Defense Language Institute
Foreign Language Center

Annual Command History
(RCS CSHIS-6[R3])

1 January - 31 December 1992

by

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January 1995
Presidio of Monterey, California

REPLY TO
ATTENTION OF

ATZP-MH (870)   6 January 1995

MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: DLIFLC 1992 Annual Command History

1. We have all been through much together since 1992, the year
Dr. McNaughton describes in this annual history: BRAC '93,
more reductions-in-force, school reorganization, reaccredita-
tion, and continued progress towards our proficiency goals.
Things happen so fast, we all need to pause from time to time
to reflect upon just how far we have come.

2. I encourage all faculty and staff to read the enclosed
report, which describes in full where we were when I took
command two years ago this month. Many things were already
then in motion to improve our effectiveness for training,
sustaining, and evaluating linguists world-wide. Learner-
focused instruction and the seven-hour day had been in effect
for a year. The Special Operations Forces Project was going
full speed. Planning was underway for Fort Ord's closure and
we supporting contingency operations in Somalia and the
Balkans.

3. At the Defense Language Institute we are still making
history every day. The study of our history can give us new
confidence as we face the challenges of the future together.

Encl   VLADIMIR SOBICHEVSKY
                                  COL, USA
                                  Commanding

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Contents

Chapter One
The Defense Foreign Language Program
in 1992

Military requirements for linguists have always driven foreign language training programs from World War II to the present. However, in the post-Cold War era those requirements were less certain than ever before. Unprecedented uncertainties faced the nation's civilian and military planners, and unprecedented changes were shaking the intelligence community and the military services. Senator David L. Boren, chairman of the Senate Select Committee on Intelligence, wrote that "the most sweeping changes since the beginning of the Cold War call for the most sweeping changes in the modern intelligence apparatus of the government since . . . 1947," when the Central Intelligence Agency was first organized. "If the intelligence community fails to make these changes, it will become an expensive and irrelevant dinosaur just when America most needs information and insight into the complex new challenges it faces."[1]

The Defense Foreign Language Program (DFLP) action officers used bold terms in summing up the continuing need for linguists in the spring of 1992:

> "Linguists provide essential early warning capability and are our first line of defense in peace and war. They are indispensable in forward presence operations, crisis response, and coalition interoperability. The intelligence capability they provide is critical to achieve decisive victory with minimum loss of life. Language capability is vital for arms control, treaty verification, and the war on drugs."[2]

The Gulf War reminded the United States of its continuing strategic interests around the globe and the continuing need for military linguists. Only the time and place of future American involvements remained unclear. Bloody conflicts in the Balkans and the former Soviet Union, as well as endless violence in Cambodia, Haiti, Somalia, and elsewhere underscored the belief that the new era promised to be less predictable, more dangerous, and less manageable than ever before. The American military, and particularly

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[1]David L. Boren, "The Intelligence Community: How Crucial?" *Foreign Affairs* (Summer 1992), 52-53.
[2]ATFL-W, memo, subj: DFLP Team Building Workshop Highlights, 21 Apr 92, encl 1.

its military intelligence branches, would have to remain prepared to meet any challenge.

These uncertainties were matched by a wide-ranging debate over the proper size and role of the armed forces, fueled by growing concerns about the growing federal budget deficit. The services continued to slim down, releasing thousands of personnel from active duty, including linguists. Yet during 1992 the nation's leaders continued to give the services new missions. When thousands of Haitians began to flee their island home late in 1991, the Army and Marine Corps gave them safe haven at the Guantanamo Bay Naval Base throughout 1992. In February 1992 the US Air Force began a series of relief flights into the former Soviet Union. American military personnel also joined United Nations peacekeeping operations in places like Cambodia and Croatia. When Hurricane Andrew struck southern Florida in August, President Bush authorized the use of the 10th Mountain Division (Light) to help with recovery efforts. When international relief efforts began to break down in Somalia, the Air Force began to airlift emergency food supplies. By November the president sent in the 1st Marine Division and the 10th Mountain Division (Light). In the Persian Gulf, the Iraqi regime continued to repress its subjects and resist international arms control inspections. During the presidential campaign Bill Clinton promised to continue this activist approach to foreign policy. When he won the White House in November it was clear that 1992 was merely a taste of things to come for the US armed forces.[3]

The new uncertainties in national security planning posed special problems for foreign language training. Most military assets are inherently versatile, but language requirements tend to be unique to each contingency operation. Requirements for the major languages the services had been building toward for decades, particularly Russian, German, Czech, and Polish, were evaporating, while smaller, short-notice requirements were popping up left and right: Haitian-Creole, Somali, Cambodian, Ukrainian, and Serbo-Croatian. The new era was clearly putting unprecedented, and unpredictable, demands on the system.

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[3]Office of the Joint Chiefs of Staff, *National Military Strategy 1992.* For a cautious perspective on the continued threat posed by the former Soviet armed forces see Richard F. Staar, *The New Russian Armed Forces: Preparing for War or Peace?* Essays in Public Policy No. 35 (Stanford, CA: Hoover Institution, 1992). Staar was a member of the DLIFLC Board of Visitors.

Looking at Foreign Languages

During 1992 reports and studies on the many lessons of the Gulf War poured out of service schools, analysis shops and special study groups faster than any one person could read them. The intelligence community expressed pride with its contributions to the desert victory, and most of its expensive new hardware performed well during its first trial in combat. But the record was mixed on foreign language capabilities. "Band-aid solutions won't solve the foreign language problem. This problem needs radical surgery," concluded one retired Army warrant officer. "A fix is long overdue. The combat units we support deserve better than the hit-and-miss foreign language-produced intelligence products we have given them in three recent wars." Another article pointed out that the services had met their Arabic requirements "in one fashion or another, yet they all faced potentially crippling shortages." The author concluded that "deep structural problems continue to plague the linguist force structure." Although he conceded that long-term reforms were "slowly making themselves felt," the author urged the service program managers and the leaders of the DFLP to "stay the course to put the linguist life cycle on a solid foundation." The National Security Agency also conducted its own independent review of foreign language lessons learned from the war.[4]

Great attention was also paid to foreign languages as part of the restructuring of the intelligence community. Leading the way was the new Director of Central Intelligence, Robert M. Gates, who had been appointed in November 1991 with a mandate to bring sweeping changes to the community in response to changed priorities and new budget realities. One of his task forces looked at intelligence training, including language training, and their findings were presented to the deputy director in January 1993.

Pressures for change came from outside the intelligence community as well, and Congress took an active interest in intelligence and foreign language training. According to one observer, the two chairmen of the intelligence committees on Capitol Hill, Senator Boren and Representative Dave

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[4]Garry L. Smith (CW4, Ret.), "The Army Foreign Language Problem: Strategies for Solution," *Military Intelligence* (Jul-Sep 92), 23-25, 47; James C. McNaughton, "Can We Talk?" *Army* (June 92), 20-28. For two rebuttals to Smith's proposed solutions, see *Military Intelligence* (Jan-Mar 93), 4-5.

McCurdy, were both "aghast at the low number of foreign-language speakers within US intelligence."[5] So it is not surprising that several Congressional initiatives related to foreign languages appeared in 1991-92. On December 4, 1991, the president signed the Boren Act establishing the National Security Education Program. The program's authors intended it "to increase the quantity, diversity, and quality of the teaching and learning of subjects in the fields of foreign languages, area studies, and other international fields that are critical to the Nation's interest." However, the program got off to a slow start, with delays in setting up the $150 million trust fund called for in the original legislation and in staffing the governing board.[6]

The House Permanent Select Committee on Intelligence (HPSCI) provided funding to establish a small office to help coordinate government language training programs, the Center for the Advancement of Language Learning (CALL). Coordination was not always easy among government language training programs. Each agency, such as the Department of State, Central Intelligence Agency, and Department of Defense ran its own program, but they came together in such forums as the Interagency Language Roundtable (ILR) and the Defense Committee on Language Efforts (D'ECOLE). The Intelligence Community Staff had a standing committee, the Director of Central Intelligence Foreign Language Committee (DCIFLC). Even NATO had a standing committee, the Bureau for International Language Coordination (BILC). CALL was given start-up office space at the Central Intelligence Agency, in Langley, Virginia, and its first director, Betty Kilgore, worked as part of the Intelligence Community Staff. In June, CALL

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[5]Angelo Codevilla, *Informing Statecraft: Intelligence for a New Century* (New York: The Free Press, 1992), 292. For general discussions of the intelligence community in 1992, see also Boren, "The Intelligence Community," and Loch K. Johnson, "Smart Intelligence," *Foreign Policy* (Winter 1992-93), 53-69. For the battle over intelligence budgets during 1992, see George Lardner, Jr., and Walter Pincus, "Congress May Seek Review of All Intelligence Spending," *Washington Post* (10 Jan 93).

[6]PL 102-183, Sec. 801(c)(2); National Security Education Program, Fact Sheet, David L. Boren National Security Education Act of 1991 (as Amended by H.R. 5095)(16 Oct 92). See also the memo by LTC Kozumplik, director of the DLIFLC Washington Office, giving his thoughts on how the NSEA program could be developed: ATFL-W, memo, subj: Ideas, 9 Apr 92.

hosted an off-site working session to discuss what direction the center should take.[7]

Another HPSCI initiative had been in the planning stages since early in 1991, a special one-time appropriation to "fix" the language problem. In the spring of 1992 one of CALL's first priorities was planning for the use of these funds. Final Congressional action did not take place until early September 1992, and the recipients had to scramble to obligate the funds before the end of the fiscal year. Of this, $5.38 million went directly to the Defense Language Institute Foreign Language Center (DLIFLC)(see Chapter Two).[8]

Another arm of Congress, the General Accounting Office, began a review of airborne signals intelligence programs in May 1992 and looked closely at the related area of foreign language training. Language training, the investigators discovered, was "second only to the training of pilots and navigators" in cost. They interviewed managers throughout the DFLP about requirements, scheduling, linguist personnel management, and overall program costs and they visited DLIFLC in August in search of answers to a wide range of questions about language training at the institute.[9]

In other action, Congress passed a bill in October targeted specifically at DLIFLC. In 1986 the institute had proposed a new personnel system based on rank-in-person, rather than rank-in-position, similar to other schools such as the National Defense University, Army War College, and the Naval Postgraduate School. After six years of staff work and negotiation, Representative Leon E. Panetta, in whose district the institute was located, succeeded in passing a version of this plan (see Chapter Two). At the same time he made a bold proposal to consolidate all federal language training at DLIFLC. However, the prospects for this were dimmed when he left his seat

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[7]CALL, Agenda, 27 May 92. See the update given to the 21 January 1993 GOSC meeting by Craig L. Wilson (OASD[C3I]): DAMO-TRO, memo, subj: Defense Foreign Language Program (DFLP) General Officer Steering Committee (GOSC) Summary Report for 21 January 1993, 16 Feb 93, 8.

[8]See DLIFLC's initial proposal, ATFL-W, memo, subj: Language Training Initiative, 14 Jan 92; the memorandum of understanding, ATFL-W, memo, subj: HPSCI Initiative MoU, 11 Aug 92; and the summary in DLIFLC Board of Visitors 1992 Update, Sep 92, Tab C.

[9]Cynthia A. Steed, memo, subj: Information To Be Obtained from DLI During GAO Visit 11-14 Aug 1992 [29 Jul 92]. See also the draft responses to questions and COL Fischer, info paper (draft), subj: GAO Outbrief [14 Aug 92]. See also the summary in DLIFLC Board of Visitors 1992 Update, Sep 92, Tab Q.

in early 1993 to become director of the Office of Management and Budget in the new administration.[10]

Within the Department of Defense, the Office of the Inspector General launched a separate review of the DFLP. In late 1991 the Inspector General invited the services and key staff offices to submit issues for study, which formally got underway in April. The team, led by Anne M. Sheppard, GM-14, was chartered "to evaluate the efficiency and effectiveness of the Defense Foreign Language Program in meeting the language skill requirements of the Department of Defense." According to Sheppard, "the DFLP 'came into the limelight' during Operation Desert Shield/Storm when DoD language capability 'was found to be inadequate.'" The team went on to take a close look at the entire system, from basic policy and management issues, through how requirements were determined and how the program was executed, to possible alternatives such as contract training. Thus the team's focus was on the DFLP and service language program management, and only to a lesser extent on DLIFLC.[11]

After months of study, the team drew conclusions highly critical of the DFLP and the services. They found that roles and responsibilities within the program were unclear. Worst of all, the system for determining training requirements was in shambles and could not be linked to any coherent strategy or real needs. Within each service, individual linguists were poorly managed. Retention continued to be a problem, and the foreign language proficiency pay approved by Congress several years before was too low to have much effect. Nonresident training programs were severely neglected and in need of more funding and more command emphasis. Overall funding of the system needed more oversight. The team thus pointedly underscored many of the criticisms that observers of the DFLP had been making for years.[12]

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[10]Statement of the Honorable Leon E. Panetta in the House of Representatives, 6 Oct 92. HR 532, "Federal Foreign Language Institute Consolidation Act," 21 Jan 93, with Panetta's accompanying statement, 20 Jan 93.

[11]DoD IG, 11 Dec 91; ATFL-W, memo, subj: DoD Inspector General DFLP Inspection Entrance Briefing, 21 Apr 92, with attached briefing slides with notes taken by LTC Kozumplik. For a wide-ranging critique of DFLP management and service linguist management, see the issue paper drafted by LTC Kozumplik for the Executive Agent: ATFL-W, memo, subj: DoD IG Issues, 3 Jan 92. For the areas covered at DLIFLC, see Board of Visitors 1992 Update, Sep 92, Tab R.

[12]GOSC Summary Report (21 Jan 93), 8; historian's notes, Craig L. Wilson remarks to GOSC, 21 Jan 93. See also DoD IG, draft findings, Defense Foreign Language Program

Shifting Requirements

While these studies continued, the services made deep cuts in language training. In just two years the number of students beginning resident language training at DLIFLC had dropped 31% from a Fiscal Year 1990 peak of 4,250 to 2,934 in Fiscal Year 1992 (see Figure 1). In some languages, such as Russian, Polish, German, and Czech, the cuts exceeded 50%. Of all the services the Army faced the greatest difficulties in filling its programmed seats, even after it had adjusted these downward. With field stations closing in Europe and declining recruiting quotas at home, the Army fill rate in June, July and August slid to 57%, 46%, and finally 37%, closing out the fiscal year with a 75% average.

Because Army students were the largest single group at the institute, these shortfalls had a major impact there. At the February meeting of the General Officer Steering Committee (GOSC), the Director of Army Training, Brigadier General James M. Lyle, USA, in his capacity as Executive Agent for the DFLP, pressed the service program managers to keep the fill rate up, reminding his colleagues that "the critical point facing us today is accurate requirements determination. This is a period of considerable change but we must get a grip on requirements." He chastised the service program managers, telling them bluntly he was "dissatisfied with the requirements data as currently submitted--it is inadequate." In August he directed all service program managers to send him a monthly "by-name, by-reason" shortfall report.[13]

Matching language training to national requirements was a longstanding challenge for DFLP managers. The principal user agencies, for example, predicted increased requirements for less-commonly taught languages such as Ukrainian, Azeri, and Serbo-Croatian, but had trouble converting this


[14 Aug 92]. The report was released in draft on 21 April 1993 and in its final form as Inspector General, Department of Defense, *Inspection Report: Defense Foreign Language Program*, 93-INS-10, 17 Jun 93.

[13]See LTC Kozumplik, PROFS note, subj: Army Requirements, 92-01-15 05:27:06; LTC Kozumplik, PROFS note, subj: USA Program "Management," 92-01-24 11:01:24; DAMO-TRO, memo, subj: Defense Foreign Language Program (DFLP) General Officer Steering Committee (GOSC) Summary Report for 6 February 1992, 30 Mar 92, 1, 20; DAMO-TRO, memo, subj: Defense Foreign Language Program (DFLP) General Officer Steering Committee (GOSC) Summary Report for 6 Aug 92, 14 Sep 92. June through August 1992 fill rates are shown as an enclosure to ATFL-OPD-PS, memo, subj: Action Officer Meeting, 10 Sep 92, 11 Sep 92.

into requirements that the training and resourcing system could respond to. DLIFLC made plans for course development and training in Ukrainian, Serbo-Croatian, and the Baltic languages, but got no clear guidance to expand into these areas. Everyone agreed on the urgent need to match mission and dollars, given the intense pressure on service training budgets. This was particularly acute with the new requirements for training in the languages of the Baltic and the Commonwealth of Independent States (B/CIS), for which no formal requirements or funding had been received. One frustrated staff officer summed it up: "Without leadership, [the] quantoids will run [the] program." In July the commandant reported to the GOSC that "the absence of formally stated requirements to teach B/CIS languages to DoD students remains a matter of concern."[14]

Monthly Student Input
Oct 90 - Dec 92
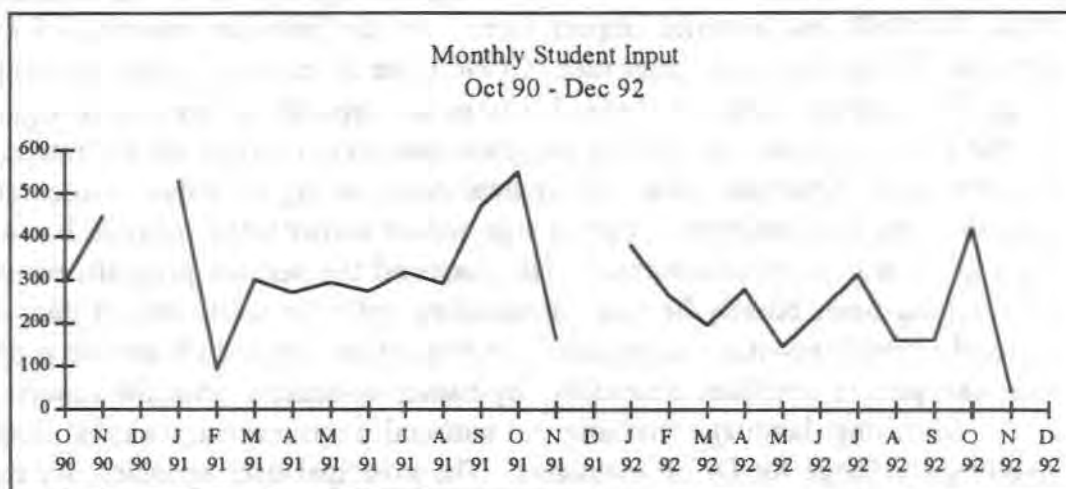
As early as March program managers foresaw a steep decline in training for the coming fiscal year. Overall funding constraints forced Lyle to order a fifteen-percent reduction in the overall structure load cap at DLIFLC, from 3,414 to 2,900 at the annual Structure Manning Decision Review (SMDR) on April 29, over the protests of the service program managers. Nevertheless at their August meeting the GOSC reaffirmed the ten-percent rule. Under this rule, devised several years before, DLIFLC would identify

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[14]MAJ Hill, OPD, briefing slides [Apr 92]. ATFL-P, info paper, subj: Status of B/CIS Initiatives, 6 Jul 92; ATFL-CMT, memo, subj: Baltic/Commonwealth of Independent States (B/CIS) Languages, 23 Jul 92.

at the SMDR each spring those languages in which enrollment was projected to drop by more than ten percent from one year to the next, and these were brought to the attention of the executive agent action officer "for review and decision." According to the DLIFLC five-year plan, the purpose of the rule was "to smooth observed peaks and valleys in language training requirements, and is intended to eliminate the hire-fire-rehire scenario generated by requirements with large variations between fiscal years."[15]

Most observers faulted the system for failing to respond to shifting requirements. The new DLIFLC five-year plan drafted in July described the problem succinctly:

> 1. The rapid evolution from a long-standing superpower balance-of-power to a more complex, fluid situation has made linguist requirements harder to identify.
> 2. Volatility in requirements will probably continue for years.
> 3. Given this volatility, the service documentation systems often produce newly approved authorization documents that are already out-dated when published.
> 4. Since service requirements projections are based on authorizations (billets), the above factors result in continual, significant changes in service requirements as managed through the Structure Manning Decision Review (SMDR) process.[16]

The DoD Inspector General came down hard on this. In their draft findings the investigators declared that "the Department of Defense lacks a national defense strategy for determining language intelligence requirements. Consequently, management oversight and control of the Defense Foreign Language Program (DFLP) is inconsistent and weak which results in insufficient skilled linguists at the critical mission site."[17]

The leaders of the DFLP looked long and hard for solutions. In April the GOSC action officers drafted an ambitious reform plan, including the goal to "ensure the requirements determination process supports National

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[15]GOSC Summary Report (6 Aug 92), 2; Defense Foreign Language Program (DFLP) Five-Year Plan, FY94-FY98 (3 Aug 92), 11; DAMO-TRO, memo, subj: Language Priority List, 13 Oct 92.

[16]Five-Year Plan (3 Aug 92), 5-6. The mechanics of the requirements and scheduling process are briefly detailed on pages 10-11.

[17]DoD IG, draft findings, Defense Foreign Language Program [14 Aug 92], 2. This language was toned down in the final report.

Military Strategy (strategic deterrence and defense, forward presence, crisis response, and reconstitution), is practicable, and provides timely support of emerging missions." At their August meeting the GOSC agreed that "future requirements for linguists need to be identified by Defense Agencies and Services in conjunction with the Defense Planning Guidance, the JSCP [Joint Strategic Capabilities Plan] and the National Military Strategy," and recommended that "a forum should be created to establish linguist requirements in a more timely manner." The Board of Visitors in September renewed its recommendation that "ASD (C3I) establish a DoD sponsored Task Force to determine language needs in support of national interests and the role of DLIFLC in the post-cold war era" and that "the Services consider a new set of language needs in the non-intelligence or cooperation model."[18]

At their August meeting the GOSC also requested an analysis and justification for requirements to establish a language priority list, and they put their action officers to work developing a language priority list to guide resource allocation, particularly for course development. The action officers in response developed two lists. The first projected "from a strategic and global perspective, those languages that are of the greatest significance to the national defense" and was designed to provide "a snapshot in time as to the languages being emphasized over the next five years by all services and agencies," unconstrained by resources. It recapped the twenty-one languages taught at DLIFLC roughly in the order of the current student load, beginning with Russian, Arabic, Spanish, Korean, and Chinese-Mandarin, and including six languages of the former Soviet empire: Ukrainian, Belorussian, Kazakh, Georgian, Armenian, and Azeri.[19]

Their second list was a "focused language priority list," designed "to indicate those areas in which reside the greatest needs of the services and agencies at a particular point in time" and "to direct DFLP and/or DLIFLC resources to accomplish the tasks required using the resources currently available," to be updated semi-annually. Thirteen languages taught in residence at DLIFLC remained on the list, but in a different order. Arabic, Spanish, Chinese-Mandarin, and Korean remained on top, but Russian and German were dropped lower, and Czech, Slovak, and Polish had disappeared

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[18]GOSC Summary Report (6 Aug 92); Board of Visitors, Annual Report (Draft), 27 Oct 92.

[19]ATFL-OPD-PS, memo, subj: Action Officer Meeting, 10 Sep 92, 11 Sep 92. The quotations are drawn from DAMO-TRO, memo, subj: Language Priority List, 13 Oct 92.

altogether. Several other languages appeared, including several languages of the former Soviet empire and several Southeast Asian languages: Vietnamese and Thai, both taught at DLIFLC, as well as Cambodian, Lao, Indonesian, and Malay. Last on the list was Serbo-Croatian. Despite much discussion and planning, by the end of the year the leaders of the DFLP had made little progress toward "fixing" the requirements problem. Lacking central direction, each service faced the requirements crisis separately.

Requirements: The National Security Agency

The National Security Agency was deeply affected by the changes sweeping the nation's intelligence community.[20] The agency was responsible for all signals intelligence taskings, so it ultimately drove most changes in service language requirements. It therefore maintained a lively interest in service language program management and had a permanent representative posted to DLIFLC, Hugh McFarland. Since 1989 the agency had closed some large field stations in Europe causing major reductions in training requirements for Russian, German, Czech, and Polish. In 1992 it began to generate some training requirements for Ukrainian and Serbo-Croatian. Meanwhile the Baltic languages, which the agency had expressed some interest in the previous year, were dropped as an area of interest. The agency official most concerned about language training was the Deputy Director for Education and Training, Whitney E. Reed. The action officer was Andre Vernot. Reed retired in December and was replaced by William K.S. Tobin, the dean of the language and area studies department of the National Cryptologic School. As far back as 1987 the agency had provided the institute with a list of the specific skills it wanted all cryptologic linguists to acquire during basic acquisition language training, the final learning objectives

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[20]For a brief overview of command language programs within NSA, see the briefing slides included at Tab M to GOSC briefing book (21 Jan 93). For the NSA perspective on key DFLP issues, see Reed's remarks in GOSC Summary Report (6 Feb 92), 2-3. For the FLOs, see NSA/CSS, action memo, subj: Final Learning Objectives for Military Cryptologic Linguists, 18 Dec 92; and the cover letter, CTSRepDLIFLC, memo, subj: Revised Course Objectives for Basic Courses, Oct 92.

(FLOs). In the fall of 1992 the agency revised these slightly and provided them to the institute once again.[21]

Requirements: The Army Language Program

Army language requirements were the most extensive of all the services, with some 14,510 linguists, half of them in the reserve components. The largest group belonged to the US Army Intelligence and Security Command, whose linguists performed cryptologic intelligence tasks around the world. Other Army linguists could be found in tactical military intelligence units in the United States and overseas in both cryptologic and human intelligence roles such as interrogators. For example, one participant in the Haitian refugee operation reported that "the best intelligence was not to come from formal intelligence channels but from an unexpected source—U.S. military Creole-speaking interpreters." Additionally, significant numbers were needed for the special operations forces, attache and security assistance jobs, and as foreign area officers. During 1992 two trends were transforming the Army's linguist force structure: the overall reductions in Army strength and the reorientation of the intelligence community. These forces impacted on-hand linguists as well as future training requirements, and the challenges were different for each theater, language, and specialty, compounding what one observer called "a very complex Army foreign language problem.... Some say this problem is serious enough to have kept MI from being all that it could have been in three recent conflicts."[22]

Army intelligence and personnel managers wrestled with these problems with only limited success. The Army service program manager for

[21]NSA/CSS, action memo, subj: Final Learning Objectives for Military Cryptologic Linguists, 18 Dec 92, with enclosures; CTSRep, memo, subj: Revised Course Objectives for Basic Courses, Oct 92; and Hugh McFarlane and CTIC K.J. Hine, "Learning Objectives: An Integral Part of DLI Training," *Globe* (29 Oct 92), 10-12.

[22]CPT James A. Vick, Jr., "Intelligence Support to Operation "GIT'MO," *Military Intelligence* (Apr-Jun 93), 6-9, 50; Smith, "The Army Foreign Language Problem," 23. For useful overviews of Army military intelligence in 1992, see LTG Ira C. Owens, "Revolution in MI," *Army* (Oct 92), 165-67; LTG Ira C. Owens, "Intelligence: A Decisive Edge," *Army* (October 1993), 172-78; and MG Charles F. Scanlon, "United States Army Intelligence and Security Command," *Military Intelligence* (Apr-Jun 92), 6-9. For another front-line view of the problems see SFC Kenneth C. Dawe, "Police Call, Guard Duty Won't Keep Up Vital Language Skills," *Army* (July 1993), 13-14.

language training was Major General Cloyd H. Pfister, USA, Assistant Deputy Chief of Staff for Intelligence, aided by Colonel William R. Lipke, and action officers Lane Aldrich and CW3 Gary Leopold. These men spend most of the year struggling to bring Army language training requirements under control. Their most pressing problem during 1992 was a sharp drop in student input for basic language training.[23]

The Army service program manager also experienced difficulty determining future training requirements. By summer Lipke's staff had recoded and validated 6,300 linguist authorizations in active duty military intelligence positions and were pushing to do the same for linguists outside military intelligence and in the reserve components. They promised that the on-going "document scrub" would eventually "reflect true requirements." Meanwhile other voices were heard questioning the Army's need for first-term enlisted linguists to reach Level 2 in listening, reading and speaking. In addition, the Army service program manager worked closely with the personnel management community on diverse linguist personnel management issues, such as increasing foreign language proficiency pay and revising AR 611-6, *Army Linguist Management* (16 Oct 85). The Army Audit Agency also considered an audit of Army linguist management.[24]

Two other concerns occupied Army language program managers in 1992. The first was the decentralized funding and management of command language programs. During the year DLIFLC proposed to the GOSC that

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[23]See the summary of Pfister's overview of the Army language program in GOSC Summary Report (6 Feb 92), 3-4. For the Army briefing see GOSC Summary Report (6 Feb 92), 14-16. See also DAMI-PII, briefing, Army Language Training Program, presented to the Deputy Assistant Secretary of the Army (Readiness, Force Management and Training), Patricia M. Hines, 20 Apr 92. For Army requirements, see the GOSC Summary Report (6 Feb 92), 16-18. For another view of Army requirements, see the summary of the briefing by COL Lipke in proceedings, 300th MI (Linguist) Bde Language Conference, 19-21 Mar 93 (Draper, UT), 23-25.

[24]GOSC Summary Report (6 Aug 92), 1. See also G-2, 24th Infantry Division (Mech), msg, subj: Fixing "The Linguist Problem," 231301Z Jul 92; draft reply, Commander, US Army Intelligence Center and School, 11 Aug 92; and [CTSRepDLIFLC] memo, subj: Why Do the Services Continue to Accept Sub-Proficient Linguists? [Sep 92]. For an overview of future Army language requirements, see DAMI-PI, memo, subj: Analysis of Army Language Training Requirements for FY 94-96 [Mar 92]. See also DAMI-PII, info paper, US Army Military Intelligence Re-Look, 24 Jul 92, included at Tab S in GOSC briefing book (6 Aug 92).

funding for these programs be centralized. However, the Army decided to retain the decentralized approach (see Chapter Four).[25]

The second was strengthening the reserve components. In August the GOSC encouraged the Army to continue to maintain the capability to provide reserve component linguists for contingencies. The push for a reserve component enlisted linguist MOS neared fruition during the year, and some people began considering a similar MOS for the active component. In the summer the US Army Intelligence Center and School submitted the staffing package for MOS 97L, Translator/Interpreter, with an implementation target date of FY 94. Also under active consideration was strengthening the ties between DLIFLC and the 300th Military Intelligence Brigade (Linguist), Army National Guard, with its subordinate linguist battalions. At a major conference in April the concept of a CAPSTONE alignment or directed training association was discussed. But the Army was reconsidering the entire CAPSTONE program, and this initiative came to nought. Nevertheless the Army National Guard continued to build up its new linguist battalions. The Army Reserve faced a special language training challenge for its civil affairs and psychological operations units and during 1992 the DoD Inspector General's office conducted a special review of language training within the US Army Civil Affairs and Psychological Operations Command. Also, by the end of the year the Army had decided on a reorganization of reserve component divisional military intelligence battalions that would place all linguists into more flexible "expansible" battalions.[26]

Requirements: The Air Force Language Program

The Air Force had only half as many linguists as the Army, and since it managed its linguists differently, required less than half the Army's training seats at DLIFLC. During 1992 it had about 4,600 active duty linguist billets,

[25]ATFL-OPD (W), info paper, subj: Resourcing Support to Command Language Programs, 1 Aug 92, included at Tab O, GOSC briefing book (6 Aug 92); DAMI-PII, info paper, 14 Dec 92, included at Tab H to GOSC briefing book (21 Jan 93).

[26]For the linguist MOS, see "Language Notes," *Military Intelligence* (Jul-Sep 92), 38-39 and Hqs, 300th MI Bde (Linguist), memo, subj: CAPSTONE Completion Timeline, 24 Apr 92. See also the summary of Pfister's remarks to the Jan 93 GOSC, GOSC Summary Report (21 Jan 93), 1-2. For a summary of 97L MOS staffing, see Proceedings, 300th MI (Linguist) Bde Language Conference, 19-21 Mar 93 (Draper, UT), 46-48.

a 25% drop since the end of the Cold War. Air Force intelligence also underwent a major reorganization, as the Electronic Security Command was rolled into the new Air Force Intelligence Command. During the year the service program manager was Brigadier General Kenneth A. Minihan, USAF, the Director of Plans and Requirements, Assistant Chief of Staff for Intelligence. His action officers were Colonel Benjamin G. Romero, USAF, and Captain Stuart P. Lay, USAF, and later Lieutenant Colonel Hukle, USAF. The turbulence of reorganization, downsizing and reordering priorities affected them as well. However, the Air Force was supported by a small but high-quality reserve component program.[27]

Requirements: The Navy Language Program

The Navy had about 1,800 active duty military linguists, almost all assigned to the Naval Security Group Command, headed by Rear Admiral Isaiah C. Cole, USN, who also served as the Navy's service program manager aided by his action officer, CTICM Andy Woycitzky, USN. In July, Cole was replaced by Rear Admiral Thomas F. Stevens, USN. The Navy continued to stress the importance of intelligence as it crafted its new strategy for the new era, "From the Sea...." For its linguists, the emphasis was on cryptologic requirements. Naval Security Group Command continued its Cryptologic Training and Evaluation Program (CTEP), which included annual re-qualification of specialists in the target languages. It was well aware of the need to shift to smaller languages and more global language proficiency.

The Navy revived an oft-tried approach to its linguist problem during the year, recruiting native-speaker linguists. Under a new program, the Navy Recruiting Command signed up four new linguists in FY 1991 (three in Spanish) and twenty-one in FY 1992 (nineteen in Spanish). The Naval Security Group also conducted Project Paladin at Fort Meade, Maryland, for a small group of its most proficient linguists.[28]

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[27]See GOSC Summary Report (6 Feb 92), 18, and AF/INRF, info paper, subj: Air Force Command Language Programs, 14 Jan 93, included at Tab I to GOSC briefing book (21 Jan 93).

[28]See GOSC Summary Report (6 Feb 92), 18-19. Briefing, Navy Native Linguists Recruitment, included at Tab P to GOSC briefing book (6 Aug 92); Project Paladin is outlined at Tab Q; OP-13F, info paper, subj: The Navy's Command Language Program, 8 Dec 92,

Requirements: The Marine Corps Language Program

The small numbers of Marine Corps linguists were managed by John J. Guenther, SES, special assistant to the Director of Intelligence, aided by Colonel Michael R. Nance, USMC, and his action officer, Captain Rick Yakubowski, USMC (promoted to captain during the year). The Marine Corps suffered problems filling its seats at DLIFLC in both 1991 and 1992. In FY 1991 the fill rate had dropped to 76%, but in FY 1992 it had rebounded to 107% (by using seats programmed by other services). In the first quarter of FY 1993 the sudden loss of training funds drove the fill rate under 60%. With fewer linguists than any other service, the Marine Corps faced special challenges. One new development during the downsizing was the proposal to organize a foreign area officer program modeled on the Army's.[29]

Requirements: Other Agencies

Several other agencies within the Department of Defense and the rest of the federal government had linguist requirements as well. Foremost among them was the Defense Intelligence Agency (DIA), which oversaw the Defense Attache System and human intelligence training programs in general. Lancing J. Blank, SES, was Assistant Deputy Director for Training, with primary responsibility for language requirements and training. His action officers were Ms Morrison and Captain Ruth Ross. Blank told the GOSC in January 1993 that DIA was downsizing too, and "everything [was] being examined for possible reductions." Although languages might take some cuts, "he was confident that they would move forward in the language area."[30]

The Defense Intelligence Agency had more diverse language requirements than any other military intelligence agency, including many "low-density" languages not taught at DLIFLC. It used 8% more language training

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included at Tab J to GOSC briefing book (21 Jan 93). On SEAL language training, see CDR Robert Schoultz, "So You Want to Go to DLI?" *Full Mission Profile* (Spring 1992), 83-86, reprinted in DLIFLC *Globe* (22 Apr 93), 6-8.

[29]See GOSC Summary Report (6 Feb 92), 19-20, and 1550 CRT, info paper, subj: Marine Corps Command Language Programs, 11 Jan 93, included at Tab K to GOSC briefing book (21 Jan 93).

[30]GOSC Summary Report (21 Jan 93), 3.

seats in FY 1992 and predicted a further 10% increase in FY 1993. The agency was also seeing increases in attache requirements, particularly in the newly independent states from the former Soviet Union. For these attache requirements DLIFLC conducted language training under contract at the Foreign Service Institute in Washington, DC. For attache students in the twelve-week attache training course at the Defense Intelligence College in Washington, DC, the agency planned a language maintenance program in Russian, beginning in January 1993. The agency also oversaw general human intelligence training, including training for interrogators and counterintelligence.[31]

Language requirements for arms control treaty verification also received attention during the year. The On-Site Inspection Agency had unique requirements for advanced Russian interpreters, and DLIFLC offered a six-month course to meet these requirements for small numbers of linguists. During 1992 the continuing efforts of the International Atomic Energy Agency to verify Iraqi compliance with the terms of United Nations resolutions repeatedly captured the headlines and some US military linguists were detailed to the inspection teams. With other arms control treaties pending, such as one covering chemical weapons in Europe, the business of treaty verification promised to expand.[32]

The Special Operations Forces (SOF) continued to have a strong interest in language training for its members. During the early part of 1992 the SOF community asked all theater commanders-in-chief to validate their SOF language requirements, and the Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict for Special Operations and Low Intensity Conflict (ASD[SO/LIC]) won full membership in the GOSC at the February 1992 meeting. At the outset this was Brigadier General Charles E. Wilhelm, USMC, deputy for policy and missions. Later in the year Wilhelm was replaced by Brigadier General Wesley B. Taylor, Jr., USA. Their action officer was Lieutenant Colonel Dorsey O. Hill, USA. During the year US

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[31]DIA, info paper on the Defense Attache System's Foreign Language Training Requirements, included at Tab G to GOSC briefing book (6 Aug 92); DIA/DEE-4, info paper, subj: Defense Intelligence Agency (DIA) Command Language Program (CLP), 5 Jan 93, included at Tab L to GOSC briefing book (21 Jan 93).

[32]See for example, Maj. Gen. Robert W. Parker, "Trust, But Verify," *Defense 93*, I, 6-13; Heike Hasenauer, "OSIA Soldiers Forge a Mission of Peace," *Soldiers* (Feb 92), 25-27; and JOC(SW) Gregg L. Snaza, "Going 'Home,'" *All Hands* (Sep 92), 29-31.

Special Operations Command drafted a SOF foreign language directive to be issued in 1993. The US Army Special Operations Command also continued to fund a major course development effort at DLIFLC to replace the basic military language courses taught at the John F. Kennedy Special Warfare Center and School, Fort Bragg, North Carolina (see Chapter Four).[33]

The War on Drugs continued in 1992, although Congress slashed Department of Defense funding from $50 million to $2 million. Several law enforcement agencies used DLIFLC's services during the year, including the Drug Enforcement Administration, US Customs Service, and the Immigration and Naturalization Service. DLIFLC also conducted a language needs assessment for the Coast Guard in May 1992. For all this DoD provided $477,000. The Drug Enforcement Administration and the US Customs Service paid an additional $885,000 from their own training funds, for a total of $1.362 million.[34]

Managing the DFLP

In the Department of Defense, programs involving more than one service were normally managed by appointing one service as "executive agent" for the program. When the DFLP was established in 1962 to unify the separate service foreign language training programs, the Secretary of the Army had been designated Executive Agent. DoD Directive 5160.41, *Defense Language Program* (April 7, 1988), gave him two primary responsibilities: to "ensure that language training is provided to satisfy all DoD requirements," and to "establish necessary procedures to provide timely policy guidance, and administrative and resource support to DLIFLC," as well as "provide and maintain facilities and base support functions commensurate with the importance of the mission." The DFLP was just one of dozens of DoD programs for which the Army served as executive agent, and during

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[33]For an overview of SOF in 1992 see GEN Carl Stiner, "US Special Operations Forces: A Strategic Perspective," *Parameters* (Summer 1992), 2-13.

[34]For a comprehensive overview of DoD support to the War on Drugs, see Stephen M. Duncan, "Counterdrug Assault: Much Done, Much to Do," *Defense 92* (May/June 92), 12-23, based on his testimony before Congress 1 Apr 92. For Army National Guard linguists, see LTC Stanley Shively and MAJ Arthur T. Coumbe, "Florida Army National Guard: The Counter-Drug Role," *Military Intelligence* (Apr-Jun 92), 23-27. See also ATFL-DCI, memo, subj: Trip Report on LNA with Coast Guard, 28 May 92.

1992 the Army staff initiated preliminary discussions on possibly handing off the DFLP to the Navy.[35]

On the Army staff, overall responsibility for managing the program rested with the Director of Training in the Office of the Deputy Chief of Staff for Operations and Plans. Major General James M. Lyle, USA, held this position during 1992 (he was promoted to this rank on July 1). At the beginning of the year his staff action officer was Major McMillan, USA. In March, McMillan was promoted to lieutenant colonel and reassigned. Colonel Michael J. McKean, chief of the Training Operations Division, filled in until August, when a new action officer arrived, Major Connie Reeves, USA.

Lyle also chaired the General Officer Steering Committee (GOSC) made up of representatives of the four service intelligence chiefs, the two independent DoD intelligence agencies, and several other offices in DoD and the Department of the Army. These included:

- Director of Training, Office of the Deputy Chief of Staff for Operations and Plans, US Army (chair)
- Assistant Secretary of Defense (Force Management & Personnel)
- Assistant Secretary of Defense (Command, Control, Communications & Intelligence)
- Assistant Secretary of Defense (Special Operations & Low Intensity Conflict)
- Assistant Secretary of the Army (Manpower & Reserve Affairs)
- Deputy Chief of Staff for Intelligence (Army SPM)
- Assistant Chief of Staff for Intelligence (Air Force SPM)
- Commander, Naval Security Group Command (Navy SPM)
- Director of Intelligence, Headquarters, US Marine Corps (Marine Corps SPM)
- Deputy Director for Education & Training, National Security Agency/Central Security System

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[35]DoD Directive 5160.41, *Defense Language Program* (April 7, 1988), also listed eight further executive agent responsibilities. The draft implementing joint service regulation, AR 350-20, specifically delegated these two major responsibilities to the Director of Training. The possible transfer of executive agency was discussed at the January 1993 GOSC meeting. See GOSC Summary Report (21 Jan 93), 12-13.

- Deputy Director for Training, Defense Intelligence Agency
- Deputy Chief of Staff for Training, US Army Training and Doctrine Command[36]

The principals met in formal session at most twice each year. Consequently, much of the day-to-day business of managing the program devolved upon their action officers and the director of the DLIFLC Washington Office, who stayed in daily contact by phone, fax, and PROFS, and got together for formal meetings once a month. To assist their effective coordination, every spring they gathered somewhere outside Washington for a weekend team-building workshop. One product of their April 1992 workshop was "an aggressive mission statement, goals, objectives, and a series of actions to accomplish the objectives." The main objective of the DFLP—and hence their main function as action officers—was, as they put it, "to provide qualified linguists at minimum cost in a manner responsive to national security requirements," to include "policy guidance for and oversight of requirements determination, training and life-cycle management." Despite these bold words the GOSC remained a coordinating body, not a decision-making one.[37]

One way they addressed this was the long-overdue revision of the joint service regulation, AR 350-20, *Management of the Defense Foreign Language Program,* last published in 1987 and which contained policies and procedures long since discarded. Appendix B, for example, included the 1977 edition of the DoD directive that was superseded in 1988. McMillan passed a revised draft to the action officers for comment in January and another version in March, but neither McMillan nor his successors were able to bring it to completion by year's end.[38]

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[36]For responsibilities of the various GOSC members, see DoD Directive 5160.41, *Defense Language Program* (7 Apr 88), and AR 350-20, *Management of the Defense Foreign Language Program* (15 Mar 87). The GOSC charter is reproduced in AR 350-20, para. 1-9 thru 1-14, and was conveniently reprinted at Tab B in the GOSC briefing book (6 Feb 92).

[37]ATFL-W, memo, subj: DFLP Team Build Workshop Highlights [14-17 Apr 92], 21 Apr 92.

[38]The joint service regulation was officially designated AR 350-20/OPNAVINST 1550.7C/AFR 50-40/MCO 1550.4E. The January 1992 draft was still dated July 1991, but contained significant changes. The March 1992 draft contained further changes, but the date on the title page remained July 1991.

Another stalled initiative was raising foreign language proficiency pay for active component linguists and extending full benefits to reserve component linguists, for whom the original proficiency pay was pro-rated by the number of days served each month. DoD recommended the changes, but the Office of Management and Budget vetoed them by the end of the year.[39]

Overall funding for the DFLP was a more pressing concern than proficiency pay. The one-time cash infusion from the House Intelligence Committee masked a deeper funding problem. In the winter and spring as the Army staff worked on building the new Program Objective Memorandum, the Army's resource managers distributed major funding cuts across the board, leading to intense in-fighting in the Pentagon. In past years language training had been relatively protected from such cuts because of its support to the intelligence community. In May the Army proposed cutting FY 1994 funding for the DFLP from $52 to $42 million. The structure load at DLIFLC had already been cut to 2,900, and this new cut would have forced even further reductions. This stirred up a hornets' nest of opposition within the DFLP and brought the issue of language training and its costs to the attention of the Army's senior leadership. The other services all sent flag-officer letters of protest to Lyle, and the acting director of the National Security Agency wrote directly to the Chief of Staff of the Army: "The downsizing of the Defense Language Institute will have a negative effect on the National Security Agency's ability to provide national-level consumers with the quality and type of intelligence needed," he wrote. "In light of the importance of military linguists to the national intelligence effort, I respectfully request that you reconsider FY94 decrements to the DFLP." Reconsider he did, and funding was restored. But the tough issues of the future of the DFLP and the Army's leadership role were not resolved.[40]

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[39]GOSC Summary Report (21 Jan 93), 9. The DoD IG report addressed the problem of reserve component proficiency pay and recommended that ASD(FM&P) "evaluate the impact of foreign language proficiency pay on Total Force (active and reserve components) linguist skill development and retention in comparison to other options" (99-101, 106-08).
[40]ATFL-W, memo, subj: Money, 14 May 92, with attached briefing slides, DAMO-TRO, presented to MG Stroup (OCSA/PA&E) on the same date; ATTG-IS, fact sheet, subj: DLI Budget and Student Load Cap, 29 May 92; DIRNSA, memo, subj: Reductions in the Defense Foreign Language Program (DFLP), 7 May 92; CSA, letter to Actg Dir, NSA, 17 Jun 92.

While the GOSC members and their action officers wrestled with requirements and funding, they also played an active role in monitoring the internal workings of DLIFLC (see the following chapters). In February they convened their first meeting on the Presidio of Monterey in two years (the Gulf War had forced the cancellation of their 1991 winter meeting). First they received a briefing on the Institute's academic accomplishments over the previous year. Then the commandant briefed them on a high technology plan for which he was seeking funding (they agreed to look at it). The chief of staff then briefed the plans for the closure of nearby Fort Ord (Lyle agreed "to acquire the dollars required to execute approved and authorized programs"). The provost then presented a proposal to raise the goal for graduate proficiency levels in speaking from Level 1 to Level 2, including a new "learner-focused" instructional approach and a longer student day, and briefed the curriculum reviews (the GOSC concurred in raising the speaking level and continuing the curriculum reviews). Lyle praised the institute for "doing a great job" and having "a great product," but reminded everyone that "we have to work hard to be efficient and save money while increasing our effectiveness" and directed the institute to write a five-year plan by August.[41]

For the August GOSC meeting, held at the Defense Intelligence College in Washington, DC, Lyle reviewed this plan and listened to briefings on a wide range of "schoolhouse" issues. These included an update on meeting proficiency goals, the development of training for the languages of the Baltic republics and the Commonwealth of Independent States, a proposal to extend course lengths for the most difficult languages to 63 weeks, resourcing for DLIFLC support to command language programs, and a special course development project underway for the Special Operations Forces. Five of the nine sets of taskings coming out of the meeting related directly to the operation of the institute. He did not endorse the five-year plan, but rather called for further comments from the other GOSC members.[42]

During the fall the executive agent, TRADOC, and the other GOSC members launched a search for a new commandant to replace Colonel Donald C. Fischer, Jr., USA, who had headed the institute since the summer of 1989. They sorted through a number of potential names and held a selection board in the fall. They eventually selected Colonel Vladimir Sobi-

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[41]GOSC briefing book (6 Feb 92); GOSC Summary Report (6 Feb 92), 1.
[42]GOSC briefing book (6 Aug 92); GOSC Summary Report (6 Aug 92).

chevsky, USA, a Special Forces officer who had previously served as chief of staff and was then serving as J-3, Special Operations Command, Pacific. (Sobichevsky took command in January 1993.)

Simply managing the DFLP posed significant challenges for the Army's top leadership during 1992, while the idea of operating a language training schoolhouse was something they raised new questions about during the year. Just because the Army had always done it was no reason not to do a careful cost-benefit analysis. In his opening remarks to the February GOSC meeting, Lyle warned that "the question of whether or not there is a cheaper alternative keeps recurring," but immediately added the caveat, "this is too important a program to leave to amateurs." A few months later the Vice Chief of Staff openly asked "Why are we doing this?" and asked Lyle to prepare a series of information papers about the institute. In one sense DLIFLC was already doing contract language training. By long-standing agreement with the Defense Intelligence Agency, most personnel in training for the Defense Attache System received their initial language training at the State Department's Foreign Service Institute in Washington, DC (see Chapter Three). Other training requirements, particularly for less-commonly taught languages, were handled through contracts with several established language training firms, also in the Washington, DC, area. The Army's senior leaders were considering instead was closing the institute and meeting the requirements through one or more large contracts such as the Air Force had used in the 1950s. This attempt was averted, thanks in large part to Patricia M. Hines, Deputy Assistant Secretary of the Army for Training and Education, and the director of the DLIFLC Washington Office, who undertook a comprehensive staff study of contracting language training.[43]

But the contracting threat did not go away. By year's end, pressures on the Army to cut back on the numbers of bases brought the contracting option to the surface once again. In the face of estimated future base operating costs for the Presidio of Monterey as a separate installation after the closure of nearby Fort Ord, Army planners moved towards a recommendation that the base be offered up to the Base Closure and Realignment Commission that was scheduled to begin its work in early 1993. If the commis-

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[43]GOSC Summary Report (6 Feb 92), 1; DAMO-TRO, info memo, thru DCSOPS for VCSA, subj: Background Information on Defense Language Institute, Washington Office (DLI-NCR), 5 Jun 92, and LTC Kozumplik, "Defense Foreign Language Program: Alternatives to the Defense Language Institute," 24 Jun 92.

sion closed the Presidio, went the reasoning, the Army could award a single contract for language training. The University of Arizona, which had an extension campus in Sierra Vista near Fort Huachuca, was suggested as one possible alternative. But as the year came to a close, few in Monterey or in the DFLP had any inkling of what the new year would bring.

Future of the DFLP

During 1992 the DFLP faced several challenges. The first was declining requirements for language training in the wake of the Cold War. In several languages the services sent fewer students to DLIFLC each month for basic language training, and the planners had trouble adjusting the program to meet future requirements. In other languages the demand remained high. Meanwhile the intelligence agencies foresaw requirements in new languages that the system had not had to cope with in the past. The uncertainties were underscored in November when the president ordered US troops to Somalia. A quick check of personnel databases identified only a handful of Somali speakers, a language the institute had never taught.[44] The sudden requirement showed that the lessons of Desert Storm had not yet been applied two years later. Language requirements had not been incorporated into the contingency plans, and the requirements were not centrally managed. The response by DLIFLC and other agencies was disjointed and duplicative. Once again the Army Deputy Chief of Staff for Intelligence contracted for a hundred native-speakers who were given unmarked uniforms, a hasty orientation to basic military skills, and interim security clearances. Once again several agencies produced pocket-sized bilingual phrase booklets. And once again DLIFLC had to guess at what the training requirements were.

What the intelligence community and the services needed was long-term solutions to their language needs, not an improvised quick-fix for every contingency. Just as the combat and logistical forces that won victory in the Gulf had been built up over twenty years of hard work, so too did the linguist force structure need to be built up over a long period of time. Future requirements were uncertain, but there was still room for improvement to make the DFLP adequate to support national requirements.

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[44]For a review of how the services and DLIFLC responded to the intervention in Somalia, see Tabs C through G of the GOSC briefing book (21 Jan 93) and Chapter Four below.

Chapter Two
Managing the Defense Language Institute Foreign Language Center
in 1992

During 1992 the top leadership of the Defense Language Institute Foreign Language Center worked to improve the institute's programs. During his third year in command, Colonel Donald C. Fischer, Jr., USA, intensified his efforts to propel the institute to greater excellence. He used his personal influence and that of his immediate staff to stimulate change throughout the organization. For example, in January he directed a new classroom approach he called the Learner Focused Instructional Day that encouraged instructors to use more effective classroom techniques, including small-group instruction. At the same time he extended the classroom day from six to seven hours. He brought to full blossom the institute's largest ever course development project, the Special Operations Forces Project. He oversaw the expansion of video teletraining and proposed a major overhaul in the way command language programs were funded. He won approval from the General Officer Steering Committee for extending course lengths for the most difficult languages from 47 to 63 weeks. He won Congressional approval for the New Personnel System and secured funding for the largest one-time computer procurement in the institute's history. He urged his staff to learn how to cope with the changes then sweeping through the Department of Defense, telling them they had to deal with it "positively, aggressively, and constructively."[1]

At the same time, the institute gained ever wider recognition as a national leader in foreign language education. The provost, Dr. Ray T. Clifford, won election as president of the American Council on Teaching of Foreign Languages, the leading scholarly organization in the field and another first for the institute. In January the National Advisory Council on Educational Research visited and was impressed by what they saw. Fischer encouraged this group of Republican politicians who were studying national education problems to include foreign language proficiency in their agenda, *America 2000*, telling them that "better language skill means [a] better competitive position." In February the institute hosted a joint meeting of CALICO (Computer-Assisted Language Instruction Consortium), and D'ECOLE (Defense Exchange Committee for Language Efforts). National experts in

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[1]Historian's notes, Commandant's Staff Meeting, 14 Jul 92. See also Fischer's response to the Board of Visitors: "From the Commandant," *Globe* (15 Oct 92), 4.

using computers in foreign language education were treated to a dazzling display of computer-assisted instruction then under development at the institute. Another group, the Critical Languages and Area Studies Consortium, visited in March. In April the defense correspondent for the *New York Times* visited and filed an upbeat story that reflected the commandant's personal sense of enthusiasm. "With an ear to the future," he wrote, "the Pentagon is gearing up to teach military linguists the languages of the post-cold war world, from Azeri to Ukrainian." He quoted Fischer as saying "there will be a greater commitment on the part of the Defense Department to keep working on requisite language skills."[2]

This national attention was capped in October when Congress passed the New Personnel System. At the same time the local Congressman, Leon Panetta (D-Carmel), who in 1979 had served as a member of the President's Commission on Foreign Language and Area Studies, called upon Congress to change the institute "into *the* national, Federal foreign language and area studies institute," that would serve "as the single organization at which Federal personnel would learn foreign languages and related area issues, at which the Federal government would translate unclassified documents, and at which a wide variety of foreign language services would be performed for all Federal agencies." He asserted that "DLI's expansion and transformation into an institute serving the entire government would yield significant cost savings to the Federal government, streamline our Federal foreign language instruction programs, and provide powerful new incentives and capabilities to our national foreign language instruction and translation apparatus."[3]

Fischer continued to inform senior Defense Department and Army leaders of the institute's value. His oft-repeated theme was that the Department of Defense should not "throw away" capability during the downsizing. The semi-annual meetings of the general officer steering committee were valuable platforms for his message. At other times he traveled to the East Coast, or hosted senior leaders visited Monterey. In July the director of the Defense Security Assistance Agency, Lieutenant General Teddy G. Allen,

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[2]DLIFLC, briefing slides for National Advisory Council on Educational Research, Jan 92; Eric Schmitt, "Military Language School Adjusts for a World Without a Cold War," Sunday *New York Times* (19 Apr 92), 14.

[3]Statement in the House of Representatives (6 Oct 92), summarized in the *Globe* (12 Nov 92), 11, 16 (emphasis in original). Early in 1994 the Provost renamed this the "Faculty Personnel System."

USA, visited to discuss increased cooperation between his agency and the institute. In October General Frederick M. Franks, Jr., USA, toured the institute for the first time as the commanding general of US Army Training and Doctrine Command. Fischer later thanked the staff for the visit. "In my three years as commandant,... I have never been prouder.... I heard only good things from the general in reference to the institute." In November the commanding general, US Army Intelligence and Security Command, Major General Charles F. Scanlon, USA, the largest Army user of linguists, also visited. The institute was under the microscope as never before.[4]

The institute's top leadership remained stable during the year. Fischer himself had been in command since the summer of 1989 and had led the institute through the Gulf War. This was to be his final year in command and his last before retirement. His assistant commandant, Colonel Ronald E. Bergquist, USAF, a graduate of the Arabic basic course and an experienced Air Force intelligence officer, had joined the staff in August 1991. Bergquist served as Fischer's deputy and supervised the four service student units and took the lead in relations with the field. The chief academic official for over a decade was Dr. Ray T. Clifford, a German linguist and the institute's senior civilian. Overseeing support operations was school secretary and acting chief of staff Colonel William K.S. Olds, USA, another Arabic basic course graduate who had been at the institute since the spring of 1990. Commander Sally S. Robins, USN, had served as deputy chief of staff since October 1991.[5]

Looking inward, at the beginning of the year Fischer redoubled his efforts to keep the institute on an upward trajectory. In January he published a new vision statement, his first in two years. He revived what he called the "I will" strategic planning process with the school deans and his senior staff that he had begun in 1989, using the same outside management consultant, John B. Lasagna. His approach was directed in large part towards some underlying issues of organizational culture. The institute, he believed, had successfully sold itself as a center of excellence. Now was the time to ensure that it was what it claimed to be. He challenged his staff to "strive for credibility throughout our programs" and to "work for the situation where

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[4]"From the Commandant," *Globe* (12 Nov 92), 4. See also "Commanding General of the US Army Training and Doctrine Command Visits DLI," *Globe* (12 Nov 92), 5, 16.
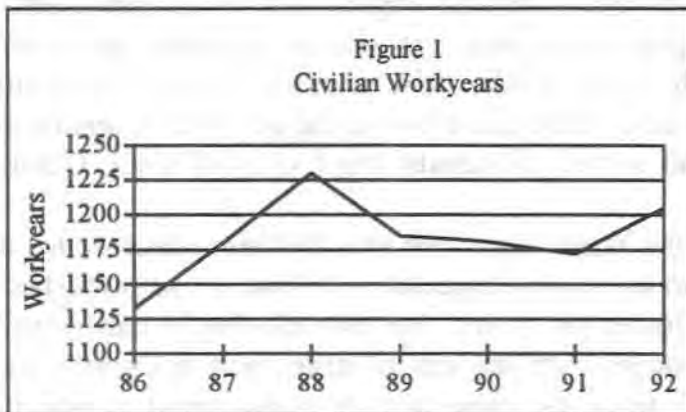[5]See the brief profiles of the command group published in the *Globe* (10 Jan 92). For more information see ATFL-SS, *Command and Staff Biographies* (Oct 91).

command group, faculty, staff, student, and DFLP agency can agree on the quality of our process and product." He urged them to be more "professional and collegial" in their relationships and to "cultivate a 'knee-jerk' expectation that people are acting professionally and work to eliminate the large body of evidence that they are not." His new vision statement included a list of twenty priority projects, or "areas of challenge," ranging from increasing student proficiency to improving support to command language programs. Also in January his operations shop provided a list of the top ten training projects to TRADOC that outlined many of the same points.[6]

Resourcing the Program

Securing adequate resources was high on Fischer's list of priorities. In his January vision statement he laid out three goals. For the resident program, he set the goal of "assuring adequate resourcing for FY 93 and beyond, getting the necessary requirements decisions, or getting the guidance necessary to make required structural changes." For the nonresident program, he set the goal of "obtaining necessary resources for command language program support to exploit VTT potential and to resolve long-standing unit-level sustainment, acquisition and enhancement challenges." Internally, he set the goal of "developing more flexibility in the organization to support the proficiency-oriented training DLI conducts. Resource allocation, requisitioning, resource management should be decentralized through funds allocation, reporting, and report review. Maximum simplicity obtainable consistent with regulation and policy should be the watchword."[7]

Figure 1
Civilian Workyears

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[6]COL Fischer, Vision Statement, 24 Jan 92.
[7]COL Fischer, Vision Statement, 24 Jan 92.

In meeting his first goal he was successful. Despite sharply declining funding within the Department of Defense he was able to close out FY 1992 with no major cuts to the institute's programs. Civilian workyears actually executed rose slightly after three years of decline (see Figure 1). This was in spite of major faculty layoffs during the summer. Funding for contracts, supplies and equipment also climbed (see Figure 2). Because new initiatives were constrained by the resources that could be made available, Fischer often used the Resource Management Directorate much as a battlefield commander would use his operations staff to monitor current operations and develop plans for future operations.[8]
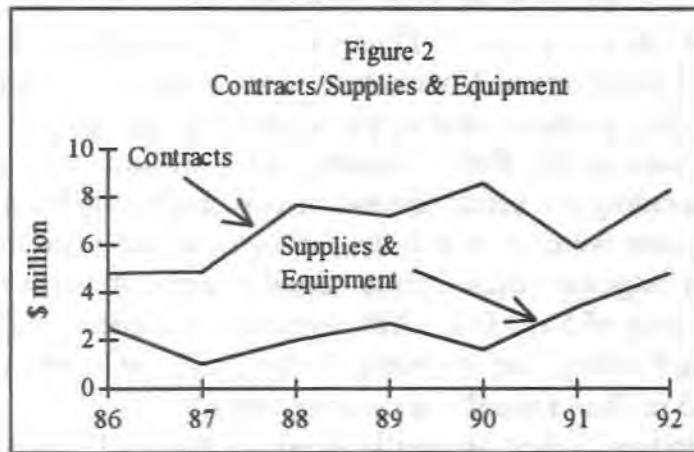
Figure 2
Contracts/Supplies & Equipment

The real success story of 1992 was in obtaining funding over and above base-line funding. This came in several forms. During the year the institute received reimbursement for several types of training. For example, the On-Site Inspection Agency paid the institute $405,500 for advanced Russian language training and the Air Force paid $177,300 for other training. For contract training in the Washington, DC, area the institute received $427,900 over and above its programmed funding level. The largest reimbursable program was the Special Operations Forces course development project for the US Army John F. Kennedy Special Warfare Center and School (see Chapter Four). For this the institute was paid $3,676,000 in FY 1992 alone. An additional $514,000 was paid for the institute's previous support for Operation Desert Storm and $871,000 for support to the War on Drugs. The institute also administered a $6.8 million grant awarded by Congress at the end of the year to the Monterey Institute for International Studies.[9]

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[8]Source for data in figures 1 and 2: ATFL-RMB, annual cost reviews, FY 86 to 92.
[9]ATFL-RMB, Fiscal Year 1992 Cost Review, 15 Dec 92. For more detailed information on how budget figures relate to missions, see the Five-Year Plan (3 Aug 92).

Most important of all, late in the fiscal year Congress passed a bill from the House Permanent Select Committee on Intelligence (HPSCI) granting DLIFLC $5.38 million. The plan on how to spend the money was worked out in the spring and summer, and a memorandum of agreement was signed. The appropriation was not received until mid-September and, thanks to close coordination between the DLIFLC Directorate of Resource Management and the Fort Ord Directorate of Contracting, was committed within days. The largest amount, $2.8 million, went to buy computers and software for DLIFLC and selected units in the field. Another $1.1 million went to support VTT programs, including the establishment of two studios in Washington, DC. A similar amount went to course development at the institute, including the new Eurasian language requirements. Smaller amounts went to research and testing, for a total of $450,000. Although this was specifically designated as non-recurring funding, the institute's leaders held out hopes of receiving an additional $4.5 million annually in coming years.[10]

For the outyears, funding looked unusually bleak. Early in FY 1993 the institute requested authority to lay off 126 instructors. When this was not forthcoming, the additional cost for retaining these unneeded instructors was estimated at more than $1 million. Further funding was uncertain for unfinanced requirements for 20% of the contract foreign language training program ($410,000), course development for emerging requirements ($1.4 million), expanding video teletraining ($804,000) and several other projects. In November 1992 the Management Decision Execution Package (MDEP) predicted shortfalls of $2.7 and $2.8 million in FY 1994 and 1995, respectively, then an additional $8 million cut in FY 1996 and beyond. Resourcing the program would continue to be a major challenge.[11]

Improving Resident Training

During 1992 Fischer became more actively involved in resident training (see Chapter Three). Here Fischer had two primary goals: to increase proficiency and reduce attrition. He was largely successful on both fronts.

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[10]For a brief summary, see the info sheet presented to the DLIFLC Board of Visitors 1992 Update, Sep 92, Tab C.

[11]ATFL-RM, info paper, subj: Status of Funding, 22 Dec 92, included at Tab Q, GOSC briefing book (21 Jan 93); ATFL-RM, memo, subj: 1992 Annual Historical Summary, 15 Mar 93.

Academic attrition for students graduating during FY 1992 was reduced by a third, from 15% to 10%, and overall proficiency edged up slightly, although there was substantial variation among languages. Overall the institute was standing at the pinnacle of nearly a decade of steady progress and was well on the way to the goal of bringing 80% of all students to Level 2 in listening and reading and at least Level 1 in speaking. For basic course graduates, 69% in all languages met the 2/2/1 standard in FY 1992, up from 52% three years before. In Russian, the largest language, 86% met or exceeded the standard. According to Clifford, the institute was "trying now to push the tail of the normal curve over the threshold" in statistical terms. At their February meeting the GOSC set a new goal, to bring 80% of the students to Level 2 in all three skills. During FY 1992, 50% of the students were already meeting this more demanding goal. Meanwhile, Fischer told his staff they "should look beyond this goal" to aim for bringing most students to 2+/2+/2. To push the institute onwards he put command emphasis on a number of initiatives during the year (described in more detail in Chapter Three).[12]

Fischer placed great hope in a package of changes he labeled the Learner Focused Instructional Day, put into effect in January. Instructors were encouraged to "break the mold" and try more effective learning techniques. He pushed small group instruction and creative classroom strategies. He nevertheless continued to hold the instructors, department chairs, and school deans responsible for meeting the demanding standards of the DLPT. To allow more time for supervised learning, and to underscore his intent that the changes he wanted were revolutionary, not evolutionary, he lengthened the school day from six hours to seven. These controversial changes dominated discussions of the institute's academic programs throughout the year.

Fischer also took great care to get the best possible picture of what was happening in the institute's hundreds of classrooms. He continued the traditional Quarterly Review and Analysis briefings, where the school deans gave him detailed reports on their proficiency results. He also paid close attention to student opinion questionnaires and a new system of interim student feedback. In March he began a series of school visits he called the "com-

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[12]Historian's notes, FY 92 APR, 20 Jan 93; ATFL-CMT, memo, subj: Proficiency Enhancement Plan Upgrade, 23 Jul 92, with enclosures; Vision 92-93, 1. For Fischer's approach to attrition, see his interviews 20 Feb 92 and 17 Dec 92.

mand update program." By September this evolved into a program of school assistance visits (SAVs) to assess learner-focused instruction.

The capstones to this system of program evaluations were the formal curriculum reviews conducted semi-annually. In March a team of outside experts came to the institute for a major review of the Russian curriculum and in September a smaller group took a look at the Persian-Farsi program. The three languages reviewed in earlier years, Chinese (1990), Korean (1991), and Arabic (1991), were monitored for follow-up, and a review of Spanish was scheduled for early 1993.

Since taking command Fischer had taken an active interest in the largely untapped potential of computers and video teletraining. At the February 1992 meeting of the general officer steering committee he briefed his high technology plan that combined computer-assisted study for the resident program and video teletraining for the field. For resident instruction his goal was one computer for every two students in the classroom. Thus, when the HPSCI money became available in late summer, he was ready. His enthusiasm for the SOF project was in large measure because it would enable the institute to gain extensive experience in developing computer courseware.

Another key command initiative during the year was starting a new program for the languages of the former Soviet Union (other than Russian), referred to as Baltic/Commonwealth of Independent States (B/CIS) or Eurasian languages. The National Security Agency (NSA) and the Defense Intelligence Agency each faced new requirements in these areas. With the breakup of the Soviet Union, Ukraine and Kazakhstan were the world's two newest nuclear powers, and the Defense Intelligence Agency had to post attaches in each of the republics. At the February meeting of the general officer steering committee the NSA representative expressed concern that the training requirements system was not responding quickly enough to these new needs.

Fischer gave the mission of starting course development to Betty Leaver, dean of the Slavic School. Leaver selected Russian instructors with second language skills (often their first language) and moved them into a provisional department which shielded them to some extent from the pending reduction in force among the Russian instructors. This group of eighteen began course development in Ukrainian and began to gather authentic materials in Ukrainian and other languages. Leaver began to coordinate with other agencies such as the Foreign Service Institute, the National Cryptologic

School and the Central Intelligence Agency. In August the institute began an innovative course that used video teletraining to teach Ukrainian to a small group of highly skilled Russian linguists at NSA headquarters at Fort Meade, Maryland. By the end of the year no other formal training requirements had been received, nor were resources forthcoming for continued course development. But the groundwork had been laid.[13]

Fischer remained concerned about lagging proficiency in the hardest languages, those considered Category IV: Arabic, Chinese, Korean, and Japanese. He knew that a major factor was course length. At the Foreign Service Institute students studied these difficult languages for up to two years, while the institute tried to teach them in one year with larger class sizes. In 1989 the Executive Agent had approved extending the Arabic basic course to 63 weeks, but since Arabic students had almost always remained in Monterey for an additional 16 week dialect course at the end of the 47 week basic course, this had no real impact on the actual length or cost of training. The initial results were impressive. Student proficiency rose from 20% meeting the 2/2 standard in FY 1989 to 61% in FY 1991, the year of the Gulf War. In August the provost briefed the GOSC on the proposed extensions, and the Executive Agent gave his approval on November 5 for courses to begin in April 1993.[14]

Another command initiative that won approval during the year was the New Personnel System. First proposed in 1986, Congressman Panetta had

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[13]The story of the BCIS start-up can be tracked in the following documents: ATFL-OPD-PS, memo, subj: Course Administrative Data (CAD's) for B/CIS and New DLIFLC Courses for Fiscal Year 94, 14 Apr 92. See also the $1.75 million unfinanced requirement identified in DLIFLC Command Operating Budget FY 1993, 15 May 92; ATFL-CMT, memo, subj: DLIFLC Taskings for August 1992 DFLP General Officers Steering Committee (GOSC), 10 Jul 92; ATFL-CMT, memo, subj: Baltic/Commonwealth of Independent States (B/CIS) Languages, 23 Jul 92, with attached ATFL-P, info paper, subj: Status of BCIS Language Initiatives, 23 Jul 92. See also LTC Kozumplik's comments on an earlier draft, ATFL-W, memo, subj: BCIS GOSC Paper, 22 Jul 92. For additional information on BCIS requirements and training see FILR Management Committee, memo, subj: 11 August 1992 Management Committee Meeting, 13 Aug 92, and DLIFLC, info paper, subj: Status of Funding, Tab I, GEN Franks briefing book, 23 Oct 92.

[14]ATFL-P, decision paper, subj: Category IV Course Lengths, 4 Jul 92; Board of Visitors 1992 Update, Sep 92, Tab H. ATFL-CMT, memo, subj: DLIFLC Tasking for January 1993 DFLP General Officers Steering Committee (GOSC): Category IV Course Length Extensions, 7 Dec 92, with enclosures, at Tab U, GOSC briefing book (21 Jan 93).

introduced a version in April 1991 as House Resolution 1685. The measure was designed to move faculty members from the rank-in-position Civil Service System to a rank-in-person system similar to that used at other military institutions of higher education such as the Army War College and the National Defense University. Compensation and advancement would be based on performance and professional qualifications. Also included was authority to grant an associate of arts degree. Senator Strom Thurmond introduced a similar measure in the Senate in March 1992, and both versions were proposed as riders to the FY 1993 Department of Defense authorization bill. In March the House Post Office and Civil Service Committee approved the bill and on May 27, Fischer, Clifford and the Alfie Khalil, president of Local 1263 of the National Federation of Federal Employees, all testified before the House Armed Services Committee. The full House subsequently passed the measure on June 6. In September, House and Senate staff members reconciled the two versions, dropping the degree-granting provision and making some other changes in the process. The final version gave the authority to the Secretary of Defense, not the Secretary of the Army, and it ended up as an amendment to similar legislation for the National Defense University. The measure passed both houses in early October and was signed into law on October 23 at the end of the legislative session, just before the fall elections.[15]

Implementation, however, was postponed. The Defense Department first had to draft an implementing regulation and provide guidance to the institute in developing its own plan. Additional resources then had to be found to pay for the increases in faculty compensation. In the interim Fischer pressed ahead with filling a large number of recently authorized GS-11 positions on the teaching teams. With passage of the New Personnel System the

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[15]See the package of information compiled by LTC Kozumplik and faxed 20 May 92 and *Congressional Record-House*, H 4240, June 4, 1992. See also ATFL-W, memo, subj: HASC Hearings on New Personnel System, 28 May 92, with copies of all testimony; Board of Visitors, 1992 Update, Sep 92, Tab U; and 102d Congress, 2d Session, House of Representatives Report 102-966, *National Defense Authorization Act for Fiscal Year 1993, Conference Report to Accompany H.R. 5006*, 1 Oct 92. This amended Title 10, *US Code*, Section 1595, "National Defense University: Civilian Faculty Members." The text can also be found in the *Congressional Record-House*, 1 Oct 92, H 10505 (a brief statement of the final reasoning of the House-Senate conference committee) and H 10257-58 (the text of the amendment).

institute had taken a big step towards professionalizing the faculty, which would help it do a better job in providing support to the military services in the years ahead.[16]

Improving Support for Command Language Programs

Improving the resident program was only half the battle for Fischer. He was equally determined to push the institute into a new era of support to military linguists in the field. These initiatives are described in more detail in Chapter Four below, but together they formed a coherent whole in his mind. Fischer perceived that as the armed forces shrank in size, requirements for initial entry language training would decline, but requirements for sustainment training to linguists already in the field would expand. He worked tirelessly to inspire instructors, staff, and customers alike with his vision of the institute as a "school without walls."[17]

He was handicapped by a long-standing division of responsibility for support to the field among the Distance Education Division, Language Program Coordination Office, Testing Division, Evaluation Division, and Directorate of Operations, Plans, and Doctrine. Additionally, the four service troop units played an active role in liaison with their respective service elements in the field.

Traditional nonresident training support came from the Distance Education Division. The division provided a variety of language training materials from their extensive inventory. They also sent out mobile training teams and offered advice on language training needs and in May they hosted the third annual US Forces Command command language program managers workshop. The division was also the home of the video teletraining program, which was experiencing what Fischer called "explosive growth." During FY 1992 the institute's own instructors delivered some 4,000 hours of instruction

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[16]GOSC Summary Report (21 Jan 93), 9. One possible schedule for implementation was printed in the minutes of the provost's school staff meeting, 12 Jan 93, calling for the package to be submitted through channels to the Secretary of Defense by June 1993. This proved to be overly optimistic.

[17]Board of Visitors, 1992 Update, Sep 92,Tab P; COL Fischer, DLI Vision 90; TRADOC Vision 91: The High Technology Component [Dec 91]; GOSC Summary Report (6 Feb 92), 5; and GOSC briefing book (Feb 92), Tab D. For the view in mid-1992, see Five-Year Plan (3 Aug 92), 32.

by this revolutionary method, up from 725 hours the previous year. The institute launched another venture during the year, initial acquisition training over this system. From August until October a small number of highly proficient Russian linguists at NSA headquarters at Fort Meade, Maryland, were taught Ukrainian. The system's users were generally enthusiastic, but funding remained problematic. Fischer's high technology plan was in large part a bid for more--and more stable--funding for this program. The commandant encountered stiff resistance from the services to the idea that funding could come at the expense of their own traditional command language programs. Nevertheless he firmly believed that resourcing was key.[18]

The role of the Language Program Coordination Office was strengthened during the year under the leadership of Chief Warrant Officer Robert Higgins, USA. Higgins moved the office into the headquarters building, and in January it began an active outreach program. Several members of the office visited Hawaii, stopping at every military unit on the islands that had linguists to identify their needs and explain the institute's capabilities. They also helped set up the first joint-service language program committee for Oahu. Closer to home, the office organized the first-ever World-Wide Language Olympics in Monterey, with over a hundred military linguists participating competitive events. At the end of the year the office coordinated the institute's support for humanitarian relief in Somalia and then to potential military operations in the Balkans.[19]

In support of the Special Forces, the institute was heavily involved in the Special Operations Forces (SOF) project, developing course materials and computer-assisted study courseware for basic military language courses taught at the John F. Kennedy Special Warfare Center and School, Fort Bragg, North Carolina. During the first half of the year Fischer monitored this project very closely to make sure the concerns of the sponsoring agencies were addressed. By the end of the year, under the leadership of Lieuten-

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[18]"Explosive growth," quoted in Board of Visitors, 1992 Update, Sep 92, Tab P. See also GOSC briefing book (Feb 92), Tab D, and Summary Report (6 Feb 92), 5-9. ATFL-OPD(W), info paper, subj: Resourcing Support to Command Language Programs, 1 Aug 92, included at Tab O, GOSC briefing book (Aug 92). On resourcing, see Vision 92-93, 2. On Ukrainian, see ATFL-OPD, info paper, subj: VTT Language Acquisition Pilot Program, 8 Jul 92, included in GOSC briefing book (Aug 92), Tab N.
[19]Board of Visitors, 1992 Update, Sep 92, Tab P.

ant Colonel Edward Rozdal, USAF, course materials for German, the language on which work had begun earliest, were being delivered on schedule.

With the SOF project, video teletraining, and expanded efforts by the Language Program Coordination Office, the overall scale of effort being devoted to supporting command language programs was greater than ever before in the institute's history.[20]

Operations, Plans, and Doctrine

The Directorate of Operations, Plans, and Doctrine was a key office for carrying out many command initiatives during the year. For the first half of the year Lieutenant Colonel David Shehorn, USA, was the director. When he retired in August, Lieutenant Commander Linell R. McCray, USN, took over as acting director until Lieutenant Colonel Britt L. Edwards, USAR, assumed the position in the fall. The office continued to handle a variety of projects, working directly for the assistant commandant. For example, it coordinated the Annual Program Review and general officer steering committee meeting in February. Later in the year it moved from Bldg. 234 into Bldg. 517, closer to the headquarters. Two subordinate offices fell under its direct control: the Plans and Scheduling Branch and the Distance Education Division (see Chapter Four).[21]

The Plans and Scheduling Branch tracked the service input from the annual Structure Manning Decision Review, through the quarterly Training Resources Arbitration Panel, until the students reported for classes. During 1992 the branch upgraded its automation capability and secured general officer steering committee approval to decrement classes and sections to start courses with the minimum number of ten-student sections required, even if

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[20]Five-Year Plan (3 Aug 92), 15-18; Board of Visitors, 1992 Update, Sep 92, Tab S. OASD(SO/LIC), background paper, subj: Special Operations Forces (SOF) Language Project, 24 Jul 92, included at Tab U to GOSC briefing book (Aug 92). ATTG-IS, info paper, purpose: Inform the DFLP GOSC About the Status of the Special Forces Language Project, 14 Jan 93, included at Tab T, GOSC briefing book (Jan 93). Fischer interview, 17 Dec 92.

[21]DOPD was provisionally established shortly after the publication of DLIFLC Memo 10-1, Organization and Functions (17 Sep 90), which was not updated until 1994. See ATFL-OPD, memo, subj: Directorate of Operations, Plans and Doctrine Input for 1992 Annual Historical Summaries, 31 Mar 93.

more had originally been forecast. Also, during the year a student at the Naval Postgraduate School developed a proposal for a new master schedule as a masters degree project.[22]

The directorate also managed support to law enforcement agencies for the War on Drugs. In FY 1992 funding for these programs doubled to $2.224 million, most of it for Spanish language training for agencies such as the Drug Enforcement Administration, Federal Bureau of Investigation, US Marshals Service, US Customs Service, and US Coast Guard. Fully a quarter of all DoD funding for the War on Drugs was being spent at DLIFLC. Forty-eight US Customs Service agents came to Monterey for a 10-week special Spanish course in the summer (and were visited by the Customs Service Commissioner) and twenty-four Drug Enforcement Administration agents took a special 25-week Spanish basic course. Another twenty agents took a contract Spanish course through the DLIFLC Washington Office. The institute also offered language needs assessments and telephonic testing.[23]

Another growth area was translation and interpreting services. During FY 1992 the institute performed some 1,200 hours of translation and interpretation in twenty-six languages. For the most part these services were performed at no cost when civilian or military language instructors were available, although user agencies were usually billed for travel and overtime expenses. In the fall the institute proposed that this be added to its mission statement and a formal and properly resourced program be established.[24]

In the fall the Reserve Forces Office was placed under OPD when Lieutenant Colonel Edwards, who had originally been assigned as the Reserve Forces Advisor, was named director. (During the year TRADOC changed the name of this position to USAR Director of Reserve Affairs.) Edwards' predecessor as Reserve Forces Advisor, Lieutenant Colonel Ronald C. Galasinski, USAR, was reassigned to temporary duties at Fort Ord. TRADOC also assigned Master Sergeant James L. Johnson, ARNG, an Active Guard/Reserve (AGR) noncommissioned officer as TRADOC Liaison NCO, a position that had been vacant for a nearly year. Edwards worked

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[22]For full-section starts see the Five-Year Plan (3 Aug 92), 8, and ATFL-OPD, memo, subj: Class/Section Decrementing at DLIFLC, 27 Jul 92.

[23]Board of Visitors, 1992 Update, Sep 92, Tab O; domestic engagement info paper; Five-Year Plan (Aug 92), 23-24; ATFL-RMB, Fiscal Year 1992 Cost Review, 15 Dec 92, 42.

[24]ATFL-OPD, info paper, subj: DLIFLC Five Year Plan, 3 Dec 92, p. 8, included at Tab P to GOSC briefing book (21 Jan 93).

with the Army Reserve and the National Guard Bureau and stepped up advertising to increase Army Reserve Component utilization of DLIFLC training opportunities.[25]

Planning was another part of the directorate's mission. In January the Resource Management Directorate published a new edition of the institute's master plan, *Strategies for Excellence*, which had been routinely refined and updated since it first appeared in 1986. Resource Management then passed responsibility for the plan to Operations, Plans, and Doctrine. The new office hoped to continue publishing semi-annual updates, but in February the general officer steering committee tasked the institute to draft a new five-year plan. In July, Lieutenant Colonel Shehorn, Major Randy Hill, USA, Art Gebbia, and others drafted the new plan, which Fischer presented in August.

The authors based their new plan on a careful mission analysis. They identified nine discrete missions for the institute. The first mission, to "serve as the primary Defense Department foreign language teaching center," was further subdivided into seven "initiatives/special projects," such as the Proficiency Enhancement Program, the learner-focused instructional day, the Special Operations Forces project and video teletraining. Overall the plan proposed little that was new. It gave detailed descriptions of programs then underway, and resource requirements were straight-lined from current levels. The only significant trial balloon (included as an appendix) was a proposal for DLIFLC support during mobilization and contingency operations. The Executive Agent declined to approve the plan outright, and instead passed it to the other GOSC members for comment. The institute revised the plan and presented a shortened version at the committee's January 1993 meeting, where it was once again sent out for further comment. Meanwhile the master plan was no longer being updated and the institute was left with no current, approved master plan. For internal planning it was replaced to a certain extent by Fischer's "I will" process.[26]

More thought was devoted to planning to support contingency operations. Fischer touted the institute's response for Desert Shield and Desert Storm as the model for future operations. At the February meeting of the general officer steering committee, the National Security Agency's assistant

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[25]ATFL-RFO, memo, subj: Historical Review of Reserve Affairs Office Activities, 3 Mar 93.

[26]Five-Year Plan (3 Aug 92); ATFL-OPD, info paper, subj: Executive Summary to the DLIFLC Five-Year Plan, 8 Dec 92, included at Tab P to GOSC briefing book (21 Jan 93).

director for education and training reminded the Executive Agent that the institute "needs to be funded to accommodate short-fused training requirements." The institute outlined a plan at the spring action officer team-building workshop and presented a formal proposal in June.[27]

While warning "there is no quick, easy way to produce linguists," the plan laid out some considerations for possibly accelerating classes in session. The institute offered to establish special courses to meet virtually any requirement, such as "survival," refresher, and dialect courses, and "when requirements exceed DLIFLC capability, [to] coordinate throughout the military and civilian foreign language communities as required, finding sources and facilitating timely mission accomplishment." But the main thrust of its recommendations were directed at contingency planners. The institute offered to "conduct foreign language needs assessment," "provide on-site support through MTTs [mobile training teams], LTDs [language training detachments], TAVs [technical assistance visits] and interactive teletraining and conferencing," "provide foreign language subject matter expertise to DoD/DFLP in support of course of action development, feasibility studies, cost/benefit analysis and quality assurance," and finally "provide foreign language subject matter expertise in support of DoD/DFLP mid- and long-range planning for escalation or multiple-contingency scenarios." The institute could also "evaluate personnel with target language skills" to "identify linguists needing intensive refresher training before deployment" and "assess personnel (native speakers, etc.) with linguist potential."[28]

The concept was revived in the fall at the urging of the assistant commandant at the conclusion of a formal assessment of the special 24-week Arabic courses for Desert Storm conducted by Dr. John A. Lett, Jr., and the institute's Research Division. The report's authors recommended a three-part "action plan for linguistic contingencies." The first component was the development of a long-range plan, to include identifying likely languages and building "a small cadre of fully trained linguists." The second component was to "develop a quick-response capability at DLIFLC," to include developing course materials in less-commonly taught languages and an extensive linguist database. The third was to develop and implement a mobilization plan. Here they proposed a three-tiered response system for the DFLP: immediate

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[27]GOSC Summary Report (6 Feb 92), 2.
[28]ATFL-OPD, decision paper, subj: DLIFLC Mobilization Issues, 16 Jun 92.

response for no-notice contingencies, a more measured response when advanced warning was available and US involvement was likely to be more extensive and finally a more traditional mobilization option "in cases of obvious long-term commitment." But by the end of the year the institute had received no guidance to proceed with any of these ambitious plans.[29]

In December the institute implemented these ideas to support Operation Restore Hope in Somalia. By year's end costs had risen to $181,000. The Somali effort was followed in short order by preparations for possible involvement in the Balkans. Both involved languages not taught in the resident program at Monterey (the Serbo-Croatian department had been closed in 1989 in a cost-cutting move), and both involved languages that had not been forecast by the language training requirements system. The need for planning for such short-notice contingencies was clear.[30]

Washington Office

The DLIFLC Washington Office also worked closely with the command group on a wide variety of important issues. The director, Lieutenant Colonel Peter W. Kozumplik, USA, had daily contact with the action officers involved in the Defense Foreign Language Program and other federal agencies. For example, in 1991-92 he chaired the management committee of the Federal Interagency Language Roundtable. His office also served as the primary channel of communication between the commandant and the Executive Agent, often preparing independent staff studies and assessments. The office also continued to manage a $2 million contract foreign language training program (see Chapter Three), as well as the MOLINK program in support of the Moscow-Washington "hot line" in the National Military Command Center.

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[29]Chapter Five, "Planning for Future Linguistic Contingencies," in Gordon L. Jackson, Nooria Noor and John A. Lett, Jr., *Desert Shield's 24-Week Arabic Programs: An Evaluation*, DLIFLC Evaluation and Research Division Report No. 92-04, Dec 92, 43-52.

[30]ATFL-MH, info paper, DLIFLC Mobilization Support to Operation Restore Hope, 4 Jan 93, with [ATFL-LPC], info briefing, subj: DLIFLC Support to Operation Restore Hope, both at Tab G to GOSC briefing book (Jan 93), and GOSC Summary Report (21 Jan 93), 4-5. For a more detailed summary and chronology see ATFL-MH, info paper, subj: DLIFLC Support to Operation Restore Hope (Rough Draft), 30 Dec 92.

During the first half of the year Kozumplik completed his fifth year as director. During that time he completed a major staff study for the Executive Agent on requirements, capabilities, and contracting out foreign language training. In the summer both Kozumplik and his plans and operations officer, Captain Ryan T. Whittaker, USAF, retired, leaving a void in a critical position. Lieutenant Colonel Edwards and Lieutenant Colonel Charles W. Miller, USA, the new director of Resource Management, each filled in for a thirty-day temporary duty tour. Whittaker's replacement, Captain Julie L. Johnson, USAF, arrived in November, and Kozumplik's in February 1993.[31]

The institute's top leaders had their plates full during 1992 in managing a complex organization and responding to the needs of the services. Not content to just take care of the routine business of training linguists, Colonel Fischer, Dr. Clifford, and those who worked under them pushed to adapt the institute to the changing strategic environment and to find ever better ways of meeting mission requirements. In November a Department of the Army selection board picked a replacement for Fischer, who had commanded the institute since August 1989. The change of command was set for January 1993 in conjunction with the annual meeting of the General Officer Steering Committee in Monterey.

Fischer was departing at a time of accelerating change for the institute. Forces both internal and external were at work that would shape its future. Service language training requirements were still falling sharply in languages such as Russian and German, while growing in others such as Arabic. Further budget cuts and staff reductions were in the wings. Even more sweeping changes were being contemplated at the highest levels within the Army and the Department of Defense. Few realized at the end of 1992 that the very future of the institute would hang in the balance in the early months of the new year. One perceptive, long-time supporter was General William R. Richardson, USA, Ret., a leading member of the Board of Visitors and himself a former TRADOC commanding general. At the September 1992 meeting of the Board of Visitors, he called for a clear statement from the Army's senior leadership on the institute's future. The board declared that it "continues to be disappointed that [the institute's] role is not better under-

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[31]DAMO-TRO, info memo, subj: Background Information on Defense Language Institute, Washington Office (DLI-NCR), 5 Jun 92; ATFL-W, memo, subj: 1992 DLI-Washington History Project, 31 Mar 93.

stood and supported by elements within OSD and the respective Services." The institute's top leaders would have to redouble their efforts in the new year to follow through on Fischer's vision of the institute as a national resource and center of excellence. Standing still was simply not an option.[32]

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[32]"DLI Honors Old, Welcomes New Command," *Globe* (12 Feb 93), 12-13, 24. Historian's notes and Board of Visitors, Annual Report (Draft), 27 Oct 92, 4.

Chapter Three
Resident Language Training
in 1992

When the Board of Visitors came to the Presidio of Monterey for their annual meeting in October 1992, they were effusive in their praise of the institute and its top leaders. In their final report they declared:

> DLIFLC has a tremendous potential for impacting on US national interests through the medium of its Armed Forces trained in many languages sufficient to serve throughout the world in peacetime and periods of conflict.... It is important that senior Defense officials, and senior Army civilian and military leaders in particular, recognize the importance of DLIFLC as a true national asset.[1]

This praise was a direct reflection of the overall level of quality the institute's resident language training programs had reached by the early 1990s. During 1992 the institute consolidated the gains of previous years and took steps to further improve its programs. The most visible measure of effectiveness, the percentage of basic course graduates reaching user-defined proficiency standards, had climbed from 52.1% to 69.1% over a three year period. From FY 1991 to FY 1992 academic attrition had declined from 15% to 10%.[2]

However, proficiency results showed a mixed picture during the year in different languages. Some of the programs representing the largest numbers of students showed small gains, others declined slightly from previous peaks. Only German showed a significant one-year gain.

This apparent leveling off was a major concern to the institute's leaders during 1992. All schools and departments felt the pressure of accountability for results as measured by DLPT scores. Even departments that were doing well were put on notice that their students would be expected to do even better in the future. This pressure came in two principal forms: moving the goal posts and new DLPTs.

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[1]DLIFLC Board of Visitors, Annual Report (Draft), 27 Oct 92, 9.

[2]The decline in academic attrition was counterbalanced in part by a slight rise in administrative attrition, which climbed from 11% to 13%, but the overall basic course washout rate still fell from 26% to 23%. In FY 1993 academic attrition continued to decline to 6%, while administrative attrition remained at 13%. DLIFLC Annual Program Review, 20 Jan 93; DLIFLC Annual Program Review, 1 Jan 94.

At the February 1992 meeting of the General Officer Steering Committee, the institute formally asked that the proficiency requirements for basic course graduation be raised. For several years the standard had been Level 2 in listening and one other skill chosen by the user agency, with no skill lower than Level 1 on the Interagency Language Roundtable (ILR) scale. Dr. Clifford proposed that the standard be raised to Level 2 in the three skills of listening, reading, and speaking. With the agreement of the National Security Agency, which had traditionally needed listening skills more than speaking, the committee approved moving the goal posts. To reach the new goal they gave the institute two additional years to bring 80% of their basic course students to 2/2/2 beyond the by-language goals that had been set in 1989 for 2/2/1 under the Proficiency Enhancement Plan.

At the same time the Testing Division continued to field a new generation of language proficiency tests, the DLPT IV series. These new-style test batteries had been developed for nine languages since 1989, including those with relatively large numbers of students, such as Russian, Arabic, and German. Three more were fielded during 1992: Chinese, Korean, and Italian. Opinions were divided over the new tests. Instructors who saw their students' scores fall compared to previous versions of the test complained that the DLPT IV was much "harder." The test developers claimed instead that they were neither harder nor easier, but simply more valid measures of proficiency and hence more reflective of the actual ILR levels at issue.

Learner-Focused Instructional Day

The most important institute-wide change during the year was the implementation of the Learner-Focused Instructional Day (LFID) and the Seven-Hour Day in January. Following more than six months of discussion with the provost and deans, Colonel Fischer launched LFID as his boldest initiative yet. With one bold stroke he wanted to change classroom practises across the institute and to boost total instructor-contact hours. Initially over the previous year he had directed mandatory evening study halls, but when this ran into staffing problems and student resistance, he decided to extend the class day. The two initiatives were closely tied. By making classroom activities more learned-focused, Fischer felt that the number of hours spent in formal instruction could be extended without risking student or instructor "burnout." Compared to the gradual changes of the recent past, these two

took the institute by storm. When students returned from winter break on January 6, they found their daily schedules stretched to seven hours. The change from a study hall to additional instructional time caught most departments and individual instructors by surprise, so the instructors had to scramble to fill the extra hour.[3]

The concept was simple enough. Fischer acknowledged that the seventh hour got "a lot of attention" and was unpopular with students and faculty alike, but he was confident LFID would, given time, prepare the institute "to enter an era of technology application to language learning and a whole new relationship between student and teacher." In his mind, LFID represented a full-scale assault on business-as-usual in the classroom. "Repetitive, schedule-driven activities reduce student motivation, sap the student's mental stamina, and diminish their learning capacity." Instead, instruction should be better tailored to individual student needs. Homework should be reduced and tailored to individual student needs. Students needed more timely and more helpful feedback. Small group and split-section instruction was encouraged whenever possible. He estimated that attrition and low-proficiency graduates cost the services $21 million each year. "The key to improved learning in foreign languages is providing maximum time on task, under optimum conditions (such as small groups), providing a variety of activities to meet students' learning styles with professional teachers."[4]

Reforming any educational system is a difficult and controversial undertaking. What Fischer needed to change was not the textbooks or the content of instruction, but the very core of the educational process, the way teachers interacted with their students, every hour of every day. During the first few months of the year implementation was uneven and depended on the skill and creativity of each dean, chair, coordinator, and individual instructor. Students complained about the longer day, and instructors complained that the extra hour, together with the need to develop new materials and activities, made achieving real improvements impossible. In many departments the extended day was just more of the same old thing, and some teachers continued to use flexitime to end their workday each afternoon at 3:00 p.m. Profi-

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[3]For the development of the concept, see the DLIFLC *1991 Annual Command History*, 18-19, and the sources cited therein.

[4]"From the Commandant," *Globe* (10 Jan 92), 4; ATFL-CMT, memo, subj: Guidelines for Implementation of the Learner Focused Instructional Day, 4 Dec 91. See also the interview with COL Fischer, 20 Feb 92.

ciency results for classes graduating in the first few months showed little change.

Fischer hoped, if nothing else, to shake the institute to its roots and encourage some new ways of thinking. In support of his vision he pointed to a provocative essay published that spring that began, "School as we know it is doomed. And every attempt to improve--but fundamentally preserve--the present system will only prolong its death throes and add immeasurably to its costs." After two years in command Fischer had determined that only revolutionary change could make a major impact on the quality of education.[5]

LFID and the Seven-hour Day were only the most dramatic of a number of initiatives launched during the year. Rather than rely upon DLPT scores alone, Fischer began to pay increased attention to formal feedback mechanisms, including the Student Opinion Questionnaire (SOQ) system. These lengthy questionnaires had traditionally been administered at the end of each course. Time and again Fischer was frustrated to learn of student complaints only long after their course was over and the students gone. To prevent this he had his Evaluation Division administer interim questionnaires, and he personally reviewed the feedback. Fischer also tasked the Evaluation Division to begin a series of school assistance visits to assess the effectiveness of LFID. A team headed by Lieutenant Colonel William H. Oldenburg II, USAF, first developed an operational definition of "learner-focused instruction," then conducted program assessments of the Spanish, French, and Korean programs by year's end.[6]

The most elaborate new evaluation mechanism was the semi-annual curriculum reviews conducted by representatives of the institute's user agencies and coordinated by the Evaluation Division. During 1992 both the Russian and Persian-Farsi programs were reviewed, and a Spanish curriculum review was planned for early in 1993 (see below).

Another major change was beginning to make permanent promotions to GS-11 for the team coordinators. These used new statements of "knowledge, skill and ability" (KSAs) that put a premium on academic and computer skills. When combined with the instructor reduction-in-force necessitated by the student draw down, this caused unusual turmoil, particularly among

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[5]George Leonard, "The End of School," *Atlantic Monthly* (May 92), 24-32, cited in COL Fischer, "From the Commandant," *Globe* (8 Jun 92), 4.

[6]DLIFLC, info paper, subj: Learner-Focused Instructional Day School Assistance Visits, in GEN Franks briefing book, Tab D, 23 Oct 92.

the Russian faculty, as some were laid off and others were selected for permanent promotions.

In the fall the provost decided that declining student numbers called for a reduction in administrative overhead. In October he announced the elimination of the Slavic School and the reorganization of several others (see below). At the same time, he shuffled some deans to new assignments. By year's end only three of the deans remained in their former positions (one of whom took early retirement the following spring).[7]

In the fall the deans also began to prepare for the institute's first major academic reaccreditation review in a decade, scheduled for the spring of 1994. Under the leadership of Lieutenant Colonel William H. Oldenburg II, USAF, and Dr. Mahmood Taba Tabai, a steering committee began the lengthy process of reviewing the accreditation standards and preparing to write the self-study report. Properly done, the self-study process promised to become yet another mechanism to improve the quality of instruction.

Yet there remained strict limits to what could be accomplished at the institute-wide level. The real battles for improvement had to be fought out school by school and department by department. Each language program, department, and school had its own strengths and weaknesses, and change ultimately had to happen one classroom at a time. The following sections briefly describe some of these developments by school and staff division.[8]

Asian School

Over a billion people spoke the six languages taught in the Asian School, and the region remained one of great concern for the United States. The US government continued to cautiously improve its relationship with China and in January President Bush paid a state visit to Japan. In the Persian Gulf the revolutionary Iranian regime continued to concern US policymakers. In Southeast Asia there was a distinct chilling in US-Philippine relations and a thaw in US-Vietnamese relations. Memories of costly US military involvement in Asia were still fresh in many minds. For example, the Pulitzer Prize for biography was awarded to Lewis B. Puller, Jr., a disabled

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[7]ATFL-CMT, memo, subj: Transition Plan, First Quarter FY93, 9 Oct 92. See also "Changes in the Schools," *Globe* (29 Oct 92), 27.

[8]Distance Education and other support to command language programs is discussed in the following chapter.

Vietnam veteran for his moving autobiography, *Fortunate Son: The Healing of a Vietnam Vet.*[9]

The school included two Chinese departments, a Persian-Farsi department and a multi-language department with four branches: Japanese, Tagalog, Thai and Vietnamese. It was headed by Dave Olney as dean and Major Paul Scott, USA (later replaced by Captain Jose Nuñez, USA), as associate dean. The two Chinese departments under the leadership of Harry C. Olsen (CA) and Victor Wen (CB) continued to graduate their students with 42% reaching 2/2/1. The school's instructor of the year, Ying-tsih Balcom, and the Institute's military language instructor of the year, CTICS Timothy N. Resler, USN, both came from Chinese Department A. The 37 instructors in the two departments continued to work on the recommendations of the 1990 Chinese curriculum review, particularly those relating to computer applications. The school assistance visit in March found that both departments were building up large amounts of Macintosh courseware. Two events in the fall promised to accelerate these changes: the approval of extending the basic course to 63 weeks beginning the following spring and the fielding of the Chinese-Mandarin DLPT IV.[10]

The Persian-Farsi Department continued to graduate about 63% of its students at the 2/2/1 level, but the changes were coming swiftly for the department and its 19 instructors. In August and September, an outside committee conducted a thorough curriculum review. The visitors confirmed that the course materials were badly out of date, most of them written in the 1960s, and based on outmoded teaching methodologies. The committee praised the department's many "skillful, hard-working, enthusiastic, and caring" teachers, but chided them for the "obvious lack of communication, cooperation, and cohesiveness in the department." In the second half of the year the department seemed to turn a corner under the leadership of a new chair, Nourredine Ale-Ali. In July the new DLPT IV was fielded and in the

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[9]Lewis B. Puller, Jr., *Fortunate Son: The Healing of a Vietnam Vet* (New York: Grove Weidenfeld, 1991).

[10]See ATFL-P, memo for record, subj: Command Update Program Inspection, Asian School, 31 March 1992, Academic Administration Report, 31 Mar 92. See also Luther H. Deese, memo, subj: Chinese Mandarin 47 Week Basic Course Curriculum Review (Two-Year Follow-up Report, Findings and Recommendations), 27 Feb 92; and [ATFL-DAS], memo, Asian School FY 92 Master Plan [n.d.]. Proficiency results for this and subsequent sections were taken from the Annual Program Review, 20 Jan 93.

first two quarters of FY 1993 fully 96% of the students reached 2/2/1. However, declining student input caused the institute to request approval to RIF five instructors in FY 1993.[11]

The multi-language department under Aidir Sani included four Asian languages for which the US military had smaller requirements. The Japanese branch with 9 instructors led by Minoru J. Onomoto gave the basic course a total overhaul during the year. According to one report, "moving Japanese from DLPT II to DLPT IV [in 1991] revealed significant weaknesses in the program.... The curriculum shift has been dramatic as Japanese is the first Asian language program to move to Task-Based Instruction in which real world communicative skills are stressed, instead of the grammar forms of the older course."[12] Only 19% of graduates were reaching 2/2/1 on the new test, and the instructors made a number of dramatic changes during the year. Although student input dropped sharply, the branch began video teletraining and prepared to teach a new 24-week Gateway program beginning in January 1993. In the fall the GOSC also approved extending the Japanese basic course from 47 to 63 weeks.

The Tagalog branch also completely overhauled its curriculum during the year in response to the shock of the DLPT IV, introduced early in 1991. The 5 instructors under their new branch chief Benjamin C. Calpo, Sr., named in July, nearly doubled the percent of students reaching 2/2/1 to 65%.

The Thai branch with 4 instructors under Somthob Thongchua boosted student proficiency to 54%, the highest ever, despite course materials that dated from the 1960s.

The Vietnamese branch with 6 instructors under Tai Pham continued to have difficulty bringing student proficiency levels up. Only 46% of graduates reached 2/2/1, the lowest results for any Category III language, although the branch wrote and implemented a new first semester for the 25-year old course. In November the branch chief retired after 33 years at the institute, and Duong Bui was appointed in his place.

Thus, all six language programs were changing rapidly during the year. In December all the departments and branches moved next door into Nisei Hall.

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[11]ATFL-DAS-PF, Informational Packet, DLIFLC Persian Farsi Program, Jul 92; DLIFLC, Report of the Persian Curriculum Review, 25 August-3 September 1992 [n.d.].

[12]ATFL-P, info paper, subj: Proficiency Update Plan (PEP) Update, 23 Jul 92, included at Tab L to GOSC briefing book (Aug 92).

Central European School

The level of US defense commitments in Central Europe was sharply reduced during the year. For example, in January the US Army-Europe deactivated the 3rd Armored Division and 8th Infantry Division (Mech), representing about half of US ground combat power in the central region. Training requirements for German, Czech, and Polish linguists plummeted as the US Army Intelligence and Security Command and the US Air Force Intelligence Command stood down their intelligence gathering activities directed against the now defunct Warsaw Pact. Training requirements for Greek and Turkish declined as nuclear weapons detachments were withdrawn from these two NATO allies.

The Central European School continued under the leadership of Neil F. Granoien as dean and Lieutenant Colonel Daniel J. Cervone, USAF, as associate dean. The German program was devastated by the sharp drop in cryptologic requirements. Basic course input in FY 1990 had stood at 411. Two years later it had fallen to 104, and over half the instructors were laid off. By year's end only 23 instructors remained, grouped into a single department under a new chair, Sabine Atwell, and RIF authority was requested for 11 additional instructors in FY 1993. Nevertheless, these instructors brought their students to the highest level of proficiency ever, with 70% reaching 2/2/1 on the DLPT IV (introduced in 1991). Student attrition was completely eliminated, so that every student single completed the course. The department also provided the school instructor of the year, team coordinator Ingrid Hirth.[13]

The Polish department also confronted dwindling student input. Basic course input in FY 1990 had been 116. Two years later it had fallen to 27, and the number of instructors had been reduced to 13. The institute requested RIF authority for an additional 7 instructors for FY 1993. Under the chair, Grazyna Dudney, the department finally caught up with the other Slavic language taught at the institute by bringing 87% of its students to 2/2/1 on the DLPT IV (introduced in 1991), the best results ever. The department also began planning for a conversion course set to begin in January 1993 to retrain surplus Russian linguists into Polish.

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[13]ATFL-DCE-AD, memo, subj: Annual Historical Summary, 31 Mar 93.

In January 1992 the Central European School also gained the multi-language department from the Middle East School. Three languages were taught in this department under the leadership of Safa Cicin: Greek, Hebrew, and Turkish. The Greek branch under Dr. Nicolas Itsines with 5 instructors brought 86% of their students to 2/2/1, while a new basic course was being written under contract.

The Hebrew branch under Dr. Malsliyah with 5 instructors also brought 86% of their students to 2/2/1 as measured by the DLPT IV.

The Turkish branch under Mehmet N. Gencoglu taught only one section of the basic course in 1992, but brought 100% of these students to 2/2/1 on the DLPT IV for the second year in a row. The larger 12-week Gateway program graduated an additional 27 students. However, declining enrollment forced the department to dismiss one third of its instructors, and by the end of the year only 6 remained, with further reductions planned.

In November the school was completely reorganized under new leadership when the Slavic School was closed. Granoien was named dean of the Russian School I and Betty Leaver came from the Slavic School to be the new dean. Because of the shrinking size of the German and Polish programs, these departments were moved out of Nisei Hall to join the Czech and Eurasian departments in the 400-area buildings.

Korean School

The Korean School taught students from all four services a single language, the language of the divided Korean peninsula. Even though the two rival regimes had signed a treaty of reconciliation and nonaggression in December 1991 and the US and the Republic of Korea canceled the annual Team Spirit exercise the following spring, US forces continued to stand beside their South Korean allies.[14] At DLIFLC, the Korean School was the largest Korean language training program in the world outside Korea with some 80 instructors and four departments under the leadership of its dean, Charles E. Cole, and associate dean, Major Claude E. Hunter, USA.

During 1992 the school was under great pressure to improve its teaching results. After the DLPT III was introduced in 1989, student profi-

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[14]See GEN Robert W. RisCassi, "No Letting Down Guard at Cold War's Last Wall," *Army* (Oct 92), 104-10.

ciency scores had risen to a FY 1991 peak of 46% 2/2/1. But a major curriculum review the same year called for extensive changes When the DLPT IV was introduced in May 1992, proficiency statistics plummeted below 20% reaching 2/2/1. At the same time student enrollment fell by a third. Four instructors were laid off in FY 1992 and the institute planned to RIF several more in FY 1993. The provost and commandant received regular progress reports on the school's plans to improve and a school assistance visit made even more recommendations. These included the sorts of changes that other language programs at the institute had applied with great success in recent years: more faculty professional development, more small-group instruction, more proficiency-based instruction, more student-oriented instruction, integration of the military language instructors into the teams, and closer coordination with the military services. The school developed interim proficiency tests modeled on the DLPT IV and the fourth department was moved up the hill to bring all departments under one roof. Sang Kyu Kim was selected teacher of the year.[15]

When the Board of Visitors came for their annual meeting in September, they singled out the Korean School for special criticism. On the basis of a quick look, they formally recommended another "in-depth review and assessment" of the school to focus on the "faculty, course content, academic loads placed on students, number and variety of texts, methodologies employed in the classroom, as well as the adequacy and currency of materials being used in the program," in short, everything.[16]

Shortly afterward, Cole was transferred out to become chief of the Evaluation Division after three years as dean, and Dr. Alex Vorobiov, dean of the Russian School II, was named as his replacement. Vorobiov began to make even further changes, reorganizing the departments and teams and reviving the faculty advisory council. He replaced the Korean basic course with a commercial textbook, *Myong Do*, and two communicative resource books, *Korean Proficiency Enhancement Exercises*. By year's end the school was poised to make major improvements. The GOSC approved the exten-

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[15]For a detailed status report on the recommendations of the curriculum review, see ATFL-ESR, *Curriculum Review Updates* (Sep 92), Tab B; ATFL-DKO-AC, memo, subj: DKO Annual Historical Summary for 1992, 25 Feb 93; historian's notes, interview with Joe Kwon (academic coordinator), 2 Sep 92. See also ATFL-P, info paper, subj: Proficiency Update Plan (PEP) Update, 23 Jul 92, included at Tab L to GOSC briefing book (Aug 92).
[16]DLIFLC Board of Visitors, Annual Report (Draft), 27 Oct 92, 4, 12.

sion of the Korean basic course from 47 to 63 weeks, a major interactive video program was being developed, and computers and new courseware were soon to become available.

Middle East School

One year after Desert Storm the US military was still actively engaged in the Persian Gulf. Even though the last US hostages in Lebanon were released in December 1991 and Israeli and Palestinian negotiators began their first face-to-face talks in Washington in January 1992, the region was still not at peace. In July US soldiers redeployed to Kuwait as a show of resolve against Iraq, and in August the US began enforcing a United Nations-imposed no-fly zone over southern Iraq. The continuing interest of the American public in the region was symbolized by the award of the Pulitzer Prize for general non-fiction to a history of the world-wide oil industry: Daniel Yergin, *The Prize: The Epic Quest for Oil, Money and Power*. Arabic language training requirements continued to grow. Student input rose by 25% from 1990 to 1991, then rose a further 10% in 1992 to a peak of 440. More growth was expected. Because the basic course had been extended to 63 weeks beginning in 1989, the average student load was actually greater than the annual input. (The final Air Force 47-week basic course graduated in June.)[17]

Under Benjamin De La Selva the Middle East School had four Arabic departments and grew to 123 instructors during the year. Classroom space became so tight that classrooms were used in two additional buildings outside the school. The school's instructor of the year was Dr. Milad Rizkallah. During the year Lieutenant Colonel Roderic Gale, USAF, replaced Lieutenant Colonel Dennis Doroff, USAF, as associate dean.[18]

Fully 60% of the students graduating in FY 1992 reached 2/2/1, nearly matching the previous year's results. When the Board of Visitors toured in September they singled out the school for praise, lauding "the impressive success in the increased proficiency level of Arabic language students as a

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[17]For a description of the role of Arabic linguists in Desert Storm, see Ben De La Selva, "Arabic Linguists: Jacks of Several Trades," *Globe* (29 Sep 92), 7, 10. Daniel Yergin, *The Prize: The Epic Quest for Oil, Money and Power* (New York: Simon & Schuster, 1991)
[18]ATFL-DME, memo, subj: Annual Historical Input [7 Apr 93]; historian's notes, interview with Ben De La Selva, 31 Aug 92.

result of extending the course to 63 weeks." But worrisome signs of declining proficiency were emerging. For the first two quarters of FY 1993, only 47% reached this level. This decline, however, was offset by a corresponding decrease in academic attrition from 9% in FY 1992 to 2% in FY 1993, the lowest in the program's history.[19]

Romance School

The year was also the five-hundredth anniversary of the voyage of Christopher Columbus to the New World. After all those years, the hemisphere was still not at peace. Nicaragua and El Salvador each achieved an uneasy peace in their respective civil wars, and Rigoberta Menchu won the 1992 Nobel Peace Prize for her work with the Guatemala Indians against their government. But other problems continued to concern US policy makers, including Castro's regime on Cuba and the continued influx of illegal drugs into the country from south of the border, and the US military continued to have large requirements for Spanish linguists.

At the Romance School the dean, Peter J. Armbrust, and associate dean, Major Gregory L. Robinson, USA, oversaw three Spanish departments and a multi-language department with four branches: Dutch, French, Italian, and Portuguese. The Spanish departments with some 55 instructors taught over 500 students each year in the 25-week basic course and other specialized courses. The chairs were Dr. Jorge Kattan (Spanish A), Deanna Tovar (Spanish B), and Dr. Teresa Desoto (Spanish C). During the year they brought 77% of their students to 2/2/1, a modest improvement over previous years but still short of what many thought possible. The Evaluation Division conducted a formal school assistance visit in October, and for the rest of the year the school prepared for the more extensive curriculum review scheduled for March 1993. What these reviews revealed was a school where many talented and hard-working faculty members were frustrated by 20-year-old textbooks and the lack of "active, visible and participative leadership." However the ingredients for a turn-around were already on-hand, including a new 30-position computer lab, a new satellite dish antenna for receiving foreign language television broadcasts, and most of all the dedicated faculty. The 1992 Allen Griffin Award for Excellence was presented to Dr. Raúl G.

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[19]DLIFLC Board of Visitors, Annual Report (Draft), 27 Oct 92, 2.

Cucalón (Spanish C), and Enrique Berrios (Spanish A) was named the school's teacher of the year.[20]

The Spanish departments were also active in training civilian law enforcement personnel from several federal agencies involved in the War on Drugs, although in reduced numbers. During FY 1992, 66 Coast Guard students, 20 from the Drug Enforcement Administration, 9 from the US Marshals Service, and 6 from the Federal Bureau of Investigation graduated from special Spanish classes. They also detailed five instructors to the Special Operations Forces project and four to video teletraining.[21]

The multi-language department under Archie Schmidt taught four languages. The Dutch branch with two instructors brought 100% of their students to 2/2/1 for the third year in a row. The French branch brought 71% of its students to this level, similar to the Spanish results. During the year the branch shrank to 6 instructors as 30% of the faculty was laid off due to declining student enrollment. The Italian branch also half its staff to a reduction-in-force, leaving only 6 instructors and bringing to a halt three years of work on rewriting the basic course. Nevertheless the instructors brought 80% of their students to 2/2/1, the best results ever. During the year Major General David J. Baratto, USA, and his family spent four weeks in class with the department before departing for a NATO assignment in Italy, and at the end of the year the DLPT IV was implemented. The Portuguese branch with 2 instructors brought 72% of their students to 2/2/1. Three more instructors were working with the Special Operations Force Project, including Joseph G. Rosa, who was knighted by the Portuguese government for his contributions to the Portuguese language and culture and civic activities.[22]

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[20]ATFL-DRO, memo, subj: Annual Historical Report of the School of Romance Languages for 1992, 26 Apr 93. See also the extensive information in ATFL-ESR, Informational Packet, DLIFLC Spanish Program, January 1993. The initial results of the review are given in Spanish Curriculum Review, Recommendations and Plans of Action (first draft) [4 Mar 93]; see also historian's notes, Spanish Curriculum Review out briefing, 4 Mar 93. The results of the October school assistance visit are included at Tab G to the Spanish Curriculum Review informational packet.

[21]Board of Visitors, 1992 Update (Sep 92), Tab O, which shows a total of $2.224 million spent at DLIFLC for LEA language training and other services. See also the Five-Year Plan (3 Aug 92), Chapter 8.

[22]"Portugal Knights DLI Instructor," *Globe* (11 Aug 92), 7.

School of Russian I

In December 1991 the leaders of Russia, Ukraine, and Beloruss jointly declared that the "USSR, as a subject of international law and geopolitical reality, is ceasing its existence" and invited the other republics of the former Soviet Union to join a new "Commonwealth of Independent States." Shortly afterward Russian President Boris Yeltsin stripped Mikhail Gorbachev of all his powers after six stormy years presiding over the demise of the Soviet empire.

America's leaders were encouraged by all these changes, despite the continuing uncertainties. At Camp David in February 1992 Yeltsin and Bush declared that "Russia and the United States do not regard each other as potential adversaries" and the US Air Force launched Project Hope, airlifting food and medical supplies into Russia and other former republics. So confident were the nation's top leaders that they ordered major cuts in the massive intelligence apparatus that once ringed the Soviet Union. Requirements for the Russian basic course, the largest single program at DLIFLC, dropped by one third in just one year, from 1,279 in FY 1991 to 875 in FY 1992. In October the Board of Visitors complained that these "precipitous cuts" were "a cause of real concern to the BoV and should be to the senior levels of DoD as well. We are far from the 'End of History' predicted in Dr. Fukuyama's *Time* Magazine article. The presumption that we have reached the end of global politics, military confrontation, or economic and commercial competition is short-sighted." Nevertheless the services projected even further cuts.[23]

Two major events impacted the program during the year. The first was the Russian curriculum review in March, the most extensive conducted to date. The outside committee looked at every aspect of the program and found much to praise. In addition to the use of the DLPT IV, which they called "a better testing instrument than the DLPT III," the committee attributed the improved proficiency results of recent years to "a dedicated, hardworking faculty; aggressive leadership by three extremely competent deans; a

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[23]Board of Visitors, Annual Report (Draft), 27 Oct 92, 13.

high degree of competition induced by parallel, rival programs; and numerous, diverse teaching materials."[24]

The second major event for the Russian program was the dismissal of 49 instructors over the summer through a reduction in-force, including many talented younger instructors who had helped teach the students so well in recent years. Those left behind had to work all the harder just to maintain proficiency levels.[25]

The most important recommendation by the curriculum review was that the institute should put the Russian program under a single director "to capitalize upon and to enhance the strengths of the schools." However, during 1992 the program remained split among three schools. The Russian School I, headed by Luba Grant as dean and Major Mark D. Stotzer, USMC, as associate dean, continued to produce 89% of students reaching 2/2/1 for the third year in a row. The curriculum review also praised the school for "having carried computer applications further than the other schools." Over the summer the school installed a satellite dish antenna to receive Russian language television broadcasts. In addition to the basic course, the school taught the intermediate course with 38 graduates and the advanced course with 4 graduates. The school's instructor of the year was Nina Kadiev. In addition to the faculty RIFs the school experienced another loss when in March one of the four department chairs, Simon Todorov, passed away unexpectedly.[26]

In early November a new management team consisting of Dr. Neil Granoien from the Central European School as dean, Major Darlene Velicki, USA, from Area Studies as associate dean and Dr. Maurice A. Funke from the Slavic School as academic coordinator. The school swelled to 125 instructors when the Russian departments in the Slavic School were closed, far too many for the number of students to be taught. Pending approval of

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[24]DLIFLC, Russian Curriculum Review Read-Ahead Packet (Mar 92); DLIFLC Russian Curriculum Review Report (Mar 92); and ATFL-P, info paper, subj: Russian Curriculum Review, 6 Jul 92.

[25]RIF figures vary, depending on the categories used, for example permanent vs. temporary employees. Another source shows the institute RIFed 54 Russian instructors in FY 1992 and requested authority to RIF another 75 in FY 1993.

[26]ATFL-DR1-AD, memo, subj: School of Russian Language (1) Historical Summary, 31 Mar 93.

authority for further lay-offs, many instructors were assigned to special projects.

School of Russian II

The School of Russian II, headed by Alex Vorobiov as dean and Major George Stachiw, USA, as associate dean, was equally affected by the curriculum review and the faculty RIF. Nevertheless it maintained the high results of recent years, graduating 87% of its basic course students at the 2/2/1 level. It also taught the extended course, formerly called LeFox. Irene Rudikov was named the school's instructor of the year, and in December Sophia Rappoport was named the institute's nominee for the TRADOC instructor of the year competition. In the same month the school installed a 30-position computer lab. In September academic coordinator Peter Aikman retired, and in November Vorobiov was reassigned to the Korean School, and Luba Grant moved up from the School of Russian I with her associate dean. At the end of the year the school had 89 instructors.[27]

Slavic School

The Slavic School, a composite of Czech, Russian, and other departments, was barely two years old in 1992. Under the leadership of their dean, Betty Leaver, the two Russian departments brought student proficiency rates up to 80% 2/2/1, achieving virtual parity with the two all-Russian schools, even though the faculty was hit equally hard by the reductions-in-force. Even the advanced training for the On-Site Inspection Agency saw a sharp enrollment decline, with only 30 students enrolled in classes graduating in FY 1992, compared to 137 for FY 1991. The school's instructor of the year was Vladimir Zeltser.[28]

The Czech department also suffered from the collapse of training requirements, from an input of 262 students in FY 1990 to only 35 in FY 1992.

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[27]See the curriculum review materials and school's information brochure (Dec 91); "Aikman Retires after Experiencing DLI from All Sides of the Desk," *Globe* (29 Oct 92), 13.

[28]See the information on the DSL Russian program in DLIFLC, Russian Curriculum Review Read-Ahead Packet (Mar 92). See also school overview brochure (1 Dec 91) and DLIFLC, info paper, subj: On-Site Inspection Agency (OSIA) Achievements During Past 12 Months, in GEN Franks briefing book, Tab Y, 23 Oct 92.

By the end of the year fewer than 20 instructors remained and most of them were awaiting further reductions. One department chair, Dr. Svata Louda, was named the director of the International Language and Culture Center, and the other, Dr. Hana Pariser, took over the remaining department. In some ways the Czech departments had been a test bed for new teaching ideas from Leaver and her academic coordinator, Dr. Funke. Despite the turmoil, the department continued to bring about 62% of their students to the 2/2/1 level.[29]

Leaver also took control of the start-up of course development for Baltic and Commonwealth of Independent States languages. Though training requirements were never formally stated, the institute began collecting training materials and searching out potential instructors in Belorussian and Ukrainian (likely to be the largest student loads), and to a lesser extent Armenian, Azeri, Estonian, and Lithuanian. Only the Ukrainian began before the end of the year, teaching eight Russian linguists at Fort Meade via a 15-week video teletraining program (see Chapter Two).[30]

Declining enrollment in Russian, Czech, and German forced the institute to reduce the number of schools, so in early November the Slavic School was broken up. Leaver was reassigned as dean of the Central European School with the much-reduced German, Czech, Polish, and the re-named Eurasian departments, and the two Russian departments were returned to the School of Russian I. The associate dean, Major John H. McGhee, USA, was named the chief of the Educational Technology Division.

DLIFLC Washington Office

The DLIFLC Washington Office continued to train students at the Foreign Service Institute and several commercial schools under the careful management of Ivy S. Gibian, the senior civilian in the office. The institute paid $675,100 for training at the Foreign Service Institute, down sharply from previous years, and $1,293,800 for training at commercial schools, up from previous years. In an information paper provided to the Vice Chief of Staff of the Army in June 1992, Lieutenant Colonel Kozumplik called this

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[29]JO1 Jayne Duri, "Content-Based Instruction: Keeping DLI on the Cutting Edge," *Globe* (13 Feb 92), 4-5.

[30]ATFL-P, info paper, subj: Status of BCIS Language Initiatives, 23 Jul 92, included at Tab I to GOSC briefing book (Aug 92).

contract training "an integral part of the DLIFLC resident program, complementing instruction provided by the resident faculty at the Presidio of Monterey (POM)," although he freely acknowledged that "the contract program does *not* normally achieve results comparable to those achieved at the POM [his emphasis]."[31]

This contract training fell into distinct categories. Training under ATRRS School Code 216 included training at the Foreign Service Institute for the Defense Attache System and training in very low density languages not taught in Monterey. This training was paid for by the week. Training under School Code 219 was for ten medium low density languages that until 1989 had been taught by permanent faculty in Monterey. This training was paid for not by the number of weeks of training, but by the course. During 1992 Kozumplik and Gibian completed work on new contracts that would for the first time allow DLIFLC to deal directly with commercial language firms without having to go through the Defense Supply Service-Washington. The new contracts were in place by January 1993.[32]

The Washington Office was also home to two of the Defense Department's most skilled Russian linguists, Vladimir Talmy and Stephen Soudakoff, who were responsible for "training, maintaining, and upgrading Russian language personnel for the Moscow-Washington Direct Communications Link or 'hot line.'" They conducted 12-week training courses for all MO-LINK personnel and provided other translation and interpreting services.

Program Evaluation, Research, & Testing

The Directorate of Program Evaluation, Research, and Testing continued during 1992 under the leadership of Dr. John L.D. Clark and Lieutenant

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[31]DLIFLC Fiscal Year 1992 Cost Review, 15 Dec 92, 12. The DLIFLC Washington Office gives somewhat different figures in ATFL-W, memo, subj: 1992 DLI-Washington History Project, 31 Mar 93. For an explanation of the different school codes, see ATFL-W, memo, subj: Language Transfers, 6 Apr 92. See also DAMO-TRO, info memo, thru DCSOPS for VCSA, subj: Background Information on Defense Language Institute, Washington Office (DLI-NCR), 5 Jun 92. In his cover letter back to the assistant commandant dated 25 Jun 92, he referred to the institute's main campus on the Presidio of Monterey, tongue-in-cheek, as the "West Coast Annex."

[32]Student proficiency results in the contract programs were not briefed at the 20 Jan 93 annual program review. However, the relevant data can be found in the quarterly review and analysis briefing books for 4th quarter FY 92 and 1st quarter FY93, Tab L.

Colonel William H. Oldenburg II, USAF. The Testing Division under Dr. Dariush Hooshmand continued its dual mission of administering DLPTs to students at the institute while simultaneously developing new tests and new ways of administering and scoring them. During the year the division tested 3,524 students in 32 languages and conducted 2,623 face-to-face oral interview tests in 20 languages. The division also began conducting "screen-to-screen" oral proficiency tests using video teletraining equipment. To better administer this high volume of tests the division upgraded its two language testing laboratories during the year with sixty 386-based multimedia computers. Work also continued on developing DLPT IV test batteries. Test batteries were completed in three languages (Chinese, Italian, and Korean) and work continued on several more (Czech, French, Greek, Russian, and Spanish). Each battery consisted of eight separate components: two forms each of the listening comprehension and reading tests and four forms of a tape-and booklet-mediated speaking test.[33]

The DLPT continued to be the focus of much attention during the year. Great pressure was placed on students and instructors alike to do well on the test. Those who scored poorly often blamed the test, and the introduction of a new DLPT IV was sometimes the occasion for dismay among students and instructors alike. According to one study, several curriculum reviews "said that there appeared to be unhealthy and possibly counterproductive overemphasis on DLPT results," such as "weeks of 'cram sessions' in which the students were drilled with materials in DLPT format rather than in naturally flowing language," and "given hundreds of new 'DLPT' vocabulary words to learn from decontextualized lists and even memorized scripts on DLPT [oral proficiency interview] topics." The Cryptologic Training System representative warned against what he called "something more than just normal DLPT prep going on in several schools" and recommended that the institute "defuse this particular issue by firmly getting rid of any appearance of impropriety." The Testing Division continued to urge the schools to devote

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[33]For summaries of PERT activities during 1992, see ATFL-ES, memo, subj: Activity Report for Calendar 1992, 21 Apr 93; DLIFLC, Annual Report: BILC 1992 (Jun 92), 10-12; DLIFLC, Annual Report: BILC 1993 (Jun 93), 15-21; quarterly review and analysis briefing books; and the Annual Program Review (20 Jan 93). On the test lab upgrade, see "DLI Testing Goes High Tech," *Globe* (12 Mar 93), 5.

only minimal time to "preparing" for the DLPT, as opposed to regular proficiency-oriented instruction.[34]

The Testing Division continued to develop other tests in addition to the DLPTs. These included a standardized, computer-administered test for final learning objectives in Russian and a multimedia computer test in German for the Special Operations Forces. Two division members also served on the initial task force to establish a Language Proficiency Testing Board on behalf of the newly established Center for the Advancement of Language Learning, and Clark served as the interim director for several months.[35]

The Evaluation Division was administratively separated from the Research Division late in 1991. The former was placed under Lieutenant Colonel Oldenburg and the latter remained with Dr. John A. Lett, Jr. The Evaluation Division continued to support the external curriculum reviews discussed above. Two were conducted during 1992: Russian in the spring and Persian-Farsi in the fall, and a Spanish review was scheduled for early 1993. Colonel Fischer also directed the division to organize a series of one-week school assistance visits to study the integration of the Learner-Focused Instructional Day. During the year these were conducted in the Chinese, French, Korean, and Spanish departments.[36]

The Evaluation Division also completed work on a redesigned Automated Student Questionnaire to replace the paper-and-pencil student opinion questionnaire. Students could now take the survey while sitting at a computer in half the time it used to take them. They could enter their responses to each question for each instructor and add narrative comments at any point. Data reports could then be generated automatically, to include separate printouts for each instructor, team, department, and school.[37]

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[34]CTSRepDLIFLC, Report of Common Curriculum Review Issues: Synopsis, 27 Aug 93; and CTSRepDLIFLC, memo to Command Group, Deans, ES, subj: Caesar's Wife and the DLPT—The View from Outside, 1 Jul 92.

[35]On the FLO tests, see also ATFL-ES, info paper, subj: Final Learning Objectives Test Development, 22 Jun 92; Board of Visitors, 1992 Update (Sep 92), Tab J; and DLIFLC, info paper, subj: Final Learning Objectives (FLO) Tests, in GEN Franks briefing book, Tab T, 23 Oct 92. At their January 1993 meeting, some members expressed concern that FLO test development was taking too long. GOSC Summary Report (21 Jan 93), 10.

[36]These school assistance visits were also known as the Organizational Inspection Program or Command Update Program. See DLIFLC Memo 20-1, Organizational Inspection Program, 1 Jul 91.

[37]DLIFLC Pam 351-17, Automated Student Questionnaire (ASQ) Program, 4 Jan 93.

The feed-forward/feed-back system of data exchange with the Good-fellow Training Center, where most of the institute's graduates went for follow-on training, continued to mature. Both schools agreed upon a common database and a revised memorandum of understanding.

During 1992 the Research Division was winding up two long-term research projects, the Language Skill Change Project and the Educational Technology Needs Assessment. The Language Skill Change Project had been begun in 1986 in cooperation with the Army Research Institute to study the changes in language skill in the first few years after graduation from basic language training. The results showed that "language skill change over time appeared to be more related to individual student characteristics" than to other variables, thus "underscoring the persistent importance of careful initial selection of potential linguists." More startling was the drop-off in numbers of linguists. By the third year after graduation from DLIFLC, only 19% of the linguists, all first-term Army enlisted soldiers, were still available for follow-up testing. Most of the rest had left the Army.[38]

As a direct outgrowth of this, the Research Division began work on the Aptitude Assessment Project, whose purpose was "to reduce language training failures by developing improved methods of identifying potential linguists and of assigning linguists more effectively to particular languages or language families." The division worked with service laboratories and the military testing community and contracted for development of a prototype test of general cognitive abilities. Work also began with the Army Research Institute on modifying the fifteen-year-old Defense Language Aptitude Battery and using it in conjunction with the standard Armed Services Vocational Aptitude Battery (ASVAB).[39]

The four-year Educational Technology Needs Assessment was concluded during the year. Academic experts in the use of computers for foreign language teaching presented the institute with two thick reports on the educational technology for resident and nonresident training. For resident training the authors recommended that "development and implementation... be

[38]ATFL-ES, memo, subj: Activity Report for Calendar 1992, 21 Apr 93; and Dr. Frank O'Mara, briefing to project advisory group, 26 Feb 92.

[39]ATFL-ES, memo, subj: Activity Report for Calendar 1992, 21 Apr 93; ATFL-ESR, info paper, 10 Jul 92; and ATFL-ESR, info paper, subj: Progress Towards an Improved Predictor of Foreign Language Learning Success, 22 Jul 92, included at Tab T, GOSC briefing book (6 Aug 92); Board of Visitors, 1992 Update (Sep 92), Tab M.

principled and coherent from the very beginning." They recommended the institute name "as project director a full-time civilian Vice-Provost with high-level authority and autonomy" and that teachers be given extensive additional training. These recommendations came just as the institute was preparing for the largest procurement of computers and software in its history.[40]

During the same period Lett also served as action officer for the commandant, who was the executive director of D'ECOLE (Defense Exchange Committee on Language Efforts), a consortium of federal government language schools dealing with educational technology.

The division also continued the Learning Strategies Project in cooperation with several schools within the institute. The two main researchers worked closely with students in the Chinese departments and less-commonly taught Asian languages. They hoped to raise proficiency, lower attrition, and not incidentally help spread the word to other departments about the value of understanding learning strategies.

During 1992 the division also completed a major evaluation study of the 24-week Arabic programs launched by the Office of the Deputy Chief of Staff of the Army for Intelligence in support of Operation Desert Storm in 1990-91. The study concluded that short courses "did succeed in teaching a limited amount of Modern Standard Arabic (MSA)" to the students, although not even to the 1/1/1 level. Short courses, no matter how well run, "cannot compensate for the lack of advanced planning and strong foundation language instruction which leads to fully trained linguists." The report went beyond an assessment of the Desert Storm courses to include recommendations for "future linguist contingencies." "Adequate advanced planning," they concluded, "is essential to ensure the development of appropriate quick-response capabilities in the face of newly emerging linguistic requirements—ad hoc, piecemeal approaches simply do not work."[41]

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[40]William J. Bramble and Nina Garrett, eds., *Educational Technology Needs Assessment (ETNA) Task Force Report: Recommendations for the Use of Technology in the DLIFLC Resident Language Program* (Orlando, FL: Institute for Simulation and Training, June 1992), 35, 36.

[41]ATFL-ES, memo, subj: Activity Report for Calendar 1992, 21 Apr 93, 12; Gordon L. Jackson, Nooria Noor, and John A. Lett, Jr., *Desert Shield's 24-Week Arabic Programs: An Evaluation*, Evaluation and Research Division Report No. 92-04. (See also drafts: May 92 and Dec 92). Final quotation from Dec 92 draft, page 44.

Educational Technology

Dr. Martha H. Herzog continued to serve as Dean for Curriculum and Instruction, in effect, vice provost. Among her many duties were supervising four major areas: the Educational Technology, Curriculum, and Faculty & Staff Development divisions and the Special Operations Forces project (see Chapter Four). All four were changing rapidly during the year.

An important component of Colonel Fischer's vision for transforming the institute was the use of computers. In February he briefed the GOSC that computers would "help produce better quality linguists" by making "class time more dynamic" and "study time more productive." Other benefits included lowering student attrition by increasing "teacher productivity" and producing "more learner success and satisfaction." He was convinced that students could be motivated by computers in the classroom that would "increase the focus on the learner" (rather than the focus on the teacher), "make the learning day more efficient, and provide a "high level of satisfaction" through "immediate, consistent, tireless feedback." This was followed just weeks later by the annual meeting in Monterey of CALICO, the Computer Assisted Learning and Instruction Consortium, where Fischer proudly displayed all the latest innovations being developed at the institute.[42]

By now Fischer had much to show off. After years of investment the institute was accumulating hardware, software, and programming expertise available nowhere else in the world. At last some of this was appearing in the institute's classrooms. The institute was purchasing and installing computer labs each school. Interactive video programs, which often took several years and several hundred thousand dollars to develop, were becoming available in languages such as Turkish, Tagalog and Thai. More sophisticated computer-assisted programs were supplementing the first generation of video disk materials, which were sometimes only filmstrips or audio cassette programs re-mastered onto laser disks. The Special Operations Forces project (described in Chapter Four) included computer-assisted study components.

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[42]See COL Fischer, DLI Vision 90, TRADOC Vision 91: The High Technology Component [Dec 91]. See also the extensive discussion at the February 1992 GOSC meeting, GOSC Summary Report (6 Feb 92), 5-9, and briefing book, Tab D. All quotes from briefing slides, "Harnessing High Technology for Foreign Language Acquisition and Sustainment."

In the spring the Educational Technology Needs Assessment (ETNA) task force delivered its final report after several years of serving as midwife to a potential revolution in the field. The consultants made a variety of recommendations about the whole range of issues that confirmed Fischer's conviction that he was pushing in the right direction. The institute was well on the way to becoming computerized. It had several hundred new 386-based computers on board and was aggressively seeking funding for the more capable 486-based systems. In September Congress passed an initiative of the House Permanent Select Committee on Intelligence (HPSCI) that appropriated several million dollars to purchase more computers, some of DLIFLC and some for military intelligence units in the field for language sustainment training.[43]

Riding the wave of technological change was a major challenge to the institute's leaders, who had to choose the right mix of hardware and software in a rapidly evolving field, secure additional funding and make the government procurement system work for them, provide faculty professional development, and solve perplexing technical problems. The greatest challenge of all was to manage the overall effort. For many years, most computer applications had been developed in the Educational Technology Division, headed by Lieutenant Colonel Sharon D. Richardson, USAF. Fischer was not content to allow the division to manage the high technology program by itself. He remained personally active, often by-passing Richardson or taking the lead alone. When Richardson left in October he placed Major John H. McGhee, USA, in charge with instructions to change the division's role. McGhee began to shift courseware development into the language departments and to use the division's specialists more as technical advisors. He was promoted to lieutenant colonel during the year.[44]

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[43] ATFL-ESR, memo, subj: Update on Educational Technology Needs Analysis (ETNA), 13 Nov 92; ATFL-ESR, memo, subj: Educational Technology Needs Assessment (ETNA) Project, 6 Jul 92; William J. Bramble and Nina Garrett, eds., *Educational Technology Needs Assessment (ETNA) Task Force Report: Recommendations for the Use of Technology in the DLIFLC Resident Language Program* (Orlando, FL: Institute for Simulation and Training, June 1992). For other summaries at mid-year, see Five-Year Plan, Ch 12; Board of Visitors, 1992 Update (Sep 92), Tab F; and DLIFLC, Annual Report: BILC 1992 (Jun 92), 9.

[44] ATFL-DCI-ET, memo, subj: Educational Technology History - 1992, 12 Mar 93.

The ETNA task force cautioned the institute to pay special attention to these management issues. "Adequate staffing, management, and planning will be more expensive than hardware and software," they wrote, "but are absolutely essential if the introduction of technology is to have any real impact on the DLIFLC curriculum." They strongly recommended that the commandant appoint a vice provost as overall manager of the institute's technology efforts who would "be perceived by the other DLIFLC staff as being committed directly, exclusively, and knowledgeably to the improvement of language learning through technology."[45]

Reaping the full benefit of computers in the classroom was still in the future at the end of the year, a challenge Fischer was to pass to the next commandant. "Given its charge to integrate technology on a large scale, and the hardware resources to do so," the ETNA task force concluded, "DLIFLC has a unique opportunity and a concomitant responsibility to do it well; if the DLIFLC succeeds, it can achieve additional national visibility and leadership."[46]

Curriculum

Curriculum development remained a controversial topic at the institute. Every curriculum review found "materials outdated in both content and methodology [were] a pervasive problem." Yet manpower resources were lacking to systematically revise outdated course materials, and the faculty often lacked adequate knowledge of current trends in teaching methodology and curriculum design. The Curriculum Division under Erika E. Malz served as technical advisor to the language schools for addressing their curriculum requirements. According to DLIFLC policy, the division "establishes policy and quality standards for development of all course materials, provides advice on projects during the development process and ensures materials developed conform to current policies and standards." The DLIFLC policy on training development assigned the division twenty-five separate functions for in-house and contract projects.[47]

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[45]ETNA report, 17.

[46]ETNA report, 33.

[47]CTSRepDLIFLC, Report of Common Curriculum Review Issues: Synopsis, 27 Aug 93. For an incisive critique, see also [Dr. Maurice A. Funke], Standards 2B: Curriculum Planning and Evaluation Input to Standard 2B.1 [Draft][Apr 93]; DLIFLC Memo 10-1, Organi-

During the year the division continued in-house development of Proficiency Improvement Courses in French and Spanish until the end of the fiscal year when the funding ran out and revised all course administrative data for every course taught at the institute to reflect the new seven-hour day. Division staffers also played a key role in the start-up of the Special Operations Forces project (see Chapter Four) and provided technical advice on several other projects. Malz also supervised several projects, including the preparation of a revised academic catalog in the fall and the publication of further issues of two academic journals.[48]

The Visual Productions Branch continued to support all publication efforts, not just curriculum development. They assisted with the graphics components of the DLPT IV tests, the SOF project, and various other projects. During the year the division received new hardware and software and consolidated all the branch staff into Munzer Hall.[49]

Faculty & Staff Development

Virtually every study of the institute's academic programs called for increased attention to faculty professional development. The major agent of change in this area was the Faculty and Staff Development Division under Dr. Alan Smith. The division taught a variety of courses and workshops. They redesigned their primary course, the 80-hour instructor certification course for newly hired teachers, in the spring of 1992, and their Instructional Technology Branch taught courses in developing multimedia software, video teletraining, and other aspects of using computers for foreign language education. The institute also continued its cooperative program with the Monterey Institute for International Studies. During the 1991-92 academic year

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zation and Functions, 17 Sep 90, 31, and DLIFLC Memo 5-2, DLIFLC Foreign Language Training Development Program, 1 Jul 90, 3-4/5.

[48]ATFL-DCI-C, memo, subj: Annual Historical Summary for 1992, Mar 93; *Dialog on Language Instruction*, VIII, 1& 2 (1992), which appeared in June 1992; *Applied Language Learning*, III, 1& 2 (1992), which appeared in February 1993; DLIFLC Pam 350-8, *General Catalog 1992-1993* (1992).

[49]ATFL-DCI-CV, memo, subj: Visual Productions Branch [Feb 93].

seven military and civilian instructors earned a master's of arts in teaching foreign languages.[50]

Area Studies

Lieutenant Colonel Terry D. Johnson, USA, continued to head the Area Studies office during 1992, together with Chaplain (Major) Gene E. Ahlstrom, USA. His assistant, Major Eric Polcrack, USA, retired in January and was replaced by Major Darlene Velicki, USA, until she was reassigned as associate dean of the School of Russian I in November. In the spring the commandant directed Johnson to develop a new plan for incorporating area studies into the institute's language courses. "The goal of DLI's efforts in the realm of Area Studies," he wrote, "is to acquaint foreign language students with relevant aspects of the country and culture in which their target language is spoken." The office developed proposed area studies course outlines that organized topics into two courses for each of the three semesters of language study. The office also sponsored the Pancultural Orchestra, which continued to hold quarterly concerts, and was responsible for the annual spring Language Day open house for high school students and Winterfest in December.[51]

Johnson was also coordinator of the Army Foreign Area Office program at the institute and conducted Foreign Area Officer Orientation Courses in January and June as well as an active round of guest lectures and a mentorship program.[52]

The International Language and Culture Center also fell under Area Studies. During 1992 the center's first director, James Broz, retired and Dr. Svata Louda, chair of one of the Czech departments being closed that year, took his place. The center hosted about six hundred separate events during the year and underwent significant repairs and upgrading, to include bringing

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[50]ATFL-DCI-FS, memo, subj: Annual Historical Summary for Faculty and Staff [Mar 93]. See also "Faculty Members Earn Master's Degrees," *Globe* (16 Mar 92), 7, and Salah-Dine Hammoud, "Foreign Language Education Authority Speaks at DLI," *Globe* (15 Oct 92), 11+.

[51][ATFL-AS], memo, subj: 1992 Area Studies Historical Sketch [Apr 93]; ATFL-AS, memo, subj: Area Studies Implementation Guidelines, 15 May 92.

[52]For a summary of the FAO program in early 1992, see US Army John F. Kennedy Special Warfare Center & School, *FA 39 Newsletter*, Jun 92.

the kitchen and rest of the building up to fire code standards. When a large tree fell after a storm and slightly damaged the front of the building and the metal awning over the front stairs, the awning was removed. The exterior was painted in December.

In the spring the commandant gave Area Studies responsibility for the Presidio of Monterey Army Museum when Fort Ord decided to close it. The director retired and the other supporting positions for both the Presidio and Fort Ord museums were eliminated, so the institute was only able to secure the museum building and its collection, but no additional staffing. The museum thus remained closed during the remainder of the year in a caretaker status while Ahlstrom and the institute's command historian, Dr. James C. McNaughton, worked to obtain adequate staffing and resources.

Dean for Academic Administration

Dr. Mahmood Taba Tabai continued to oversee three major offices as Dean for Academic Administration: Program Management, Academic Records, and the Aiso Library. In his capacity as the liaison officer with the Western Association of School and Colleges he began laying the groundwork for a reaccreditation self-study that would grow into a major, institute-wide project the following year.

The Program Management Branch under Joe L. Jackson continued to provide statistical support to the provost and command group during the year. They prepared the data for each of the four Quarterly Review and Analysis briefings during the year and the Annual Program Review, aided by the new Consolidated Team Activity Report data entry system.

The Academic Records Division under Fred Vaughn continued to perform registrar functions for the institute and coordinate formal graduation ceremonies every few weeks. The branch issued 4,725 transcripts during the year, including many for alumni seeking college credit. At the beginning of FY 1992 the branch also changed the transcript for basic courses. The new transcript reflected individual courses with separate grades within each language taken and total credits awarded. The branch also started an effort to create automated back-up copies of all hard-copy student records for classes going back to 1947.

The Aiso Library continued to support the institute under Gary D. Walter with ten full-time equivalent staffers who kept the library open nearly

80 hours per week. The library's current holdings included 85,000 books and 1,200 magazine and newspaper subscriptions, not to mention videos, audio cassettes, and other items in over thirty languages. Walter had an annual acquisitions budget of over $100,000 for periodicals, books, and other media. Many of the current periodicals were distributed to the language departments for classroom use. During 1992 the library also began publishing a monthly listing of new acquisitions.[53]

The overall quality of the institute's academic programs remained a front-burner issue during 1992 for the institute's top leaders. Command initiatives undertaken during the year—the Learner-Focused Instructional Day, the continued development of DLPT IVs, the curriculum reviews, and educational technology—all must be understood in this light. When the commandant lobbied hard for the New Personnel System, or when the provost reshuffled departments to reorganize the schools, their basic goal was the same—to improve the teaching of foreign languages.

The institute was doing a better job at this than ever before, but there was still plenty of room for improvement. The departments were painfully aware of the need for renewed investment of time and resources into course development. The military services continued to press for better integration of Final Learning Objectives into the basic courses, as well as adequate testing. Curriculum reviews pointed out the need to continue to help the faculty learn better ways of teaching. New computer hardware and software was useless without painstaking courseware development. The New Personnel System first had to be designed and implemented before its long-range effects could have an impact in the classroom. During the coming year the institute was also scheduled to undertake a top-to-bottom self-study of its academic programs for renewal of its accreditation.[54] The drive for educational excellence was a never-ending process.

Many changes seemed to threaten in the year ahead, such as further cuts in student load and further faculty reductions. No one suspected as 1992 came to a close that the institute would face a base-closing threat early in the new year. On top of on-going concerns about program quality were added new concerns about the survival of the institute in its current form and

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[53]ATFL-DAA-PM, memo, subj: Annual Historical Summaries, 23 Mar 93.
[54]"Institute Begins Reaccreditation Process," *Globe* (12 Feb 93), 4.

location. Colonel Fischer saw that the institute's future depended on the quality of the institute's resident programs, but that was not enough. In the new post-Cold War era, he believed, it was equally vital to support the field through traditional and nontraditional nonresident programs, contingency support, and other means. He pushed these with as much energy as he did the institute's resident programs.

Chapter Four
Support to Command Language Programs
in 1992

Many people were taking a second look at the problems of command language programs during 1992. The Department of Defense Inspector General criticized the Army and Marine Corps in particular for having programs that were "fragmented" and that did "not meet the training needs of military linguists." The programs were "too often under-resourced" and "not supported by the command." The quality was "inconsistent" and some programs received only "weak or no command attention and were haphazard in offering training assistance to linguists." The Inspector General's report was particularly critical of the US Army Reserve, and they conducted a separate review of language training in the US Army Civil Affairs and Psychological Operations Command. Meanwhile, the General Accounting Office conducted its own investigation as a part of a study of airborne signals intelligence systems.[1]

Blame for these shortcomings was often placed on unit commanders. For example, in early 1992 the institute distributed to the field a new "how-to" booklet on setting up and running command language programs. "The most important element of a CLP is the Commander.... Where a CLP does not have visibility or the attention of the Commander, and language skill maintenance is relegated to a matter of 'personal initiative,' language skills are lost, unit readiness suffers and years of training time and dollars are wasted." A sergeant writing in *Army* Magazine put it more bluntly: "In order to have an effective command language program, the battalion and company commanders must give a damn."[2]

Some commanders were indeed able to build effective programs. But to blame the commanders was to misunderstand the difficulties involved and, in any event, was unlikely to lead to useful recommendations—exhortations for more "command emphasis" were unlikely to show further results. The DoD IG report instead placed the blame on the overall system for failing to set adequate standards and to manage the financial resources being spent. Colonel Fischer and his staff proposed some alternatives for the resourcing

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[1]Inspector General, Department of Defense, *Inspection Report: Defense Foreign Language Program*, 93-INS-10, 17 Jun 93, 114, 116; Board of Visitors, 1992 Update, Sep 92, Tab Q.
[2]DLIFLC Pam 350-9, "Guidelines, Policies and Procedures for DoD Command Language Programs," 1 Nov 91, 2; SFC Kenneth C. Dawe, "Police Call, Guard Duty Won't Keep Up Vital Language Skills," *Army* (Jul 93), 13-14.

of the institute's support to the field at the August 1992 meeting of the General Officer Steering Committee, but this came to nothing.[3]

Fischer had made support to command language programs a major theme of his command. He repeatedly stressed the need to "get to know the customer" and to exploit emerging technologies to create a "school without walls." The DoD IG report recommended that the institute develop a comprehensive plan for command language program support "to include validated cost/benefit analyses of alternative training techniques and technologies."[4]

The institute's leaders and academic researchers had long known that maintaining language proficiency after graduation was as important as initial resident language training, and was often an important factor in retaining linguists when their first enlistments were up. In 1992 the Language Skill Change Project delivered the final results of a four-year longitudinal study of 1,900 Army enlisted linguists. The study found that proficiency had dropped markedly for the test group during follow-on training in 1986-88 at Goodfellow Air Force Base and elsewhere, then had risen slowly over the next three years. Yet mean proficiency levels in at least two of the languages studied never even rose as high as Level 2 in listening and reading, the generally agreed-upon level for minimally acceptable job performance. The study also found that individual differences seemed to have a "substantial and enduring effect" and recommended that the services refine the tools they used to select personnel for language training. The study concluded that unit language training programs were very valuable in maintaining proficiency levels, but lacked consistency. But the most powerful finding was that only three years after graduation from DLIFLC barely twenty percent of the test group was still on active duty. The institute was turning out large numbers of apprentice linguists each year, but most of them were needed just to fill the vacancies created by their predecessors who were leaving in droves.[5]

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[3]ATFL-OPD(W), info paper, subj: Resourcing Support to Command Language Programs, 1 Aug 92, included at Tab O to GOSC briefing book (6 Aug 92).

[4]DoD IG Report, 131.

[5]Language Skill Change Project, Project Advisory Group Meeting, briefing slides and historian's notes, 26 Feb 92; Board of Visitors 1992 Update (Sep 92), Tab K.

Support to Command Language Programs in 1992

Distance Education

Members of the Distance Education Division continued to work with units in the field to provide traditional and more innovative forms of support. The division was headed by Yawdat Y. Yonan and his associate dean, Major Bernardo Nuño, USAF, who was replaced during the year by Major Richard J. Savko, USAF. The institute maintained a warehouse of language training materials that it shipped free of charge to over eight hundred command language programs worldwide, at an annual cost to the institute of about $1 million. Much of this material was outdated or not designed to modern instructional standards, so the institute was developing new "Proficiency Improvement Courses" in several languages and interactive video courseware in several others. Users also pressed the institute to make more computer courseware available to the field, something the institute hoped to do in the future.[6]

The institute also sent out mobile training teams to teach linguists on location, especially to Army units in the Active and Reserve Components. The institute supported this at the level of 68 instructor-weeks during FY 1992. Some mobile training teams went to provide teacher training, such as two DLIFLC instructors who went to help the 313th Military Intelligence Battalion at Fort Bragg, North Carolina.[7]

The institute also helped command language program managers through a variety of publications such as a quarterly newsletter and a brochure describing its services and materials (released in an updated edition early in the year). The Distance Education Division also distributed a reference listing of available training materials for less-commonly taught languages. The division published a new manual "intended to place at the users'

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[6]For general information on Distance Education in 1992, see ATFL-OPD-DE-P, memo, subj: DE Input for CY 1992 Historical Summary, 30 Mar 93; DLIFLC Pamphlet 350-13, Distance Education Services and Materials, 1 Jan 92; the Distance Education quarterly newsletter; DLIFLC Annual Program Review (20 Jan 93); and Five-Year Plan (3 Aug 92), Chapter Five, 15-18.

[7]SPC Todd C. Smith, "Distance Education Division Conducts Train the Trainer Program," *Globe* (12 Feb 93), 7. For cogent discussions of the problems of unit-level language training, see SFC Dawe, "Guard Duty;" SPC Smith, Refresher/Maintenance: A Challenge," *Globe* (10 Jan 92), 6-7; and SPC Smith, "Maintaining a Tactical Linguist," 15 Aug 92, with COL Fischer's response, 1 Sep 92.

immediate disposal all information necessary to establish and maintain a functional and quality CLP."[8]

In one major command, US Army-Europe, the institute maintained a permanent representative, Dr. Gerd Brendel, who coordinated German language classes for over 40,000 Army personnel and their family members during the year. In 1990-91 the institute had begun planning for taking over another overseas language training operation, the US Army Intelligence and Security Command's Foreign Language Training Center-Europe (FLTCE) in Munich, but these plans were dropped in early 1992.[9]

The division also worked closely with the Language Program Coordination Office to provide more innovative forms of support. In the spring the institute sponsored the first-ever World-Wide Language Olympics. Coordinated by Sergeant First Class Jack Divine, USA, some three hundred from military units around the world participated in the good-natured competition over three days, May 14-16. The same week the institute held its annual Language Day open house for California high school students and the third annual workshop for Army language program managers under US Army Forces Command for a hundred program managers.[10]

The Language Program Coordination Office was launching some innovative programs of its own to expand the institute's support to the field. The office worked under the direct supervision of the assistant commandant and relocated into the headquarters building during the year. It was staffed by a unique mix of field-experienced noncommissioned officer linguists from all four services under the leadership of Chief Warrant Officer Robert L. Higgins, USA. In January 1992 a team from this office flew to Hawaii, where they visited every military unit from all the services with linguists, thirteen units in all. They helped organize an island-wide command lan-

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[8]DLIFLC Pamphlet 350-13, Distance Education Services and Materials, 1 Jan 92; DLIFLC TC 350-15, Training Resources for Low Density Foreign Languages, 1 Dec 91; DLIFLC Pam 350-5, Catalog of Instructional Materials, Jan 93; and DLIFLC Pam 350-9, Guidelines, Policies and Procedures for DoD Command Language Programs, 1 Nov 91.

[9]Memo, 2 Apr 92.

[10]The language olympics received extensive coverage in the local press: "Games Put Linguists in Jeopardy," Salinas *Californian* (?? May 92); "Students, Experts Compete for Language Titles," Fort Ord *Panorama* (22 May 92), 6A; "Worldwide Language Olympics Draws Contestants from All Over," Monterey County *Herald* (30 May 92); and the *Globe* (8 Jun 92), 15-19, and (29 Jun 92), 6-7. On the command language program managers workshop, see *Globe* (20 Jul 92), 4.

guage council and laid the foundation for a video teletraining site to be established at Field Station Kunia. In September another team visited the Defense Intelligence Agency in Washington, DC, to help them design a language maintenance program for attache students in training. During the same period another team visited Air Force and Navy units in Europe to spread the word about what kinds of support the institute could offer. These field assistance visits were only the most visible of the office's activities, which included fielding telephone calls from a variety of units and individuals seeking the institute's support. The office also continued to manage LingNet, a computer bulletin board designed to provide quick access to the field for language training information and materials.[11]

Video Teletraining

Video teletraining blossomed during 1992. Fischer remained convinced of the great value of this new technology for sustainment training: "Our experiments in use of the systems, the reception by the customer units, and the responsiveness to users show this to be a major key to solving the sustainment challenge for active and reserve components." During the year Fischer saw his dreams unfold.[12]

The first full year of operation, FY 1991, saw 725 hours of broadcast instruction in 9 languages to 5 remote sites, using equipment leased from Compression Labs, Inc., of San Jose, California. In FY 1992 this grew to over 4,500 hours in 21 languages to 18 sites. The institute doubled its transmitting studios to four, with two more waiting to come on line in early 1993. In the first quarter of FY 1993 the institute conducted 2,208 hours of this live, interactive instruction. Pete Lallos continued to manage the program under the Distance Education Division. The US Army Training Support Command continued to provide contracting and other support. During 1991 the institute had been forced to rely upon instructors loaned by the language departments. In March 1992 Lallos selected eighteen full-time instruc-

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[11]CTICM(SS) Ira D. Champion, "DLI Conducts Field Assistance Via Video-Teleconferencing," *Globe* (9 Dec 92), 5, 10.

[12]COL Fischer, "DLI Vision 90, TRADOC Vision 91: The High Technology Component," presented to DFLP Council of Colonels 10 Dec 91. Note: In 1991 the Army renamed the program the Teletraining Network, or TNET, but in 1992 the name reverted to video teletraining (VTT).

tors at the GS-11 level to meet his requirements in most of the high-volume languages. Over a hundred teachers attended classes on the effective use of this new medium and the Testing Division developed "screen-to-screen" oral proficiency testing procedures. The program continued to gain new adherents, such as Lieutenant Colonel Eugene J. Komo, Jr., USA, commander of the 741st Military Intelligence Battalion at Fort Meade, Maryland. By the summer the institute's studios were almost fully booked at up to sixteen hours per day. Three-quarters of the airtime was devoted to three important customers: XVIII Airborne Corps and the Special Warfare Center at Fort Bragg, the 741st Military Intelligence Battalion at Fort Meade, and I Corps at Fort Lewis.[13]

While the institute's instructors continued to deliver quality instruction to growing numbers of students in the field, a number of key management issues remained unresolved. Funding remained a sore point. For the first time ever the institute was catapulted into the ranks of a major player in command language programs, and thus a major competitor for unit training dollars, such as the REDTRAIN funds used by Army military intelligence units in Forces Command. Fischer proposed to the General Officer Steering Committee that a major portion of this funding be diverted to the Defense Foreign Language Program to support video teletraining and other DLIFLC-sponsored sustainment training initiatives, but without success. The DLIFLC five-year plan in August 1992 urged action, declaring that video teletraining "can not continue to be managed off-line with ad-hoc resourcing."[14] The National Guard Bureau had funded sites supporting National Guard linguist battalions, but they chose not to continue this for FY 1993, and as a result several were closed in late 1992 and early 1993. The institute had been paying for instructor costs out-of-hide all along and in September 1992 chipped

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[13]ATFL-OPD-DE-P, memo, subj: DE Input for CY 1992 Historical Summary, 30 Mar 93; DLIFLC Memo 350-11, Video Teletraining Standing Operating Procedures, 1 Nov 91; DLIFLC, "Video Teletraining Strategies," rev. ed. (1992); DLIFLC-USATSC, Memorandum of Agreement, subj: Defense Foreign Language Institute Foreign Language Center [*sic*] (DLIFLC) language training over the Teletraining Network (TNET), 24 Sep 92. Utilization is estimated based on data for Apr-Sep 1992 given in ATFL-OPD-PE, memo, subj: Video Teletraining (VTT), 30 Sep 92. For a user's perspective, see SPC Todd C. Smith, "Cross Country Video Teletraining," *Globe* (20 Jul 92), 5.

[14]Five-Year Plan, 17. The proposal to institutionalize CLP resourcing was revived at the 21 Jan 93 GOSC meeting: ATFL-OPD-PS, info paper, subj: Command Language Program Requirements, 4 Dec 93, included at Tab N to GOSC briefing book (Jan 93).

in $360,000 of end-of-year funding to keep some of the programs going. Also at issue was where future sites should be located and how best to support Air Force, Navy, and Marine Corps linguists. Technical problems had to be overcome before video teletraining could be broadcast overseas to where thousands more linguists were stationed.

The institute scored some key successes during the year. At the February 1992 meeting of the General Officer Steering Committee the Deputy Assistant Secretary of the Army for Readiness, Force Management, and Training called for the institute to try using video teletraining for initial acquisition language training, but the institute's leaders were skeptical and no users stepped forward to commit the necessary resources. Instead the institute tried a Ukrainian conversion pilot project with linguists in the 741st Military Intelligence Battalion at Fort Meade who were already rated 3/3 in Russian. The eight students received 350 hours of Ukrainian instruction between July and November. In the end, seven scored 3/3 in Ukrainian and the eighth scored 2+/2+. The dean of the language and area studies department at the National Cryptologic School praised the experiment and "noted that VTT had proven to be a viable alternative for sustainment training and second language acquisition." This program sparked much interest among the services and became the model for conversion courses in other languages.[15]

The program received another boost in September when Congress passed a special funding bill sponsored by the House Permanent Select Committee on Intelligence (HPSCI). This bill provided $1.2 million in one-time funding for video teletraining, including the installation of the first two studios in Washington, DC, for the new Center for the Advancement of Language Learning (CALL).

By the end of 1992 it looked as if video teletraining would continue to expand. The institute laid plans for a new building to house up to sixteen studios and forty-five instructors and staff. The US Army Intelligence and Security Command came up with funding to deliver instruction to hundreds of linguists stationed at Field Station Kunia in Hawaii. And in December when US troops began to deploy to Somalia, within days the institute was able to hire contract instructors and use video teletraining to provide intro-

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[15]GOSC Summary Report (21 Jan 93), 1.

ductory Somali language classes. At the end of the year Fischer predicted a great future for the institute using the new technology:

> "We can create a dynamite capability across the United States, using technology, the computer-assisted study stuff we've developed here,... and using the video teleconferencing network to have electronic open houses all over the country to provide teacher development, military reserve sustainment training, acquisition training to business and so forth that are going out and entering this world of international business. If we can get that all down, and get everybody to realize we can do it and we're just a half a centimeter away from it, we'll have a winner here."[16]

Special Operations Forces Project

The Special Operations Project absorbed much of the attention of the institute's top leaders during 1992 as it grew to rival the resident language schools in size. In terms of computer equipment, it dwarfed them. As the year began the project was under close scrutiny. On January 2, 1992, Major General David J. Baratto, USA, commander of the Special Warfare Center and School (SWCS), flew to Monterey to express his concerns personally to Colonel Fischer. Following his visit, Fischer put the assistant commandant in direct control of the project and directed Colonel Bergquist to hold weekly status update meetings. Bergquist reminded the project staff that, "in view of DFLP, TRADOC, and DODIG reserve about the project, the SOCOM Commander, SWCS Commander and DLI Commandant have taken some real risks.... This project is very important to language learning and sustainment, to the Special Forces peacetime engagement role, and to the individuals involved in it. We cannot let it fail nor cause the SOF people to consider dropping it."[17] When the General Officer Steering Committee met in early February, Major General Charles E. Wilhelm, USMC, the Deputy Assistant Secretary of Defense (SO/LIC), personally briefed the results of the DoD IG review that had almost killed the project.[18]

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[16]ATFL-OPD-DE, memo, subj: New Construction Requirement for DLI Teletraining Network (TNET), 14 Apr 92; ATFL-OPD-DE, memo, subj: VTT Station Status and Locations, 23 Sep 92; COL Fischer interview, 17 Dec 92.

[17]ATFL-AC, memo, subj: SOF Course Development Updates, 15 Jan 92.

[18]ATFL-DCI-C-SOF, memo, subj: SOF 1992 Historical Summary, 18 Mar 93; "DLI Special Operations Project Tailors Courses to Special Forces Needs, *Globe* (12 Nov 92), 7.

By that time the project was up to fifty-four full-time employees, most of them borrowed from the resident departments for temporary GS-11 positions. The day-to-day work was being managed by Dr. Martha A. Herzog, the Dean for Curriculum and Instruction, Dale I. Purtle from the Curriculum Division, and Major Thomas R. Wood, USA. The German writers, having been hired first, were further ahead, but none of the writers were familiar with the new computers and software. The software remained a headache. The institute threw into the battle all the expertise it had, and then some. Fischer called in the former chief of educational technology, Earle Schleske, to assess the technology being used, and the Special Warfare Center loaned Chief Warrant Officer Victor Waldo, USA. Meanwhile work began on developing computer-assisted study homework materials stored on a new medium, CD-ROM.

The situation was not improved when the Special Warfare Center staff reacted angrily in February to their first look at some prototype German lessons, and several weeks later Wilhelm sent a letter to the Executive Agent on behalf of the Special Warfare Center complaining that "despite the considerable effort expended,... DLI continues to experience delays in delivering training materials in the quantity and quality expected." He criticized the institute for its "lack of urgency" in meeting delivery dates and "inadequate quality control of produced lesson plans," saying that "the primary problems appear to result from the absence of a dedicated full-time project manager, and inadequate support by professional, dedicated, computer programmers."[19]

Fischer responded by assigning his Director of Resource Management, Lieutenant Colonel Michael McClatchey, as full-time project manager. In May the Executive Agent sent out a management analyst who stressed that "a project of this type is, by its very nature, fraught with a wide variety of problems" and recommended strengthening the management team, although he admitted that "the primary problems are associated with a lack of related experience, rather than motivation or attitude." He pointed to ill feelings between the institute and the Special Warfare Center, based in part on "unrealistic expectations among all parties," which he said had "led to frus-

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See also GOSC briefing book (Feb 92), Tab F, and GOSC Summary Report (6 Feb 92), 10-12.

[19]OASD(SO/LIC), memo to Director of Training, ODCSOPS, subj: Special Operations Forces (SOF) Language Project, 16 Mar 92.

tration and a certain degree of antagonism." Among his recommendations was "minimizing escalation of issues to the command-level wherever possible." Nevertheless the project remained a source of political troubles for the institute through the summer. At the August meeting of the General Officer Steering Committee the institute was accused of "cost overruns;" Fischer rebutted that there had been no cost overruns, only "a series of milestone slippages." One week later, Baratto's replacement at the Special Warfare Center, Major General Sidney Shachnow, USA, fired off a message complaining of "unexpected problems with the project such as cost overruns, continual slippage of product delivery dates, and reduced quality of final products" and calling for a re-negotiation of the memorandum of agreement.[20]

The institute had also committed to two related projects, revising earlier materials the Special Warfare Center had developed through contractors, the Special Forces Functional Language Course (SFFLC), and developing computerized tests for the Basic Military Language Courses. Both took additional staff time and management attention, as well as providing more occasions for friction between the two schools.

In August, Fischer assigned Lieutenant Colonel Edward J. Rozdal, USAF, newly arrived from the German Department at the US Air Force Academy, to replace McClatchey, who retired. Under Rozdal the project turned around as he strictly enforced production schedules and continued to hire new staff. By late September the Larkin School was teeming with over eighty military and civilian staffers. An Air Force Academy colleague visited in late August, Colonel Gunther A. Mueller, USAF, head of the Department of Foreign Languages. "The magnitude of this project," Mueller wrote, "surpasses all current and past foreign language curricular development efforts." He reported that "in spite of some early problems, the assembled teams and management staff were highly motivated and commit-

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[20]LTC Kenneth A. McClung, Jr., memo to DAMO-TRO, subj: SOF Language Project Study Report, 22 May 92; ATFL-DCI-SOF, memo, subj: Minutes of Meetings 24 June, and IPR 25 June, 1992 Between DLI and JFKSWCS, 4 Aug 92; DAMO-TRO, memo, subj: Aug 92 Defense Foreign Language Program (DFLP) General Officer Steering Committee (GOSC) Report, 27 Aug 92; ATFL-CMT, memo, subj: DLIFLC Comments on DFLP GOSC Report, 1 Sep 92; CDRUSAJFKSPWARCENSCH, msg, subj: SOF Language Project, 141310Z Aug 92; and OASD(SO/LIC), background paper, subj: Special Operations Forces (SOF) Language Project, 24 Jul 92, included at Tab U, GOSC briefing book (6 Aug 92).

ted to quality results," and that "development strategies [were] sound and based on an excellent grasp of current theories of language instruction." "We are convinced," he concluded, "that the resulting courseware will be of great use and benefit to all other language training agencies."[21]

By the end of the year the project was back on schedule and course writing was well underway in all thirteen languages, for the Basic Military Language Course, the SOF tests, and the revision of the SFFLC courses. As agreed, the Special Warfare Center paid the institute $3.7 million, most of that going for FY 1992 personnel costs. "We have put something out that's revolutionary," Fischer boasted at the end of the year. "Not only is it revolutionary in terms of language material, it's revolutionized the way DLI looks at itself and recognizes we can do things fast and we can get them done." The German prototype was first taught at Fort Bragg in January 1993.[22]

Contingency Support: Somalia and the Balkans

Another challenging mission for the institute was support of contingency operations such as Desert Storm. In the post-Cold War era these missions promised to crop up at any time and always demanded immediate response. However, years of meeting routine training requirements programmed years in advance had made the institute ill-adapted to quick response, especially when it involved hiring new faculty and teaching new languages. Nevertheless, during 1992 the assistant commandant led a small number of people within the institute to lay plans to strengthen the institute's capability to respond to the contingencies. These ideas first took shape as part of the Research Division's evaluation report on the 24-week Arabic programs conducted during Desert Storm. The report warned that "fully functional linguists cannot be created quickly on an as-needed basis," but admitted that certain measures could be taken in advance of need. It concluded that "adequate advanced planning is essential to ensure the development of appropriate quick-response capabilities in the face of newly emerging linguistic requirements—ad hoc, piecemeal approaches simply do not work." The report proposed a three-tiered response option:

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[21]Col. Mueller, memo, subj: Staff Assistance Visit to DLI, 12 Sep 92.
[22]DLIFLC Fiscal Year 1992 Cost Review, 15 Dec 92, 41; COL Fischer interview 17 Dec 92; ATTG-IS, info paper, 14 Jan 93, included at Tab T, GOSC briefing book (21 Jan 93).

Tier 1 Response: An immediate response to a crisis situation, which may or may not be prolonged.
Tier 2 Response: Larger-scale training for more extensive involvement with more advance warning.
Tier 3 Response: In cases of obvious long-term commitment.[23]

The ink was barely dry on the report when the first test came. In late November US Central Command received the mission to provide protection for international relief agencies distributing food and other humanitarian assistance in Somalia. The First Marine Division, commanded by newly promoted Major General Wilhelm, lately of the institute's General Officer Steering Committee, and the rest of the I Marine Expeditionary Force from Camp Pendleton, California, were the first to deploy in November 1992, followed shortly by the 10th Mountain Division (Light) from Fort Drum, NY. Somali was a language that had never been taught at DLIFLC, so the institute had neither instructors nor training materials available. The first pull of data from the service personnel records yielded fewer than ten names of active duty service members with any proficiency in the language. Nevertheless the institute was able to mount a valuable response within days.

The Defense Department still lacked one central agency to coordinate language support for contingency planning and operations. The Defense Intelligence Agency quickly produced some materials and the US Army Intelligence and Security Command turned to a contracting firm to hire a hundred native Somalis from the streets of Washington, DC, which had a large Somali exile community. But the institute was left to guess at what support was needed based on its Desert Storm experience and called deploying units to offer its support. Its goal was not to produce fully proficient linguists overnight. Rather it focused its efforts on producing survival-level orientation and reference materials to enable individual soldiers and small unit leaders to meet their basic mission requirements.

The institute first hired five Somali native-speaker linguists from Washington, DC. The Distance Education Division and the Language Program Coordination Office used these men to help develop a booklet, "Surviving in Somali." The institute began shipping the second edition, SIS-2,

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[23]Chapter Five, "Planning for Future Linguistic Contingencies," in Gordon L. Jackson, Nooria Noor, and John A. Lett, Jr., *Desert Shield's 24-Week Arabic Programs: An Evaluation*, Evaluation and Research Division Report No. 92-04 (Dec 92), 43, 44, 50-52.

within two weeks of the first request. This booklet, which contained two hundred fifty phrases and some basic scenarios, was packaged with audio cassettes and laminated "command and control" cards that gave short phrases in both English and Somali. Altogether the institute produced and shipped 25,000 copies of these materials. Meanwhile the contract instructors began teaching introductory level courses for soldiers at Fort Bragg, Fort Campbell, and Fort Hood. One went together with an institute distance education specialist on a mobile training team to Fort Drum. By the end of December the institute had already committed over $200,000.[24]

At the same time the institute began to gear up for possible Serbo-Croatian language training requirements. The institute had closed its Serbo-Croatian department in 1989 in the face of continued low enrollments over a period of years. The few training requirements were handled instead under the existing contract foreign language training program. Nevertheless the institute was able to pull together a project team. On December 16 the School of Slavic Languages began preparations using four instructors under Gordana Stanchfield. As the year ended they were gathering authentic materials, and researching training materials, and preparing similar booklets and "command and control" cards. The institute was learning from its experiences and developing the capability to be truly responsive to the needs of command language programs. It had not found any one single "fix" that would apply to all situations, but it was evolving in the right direction.

[24]ATFL-MH, info paper, subj: DLIFLC Mobilization Support to Operation Restore Hope, 4 Jan 93, included in GOSC briefing book (21 Jan 93) at Tab G, and DLIFLC info briefing, subj: DLIFLC Support to Operation Restore Hope, also included at Tab G; "DLI Supports Operation Restore Hope," *Globe* (19 Jan 93), 8-9. See also Col. Bergquist's memo, "Where Are We Going in Somali?" (c. 17 Dec 92).

Chapter Five
Foreign Language Students in 1992

The year 1992 was one of change and continuity for students at the Defense Language Institute Foreign Language Center. In a way that would have been familiar to their predecessors, the students experienced the considerable rewards—and frustrations—of learning a second language during their intensive training, which could last up to a year or more. As a Marine sergeant summed up the situation for junior enlisted students: "Add the stress of adjusting to the service and the inherent stress of DLI training, and we're all pretty much pegged out on the stress meter."[1]

Much, however, was new. The American people was still experiencing a feeling of euphoria in the aftermath of the Cold War and the coalition victory in the Gulf War. Most of the institute's students had joined the service in the months immediately after the war. When the Board of Visitors came to the institute in the fall of 1992, General William R. Richardson (USA, Ret.), a former commanding general of the US Army Training and Doctrine Command, was impressed by their heightened morale and military bearing. "A definite attitude of military professionalism was evident throughout," he reported, "which represented a difference from previous years in which the [board] was apprised of a variety of deterrents to the educational process that concerned the students at DLIFLC."[2]

The students had also joined the military at a time of downsizing. For the first time in over a decade the student population dropped below 2,000. This had at least one beneficial effect for the remaining students: easing the overcrowding in the barracks, long a student concern. Service members, including some officer students, were leaving active duty in unprecedented numbers. Administrative attrition for Army students more than doubled over the level of two years before, and rose by almost as much for the Navy and Air Force. While student numbers decreased, permanent party cadre strength remained stable. Training opportunities flourished in this "leaner and meaner" environment. Areas once used for living space became study rooms with computers and audio facilities, and language-qualified cadre were able to organize study groups and provide additional instruction.

In January Colonel Fischer directed a bold shift in the institute's thinking by implementing the Learner-Focused Instructional Day (see Chap-

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[1]Sgt. D.M. Grinberg, "Wedding Bells at the Defense Love Institute," *Globe* (30 Mar 92), 8.
[2]Board of Visitors, Annual Report (Draft), 27 Oct 92, 6.

ters Two and Three). But initial student reaction was negative. For them the most visible impact was the lengthening of the student day from six hours to seven. Some critics pointed out that without changing teaching methods, this was just more of the same. But Fischer also called for revolutionary changes in teaching methods at the same time, urging faculty members to make their classrooms less "teacher-centered" and more "student-centered." The impact of the lengthened day was greatest on Army enlisted students. Because of afternoon physical training, their release time was moved back from 4:15 p.m. to 5:30 p.m. Fischer called a meeting of all class leaders, academic staff, and the heads of all post facilities to outline a plan for student support. As a result, he directed many offices and facilities to extend their hours and expand their lunch hour services and told the faculty to assign less home-work.

US Army Troop Command

More than half of all students were assigned to the US Army Troop Command under the command of Lieutenant Colonel Harry K. Lesser, Jr., USA, assisted by his senior enlisted advisor, Command Sergeant Major George W. Kopf, USA. During 1992 the command's strength fell by some 23 percent to about 1,600 students. Nevertheless Troop Command's challenges were still great, given its mission "to assist the Defense Language Institute and the Commandant in accomplishing the language training mission and provide common skill and MOS training to assigned troops." A typical Army battalion, also commanded by a lieutenant colonel, had 300 to 650 soldiers and four to six companies. Lesser and his staff had over three times as many soldiers in eight companies. With their assigned soldiers in classes seven hours each day, Lesser and his staff were also faced with a significant time-management dilemma. Somehow the required physical training, common task training, and unit administration had to be accomplished without interfering with the language learning process. Despite their efforts, the Army's overall attrition rate remained the highest of all four services at 25.2 percent for basic course classes graduating during FY 1992.[3]

To help with small arms training Troop Command obtained the Multi-purpose Arcade Simulator during the year and Army students participated in

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[3]Troop Command, historical input [Mar 93].

Average Student Population
Oct 90 - Dec 92

[line chart with y-axis labeled from 0 to 3500 in increments of 500; x-axis months labeled O N D J F M A M J J A S O N D J F M A M J J A S O N D, years 90 90 90 91 91 91 91 91 91 91 91 91 91 91 92 92 92 92 92 92 92 92 92 92 92 92]
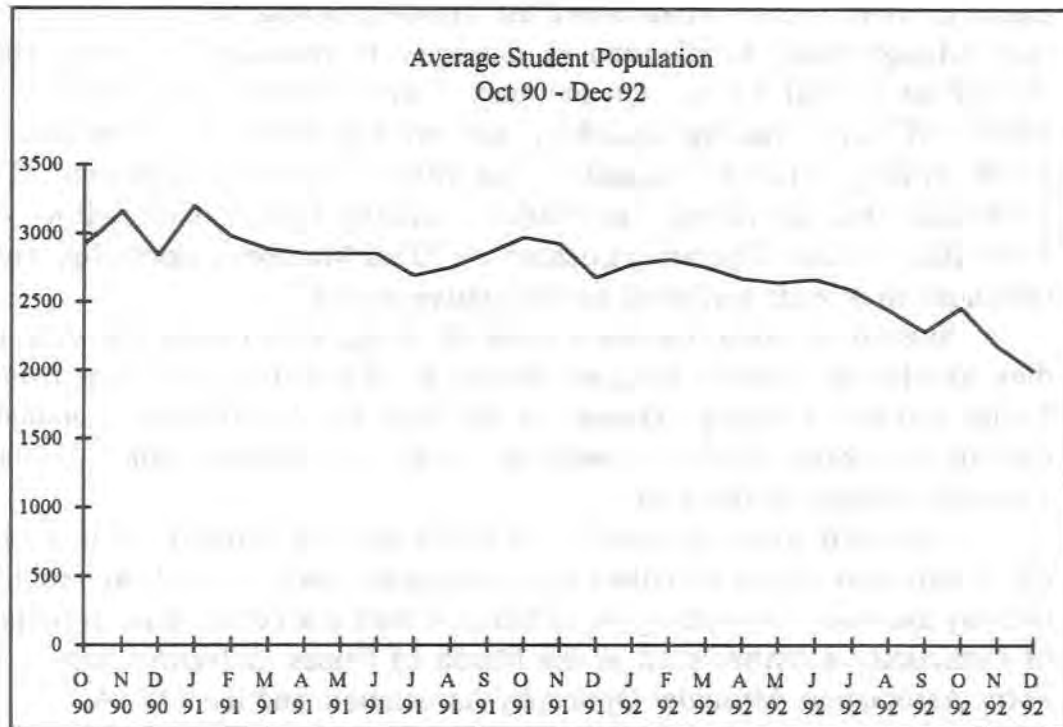
their own quarterly language olympics. In May they joined in the institute's annual World-Wide Language Olympics. In addition the soldiers participated in a wide range of intramural athletics and community service activities. In May Lesser was selected to be G-2 of the 82nd Airborne Division at Fort Bragg, so he handed over command to his executive officer, Major Kenneth L. Piernas, USA, on May 14. At the same time Command Sergeant Major Kopf retired and was succeeded by Command Sergeant Major Peggy A. Jensen, USA. On July 9 Lieutenant Colonel James W. Berry, USA, took command.[4]

311th Military Training Squadron

The next largest group of students was airmen assigned to the 3483rd Student Squadron (Air Training Command), whose numbers declined by 10 percent during the year to about 650. However, administrative attrition remained at 8.7 percent, substantially lower than the Army figure. Major

[4]"New Troop Command Head Welcomed to Presidio," *Globe* (11 Aug 92), 6.

Lance J. Tomei, USAF, commanded the squadron during the year, which saw two redesignations, a reflection of extensive reorganizations taking place throughout the Air Force. On February 1 the squadron was renamed the 3483rd Military Training Squadron, and on September 15 it became the 311th Military Training Squadron, subordinate to the reorganized 391st Technical Training Group, Goodfellow Training Center, Goodfellow Air Force Base, Texas. Operating Location A, 323rd Mission Support Squadron, continued to provide personnel administrative support.[5]

Several squadron members received recognition during the year for their excellence. Master Sergeant Brenda K. Weichelt, USAF, was named Senior Military Training Manager of the Year for Air Training Command and Staff Sergeant Paul M. Hampton, USAF, was named Junior Military Training Manager of the Year.[6]

Like their Army classmates, Air Force students participated in a variety of physical fitness activities and intramural sports, as well as required military training. They also gave up much of their scarce free time in support of community activities such as the March of Dimes, Salvation Army, Air Force Association, Muscular Dystrophy Association, and the YMCA.

Naval Security Group Detachment

All Navy personnel at the institute, students and cadre alike, were assigned to the Naval Security Group Detachment-Monterey, commanded by Lieutenant Commander Kent H. Kraemer, USN. During 1992 the number of students assigned dropped by about 20 percent to about 260. Sailors had the highest administrative attrition rate of all the services at 16.4 percent, but this was balanced by the lowest academic attrition rate, since they also tended to have the highest average scores on the Defense Language Aptitude Battery. Since personnel support services were provided by the personnel support detachment at the nearby Naval Postgraduate School, the detachment's leaders were able to focus on their training mission.

The detachment experienced a complete changeover in its top leadership in the spring. In April Kraemer retired and was replaced by Lieutenant Commander James W. Blow, USN. Chief Warrant Officer John L. Smither-

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[5] 311th MTS, memo [Mar 93].

[6] "Weichelt, Hampton Win Command-Level Awards," *Globe* (12 Feb 93), 19.

man, USN, served as assistant officer-in-charge until he was transferred in the spring and was replaced by Ensign James Diffell, USN, a Russian and Serbo-Croatian linguist who was soon detailed to the Naval Reconnaissance Support Activity in Europe for six months special duty. Command Master Chief CTICM R. A. Crim, USN, was replaced by CTICM Daniel P. McCarthy in March.[7]

Rear Admiral Isaiah C. Cole, USN, and Rear Admiral Thomas F. Stevens, USN, the outgoing and incoming commanders of the Naval Security Group, both visited the detachment at different times, and the Naval Security Group Command inspector general conducted the biannual command inspection in June. On August 14 the detachment conducted a special Navy-wide training standdown to address the problem of sexual harassment. Navy students also participated in a wide range of athletic and community service activities such as the Adopt-a-Beach program, the March of Dimes, and local sporting events. CTI1 Ronald A. Aldana, USN, was selected as YMCA Military Member of the Year.

Marine Corps Detachment

During 1992 around 160 students were assigned to the Marine Corps Detachment, led by Major Marcus E. Sowl, USMC, and Noncommissioned Officer in Charge Master Gunnery Sergeant Aubrey O. Henson, USMC. Student load declined by 8 percent during the year, but Marine students enjoyed the lowest administrative attrition rate of all the services, only 2.7 percent. When Brigadier General Wilhelm visited the detachment in February in conjunction with the annual meeting of the General Officer Steering Committee, he praised their silent drill team, the Directed Study Program, the "outstanding appearance of the Marines and Marine Corps facilities" at the institute, and their "very active community support program." The detachment also continued to provide administrative support to over a hundred Marine Corps officer students at the Naval Postgraduate School. In Novem-

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[7]NAVSECGRUDET Monterey, memo, subj: 1992 Command History, 16 Mar 93; and "Serbo-Croatian Linguist returns from the Balkans," *Globe* (12 Feb 93), 18. The following year, CWO3 Smitherman was medically retired and died of cancer at age 44. See his obituary in the Monterey County *Herald* (19 Feb 93), 4A. See also LCDR Kent H. Kraemer, "Naval Security Detachment OIC Says Goodbye," *Globe* (11 May 92), 18, and "NSGD Bids Old CO Goodbye, Welcomes New CO," *Globe* (11 May 92), 5.

ber Henson was replaced by Master Gunnery Sergeant Elbert D. Kuenstler, USMC.[8]

As the military services sent fewer students to the institute for initial language training each year, the institute's top leaders put much thought into how better to teach them what they needed to know. The Language Skill Change Project indicated that the institute needed to place more emphasis on support to command language programs, but it also pointed out the need for a more effective screening mechanism to assess student aptitude. The leaders were also hopeful that the services would send more linguists back to Monterey for intermediate, advanced, and conversion courses in the future. Meanwhile, they worked hard to improve the learning environment. They began to pipe SCOLA foreign language television broadcasts directly into the student dormitories and family quarters and purchased large numbers of computers that some day would be available to individual students with extensive locally developed courseware. The Learner-Focused Instructional Day was only the most dramatic example of this desire to radically alter the nature of the student learning experience at the institute.

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[8]MCD, memo, subj: Command Chronology CY 1992, 21 Apr 93; Commandant of the Marine Corps, letter to Maj. Sowl, 18 Feb 92. For other perspectives on the detachment during 1992, see "Living the Core Values of Honor, Courage and Commitment," *Globe* (12 Feb 93), 17, and "Honor and Pride: MCD Silent Drill Team," *Globe* (29 Sep 92), 17.

Just as foreign language teaching poses ample challenges within the classroom, providing other support to the classroom is every bit as challenging. The diverse demands of supporting a dynamic school poses challenges beyond those normally found in a military organization. From managing direct support activities such as personnel administration and resource management to the more implied support tasks, the demand for supporting language teaching never ceases. In some ways the diversity of multi-cultural language training is mirrored by the spectrum of support activities.

Several other support challenges faced the institute, the greatest perhaps being that the institute is a "tenant" organization on the Presidio of Monterey, a sub-installation of Fort Ord. This complicated the support equation for the institute, with the Training and Doctrine Command, headquartered at Fort Monroe, Virginia, supervising the institute as an Army service school and Fort Ord providing base operations support. Fort Ord was commanded by Forces Command, headquartered at Fort McPherson, Georgia. This "tenant/host" relationship provided special demands for the diminishing resources of the 1990s military. Faced with the inactivation of the Army's first light infantry division and the closure of Ft Ord, already meager base operations funds became scarcer. The turbulence in teaching requirements and a smaller student load caused even further flux in the support demands.

Despite these challenges the institute's location on the California Central Coast was in many ways unique and worth preserving. The institute had succeeded in accomplishing its mission to high standards year after year on an historic post that was in many ways ideally suited to it. In climate and cultural diversity the region was like few others in the country. For example, on September 21 the institute played host to the Secretary of Commerce who dedicated the Monterey Bay National Marine Sanctuary with a ceremony held at Sloat Monument overlooking the bay.

Managing Support Operations

According to the institute's table of distribution and allowances, the institute was authorized a Navy captain as chief of staff to coordinate these support functions, thus giving the Army, Air Force, and Navy representation in the command group. However, when the previous chief of staff, Captain John A. Moore, USN, retired in July, 1991, the Navy did not replace him.

Instead, the school secretary, Colonel William K.S. Olds, USA, took over as acting chief of staff. Some of the chief of staff duties were given to Commander Sally S. Robins, USN, who served as deputy chief of staff, a role similar to the institute's executive officer in the early 1980s.

The garrison commander provided base operations support to the institute in coordination with the school secretary. Best described as the "mayor" of the Presidio of Monterey, the garrison commander coordinated support as diverse as law enforcement and facilities maintenance. The garrison commander acted as liaison between the institute and Fort Ord.

Managing Civilian Personnel

Over eighty percent of the institute's staff was made up of civilian Department of the Army employees. Supporting this work force was the task of the Civilian Personnel Office under Robert S. Snow. As if the coordination of the administrative support of this staff were not difficult enough, during 1992 the Department of Defense added new restrictions on civilian personnel managers. On the one hand, the DoD hiring freeze made it difficult to hire new instructors to meet increasing training requirements in some languages. For example, in February DoD replaced its two-for-five policy (two new hires for every five losses) with a one-for-four policy (one hire from outside DoD for every four losses to DoD) and put a cap on grades GS-13 through 15. In August the institute reported to TRADOC that "without relief from the hiring freeze, serious mission degradation will result in the coming months" and that "current restrictions imposed by hiring freeze dramatically impact ability of DLIFLC to meet mission requirements."[1]

On the other hand, DoD made it difficult to conduct needed reductions-in-force. Declining training requirements in Russian and other Warsaw Pact languages eventually forced DoD to give its approval for the institute to reduce its instructional staff in these languages. In July the personnel office sent out reduction-in-force letters to sixty five permanent and twenty temporary instructors in Czech, German, Polish, Russian and several other languages. Between July and December eighty-six employees left the rolls in the affected languages, requiring a major effort by the personnel office. For

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[1]ATFL-OPD, memo, subj: Training Capabilities Report (TCR), 21 Aug 92; ATFL-CPO, FY 1992 annual report (draft); ATFL-CP, memo, subj: Calendar Year 1992 Input to the DLIFLC Annual Historical Summary, 29 Mar 93.

example, the Training and Development Branch coordinated 3,000 employee-hours of training to help with the transition. This turmoil also contributed to a sharp rise in sick leave usage, from an average of 65 hours per employee to 83.3 hours. Meanwhile the institute's leaders still followed closely the case of thirty-one instructors laid off in 1989 as a result of reductions-in-force in ten low-density language programs as the case worked its way through the courts and administrative channels.[2]

The office faced other challenges during the year. Nancy Ramos, who had managed the office's computer systems for many years, left for a promotion in August after twenty-two years at the institute. The institute also converted to STARCIPS-R, the new civilian payroll system. Finance support was transferred from Fort Ord to Fort Sam Houston, and one hundred time-keepers had to be trained to enter data using a computer system. The new system caused many headaches for the time-keepers, but for the individual employees, pay problems caused by the transition were kept to a minimum.

On a more positive note, the Congress passed legislation in the fall authorizing the New Personnel System, and the civilian personnel office staff began designing the new system that promised to eliminate many of the obstacles to academic excellence inherent in the Civil Service System. An interim plan for promoting teaching excellence involved placing a permanent GS-11 academic specialist on each 6-person teaching team. The Recruitment and Placement Branch faced the challenge of recruiting for the new positions. More than two-thirds of the institute's GS-9 instructors applied for the positions over the spring and summer, some five hundred in all. This avalanche of applications almost overwhelmed the staff, especially since for the first time the staff had to verify specific educational requirements on such a large scale.

Despite all these changes for the institute's civilian personnel, not all of them positive, the leadership of the faculty union, Local 1263 of the National Federation of Federal Employees, continued to work closely with the institute's top management. For the third year in a row the union filed no unfair labor practices, and despite the staff turbulence cased by the reductions-in-force and the new positions, the number of formal grievances filed remained low.

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[2]ATFL-CPO, memo, subj: FY 92 RIF, Activity Status Report 1-16 Dec 92, 16 Dec 92; ATFL-CPO, FY 1992 annual report (draft), 19; DAPE-CPL, memo, subj: Implementation of Award of Arbitrator Brand, 6 May 92.

Also in the area of civilian personnel, although it did not fall under the Civilian Personnel Office, was the Equal Employment Opportunity Office, headed by F. Kathryne Burwell. The number of formal complaints remained low, thanks in large part to the fifty collateral-duty counselors from throughout the institute. In September the TRADOC office Equal Employment Opportunity Office conducted a staff assistance visit and gave the program an overall rating of "excellent." During the year Burwell became the institute's first manager to attend the Army Management Staff College. In her absence, Sharon Monroe served as acting Equal Employment Opportunity Officer for several months.[3]

Managing Military Personnel

Top-quality personnel administration support for the institute's uniformed service members was equally critical, especially in the period of service downsizing. With the increased number of personnel actions, measures were taken to streamline the paperwork process for the military (see Chapter Five).

Members of the US Army Troop Command received support from the consolidated Military Personnel Office under Charlotte M. Hendrickson. During the year this office took over functional responsibility for the Officer Distribution Plan and began providing support to Army personnel assigned to the On-Site Inspection Agency detachment at Travis Air Force Base. The office installed ASIMS (Army Standard Information Management System) to enable it for the first time to input SIDPERS data directly to the regional processing center. Meanwhile, six military positions were civilianized. Army Reserve and National Guard students received additional support by the Reserve Forces Advisor's Office. During the year Lieutenant Colonel Ronald Galasinski, USAR, was transferred out, but a new National Guard Liaison NCO, Master Sergeant James L. Johnson, ARNG, came on board.[4]

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[3]ATFL-EEO, memo, subj: Annual Historical Report, 31 Mar 93; ATFL-EEO, Multi-Year Affirmative Employment Program Plan, 1992 Accomplishment Report and 1993 Update, 21 Apr 93; ATBO-E, memo, subj: Equal Employment Opportunity (EEO) Staff Assistance Visit (SAV), 7 Dec 92.

[4]MILPO, memo, subj: Significant Actions Accomplished by the Military Personnel Branch During 1992, 31 Mar 93.

Other service personnel were supported by their respective service elements. Air Force personnel continued to receive support from Operating Location A, 323rd Mission Support Squadron. Navy personnel received similar support from the established personnel center at the Naval Postgraduate School. On the other hand, the Marine Corps Detachment provided personnel support for students at both DLIFLC and the Naval Postgraduate School.

Managing Resources

The Resource Management Directorate experienced an unusual turnover in top leadership during 1992. At the beginning of the year John A. Estep was still serving as acting director. Early in the new year Lieutenant Colonel Michael McClatchey, USA, arrived, but he was soon reassigned to head the Special Operations Forces project and then retired a few months later. Later in the year Lieutenant Colonel Charles W. Miller, USA, arrived to fill the position.

During the year the staff continued to manage the institute's budget and manpower resources, as well as deal with many unforeseen issues such as Base Closure and Realignment. The institute's leaders were gravely concerned about future funding in the era of defense austerity. When TRADOC issued its FY 1993 budget manpower guidance in the spring, the amount was well below what was necessary to support the projected student load. The institute responded by declaring $5.6 million worth of unfinanced requirements. In July the TRADOC commanding general, General Frederick Franks, Jr., released new budget guidance, saying "the outlook for FY 93 does not look bright. Can expect to receive less, not more resources.... Determine what is truly essential and divest remainder." In the last few weeks of the fiscal year the institute received a special one-time appropriation of $6.8 million, which was successfully obligated by September 30.[5]

The institute managed to complete FY 1992 with little change from previous years, thanks in part to several million dollars in reimbursables for such things as support provided to Operation Desert Storm ($514,000), the

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[5]ATFL-RM, memo, subj: 1992 Annual Historical Summary, 15 Mar 93; DLIFLC, Command Operating Budget Fiscal Year 1993, 15 May 92; TRADOC, PROFS note, subj: FY 93 Resources and Mission Guidance, 07/02/92 14:27; ATFL-RMB, Fiscal Year 1992 Cost Review, 15 Dec 92.

On-Site Inspection Agency ($405,500), and the War on Drugs ($477,000). $3.3 million was spent on computers, more than the previous two years combined, and nearly $500,000 for furniture, despite a moratorium for the first half of the year.

Managing Information

The field of information management continued to present challenges of unprecedented complexity to the institute's leaders. The Directorate of Information Management at Fort Ord retained responsibility for certain functions such as telephone services and some automation needs, while the Educational Technology Division retained responsibility for computers used in classroom instruction. The Defense Printing Service (DPS) took over the print plant in April, ending a fifty-year tradition of the language school having its own in-house printing capability. The institute's Directorate of Information Management was responsible for everything else. During all this time the GS-13 position of director remained vacant, a victim of the Army-wide high-grade cap. The chief of the automation division, Betty Jackson, continued to serve as acting director.[6]

The year was spent in a whirlwind of searching for funding, managing procurement actions, supporting hundreds of individual users through a period of rapid change, and planning for the upcoming closure of Fort Ord with TRADOC, FORSCOM, and the Information Systems Command. The Technology Coordinating Council became more active during the year and helped plan for future directions and in December a new Information Management Areas Modernization Plan was completed.

The overwhelming reality of 1992 was the avalanche of new computers hitting the institute. Several hundred 386-based computers were received, configured, and issued to users. DOS 5.0, Windows, and Word for Windows were adopted as institute-wide standards for administrative use. The directorate continued to strengthen its security procedures through a massive training and accreditation effort and in February began installing anti-viral software for the first time throughout the institute.

The Information Center continued with an active program of user training and trouble shooting, helping hundreds of individual users learn how

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[6]ATFL-IM, memo, subj: Annual Historical Summaries, 31 Mar 93.

to use their new hardware and software. They were thrown into action to help with the implementation of the STARCIPS-R time and accounting system, as well as the computer-intensive Special Operations Forces project. On occasion they had to borrow other personnel who had computer skills, regardless where they were assigned. By mid-year the 486-based multi-media systems began to come in from the House Intelligence Committee procurement, and these had to be configured, tested, and shipped to the final users.

The directorate continued to expand its network capabilities. In July the Systems and Programming Branch was renamed the Software Development Branch to mark its shift from mainframe-oriented systems software maintenance and programming to network-based software development. More fiber optic cable was installed, and the PROFS e-mail system continued to add new users.

The print plant was transferred to the Defense Planning Service in April despite prolonged opposition. The institute retained its own Production Coordination Office under Les Turpin to serve as its principle interface for all printing requirements. Despite a new 6 percent administrative surcharge and other increased costs, the new arrangement proved responsive when the institute needed quick, high-volume support in December for language training materials for Operation Restore Hope in Somalia. Within weeks the print plant cranked out 1.2 million production units (pages) at a cost of $42,000.[7]

Managing Facilities

During 1992 the Facilities Management office under Jerry J. Abeyta continued routine facilities management operations. Building maintenance was handled by the Directorate of Engineering and Housing at Fort Ord through their small support staff on the Presidio. This group was headed during the year by Harry Keeler until his retirement in the spring. In November he was replaced by Nate Cervantes. The Presidio benefited from some $3 million in end-of-year FY 1992 funding that went into facility upgrades. These included repainting 90 percent of the buildings on post and repaving several streets. Despite these bright spots, the overall level of facili-

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[7]For the transfer to DPS, see ATFL-SS-PC, memo, subj: Annual Historical Summary, Calendar Year 1992, 31 Mar 93, and the extensive documentation attached.

ties maintenance support from Fort Ord declined as their staff was reduced. The institute switched its janitorial contract to a new contractor in September.[8]

During the year the institute terminated its lease on the Lighthouse School in Pacific Grove, for an annual savings of over $100,000. Larkin School in Monterey continued to be used for the Special Operations Forces project. The moratorium on new construction continued, despite the institute's continuing need for several key facilities. The Barracks Phase III project remained stalled half completed while the Army Corps of Engineers sought to restart the project with a new contractor.[9]

The institute also shuffled some departments and offices during the year. In the fall the Operations and Plans Directorate moved into the space in Bldg. 517 vacated by the Post Library to be closer to the headquarters building.

The Facilities Management office became heavily involved in BRAC planning during the year. This involved not only follow-up on the BRAC 91 decision to close Fort Ord, but also planning for the BRAC 93 commission, scheduled to start its deliberations in early 1993.

Managing Logistics

The Logistics Division supported the day to day logistics needs of the Institute under Ralph S. Brooks, Sr. Managing both the accountability of property book items and the ordering and issuing of expendable supplies, the division's operations ran the full gamut of supply operations. Key to the accountability effort is the property book officer, and in March of 1992 Herbert L. Clark was appointed to this position. Clark pushed for more training and tightened accountability of hand receipt holders. The textbook warehouse added a computerized parcel shipping system that reduced costs substantially.[10]

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[8]ATFL-SSF, memo, subj: 1992 Historical Summary - Facilities, 7 May 1993.

[9]"DLI Receives Face Lift," *Globe* (12 Feb 93), 9; Jerry Abeyta, PROFS Note, subj: Facilities Management Update, 92-10-19 07:54:14.

[10]ATFL-SSL, memo, subj: Annual Historical Summaries, 1 Apr 93.

Managing Audiovisual Information

The Audio Visual Management Office continued to provide audio-visual support under Alan M. Merriman. The Source AV, Inc., was the contractor that provided video, audio, still photo, presentation and public address system support, electronic maintenance, and short term audiovisual loans, as well as operating two video teletraining studios. The Source AV faced stiff competition for renewal of the lease and filed a number of protests. After a four month extension the new contract went into effect on February 1 at a bid price of $590,400, some 30 percent lower than the previous year. The office spent almost $500,000 for thirty-nine wireless language laboratories to give instructors more flexibility in the classroom.

The end of the year saw major changes. In November the Audio Visual Management Office moved into renovated office space in Bldg. 273, and in December the contractor reproduced 32,000 audio cassettes of "Surviving in Somali" on short notice to support Operation Restore Hope.[11]

Inspector General

The office of the inspector general continued to serve as the eyes, ears, and conscience of the commandant during the year. This included providing him timely and accurate information obtained through inspections, inquiries, investigation, and other means. Lieutenant Colonel Carl W. Lagle, USA, retired in August and for several months Major Darlene Velicki, USA, served as acting inspector general. Master Sergeant Cheryl Shirley, USAF, also left the office in the spring to accept a direct commission as an Army captain aftre completing a doctorate in clinical psychology, based in part on her research on students at DLIFLC.[12] In December Major Ronald J. Davidson, USA, arrived to assume the duties. Sergeant First Class Janice E. Thiele, USA, served as assistant inspector general throughout the year.

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[11]ATFL-SS-AV, memo, subj: Annual Historical Summaries for the Audiovisual Management Office, FY92, 23 Mar 93.

[12]"Air Force Master Sergeant Trades Stripes for Army Brass," *Globe* (16 Mar 92), 16.

Security Manager

The security manager, Steven W. Comerford, continued to work with the Fort Ord Law Enforcement Command and other agencies to ensure physical security on the Presidio and to handle all necessary personnel security actions. The office also handled a large volume of routine work such as vehicle registrations and security clearance requests. In December 1991 the 902nd Military Intelligence Battalion conducted an operations security survey of the institute and made numerous recommendations for improvement, so this was also a priority during 1992. Comerford also assisted in the push to accredit computers throughout the institute. Similarly, Law Enforcement Command began a series of physical security inspections. Comerford published new procedures for building security and key and lock control. The summer saw an unusual increase in crime on post, to include larcenies, muggings, and vandalism, which caused the Federal Police to take extra precautions. Security and law enforcement concerns were also present in the discussions over the impending closure of Fort Ord.[13]

Administrative Support Division

The Administrative Support Division continued to provide general administrative support to the institute. This included publishing numerous regulations, operating the forms room, and managing the awards program. Captain Robin D. Kehler, USA, served as adjutant until her departure in the spring. For five months Captain Lawrence J. Verbiest, USA, served as interim adjutant until the arrival of Captain Susan L. Kessler, USA, in December. The senior noncommissioned officer in charge, Sergeant Major Samuel E. Cardenas, USA, left during the year and was replaced by Sergeant First Class Laurens C. Vellekoop, USA.[14]

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[13]ATFL-SEC, memo, subj: Annual Historical Summary for Calendar Year 1992, 30 Apr 93; ATFL-SEC, SOP, subj: Key and Lock Control, 5 Mar 92; ATFL-SEC, memo, subj: Letter of Instruction on Duties of the Assigned Building Landlord, Custodians, and Tenants in Regards to Physical Security (Draft), 11 May 92.

[14]ATFL-ASD, memo, subj: Annual Historical Report for FY 92, 31 Mar 93.

Public Affairs Office

The Public Affairs Office under James F. Davis III continued its work in the areas of command information, community relations, and media relations. The monthly newspaper, the DLIFLC *Globe*, continued to be a primary source of information for the institute's staff. The impending closure of Fort Ord led to an increase in the media and community relations missions, and Davis initiated planning for an expanded public affairs mission after October 1, 1994.[15]

Protocol

The Protocol Office under Pierrette J. Harter continued to support the many visitors and special events that came to the institute during the year, including the General Officer Steering Committee and several general officer visits.

Command Historian

The Command Historian, Dr. James C. McNaughton, continued to perform routine support activities. Early in 1992 he published the annual command history for 1990, and in the summer published the 1991 volume. In the spring he wrote and saw published an article on Arabic language training in support of Operation Desert Storm. During the year he also worked with Area Studies as the institute took over the Presidio of Monterey Army Museum that had been closed by Fort Ord officials in January.[16]

Garrison Support Operations

Routine base operations support functions continued during the year, although the institute was beginning to feel the effect of the impending closure of Fort Ord. For a small example, Fort Ord had always covered the small training budget for permanent party Army personnel assigned to the

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[15]ATFL-PAO, memo, subj: Calendar Year 1992 Annual Historical Summary for PAO, 10 May 92.
[16]*DLIFLC Annual Command History 1990* (Jan 92); *DLIFLC Annual Command History 1991* (Aug 92); James C. McNaughton, "Can We Talk?" *Army* (June 92), 20-28.

institute to attend schools such as the Master Fitness Trainer program or the Basic NCO Course. In FY 1992 they cut this support, and the institute had to absorb the $8,872 cost. Over the summer the institute reported to TRA-DOC that it had "already begun to experience serious BASOPS support reductions which are expected to intensify in the coming months.... Loss of BASOPS funding, coupled with a dramatic and accelerated loss of personnel have taken an adverse toll on BASOPS support capability to the point where it is almost nonexistent in the areas of facility maintenance, repair, planning and self-help materials issue."[17]

Despite these cuts, Fort Ord, the garrison staff, and other activities continued to provide all support within their power. The garrison commander, Lieutenant Colonel John A. Hamilton, USA, departed during the year, and Master Sergeant John A. Swiney, USA, took over. In addition to the work of the Directorate of Engineering and Housing and the Law Enforcement Command described above, the garrison commander coordinated morale and welfare support and community and family activities.[18]

Some of these activities saw significant change during the year. The post exchange closed the separate military clothing sales store and integrated it into the main exchange in the mini-mall. Several activities, such as the post exchange, adjusted their open hours the better to accommodate the new seven-hour day. Fort Ord decided to close the post library in Bldg. 517 on June 1, leaving the institute with no recreational services library on post, only the institute's own academic library. The main post library at Fort Ord remained available to students and staff, and the institute made special arrangements for students to obtain borrowing privileges at the Monterey Public Library downtown. Meanwhile the NCO club on post was treated to a major renovation that included fresh paint, new furniture, and a $40,000 sound system. As a result, the renamed Student and Faculty Club began to do much greater business.

Students and permanent party military received medical care at the contractor-operated PRIMUS clinic on post, which also had a small Army dental detachment. The Silas B. Hayes Army Community Hospital on Fort Ord provided the next level of medical care for all active-duty military and retirees on the peninsula. The hospital was the subject of much discussion

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[17]ATFL-OPD, memo, subj: Training Capabilities Report (TCR), 21 Aug 92.
[18]AFZW-DC-PM, memo, subj: Annual Historical Summary, 24 May 93.

during the base closure process, but as the year ended its final status was still unclear. Meanwhile, student dissatisfaction with the quality of care at the PRIMUS clinic continued to mount. (In the following year the Army took over the clinic and it once again became a Army Health Clinic.)[19]

BRAC Planning

Overshadowing all support operations during the year was the future closure of Fort Ord. At the beginning of the year it was still a far-off event, not expected to be completed until FY 1996. When Colonel Fischer published his "Vision 92-93 Statement" in January 1992, he listed base closing at the bottom of what he called his "top 20%" with the simple statement (the shortest of the twelve he listed): "We will prepare for the closing of Fort Ord." He also listed it on his twenty "areas of challenge" as simply "BRAC/ Fort Ord/Community."[20]

The closure of Fort Ord had only become a reality late in 1991. In April 1991 the Army staff had proposed Fort Ord to the second Base Realignment and Closure (BRAC) Commission, and the commission endorsed the proposed closure, over the vehement objections of the local community. Only when Congress and the President accepted the list in the fall did the closure of the post became a certainty. The local community should have seen the closure coming. In 1990 the US Army Test and Experimentation Command (TEXCOM) had moved the TEXCOM Experimentation Center (TEC) south to Fort Hunter Liggett, and the following year the Army had announced the move of the 7th Infantry Division (Light) to Fort Lewis in 1993.

For the institute the planning challenge was twofold. On the practical side, the institute's staff slowly began to plan for continued base operations support in areas such as facilities engineering, logistics, information management, and contracting. They quickly saw the opportunity to retain a significant portion of the support facilities at Fort Ord. Family housing would allow hundreds of students and permanent party military to live in government quarters, at considerable savings in basic allowance for quarters (BAQ) and

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[19]"PRIMUS Clinic Program Provides Service Members with Health Care," *Globe* (27 Feb 92), 8; ATFL-SSF, memo, subj: Medical Support Status, 14 Aug 92. For student criticisms, see for example, ATFL-DME-AD, memo, subj: Reaccreditation Report for Standard 3, 17 May 93.

[20]ATFL-CMT, memo, subj: Vision 92-93 Statement, 24 Jan 92.

variable housing allowance (VHA). The active duty and retired military population on the peninsula could continue to use the morale, welfare, and recreation facilities. And if the institute's enrollment should grow in the future, as it had in the early 1980s, a satellite language school could be constructed there at relatively low cost. This enclave was dubbed the "POM Annex."

The second challenge was selling all this to the Army staff. Estimates of the annual operating costs for the annex ranged up to $40 million, principally to maintain the family housing. Left unresolved were key issues such as medical support, area support responsibilities for the region under AR 5-9, and deciding which major command would be responsible for the final cleanup and disposal of the unneeded portions of the post.

A flurry of planning began in the fall of 1991 and spilled over into early 1992. The Deputy Assistant Secretary of the Army (Training and Education), Patricia M. Hines, visited on September 11, as did the Assistant Secretary of the Army (Installations, Logistics, and Environment), Susan M. Livingstone, on September 27. In November a team from the US Army Force Integration Support Activity (USAFISA) spent three weeks with the DLIFLC and Fort Ord staffs to develop and validate a list of the personnel positions that would have to be transferred from Fort Ord to the institute. TRADOC initially endorsed the institute's plan to retain the annex, even though this would increase their BASOPS budget by $20-40 million. The institute briefed the plan to the local congressman on February 4 and the General Officer Steering Committee on February 6. The chief of the TRADOC BRAC Office, Colonel Benjamin H. Taylor, USA, came to brief the results to date on February 14, and the Deputy Assistant Secretary of Defense for Installations and Logistics, Robert Stone, made a personal visit on February 27. The General Officer Steering Committee acknowledged the additional costs in February. The Executive Agent, Brigadier General Lyle, told the committee that "the issue of BASOPS was still being worked," but he promised to "take necessary action to acquire the dollars required to execute approved and authorized programs."[21]

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[21]GOSC Summary Report (6 Feb 92), 9-10; ATTG-IS, info paper, subj: Impact of Fort Ord Closure on DLI, 10 Jan 92, included at Tab E, GOSC briefing book (6 Feb 92); DLIFLC, briefing, subj: Base Realignment and Closure (BRAC) Impact on DLIFLC, included at Tab E to GOSC briefing book (6 Feb 92).

At this point, planning seemed to stall for several months while the issues were fought out at major command and Army staff levels. The school secretary, Colonel Olds, and the facilities manager, Jerry Abeyta, continued to work the issues as best they could, but without further guidance there was little more the institute's staff could do. During the spring and summer the Army staff also began considering moving the school or contracting out all language training as ways of avoiding some of the costs. When Colonel Joseph Roszkowski, USA, from TRADOC visited in May, the institute's staff briefed him on three options: staying on the Presidio, moving, or contracting. But when the General Officer Steering Committee met again in August, Fischer addressed BRAC planning only in passing. The annual operating costs for the POM Annex he then estimated to be $32 million, not counting medical and information management support. If student load continued to drop, he said he might consider a less ambitious plan. When the Board of Visitors met in September, Fischer admitted that his staff had provided some planning figures for a possible move, but he emphasized that this was only the better to fend off such suggestions.[22]

In the fall planning for Fort Ord's closure seemed to accelerate. The Army Corps of Engineers began a public information campaign to describe its environmental clean-up efforts, and the Army announced the division would begin to move to Fort Lewis in early 1993. The institute's staff began to work with their Fort Ord counterparts and the TRADOC staff to draft transition plans for each functional area. On November 20 the Army held a public meeting in downtown Monterey to discuss planning for the shutdown, and the Deputy Assistant Secretary of the Army (Installations and Housing), Paul W. Johnson, officially announced the Army's intention to retain a "footprint" containing the core administrative facilities and a large portion of the housing to support DLIFLC and the Naval Postgraduate School.[23]

Few had any inkling that within months the Army would propose the Presidio of Monterey itself for closure by the next BRAC Commission. That

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[22]DLIFLC, briefing to COL Roszkowski, 20 May 92; Five-Year Plan (3 Aug 92), Chapter 12; Board of Visitors, 1992 Update, Sep 92, Tab T.

[23]See Fort Ord BRAC Bulletin, No. 24 [Fall, 1992] for a list of support services facilities that were expected to remain open, to include the PX, commissary, a fifty-bed medical facility and the two golf courses. Paul W. Johnson, briefing, Fort Ord Redevelopment Conference #3, 20 Nov 92.

announcement in early 1993 came as a great shock to the staff and faculty. The possible closure of the Presidio dominated the new year like no other.

At the end of 1992, base closure was still in the future. The in-coming commandant, Colonel Sobichevsky, had previously served at the institute as school secretary and chief of staff, so all indications were that he would be a good man to oversee the transition to separate installation status. As far as the institute's leaders knew, the major issue for the next year or two would be the complete reorganization of most support operations. Functions that were previously handled by Fort Ord offices would soon fall under DLIFLC. Few realized that these support functions, and their associated costs, would suddenly erupt as a possible threat to the future of the institute. In retrospect, 1992 came to seem the last year of normalcy before a new era of change and challenge for support operations and the institute as a whole.

AAA	Army Audit Agency
ACE	American Council on Education
ACTFL	American Council on the Teaching of Foreign Languages
AGR	Active Guard/Reserve
APSI	Academic Performance Success Index
ARNG	Army National Guard
ASD(C3I)	Assistant Secretary of Defense (Command and Control, Communications, and Intelligence)
ASD(SO/LIC)	Assistant Secretary of Defense (Special Operations/ Low Intensity Conflict)
ASIMS	Army Standard Information Management System
ASQ	Automated Student Questionnaire
ASVAB	Armed Services Vocational Aptitude Battery
ATC	Air Training Command
ATRRS	Army Training Requirements and Resources System
AV	Audiovisual
BASOPS	Base Operations
BCIS	Baltic/Commonwealth of Independent States
BILC	Bureau for International Language Coordination
BMLC	Basic Military Language Course
BoV	Board of Visitors
BRAC	Base Realignment and Closure
CALICO	Computer-Assisted Language Learning & Instruction Consortium
CALL	Center for the Advancement of Language Learning
CLP	Command Language Program
CPO	Civilian Personnel Office; Chief Petty Officer
CTEP	Cryptologic Training and Evaluation Program
CTS	Cryptologic Training System
DCSOPS	Deputy Chief of Staff for Operations and Plans (Army)
DCSINT	Deputy Chief of Staff for Intelligence (Army)
D'ECOLE	Defense Executive Committee on Language Efforts
DFLP	Defense Foreign Language Program
DLAB	Defense Language Aptitude Battery
DLIFLC	Defense Language Institute Foreign Language Center
DLPT	Defense Language Proficiency Test

Glossary

DoD	Department of Defense
DPS	Defense Printing Service
EEO	Equal Employment Opportunity
EIDS	Electronic Information Delivery System
ETNA	Educational Technology Needs Assessment
FECA	Federal Employees Compensation Act
FILR	Federal Interagency Language Roundtable
FLO	Final Learning Objective
FLPP	Foreign Language Proficiency Pay
FLTCE	Foreign Language Training Center-Europe
FORSCOM	Forces Command (US Army)
FSI	Foreign Service Institute (Department of State)
FY	Fiscal Year (1 Oct-30 Sep)
GITS	General Intelligence Training System
GOSC	General Officer Steering Committee
GS	General Schedule
HPSCI	House Permanent Select Committee on Intelligence
HR	House Resolution
HUMINT	Human Intelligence
IG	Inspector General
ILCC	International Language and Culture Center
ILR	Interagency Language Roundtable
INSCOM	Intelligence and Security Command
KSA	Knowledge, Skill, and Ability
LEA	Law Enforcement Agencies
LFID	Learner-Focused Instructional Day
LSCP	Language Skill Change Project
LTD	Language Training Detachment
MATFL	Master of Arts in the Teaching of Foreign Languages
MI	Military Intelligence
MLI	Military Language Instructor
MOLINK	Moscow-Washington Communications Link
MSA	Modern Standard Arabic
MTT	Mobile Training Team
NATO	North Atlantic Treaty Organization
NCO	Noncommissioned Officer
NFFE	National Federation of Federal Employees

NPS	New Personnel System; Naval Postgraduate School
NSA	National Security Agency
OPD	Directorate of Operations, Plans, and Doctrine
OSD	Office of the Secretary of Defense
OSIA	On-Site Inspection Agency
PBO	Property Book Officer
PIC	Proficiency Improvement Course
POM	Presidio of Monterey
PRIMUS	Primary Medical Care for the Uniformed Services
PROFS	Professional Office System
RAC	Resource Advisory Committee
RASC	Recourse Advisory Subcommittee
RIF	Reduction-in-Force
SAV	School Assistance Visit
SCOLA	Satellite Communications for Learning
SFFLC	Special Forces Functional Language Course
SIDPERS	Standard Installation/Division Personnel System (Army)
SMDR	Structure Manning Decision Review
SOCOM	Special Operations Command
SOF	Special Operations Forces
SOQ	Student Opinion Questionnaire
SPM	Service Program Manager
STARCIPS	Standard Army Civilian Payroll System
STARS	Standard Time and Activity Reporting System
SWC	Special Warfare Center
TAV	Technical Assistance Visit
TEC	TEXCOM Experimentation Center
TEXCOM	US Army Test and Experimentation Command
TNET	Teletraining Network
TRADOC	Training and Doctrine Command (Army)
USA	US Army
USAF	US Air Force
USAFISA	US Army Force Integration Support Activity
USAR	US Army Reserve
USMC	US Marine Corps
USN	US Navy
VTT	Video Teletraining

Document List

1. Department of Defense Inspector General, *Inspection Report: Defense Foreign Language Program*, 93-INS-10 (17 Jun 93).

2. Defense Foreign Language Program General Officer Steering Committee briefing book (6 Feb 92).

3. DAMO-TR, Memo, Subj: Defense Foreign Language Program (DFLP) General Officer Steering Committee (GOSC) Summary Report for 6 February 1992, 30 Mar 92.

4. Defense Foreign Language Program General Officer Steering Committee briefing book (6 Aug 92).

5. DAMO-TRO, Memo, Subj: Aug 92 Defense Foreign Language Program (DFLP) General Officer Steering Committee (GOSC) Report, 27 Aug 92.

6. DLIFLC, *1992 Annual Update* [Board of Visitors] (Sep 92).

7. DLIFLC Board of Visitors, *Annual Report (Draft)* (27 Oct 92).

8. *National Report - USA - DLIFLC* [Bureau for International Language Co-ordination] (Jun 92).

9. ATFL-DAA-PM, Recapitulation of Student Input for Fiscal Year 1992 (29 Apr 93).

10. DLI, *Annual Program Review* (20 Jan 93).

11. DLIFLC, *Fiscal Year 1992 Cost Review* (15 Dec 92).

12. *DLIFLC Master Plan: Strategies for Excellence*, Vol 1. (Parts I-III) and Vol 2. (Part IV)(Jan 92).

Index

Index