Boundary Road fuel break near York School and Laguna Seca, which was considered a critical fuel break. The Army had actually developed the fuel break system while Fort Ord was operating to prevent wildfires, but the system began to deteriorate after Fort Ord closed in 1994.⁷²⁹ In 2001, the Army began maintaining the system once again, clearing forty-seven miles of old road, trails, and fuel breaks in the Impact Area. Thereafter, the Army began improving the system. Due to the fire that escaped during a prescribed burn in 2003, local fire-fighting agencies

⁷²⁵ Post-Workshop Summary Notes, 12 October 2004.

⁷²⁶ “Surface Removal has been Completed,” *Fort Ord News* (Fall/Winter 2004), p. 1, a newsletter published by Fort Ord Environmental Cleanup, in “BRAC 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁷²⁷ Fact Sheet of the Fort Ord Military Munitions Response Program, Fall 2004, in “BRAC 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁷²⁸ “Track 1 Proposed Plan Available for Public Comment,” *Fort Ord News* (Fall/Winter 2004), p. 5, a newsletter published by Fort Ord Environmental Cleanup, in “BRAC 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁷²⁹ Fact Sheet of the Fort Ord Military Munitions Response Program, Fall 2004.

recommended that the Army build a large enough fuel break around the Impact Area so that either prescribed burns or natural wildfires could be more safely controlled.⁷³⁰

In August 2004, the U.S. Fish and Wildlife Service listed the Tiger Salamander as a declared “Threatened Species.” According to the Endangered Species Act, the salamander and its habitat were now protected, including on the former Fort Ord. According to the Army, however, the listing did not alter military cleanup plans, first because 16,195 acres of the former 27,827 acre base was being planned as an eventual natural reserve and the species was considered in the Habitat Management Plan already in place for the area.⁷³¹

Of note during this period, the city of Marina presented to the public its draft plan outlining the future development of 419 acres of land previously transferred from the former Fort Ord, bounding California State University Monterey Bay, Highway 1, and the city on its southern border. The new addition to the city was to be called University Villages and was to include retail, commercial, residential, and recreational areas plus the necessary support infrastructure. At the same time, CSUMB celebrated its tenth anniversary: it was 14 September 1994 when the Army transferred 1,365 acres of the former Fort Ord to the state of California to create a new state university.⁷³²

By February 2005, the Presidio and the city of Seaside had reached agreement on the transfer of the “Stilwell Kidney” back to the Army in exchange for other land more useful to the city for development. The Army was then free to begin an environmental assessment as prelude to redeveloping the area for new military housing needs.⁷³³

In June 2005, during the reorganization to make more classroom space available on the Presidio to support the expansion of DLIFLC, garrison commanders authorized the U.S. Army Corps of Engineers to establish support offices at OMC in Building 4463 on the second floor of the existing BRAC office building. Only Corps personnel directly involved in supporting BRAC on the former Fort Ord were authorized to move on to the post.⁷³⁴

Although Fort Ord was closed in 1994, fear remained that the BRAC Commission might revisit the idea of closing the Presidio of Monterey. That fear remained on the minds of local military and civilian officials in Monterey County, especially after some commission members visited Monterey and toured the facility as previously noted. In May 2005, DLIFLC officials became concerned about potential BRAC findings expected

⁷³⁰ “Fuel Break Work for Public Safety will Continue this Year,” *Fort Ord News* (Fall/Winter 2004), p. 3, a newsletter published by Fort Ord Environmental Cleanup, in “BRAC 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives. Firefighters deem the existing fuel breaks unsafe to fight fires from because munitions exploding during a fire were too close. Widening the fuel breaks, therefore, was thought to make them safer to use during a fire.

⁷³¹ “Tiger Salamander Declared Threatened Species,” *Fort Ord News* (Fall/Winter 2004), p. 2, a newsletter published by Fort Ord Environmental Cleanup, in “BRAC 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁷³² “Draft Specific Plan Presented at Townhall Meeting,” *University Villages News* (Fall/Winter 2004), in “BRAC 2004” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁷³³ “Garrison Town Hall Participants Discuss Changing Academic and Community Needs,” *Community News* 12, no. 3 (4 February 2005): 1, 8-9.

⁷³⁴ Jeffrey S. Cairns, “Approved Movements in Support of DLI Expansion,” 10 June 2005, Memorandum for See Distribution, in “DLI Reorganization” folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives; and Alvarado Martina, email to All DLI entitled “BRAC Decision,” 25 August 2005, in “ACH2005” folder, ACH 2005 (HR) files, DLIFLC&POM Archives.

for release that month. Colonel Simone issued a restatement to all DLIFLC and Presidio staff regarding the importance of deferring all inquiries from local media, public figures, or non-DoD organizations about BRAC to the institute's Public Affairs Office. He stated that "it is important that the American public understand that throughout this lengthy BRAC process, DLI and the Presidio will continue to stay focused on our vital missions in support of the national defense."⁷³⁵

In July, Rep. Sam Farr grew particularly concerned about the possibility that the BRAC Commission might consider possible changes to the status of either the Naval Postgraduate School or DLIFLC despite Secretary of Defense Rumsfeld's decision to retain both installations because of their high military value. Farr and California Senators Dianne Feinstein and Barbara Boxer wrote BRAC Commission Chairman Anthony Principi on 18 July 2005 to emphasize to him the particular merits of both institutions in providing "a critical service to the military services that must continue without interruption or diminution." They particularly argued that:

The specialized military content of their programs and location along the Monterey Bay makes DLI and NPS unique and irreplaceable in the civilian world. Surrounded by institutions of higher education, extensive native foreign language resident speakers, and a local network of businesses and activities that have grown up specifically to service the military community, recreating these schools elsewhere is unfeasible. The intellectual capacity of Monterey Bay drives the success of the schools. To separate the schools from that capacity would destroy them.⁷³⁶

The congressional officials also pointed out how both DLIFLC and NPS had "made tremendous strides toward reducing costs and eliminating non-essential expenditures," particularly noting how DLIFLC had contracted with the city of Monterey for many of its operations and maintenance needs for a cost-savings of up to 49 percent. They noted similar cost savings could probably be extracted from NPS if it, too, contracted out those activities while also challenging the BRAC Commission "to realistically assess projections of potential cost savings from the closure of NPS" due to "serious doubts" that cost-saving analyses had fully calculated the full scope of NPS student enrollment, program load, and revenue from outside DoD. They offered Principi another suggestion as well, that costs could be further reduced by combining administrative management of the two schools under a single umbrella or "National Defense Research and Training Center."⁷³⁷

The threat that either of the two military schools might be closed passed on 25 August 2005 when the BRAC Commission voted to keep both DLIFLC and the Presidio of Monterey open as well as the Naval Postgraduate School. The decision brought relief to many that Monterey was not included on any new base closure lists.⁷³⁸

⁷³⁵ Faith Chisman (for Col Simone) to All DLI, email: "Inquiries about DLI and BRAC," 9 May 2005, in "BRAC 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁷³⁶ Dianne Feinstein, Barbara Boxer, and Sam Farr, Letter to BRAC Chairman Anthony Principi, 18 July 2005, in "BRAC 2005" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives.

⁷³⁷ Feinstein, Boxer, and Farr, Letter to BRAC Chairman Anthony Principi, 18 July 2005.

⁷³⁸ Col Tucker B. Mansager, DLIFLC Weekly Update for CAC CG, 25 October 2005; and "Presidio of Monterey Bi-weekly Report," 20 August-2 September 2005, in "POM Garrison Sig. Act. Reports 2005" folder, drawer 4, ACH (HR) 2005 files, both in DLIFLC&POM Archives.

Directorate of Public Safety

The mission of Directorate of Public Safety (DPS) was to maintain the safety and security of personnel and property for the Presidio of Monterey and Ord Military Community. In 2004, issues that concerned DPS included access control to the Presidio, the mission of guards contracted to staff Presidio access points, and force protection exercises.⁷³⁹

In August 2004, Mr. Alex Kerekes directed DPS until Christopher Ferris replaced him during a reorganization in October 2004 that created the Directorate of Plans, Training, Mobilization and Security. Throughout the period, Richard Weaver continued to serve as deputy chief of police and Mike Riso remained chief of the OMC Fire Department.⁷⁴⁰ Prior to the reorganization, Ferris was Director of Plans, Training, Mobilization and Security (personnel), which had included the Fire Department. The Presidio of Monterey Police Department, however, stood alone as the Directorate of Emergency Services under Director and Chief of Police James S. Laughlin and Deputy Chief Weaver.⁷⁴¹ In October 2004, the DPS Security Office relocated from OMC to the Presidio.⁷⁴²

In October 2005, the Presidio of Monterey Fire Department participated in a multi-agency habitat restoration wildland burn and training exercise sponsored by FORA. The burn was part of the Habitat Management Plan and not related to prescribed burns conducted by the Army to clear vegetation in advance of ordnance removal operations. The Fire Department helped to manage and control the burn.⁷⁴³

An important annual mission for DPS was the annual Language Day, an event that typically drew thousands of civilian visitors, mainly school-age students, to the Presidio of Monterey to enjoy a day of foreign language demonstrations, cultural displays, ethnic cuisine, and assorted performances put on by DLIFLC instructors and students. The event required extensive coordination and planning to ensure a smooth flow of personnel on to and off of the base, the maintenance of security, and the ability to respond to potential emergencies.

In 2004, DLIFLC held its Language Day on 21 May. An estimated four thousand civilians did attend and had to pass through security to enter the post. The Artillery Street entrance was used to inspect school buses while vendors were checked at the Franklin Street entrance. Three CHP K-9 units and personnel from the 311th TRS and HHC 149th Armor staffed the checkpoints. Presidio of Monterey Police Department bike patrols were also used throughout the day. The only major problem to arise during the event was a lack of adequate shuttle buses to transport visitors from the designated parking area. Early in the day, someone decided that some of the vehicles were unnecessary, but failed to check first with the officer in charge. After the shuttles had been returned to OMC, a shortage developed. Other minor problems included communications. There was a need for more adequate school phone contacts for cases of

⁷³⁹ "Installation Commander's Semi-Annual Update," 9 September 2004. Limited data was available for DPS during this period.

⁷⁴⁰ DLIFLC & POM Staff Directory, August 2004; and Christopher Ferris to All DLI, email: [no title], 20 October 2004, in "ACH2004" folder, drawer 3, ACH 2004 (HR) Files, DLIFLC&POM Archives.

⁷⁴¹ DLIFLC & POM Staff Directory, January 2003 [sic ca. summer 2004].

⁷⁴² Ferris to All DLI, email [no title]: 20 October 2004.

⁷⁴³ "Presidio of Monterey Bi-weekly Report," 15-28 October 2005.

missing students while guards on the lower Presidio had problems contacting the Presidio Police or the NCOIC due to inadequate technical measures needed to overcome line of site problems on the hilly Presidio. Apparently, the Juvenile Probation Department was invited to bring some of their students, some of whom caused minor incidents, trying to access closed buildings, harassing a drill team, and the police expressed concern over possible gang-related fighting, but none broke out. Presidio Police recommended this problem be solved by adding a special officer, trained to handle gangs, to accompany the Juvenile Probation group, or not invite them again.⁷⁴⁴

Religious Support Office

The Presidio of Monterey garrison maintained a Religious Support Office that supported the community through such programs as its Building Strong and Ready Families (FSRF), Premarital Interpersonal Choices and Knowledge (PICK), monthly ASIST meetings, Religious Support Operations Leadership Training, i.e., “Mentoring,” Toys for Tots and other programs.⁷⁴⁵

Directorate of Resource Management

Through most of 2005, resource managers of the U.S. Army Garrison, Presidio of Monterey, focused upon budgetary shortfalls due to insufficient funds provided to meet base operations requirements. In other words, the Presidio was over-obligated by about \$8.5 million. Managers thus cut non-essential spending, but numerous contract services, for example, food service, pest control, refuse collection, etc., could not be easily terminated without later re-competing the contracts. They could not be turned on and off at will. The garrison commander reported to IMA that he would need to notify TRADOC and Department of the Army of “impending mission failure.” The problem continued through the end of the year with funding that was “insufficient to cover legal obligations.”⁷⁴⁶

An associated problem was in the FY 2007 U.S. Army Garrison Command Plan for the Presidio of Monterey, which included 86 additional required positions and at least 158 additional authorizations to staff the garrison organization that were not formally included on the official TDA. The garrison vetted these positions for title, grade, and series, but when these were added to the draft TDA without formal requirements or authorizations, IMA simply deleted them. The result was the complete loss of true staffing requirements for the garrison.⁷⁴⁷

Another problem caused by rapid growth in the DLIFLC mission under the new IMA management system was the need for the garrison to gain approval for any unplanned spending from higher headquarters. IMA issued a “FY05 IMA Funding Letter” that required the garrison to secure approval even to spend mission funds. Thus,

⁷⁴⁴ Ernest A. Schmidt, Presidio of Monterey Police Department, After Action Review for Language Day 2004 Parking Plan, Traffic Control, Crowd Control and Force Protection, 24 May 2004, in “ACH2004—Language Day” folder, drawer 3, ACH 2004 (HR) files, DLIFLC&POM Archives.

⁷⁴⁵ “Installation Commander’s Semi-Annual Update,” 9 September 2004. Note, limited information was available on the Religious Support Officer during this period.

⁷⁴⁶ “Presidio of Monterey Bi-weekly Report,” 6 Aug-19 Aug 2005 and 3-16 December 2005.

⁷⁴⁷ “Presidio of Monterey Bi-weekly Report,” 4-18 February 2005.

when DLIFLC unexpectedly gained millions in PBD funds (as explained earlier) to make classroom modifications and for other small projects, the IMA process required overcoming significant red tape. “There is no clear, simple or expedited process to get the required [headquarters] approvals resulting in an execution roadblock for very low dollar projects,” reported the garrison command in early March 2005. The garrison thus requested its higher command to ask IMA to work with TRADOC to establish an expedited process to approve funding transfer from the mission to the garrison. With support from the regional IMA director, by mid-March the problem appeared to be “conceptually resolved,” but critical projects remained until 1 April 2005 until garrison staff received formal written guidance.⁷⁴⁸

Finally, during 2005, IMA failed to provide funding for the Barracks Upgrade Project planned for FY 2005 at a cost of \$5.2 million. The contractor, however, extended the bid until January 2006 while garrison staff urgently requested IMA funding by 31 December 2005.⁷⁴⁹

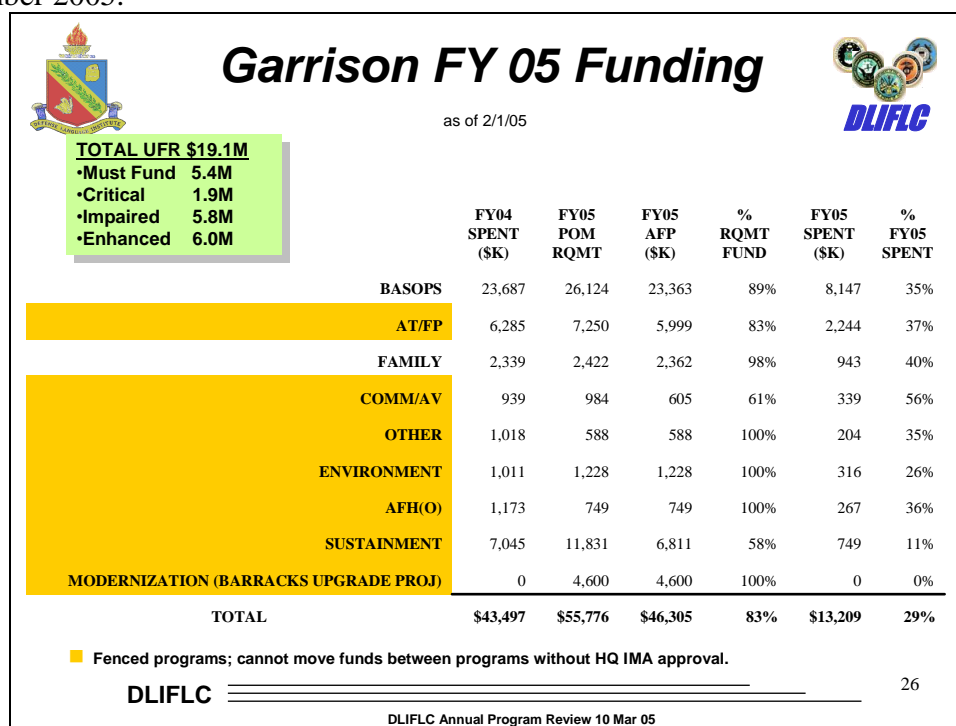


Figure 39 Funding for the U.S. Army, Presidio of Monterey, FY 2004-2005

Residential Communities Initiative

On 1 October 2003, the Army transferred all family housing responsibilities to a commercial contractor, Clarke-Pinnacle, through the cooperative public-private DoD partnership called the Residential Communities Initiative (RCI). In Monterey, the project was actually a joint Army-Navy long-term project aimed at building and rehabilitating

⁷⁴⁸ “Presidio of Monterey Bi-weekly Report,” 19 February-4 March 2005, 5-18 March 2005, and 18 March-1 April 2005, all in “POM Garrison Sig. Act. Reports 2005” folder, drawer 4, ACH (HR) 2005 files, DLIFLC&POM Archives.

⁷⁴⁹ “Presidio of Monterey Bi-weekly Report,” 15-28 October 2005.

2,268 military family housing units located within the Army's Ord Military Community and the Navy's La Mesa Housing Area.⁷⁵⁰

In March 2004, Colonel Cairns, the garrison commander, announced that RCI revitalize all local Army housing within ten years and had already begun to tear down old dilapidated buildings in the Hayes Park military housing area on the former Fort Ord. Under the plan, service members who lived in the refurbished housing had to surrender their entire monthly basic allowance for housing to Clark-Pinnacle, which under the RCI agreement was responsible for construction and maintenance of the Army housing areas and also served as property manager. Clark-Pinnacle planned to build four hundred new homes per year. "That will allow people who previously lived in substandard quarters to live in modern top quality homes," said Cairns. According to Gaye Rearick, RCI project coordinator, Clark-Pinnacle was obligated to build 2,209 new homes for OMC and the naval housing area and was also to renovate thirty-seven historical homes within the Presidio of Monterey and four at the Naval Postgraduate School. Under strict California environmental laws, buildings torn down by the project had to be recycled. Old concrete, for example, had to be crushed and turned into aggregate for use in roadway construction while wood had to be turned into mulch. At the forty-year mark, the Army's contract with Clark-Pinnacle required it to tear down these same buildings and replace them with new ones in a continuous cycle.⁷⁵¹

By September 2004, RCI had negotiated a land swap between the Army and the city of Seaside for a portion of land adjacent to OMC called the "Kidney." Originally, the Army had designated the Kidney as surplus and turned the land over to the Fort Ord Reuse Authority for conversion to civilian uses, but the city of Seaside, which acquired rights to the land, could find no viable commercial purpose for it. The new agreement allowed the Army to transfer acreage and water rights it still owned adjacent to Highway 1 to Seaside to use for commercial redevelopment, while RCI acquired land within the Army's existing housing area to use for improving military family housing. After tearing down the existing outdated military housing units, RCI would receive the land and commit to building 340 family units, including 120 "workforce affordable" and up to 150 that it could lease at market rates.⁷⁵²

On 9 December 2004, the Army held a special ceremony to cut the ribbon on the newly developed Hayes Park housing area at OMC on the former Fort Ord. Hayes Park was the first housing area redeveloped in Monterey under RCI. With the ribbon-cutting, forty-nine new housing units were ready for move in. Priority for assigning the new units went to officers and enlisted personnel living in the Fitch Park housing area, which was the next area scheduled for demolition. Demolition was also planned to begin at the Navy's La Mesa housing area whose residents were soon being notified about relocation processes.⁷⁵³

The keynote speaker for the Hayes Park opening ceremony was Deputy Assistant Secretary of the Army for Installations and Environment William A. Armbruster, who

⁷⁵⁰ Fact Sheet on US Army Garrison, Presidio of Monterey, Base Support Mission, 6 January 2004, in "Garrison" folder, drawer 4, ACH 2005 (HR) files, DLIFLC&POM Archives. This program is also described in the *DLIFLC & POM Command History, 2001-2003*.

⁷⁵¹ Bob Britton, "Garrison Commander Faces Multiple Tasks," *Globe* (March 2004): 1-3.

⁷⁵² "Installation Commander's Semi-Annual Update," 9 September 2004.

⁷⁵³ "Installation Commander's Semi-Annual Update," 9 September 2004.

stated that “the Army is committed to privatizing [its] family housing at virtually all of our installations.” Ultimately, forty-five Army installations would see their family housing inventories converted to the RCI initiative. Not only was the RCI a joint initiative, but in Monterey, the initiative brought together the Presidio of Monterey and the Naval Postgraduate School, which was the first joint service venture to build new housing together under RCI. Armbruster described the basis of the program in some detail as a combined partnership called Monterey Bay Military Housing LLC, an entity composed of the joint Clark-Pinnacle Family Communities, and representatives of the military, which together oversaw the privatization initiative. The RCI model employed market forces to ensure quality and competitiveness with local rents by forcing the contracted private companies to compete with the local community to attract military families. All funds received by the company through RCI were for it to keep except that RCI by agreement had to modernize the existing military housing stock at the OMC and La Mesa housing area in Monterey, originally built by the U.S. Army Corps of Engineers in the 1960s and woefully inadequate by modern housing codes and living standards. The project thus had to be built out in phases over a ten-year period and even then required Clark Reality, Inc., to take out major construction loans to the tune of \$330 million to build the housing that its partner—Pinnacle—would manage and maintain. The 9 December event was important as a major milestone in a project expected to cost over \$540 million in construction and up to \$1.6 billion in upkeep over the fifty-year life of the contract. The housing itself was designed with input from family members and included forty-two architecturally distinct designs. Other speakers at the event included Colonel Cairns, Cmd. Sgt. Maj. Jackie Moore, Rep. Sam Farr, as well as Cleve Johnson, managing director of Clark Reality, Inc., and Stan Harrelson, president and CEO of Pinnacle. Hayes Park was named after Brig. Gen. Thomas Hayes, who served as chief of staff for the Army Training Center at Fort Ord until he was killed in an airplane accident in 1960. U.S. Army S. Sgt. Richard Dixon, a platoon sergeant with the 229th MI Battalion, along with his wife Chandra, and their children Roland and Emily cut the ribbon for the dedication.⁷⁵⁴

In early 2005, the second major construction project under RCI at OMC began. This schedule meant that current residents within the Fitch Park housing area had to relocate to clear the area so that RCI could demolish the old homes and to begin constructing new homes. RCI gave the displaced residents of the Fitch Park housing area first priority in moving to adjacent housing areas, but at least a few residents were forced to move from homes that were not in fact affected by the demolition and which caused some sore feelings within the community. All residents and all of their belongings had to be removed from the area by 31 January 2005 or the builders would remove it.⁷⁵⁵

A special conference sponsored by the Presidio of Monterey and RCI took place from 14 to 17 March 2005. The two-day event was called the “RCI Utility Summit.” It brought together over fifty RCI program managers and partners to discuss the process of invoicing utilities at all RCI housing sites. Another twenty RCI program managers soon

⁷⁵⁴ Bob Britton, “Dignitaries Speak: Cut Ribbon to Open Hayes Park Housing Area,” *Globe* (January 2005): 26-31.

⁷⁵⁵ “Garrison Town Hall Participants Discuss Changing Academic and Community Needs,” *Community News* 12, no. 3 (4 February 2005): 1, 8-9; Cameron Binkley, discussion with a Fitch Park housing area resident, summer 2009.

attended a follow-up RCI Lessons Learned Conference.⁷⁵⁶ The process had unavoidable problems. For example, the Army had never metered water connections in its housing areas. This fact meant that Clark-Pinnacle had to pay the bill for all residents and pass the cost on to them by a set fee instead by recording an individual household's actual water usage, which created inequities and complaints and failed to support important water conservation goals.

On 18 November 2005, Clark-Pinnacle held an RCI charity golf tournament that brought in over \$90,000 from local businesses and contractors to support local schools, a large number of whose children were from military families living in RCI housing.⁷⁵⁷

To finish off 2005, on 10 December, the Presidio of Monterey Mayoral Program and the Parks of Monterey Bay (the name given to the overall RCI Project on OMC) jointly sponsored a celebration called "Winter Wonderland" for the holiday season for all the residents of RCI's privatized military housing. Approximately 1,200 residents of the two military housing areas attended the event.⁷⁵⁸

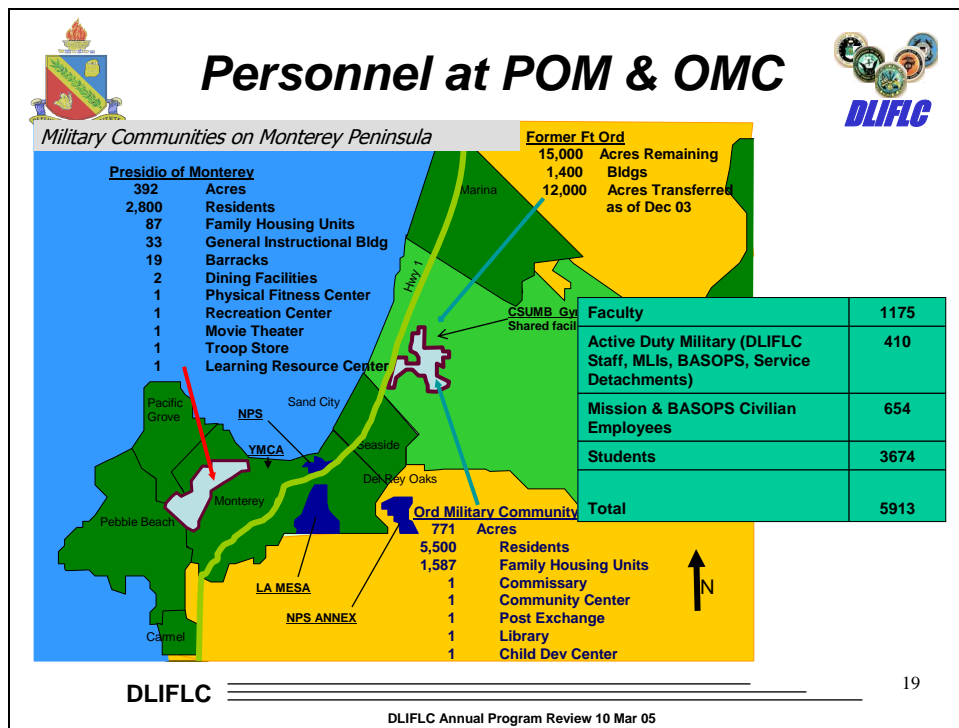


Figure 40 Presidio housing areas and personnel, March 2005

⁷⁵⁶ "Presidio of Monterey Bi-weekly Report," 5-18 March 2005.

⁷⁵⁷ "Presidio of Monterey Bi-weekly Report," 11 November-2 December 2005.

⁷⁵⁸ "Presidio of Monterey Bi-weekly Report," 3-16 December 2005.

Glossary

| | |
|---------|--|
| AA | Associate of Arts |
| AAB | Academic Advisory Board |
| AAC | Academic Advisory Council |
| ACES | Army Continuing Education Services |
| ACS | Army Community Service |
| AAFES | Army Air Force Exchange Service |
| ACCJC | Accrediting Commission for Community and Junior Colleges (WASC) |
| ACTFL | American Council on the Teaching of Foreign Languages |
| ADA | Americans with Disabilities Act |
| AFB | Air Force Base |
| AFELM | Air Force Element |
| AFH | Army Family Housing |
| AFLPO | Army Foreign Language Proponency Office |
| AG | Adjutant General |
| ALMP | Army Language Master Plan |
| APIC | Army Performance Improvement Criteria |
| APR | Annual Program Review |
| ARO | Alumni Relations Office |
| ASD/C3I | Asst. Secretary of Defense for Communications, Command, Control & Intelligence |
| ASVAB | Armed Services Vocational Aptitude Battery |
| BAH | Military Housing Allowance |
| BASOPS | Base Operations |
| BILC | Bureau for International Language Coordination (NATO) |
| BLM | Bureau of Land Management |
| BOSS | Better Opportunities for Single Service Members |
| BRAC | Base Realignment and Closure |
| CALL | Center for the Advancement of Language Learning |
| CASL | Center for Advanced Study of Language |
| CCD | Center for Cryptology Detachment |
| CD | Curriculum Development/Compact Disc |
| CE | School of Resident Continuing Education |
| CFD | Curriculum and Faculty Development |
| CIO | Chief Information Office |
| CIA | Central Intelligence Agency |
| CLP | Command Language Program |
| CPAC | Civilian Personnel Advisory Center |
| CPO | Civilian Personnel Office |
| CPOC | Civilian Personnel Operations Center |
| CSU | California State University |
| CSUMB | California State University, Monterey Bay |
| CTS | Cryptologic Training System |
| C3I | Command, Control, Communications & Intelligence |
| DAA | Directorate of Academic Affairs |
| DARPA | Defense Advanced Research Projects Agency |
| DCA | Directorate of Community Activities |
| DCE | Directorate of Continuing Education |
| DCI | Directorate of Curriculum Instruction |
| DCSINT | Deputy Chief of Staff for Intelligence |
| DCSOPS | Deputy Chief of Staff for Operations |
| DCSPL | Deputy Chief of Staff for Personnel |
| DENR | Directorate of Environmental and Natural Resources |
| DFAS | Defense Finance and Automation Service |

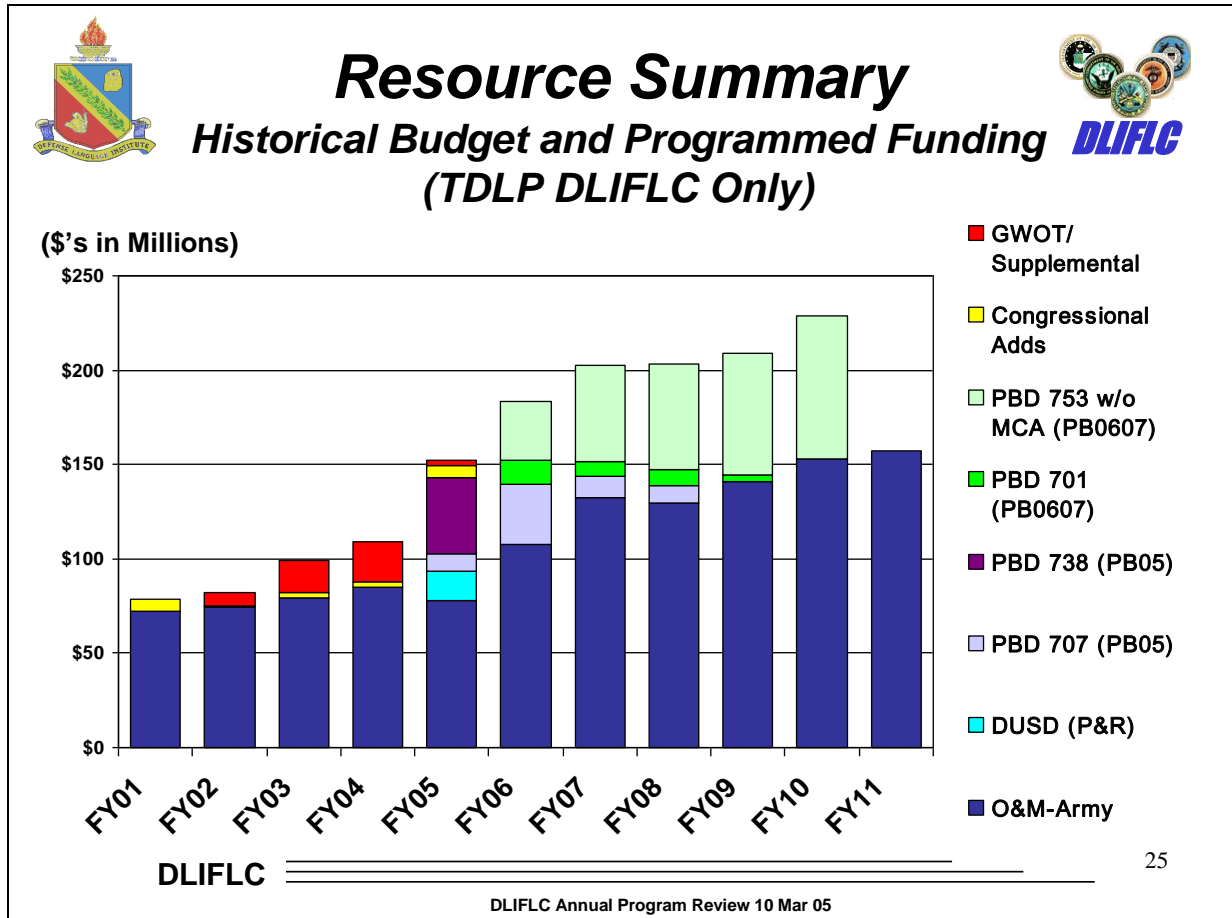
| | |
|--------|--|
| DFLP | Defense Foreign Language Program |
| DIA | Defense Intelligence Agency |
| DLAB | Defense Language Aptitude Battery |
| DLE | Director of Law Enforcement |
| DLIELC | Defense Language Institute English Language Center |
| DLIFLC | Defense Language Institute Foreign Language Center |
| DLO | Defense Language Office |
| DLI-W | Defense Language Institute, Washington, DC |
| DLPT | Defense Language Proficiency Test |
| DMDC | Defense Manpower Data Center |
| DOC | Directorate of Contracting |
| DoD | Department of Defense |
| DOIM | Directorate of Information Management |
| DOL | Directorate of Logistics |
| DPS | Directorate of Public Safety |
| DPW | Directorate of Public Works |
| DRM | Directorate of Resource Management |
| DTRA | Defense Threat Reduction Agency (previously OSIA) |
| EEO/EO | Equal Employment Opportunities/Equal Opportunity |
| EL | Emerging Languages |
| ELA | European and Latin American School (old) |
| ELS | European and Latin American School (new) |
| EOC | Emergency Operations Center |
| EOA | Equal Opportunity Advisor |
| EPA | Environmental Protection Agency |
| ES | Evaluation and Standardization Directorate |
| ESR | Research and Analysis Division |
| ESQ | End-of-Course Student Questionnaire |
| EUCOM | U.S. European Command |
| FAC | Faculty Advisory Council |
| FAM | Familiarization Training |
| FAO | Foreign Area Officer |
| FBI | Federal Bureau of Investigation |
| FLED | Foreign Language Education |
| FLC | Foreign Language Committee (CIA) |
| FLO | Final Learning Objectives |
| FLPP | Foreign Language Proficiency Pay |
| FLSC | Foreign Language Steering Committee |
| FORA | Fort Ord Reuse Authority |
| FOST | Finding of Suitability to Transfer |
| FPS | Faculty Personnel System |
| FSD | Faculty and Staff Development Directorate |
| GITS | General Intelligence Training System |
| GLOSS | Global Online Language Support System |
| GS | General Schedule |
| GSA | General Services Administration |
| HHC | Headquarters and Headquarters Company |
| HRC | Human Resources Command |
| HUMINT | Human Intelligence |
| IED | Improvised Explosive Device |
| IET | Initial Entry Training |
| IG | Inspector General |
| ILR | Interagency Language Roundtable |
| IMPAC | International Merchant Purchase Authorization Card |
| IPO | Installation Plans and Operations |
| IR | Internal Review |
| ISA | Inter-service Agreement |
| ISQ | Interim Student Questionnaire |

| | |
|--------|---|
| JLC | Joint Language Centers |
| JLTX | Joint Language Training Exercise |
| JMRR | Joint Monthly Readiness Review |
| JROC | Joint Requirements Oversight Council |
| JTF-6 | Joint Task Force 6 |
| LASER | Language and Speech Exploitation Resources |
| LMS | Learning Management System |
| LSK | Language Survival Kit |
| LST | Language Science and Technology |
| LTD | Language Training Detachment |
| MCD | Marine Corps Detachment |
| MCP | Management Control Process |
| MATFL | Master of Arts in Teaching a Foreign Language |
| ME I | Middle East School I |
| ME II | Middle East School II |
| ME III | Middle East School III |
| MEO | Most Efficient Organization |
| MI | Military Intelligence |
| MIIS | Monterey Institute of International Studies |
| MLI | Military Language Instructor |
| MLS | Multi-Language School |
| MOA | Memorandums of Agreement |
| MOLINK | Moscow-Washington Direct Communications Link |
| MOS | Military Occupational Specialty |
| MPC | Monterey Peninsula College |
| MPD | Military Personnel Division |
| MSA | Modern Standard Arabic |
| MTT | Mobile Training Teams |
| MWR | Directorate of Morale Welfare and Recreation (previously DCA) |
| NASA | National Aeronautical and Space Administration |
| NATO | North Atlantic Treaty Organization |
| NHPA | National Historic Preservation Act |
| NPS | Naval Post-graduate School |
| NSA | National Security Agency |
| NTC | National Training Center |
| ODR | Outdoor Recreation |
| OE | Ordnance and Explosives |
| OEF | Operation Enduring Freedom |
| OMA | Operations and Maintenance Account |
| OMC | Ord Military Community |
| OPI | Oral Proficiency Interview |
| OPP | Operations, Plans and Programs |
| OSD | Office of the Secretary of Defense |
| OSDC3I | Office of the Assistant Secretary of Defense for C3I |
| OSIA | On-Site Inspection Agency |
| PAO | Public Affairs Office |
| PBD | Program Budget Decision |
| PCS | Permanent Change of Station |
| PEP | Proficiency Enhancement Program |
| PG&E | Pacific Gas and Electric Company |
| POM | Presidio of Monterey |
| PSD | Proficiency Standards Division |
| QDR | Quadrennial Defense Review |
| RCI | Residential Community Initiative |
| RI/FS | Remedial Investigation/Feasibility Study |
| ROTC | Reserve Officer Training Corps |
| RRCP | Requirements and Resources Coordinating Panel |
| RSOC | Regional SIGINT Operations Center |

| | |
|----------|---|
| SCE | School of Continuing Education |
| SCOLA | Satellite Communications for Learning |
| SEAL | Sea, Air, Land (a Navy combat unit) |
| SIGINT | Signals Intelligence |
| SJA | Staff Judge Advocate |
| SLA | Senior Language Authority |
| SMART | Student Motivation and Retention Training |
| SMDR | Structured Manning Decision Review |
| SOF | Special Operations Force |
| STATS | Student Training Administrative Tracking System |
| SWCS | Special Warfare Center and School |
| STANAG | Standardization Agreement |
| TCS | Temporary Change of Station |
| TEC | Technology Enhanced Classroom |
| TDA | Table of Distributions and Allowances |
| TDY | Temporary Duty Assignment |
| TRADOC | Training and Doctrine Command |
| TRAP | Training Requirements Arbitration Panel |
| TSR | Training Squadron |
| USA | United States Army |
| USAF | United States Air Force |
| USAIC | U.S. Army Intelligence Center |
| USD(P&R) | Undersecretary of Defense for Personnel & Readiness |
| USMC | United States Marine Corps |
| USN | United States Navy |
| UXO | Unexploded Ordnance |
| VA | Department of Veterans Affairs |
| VCSA | Vice Chief of Staff of the Army |
| VTT | Video Teletraining |
| WASC | Western Association of Schools and Colleges |

Appendices

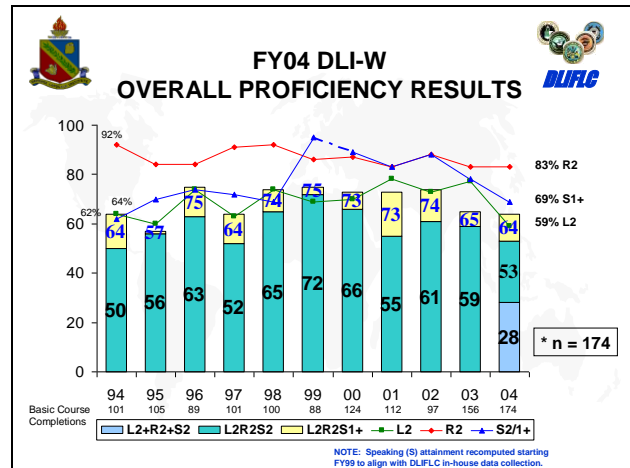
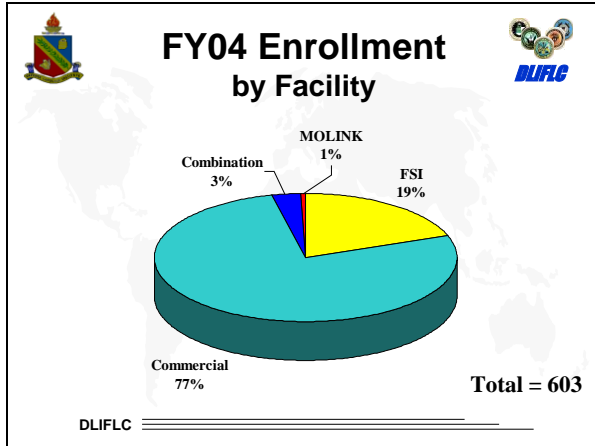
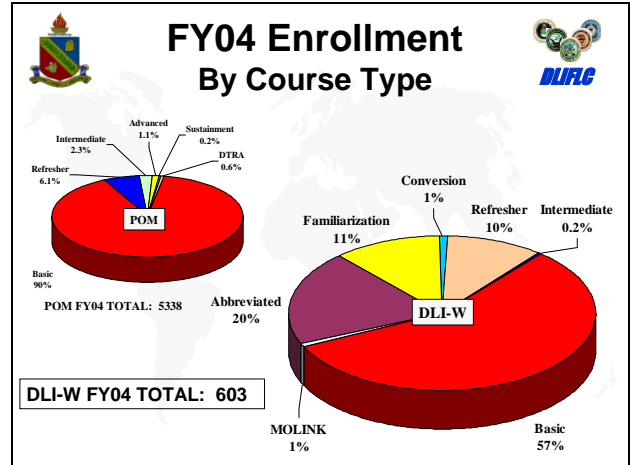
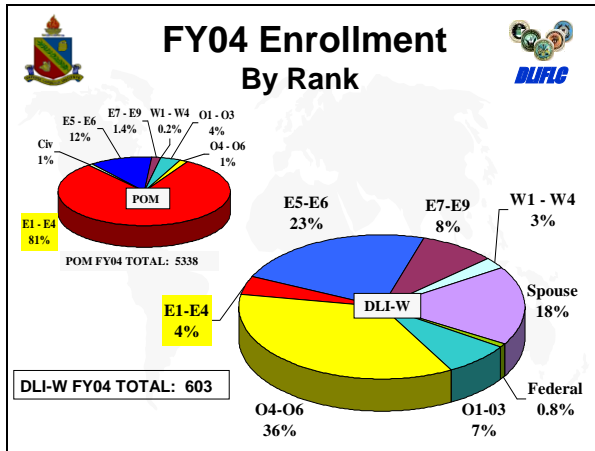
A. DLIFLC Historical Budgets, Resource Growth, and FY 2005 Funding Spike



B. Reorganizations of DLIFLC Schools, 2004-2005

| Old School (2004) | Depts. in each School | New School (2005) | Depts. in each School |
|--|---|---|---|
| Asian I School | Chinese A, B, C Multi JA, VN, TH, TA | Asian I School | Chinese A, B, C, D, E Multi JA, TH, TA |
| Asian II School | Korean A, B, C Intm. & Adv. Prgs | Asian II School | Korean A, B, C, D |
| Asian III School | Korean A, B, C | Asian III School | Korean A, B, C, D |
| European School I | Russian A, B Multi | Emerging Languages Task Force European & Latin American School (formerly RLS) | Pashto, Uzbek, Kurdish, Urdu, Hindi, Indonesian Russian A, B, C Spanish A, B French Serbian/Croatian |
| European School II (Russian Language School) | Russian A, B, C Persian A, B | | |
| European & Latin American School | Spanish A, B Multi | Multi-Language School | Persian Farsi A, B, C Multi A (HE, TU) Multi B (Dar) Multi C (GM, IT, PY) |
| Middle East I School | Arabic A, B, C, D Multi GR, HE, TU | Middle East I School | Arabic A, B, C, D |
| Middle East II School | Arabic A, B, C, D | Middle East II School | Arabic A, B, C, D |
| Multi-Language School | Multi (Russian D TRA) Persian A, B Serbian/Croatian | Middle East III School | Arabic A, B, C, D |
| School of Cont. Education | | School of Cont. Education | Russian/D TRA 97L Trans/Instr (AD, RU, KP, CM, HE, PF, QB, SC, TU) |

C. Statistics about the Defense Language Institute—Washington



D. Official Biography of Col. Michael R. Simon, 2005

COLONEL MICHAEL R. SIMONE

Colonel Simone was born in New Jersey in 1953. He attended the U.S. Military Academy at West Point, New York and graduated with a Bachelor of Science degree in 1975. After serving eight years in field artillery cannon units in Alaska, Oklahoma, and Kansas, Colonel Simone attended Columbia University, receiving his Master of Arts degree in International Affairs in 1985. From 1985 until 1988, Colonel Simone served as an Assistant Professor of Soviet Studies in the Department of Social Sciences at West Point, and completed a Master of Philosophy degree in Political Science at Columbia University and the Certificate of Advanced Training in Soviet Studies from the Averell Harriman Institute.



From June of 1988 until June of 1989, Colonel Simone was Operations Officer of 1st Battalion, 15th Field Artillery in South Korea. He then attended the Armed Forces Staff College, the U.S. Army Russian Institute Germany, and the Defense Attaché Course.

From 1993 to 1995, Colonel Simone served as the Assistant Army Attaché in Embassy Moscow. After his tour in Russia, Colonel Simone was stationed in Vienna as the Assistant Joint Staff Representative to the U.S. Delegation to the Organization for Security and Cooperation in Europe (OSCE).

In 1998, Colonel Simone returned for another two years in Moscow as the Army Attaché. From August 2000 to May 2003, he commanded the European Operations Division of the Defense Threat Reduction Agency's On-Site Inspection Directorate, based in Darmstadt, Germany.

On 4 June 2003, Colonel Simone became the Commandant of the Defense Language Institute, and Commander of the Presidio of Monterey and Ord Military Community. Colonel Simone and the former Janice L. Williams were married on the Army's 200th Birthday, 14 June 1975. They have two daughters, Lara and Kirsten.



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