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ARMY LINGUIST PERSONNEL STUDY

(ALPS)

20 January 1976

Department of the Army Office of the Deputy Chief of Staff for Personnel

Washington, D. C. 20310

DOD FOREIGN LANGUAGE TRAINING STANDARDS

PROFICIENCY LEVEL	SKILL
0	None
1	Elementary
2	Limited Working
3	Minimum Professional
4	Full Professional
5	Native/Bilingual

Skill is separately tested or determined in 4 areas:

1. Reading comprehension--------(R)
2. Listening comprehension -----(C) or (L)
3. Speaking----------(S)
4. Writing----------(W)

A detailed description of each skill is contained in table 5 of AR 350-20/OPNAVIST 1550.7/AFR 50-40/MCO 1550.4B. Personnel rosters or inventory data sheets indicate proficiency scores on the Defense Language Proficiency Tests (DLPT) which actually yield raw scores only in listening comprehension and reading comprehension. There is a danger in relying on the DLPT for accurate identification of language proficiency in that a "C-3" may in fact represent an "S-2" capability only, since speaking skill is often lower than listening comprehension capability. The DOD language training standards expressed in AR 350-20, etc., represent descriptions or definitions of proficiency levels of the four basic skills (S, C, R, W); however, actual testing of proficiency in speaking and writing is not normally conducted directly but rather indirectly through course examinations or through irregular use of the oral interview technique.

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DEPARTMENT OF THE ARMY
OFFICE OF THE DEPUTY CHIEF OF STAFF FOR PERSONNEL
WASHINGTON, D.C. 20310

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20 January 1976

ARMY LINGUIST PERSONNEL STUDY (ALPS)

EXECUTIVE SUMMARY

1. Purpose: The purpose of this study is to investigate the Army's linguist needs and programs in order to develop recommendations for new programs and procedures or changes to old programs so that National, DOD, and Army linguist requirements are met. The study was initiated by a memorandum from the Chief of Staff of the Army to the Heads of Army Staff Agencies, CSM 75-5-3, dated 29 May 1975.

2. Background:

a. The Army currently programs language instruction at the Defense Language Institute (DLI) and Foreign Service Institute (FSI) on the basis of projected requirements submitted by Army Staff Agencies.

b. Apart from the established procedure for submitting projected language training requirements, there exists no systematic Army approach to the problem of maintaining adequate numbers of appropriately qualified linguists. The current system, as it functions, is not able to accurately determine the actual skill levels of linguists or to provide any method for sustaining a language skill once attained.

c. Recent studies, e.g. the Army Direct Support SIGINT Resources Study and Joint Army/NSACSS productive utilization program have previously highlighted deficiencies in the Army ability to recruit, train, and maintain an adequate linguistic capability.

d. As this study progressed, all problem areas initially identified were verified and others surfaced in eighteen (18) major sections of the study, to include the US Army Reserves and the Army National Guard of the US.

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3. Procedures:

a. The study involved participation of Army Staff Agencies, USASA, TRADOC, MILPERCEN, NSA/CSS, DIA, and DLI in the linguist program analysis and preparation of the report.

b. The chairman made a special effort to incorporate as much background and technical material as possible in the study, including full comments of participating staffs and agencies. So that the study may show the varied problems of linguists, all interested parties have had their day in court and their views and recommendations included for appropriate consideration. The lengthy final report and four volumes of background material are intended to be used as a reference set and includes information generally not readily available to assist in providing a sound basis for attacking the linguist problems now facing the Army.

c. Each section that covered a particular problem area has specific and detailed conclusions and recommendations. In an attempt to keep these problem areas well defined, the complicated, tightly woven series of inter-dependent factors that make up the total linguist problem required a good deal of cross-referencing from one section to the other. Coherence of the bite-size portions of the overall problem is useful in a systematic resolution of the many shortcomings noted in the linguistic field.

4. Findings:

a. In general the problems facing the active Army, plus some unique ones, also face the Reserve Components. All staffs and agencies that were able to accurately determine their requirements-DCSOPS for Foreign Area Officer, Special Forces, MAAGS and DIA for attachés, for example-reported no significant problems with linguists other than those associated with requirement or mission changes. The Intelligence field, which is the largest user of Army linguists, reports difficulties in all aspects from identification of requirements to retention. Regardless of this point, all linguist users are affected to some degree or other by the findings that follow and will benefit by their resolution.

b. Requirements: In general, overall linguist requirements have not been accurately determined and are not reported to DA in any form that gives a clear picture for proper personnel management. Linguist positions are not always indicated in authorization documents and specific language skills, when used, show only the broad "1" through "5" standard skill levels. This results in over or under-training of the linguist and does not always efficiently meet the user's needs. Some means of insuring establishment, validation and control of linguist positions at

DA Level was indicated. Some methodology for determining linguist mix based on analysis of probability of conflict and risk factors was also indicated. There are no firm requirements established for:

(1) Fixed (Normal) linguist requirements,

(2) Variable (Contingency) linguist requirements for the various OPLANS, or

(3) Use of indigenous linguists to meet shortfalls.

c. Assets: Linguist assets on hand cannot be accurately identified because there is no functioning reevaluation system that permits identification of current skills. Most indicated linguist skill levels are far out of date because of lack of retesting, this causes available data to be nearly useless as a management tool. Balancing of assets (uncertain) against requirements (unknown) is difficult at best and also increases the problem of acquisition of new linguist or training those on hand. Recruiting has not filled the linguist requirements in the Intelligence fields; however, linguists have recently begun to receive recruiting emphasis to correct this situation. Incentives for recruiting and retention were determined to be necessary, but such incentives are understandably difficult to attain during these times of stringent budgetary constraints. Reserve component assets, as well as indigenous linguists, could serve to fill contingency requirements. More detailed investigation of ethnic groups in the US could possibly provide linguist assets.

d. Training: Defense Language Institute (DLI) has the responsibility for all language training (less dependent schools and Service Academy instructors) for all Services. Projection of requirements to FY 81 indicate that DLI can meet all Army linguist training needs. Based upon broad standard skill levels, linguists have been trained to meet the user's stated requirements. Because of the inability of users to adequately describe specific job-related skills, student products have been under-trained in some cases and over-trained in others. DLI can teach to exact requirements, but, in the absence of specific terminal skills and a clear statement of results desired, inadequate or inappropriate training can be expected. Linguist validation and definite job descriptions for training can help immensely in this area. Until all requirements can be properly identified and job-entry skills described, most of the training shortcomings will continue. Training of dependents, both funded

and space available, is a requirement that should be continued and expanded since it is important for the entire family as well as the sponsor, to be able to function in the foreign environment encountered. To accomplish all training (key to utilization) and testing (vital for identification and verification), DLI requires adequate budgetary support for course and test development and manpower assistance for military staff and faculty.

e. Management: Officer linguists should continue to be managed under the Officer Personnel Management System (OPMS) and Enlisted Linguists under the functional Career Management Field (CMF). The current management systems are adequate to manage linguists once the problems of identification of requirements and assets have been resolved. A career progression to E9 as a linguist has been determined to be an important factor in providing an incentive for retention of linguists.

f. Maintenance of Proficiency: Once a linguistic skill has been attained, constant use is required to retain this perishable skill. Programs for this maintenance of proficiency must be provided as well as on duty training time, to keep the linguist as proficient as possible for his next utilization assignment. Strong command emphasis at all levels, as well as funding for unit language programs (Command Language Programs, Non-Resident Instruction, General Educational Development, etc), was determined to be necessary to provide proper support for the concept.

g. Implementation: In addition to the detailed recommendations for implementing solutions to the requirements, an overall Army policy for linguists was determined to be necessary for proper guidance of all personnel. This policy is to be given the widest dissemination and command emphasis by regulation, command letter and all available Army publicity means. The main points of this policy are:

(1) All officers are encouraged to attain at least an elementary proficiency in a language;

(2) Officer and Warrant Officers in the Intelligence or area specialty fields have a language proficiency;

(3) Non-Commissioned Officers and Enlisted men are encouraged to attain an elementary language proficiency;

(4) Non-Commissioned Officers and Enlisted men in linguist MOS's must have the required proficiency;

(5) Training time will be provided for maintenance or acquisition of a language proficiency to the desired/required level;

(6) Command Language Program and educational programs will be emphasized to provide the means for language maintenance and acquisition; and

(7) Strong command emphasis will be placed upon language acquisition and proficiency maintenance programs.

5. Recommendations: In addition to the detailed implementing recommendations in the study, the following are considered to be key:

a. That DA publish and implement a broad Army Language Policy Statement and provide extensive publicity for the program, (e.g. Command letters, service publications, Army Times, etc).

b. That DA re-emphasize and publicize requirements for compliance with regulations and directives applicable to the Army Linguist Program.

c. That commanders encourage individual language study and provide training time for such voluntary participation.

d. That the proposal for establishment of an Army Language Review Committee (ALRC) to review and monitor the recommendations of this study will be reviewed on or about 1 July 1976. If the DA review indicates the necessity for an ALRC, DCSPER shall initiate action to convene the ALRC as provided for in the ALPS.

e. That sufficient support be provided DLI to: accomplish initial training required, continue course development, develop reevaluation tests, give assistance for proficiency maintenance programs in the Command Language Program (CLP) and obtain needed military staff and faculty.

f. That solutions for problems posed by non-English speakers in the US Army be investigated.

g. That Reserve Components institute programs for improving their linguistic capabilities as appropriate.

FOR THE DEPUTY CHIEF OF STAFF FOR PERSONNEL:

JOSEPH P. RICE
Colonel, Infantry
ALPS Chairman

ARMY LINGUIST PERSONNEL STUDY (ALPS)

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GLOSSARY OF TERMS USED IN ALPS

ALPS	Army Linguist Personnel Study. Established by CSM 75-5-33, 29 May 1975.
Billet	A personnel position or assignment which may be filled by one person.
DLAT	Defense Language Aptitude Test. Used to determine aptitude for language learning prior to assignment to DLI. To be replaced by DLAB (Defense Language Aptitude Battery). The test is Service administered and controlled.
DLAB	Defense Language Aptitude Battery. To replace DLAT for aptitude screening.
DLI	Defense Language Institute. Defense School with the Army as executive agent. Provides DOD required language training, less Service Academies and dependent schools. Established by DOD Directive 5160.41, 19 October 1962. See Volume I and II for detailed information.
DLIELC	Defense Language Institute English Language Center. Established 1 July 1966 as a part of DLI, located at Lackland AFB to teach English to Foreign Officers and EM. As of 1 January 1976 a TRADOC School.
DLP	Defense Language Program. Program for all services. Army Regulation - AR 350-20.
DLPT	Defense Language Proficiency Test. Test used to determine an individual's present proficiency in a specific language. Service administered and controlled.
DLRPT	Defense Language Reading Proficiency Test. Test use to measure reading proficiency only. Not in common use.
ECL	English Comprehension Level. To obtain this level a test administered to Non-English speakers as placement or progress measurement at DLIECLC.Test scores are used as a prerequisite for entry to all US Service Schools or Training Centers; administered World-Wide by MAAGS, MILGPS, Missions & DAO; in CONUS, both administered and controlled by DLI ELC.
HUMINT	Human Intelligence. Intelligence obtained by personnel means, interviews, interrogation, etc, as opposed to that obtained by electronic means.
LDP	GAO and others use this to mean Language Designated Position, but AR 310-50 uses "Local Data Processor".
LIC	Language Identifier Code. From AR 611-101, effective 1 Mar 76 for identification of positions requiring languages for Officers in TOE/MTOE Units.

LINCOB	Linguist Consulting Board. A continuing board in the Office of the ACSI chartered to address intelligence related linguist problems. Members of other staffs and agencies participate in board deliberations as required.
Linguist	Not in AR 310-25. Webster: A person accomplished in languages and especially in living languages; one who is facile in several languages; a student of or an expert in linguistics.
LTD	Language Training Detachments. A part of the DLP administered by DLI. The detachments provide linguistic assistance and training in Europe, Asia and Africa.
MAAG	Military Assistance Advisory Group. Can be single service or joint that assists host country in military matters, advises on military assistance and training; administers the U.S. Military Assistance program in country.
MILGP	Military Group. Accomplishes same missions as MAAGs. Generally in Latin America. In addition acts as military advisor to US Ambassador on all military matters, less attache matters.
Mission	Military organization assigned a specific mission or group of missions in a country. Can have all of the missions assigned to MAAGs or MILGP, or be restricted to certain areas such as training.
NSA/CSS	National Security Agency/Central Security Services. Located at Fort Meade and Friendship Airport, Maryland.
NCTS	National Cryptological Training School A central system of NSA/CSS primarily responsible for training of civilian cryptological requirements. Close cooperation and liasion with Service Cryptological Schools. Located at Fort Meade, Maryland.
OPFOR	Opposing Force Program: Successor for the national aggressor concept for training. Oriented on real-world potential advisaries. To include use of languages appropriate for the opposing force region or country.
Position	A group of tasks or responsibilities making up the duties of an employee.
Skill Level	Level of proficiency required for performance of a specific military job and the level of proficiency at which an individual qualifies in that MOS.
SIGINT	Signal Intelligence: Intelligence obtained from electronic sources.
SMSA	Standard Municipal Statistical Area: Large urban areas identified for statistical purposes, e.g., New York, Buffalo, Chicago, etc.

Space	Term used incorrectly to indicate a billet or position; not in AR 310-25. Webster: area, volume, etc. but no definition that indicates position.
SQT	Skill Qualification Test: Designed to test performance of tasks critical to soldier's jobs as a part of the EPMS. All job-related.
SSA	Service Security Agencies: AFSS: Air Force Security Service NSG: Naval Security Group USASA: US Army Security Agency
STANAG	Standardization Agreement: International agreement of NATO nations for use of standard terms and definitions.
TLA	Technical Language Assistant: Linguists from all services with duty at DLI that assist in presenting technical aspects and requirements in the language of the various security and cryptological field assignments.

CHAPTER 1

INTRODUCTION

This chapter describes the purpose, background, scope, procedures and milestones of the study as well as a proposal for a Department of the Army language policy statement.

1-1. Purpose. The purpose of this study is to investigate the Army's linguist needs and programs in order to develop recommendations for new programs and procedures or changes to old programs so that National, DOD, and Army linguist requirements are met.

1-2. Background

a. The Army current programs language instruction at the Defense Language Institute (DLI) and Foreign Service Institute (FSI) on the basis of projected requirements submitted by Army Staff Agencies, major commands, and field operating agencies.

b. Apart from the established procedure for submitting projected language training requirements, there exists no systematic Army approach to the problem of maintaining adequate numbers of appropriately qualified linguists. The current system, as it functions, is not able to accurately determine the actual skill levels of linguists or to provide any method for sustaining a language skill once attained.

c. Recent studies, e.g., the Army Direct Support SIGINT Resources Study and Joint Army/NSACSS productive utilization program have previously highlighted deficiencies in the Army's ability to recruit, train, and maintain an adequate linguistic capability.

1-3. Scope.

a. This study will evaluate the role of language in fulfilling the Army Mission and assess the present status of Army Linguist Programs and the management of linguist assets to include both active and reserve components.

b. This study will develop recommendations for necessary changes or initiatives in contingency planning, organizational, readiness, regulatory, statutory, training, or managerial matters to meet the Army's near term (FY 76-78) and long term (FY 79 and beyond) linguist requirements.

1-4 Procedures.

a. The study involved participation of Army Staff agencies, USASA, TRADOC, MILPERCEN, NSA/CSS, DIA and DLI in the linguist program analysis and preparation of the report.

b. Specific self-evident problem areas or those previously addressed in recent studies were recognized without time-consuming and costly field research and data gathering. This permitted a greater effort to be placed upon developing solutions to problems. Emphasis was placed on the least complicated and most efficient means of addressing those problems.

c. As unsolvable problems surfaced, they have been presented as clearly as possible, so that stumbling blocks in linguist training, procurement, management and use can be visualized and accounted for in a less than emergency fashion. No attempt was made to use this procedure to escape problems that were simply difficult to address. A special effort was made to provide to the recipients of this report a great deal of technical information and background material in the form of attachments, since it appeared that some linguist problems could be best solved by obtaining an appreciation of the context in which the problem exists.

d. Due to the broad scope of the various problems presented, conclusions and recommendations are found at the end of each section of the general problem area covered. Consolidated conclusions and specific recommendations are found in Chapter 9.

1-5. Milestones

a. The study was initiated by memorandum from the Chief of Staff to the Heads of all Army Staff Agencies, CSM 75-5-33, dated 29 May 1975. The primary members of the study are from DCSPER, ACSI and DCSOPS. Other staff agencies, participating were OCA, OCAR and NGB. Representatives of USASA, MILPERCEN, NSA/CSS, DIA and DLI also participated. Input was received from FORSCOM, USAF, USN, and USMC.

b. The following phases and milestones were established:

(1) Phase I. Assessment of the current status of the Army Linguist Program consisting of eighteen problem areas undertaken by specific tasking of staff agencies, other agencies and commands. Initial assessment and identification of other problems were completed by 15 September 1975.

(2) Phase II. Analysis of initial recommendations, proposals of alternative programs and inclusion of changes. The study was dispatched for staffing on 14 Nov 75.

(3) Phase III. Staffing and inclusion of recommended changes. Final draft for staffing 12 Dec 75.

(4) Phase IV. Chief of Staff of the Army briefing and tasking for implementation of study recommendations. To be completed by 27 Jan 1976.

1-6. Language Policy.

a. The policy presented below is logical derivation of study efforts and has been identified as a required initiative. Recommendation for inclusion of this policy statement in appropriate regulations has been made.

b. "The following language policy is established for compliance by all Department of the Army personnel. The acquisition of a linguistic skill is costly, time consuming and requires extensive effort on the part of the individual. In order to accomplish world-wide missions, these highly perishable skills must be maintained and readily identified for immediate, programmed or contingency requirements. Each commissioned officer is encouraged to attain at least an elementary proficiency in a foreign language. Officers and Warrant Officers in the intelligence and foreign area specialties should possess such capabilities. Noncommissioned officers and other enlisted men are encouraged to attain such a skill; however, those personnel in designated intelligence MOS's will require a language proficiency. All personnel who have language skills are required to maintain these skills and verify current proficiency by appropriate proficiency tests at least every two years. When not in a linguist utilization position, each individual with a language proficiency will be provided training time to participate in Command Language Programs, General Educational Program Language training, or utilize self-study programs of the Defense Language Institute to maintain as much of his language proficiency as possible. Extensive use will be made of the Command Language Program or General Educational Programs to develop basic skills that can be used as an entry level into formal training and also act as an effective screening device to identify language aptitude. It is a command responsibility at all echelons to insure proper utilization and development of linguistic assets, as well as to take appropriate steps to maintain these perishable skills, when not required by the current unit mission, and encourage a healthy interest in attaining a linguistic skill for those personnel without such proficiency."

CHAPTER 2

THE ROLE OF LANGUAGE IN WAR

2-1. The Military Relevance of Language

a. Languages are the fundamental means of communication between individuals, groups, organizations, peoples and nations. The inability to use a foreign language places an individual or organization at a disadvantage when dealing with another group or nation whether the grounds be friendly, commercial or hostile. The military, acting in their traditional role must prepare for future conflicts and act in contingency situations where national interests are challenged--and most of these situations deal with peoples speaking and communicating in foreign languages. In a military sense, "to know your enemy and understand your friends", requires a linguistic capability sufficient to meet the requirements of preparing for, deterring or engaging in conflict. Within this context military linguists function in the following fields: (a) intelligence, (b) civil-military operations, especially security assistance, (c) liaison with allied or friendly forces engaged in separate or joint operations, and (d) liaison with allied or friendly forces participating in planning under treaty obligations.

b. The US intelligence system is the largest single user of Army Linguists. Sound knowledge of languages aids the intelligence function in providing solid information of foreign environments, cultures, military capabilities, personalities and psychological make-up of the nation for use in making operational and policy decisions. Intelligence personnel are better able to understand the dynamics of a specific country by a good grasp of the structure of that language. Structures and usage of a language reveal many facets of the national character that are impossible to obtain in any other manner. On a less esoteric plane, the ability to monitor the various means of communication within a specific country or region can provide valuable intelligence information and provide an early warning of impending actions.

c. Civil-military operations, to include Security Assistance, represent the basis for building or improving allied or friendly economic or military capabilities which can help minimize reliance on US Armed Forces. Security Assistance activities rely heavily on linguistically qualified personnel to implement US policy and to provide assistance in training and acquisition of military equipment for the host country. Reliance on these friendly forces can reduce the use of US assets in localized disputes where US national interests are not in immediate danger, or to augment US Armed Forces when committed.

d. Liaison with allied and other forces is a requirement for linguists where marginal linguistic capability could result in misunderstandings leading to direct disadvantages to US Armed Forces and US national interests.

2-2. Language and Combat Power

Proper use of linguistic capabilities can provide strategic, as well as tactical, advantages to the user. It is important to know what the enemy is planning to do next year in a theater of operations, as well as what he is planning to do tomorrow in a localized brigade area. Exploitation of SIGINT (Signal Intelligence) and HUMINT (Human Intelligence) can augment combat power by providing the commanders and staff (at every level) with data that can be used to his advantage. What actual troop value can be placed on the breaking of the Japanese code in WW II in regards to battles won or lost? Linguists are needed to extract information from all communication sources and their readiness, in a quantitative and qualitative sense, is a factor that must be taken into consideration at all times. How to do this in a timely fashion is a difficult problem.

2-3. Bounding the Linguist Problem by Conflict Probability and Risk

a. Linguists are essential to the US Army to accomplish overseas combat or contingency missions, as well as to properly fulfill peacetime preparedness missions. Maintaining the readiness of Army linguist assets clearly requires a methodology by which conflict probability and the probable dimensions of US support and associated risks are weighed against total linguist requirements to determine priorities for reducing shortfalls in specific languages.

b. An analysis of conflict probability (based on current assessments) and associated language requirements are summarized in Table 2-1. An arbitrary conflict indicator (CI) weight was assigned in inverse order to probability of conflict for use as a factor in determining language priorities.

TABLE 2-1. Conflict Probability

Regions in Order of Probability	Conflict Indicator (CI)	Languages
1. Middle East	6.0	Persian, Arabic (5 Dialects), Persian-Farsi, Hebrew
2. Southeast Asia	5.0	Vietnamese, Khmer, Lao, Thai, Chinese, French
3. Africa	4.0	French, Africans
4. Northeast Asia	3.0	Korean, Russian, Chinese
5. Latin America	2.0	Spanish, Portugese
6. NATO	1.0	Russian, French, German, Czech, Polish, Hungarian, Italian, Spanish, Portugese, Danish, Norwegian, Greek, Turkish, Dutch

c. An analysis of conflict risk to US national interests in the various regional areas based on current assessments, is summarized in Table 2-2. Note that the correlation between risk and probability is almost non-existent. Again, inverse order to priority was arbitrarily assigned to the risk factor (R).

TABLE 2-2. Risk to US Natioal Interest

Region	Risk Factor (R)
1. NATO	6.0
2. Northeast Asia	5.0
3. Middle East	4.0
4. Latin America	3.0
5. Southeast Asia	2.0
6. Africa	1.0

d. Linguist resource managers require a methodology to form these intangible non-correlated factors into a tool for determining priorities for reducing specific linguist shortfalls. The following formula is a possible methodology for determining linguist priorities by region:

$$\text{FORMULA:} \quad PW = R + (CI)(Pf)$$

Where PW = Priority Weighting
R = Risk Factor
CI = Conflict Indicator
Pf = Probability of Conflict Indicator (0.5)

NOTE: As Pf increases, greater weight accrues to the Conflict Probability and results in changing final priority weights to language development.

e. The largest "PW" (Priority Weight) results in the highest priority area based upon the factors considered. For example, the above methodology applied against current conflict probability and risks to US interest (summarized in Tables 2-1 and 2-2) shows the following regional linguist priorities:

TABLE 2-3. Regional Linguist Developmental Priorities

Priority	Region	Priority Weight (PW)
1.	Middle East	7.0
2.	NATO	6.5
3.	Northeast Asia	6.5
4.	Southeast Asia	4.5
5.	Latin America	4.0
6.	Africa	3.0
Formula for computation: PW = R + (CI)(Pf)		

f. The task of using the above linguist priorities must be OPLAN driven and can be further refined by using countries in specific regions to obtain a finer cut for language priorities within that region. Current contingency plans neither specify the required language mix for implementing units, nor those language requirements for in-place strategic indications and warning units which will be required to support the full duration of the OPLAN execution. Guidance for language mix must be provided to the MACOMs, if they are to achieve true readiness for OPLAN execution and to concurrently facilitate the sizing of the respective active and reserve mobilization force structures, to include planning for use of indigenous linguists. MACOMs should then based linguist training needs on both normal (fixed) and contingency (OPLAN) requirements.

g. Initial OACSI efforts to determine linguist requirements by language to support only the major regionally-oriented OPLANS for the active Army are discussed later.

h. Based on the overall linguist priorities delineated in Table 2-3, and established linguist needs (see Table 4-1) the following table is a proposed statement of specific Army Linguist Priorities:

TABLE 2-4. Army Language Priority

1 Arabic-Egyptian	16 Hebrew
2 Russian	17 Greek
3 Korean	18 Portugese
4 Arabic-Syrian	19 Japanese
5 Chinese-Mandarin	20 Dutsh
6 Polish	21 Norwegian
7 Czech	22 Spanish-European
8 Chinese-Cantonese	23 Thai
9 Romanian	24 Cambodian
10 Hungarian	25 Laotian
11 German	26 Vietnamese
12 Serbo-Croatian	27 Spanish-LA
13 French	28 Tagalog
14 Persian-Farsi	29 Hindi
15 Turkish	30 Urdu

i. This list of Army Linguist priorities is not static, but rather represents the results of a methodology that permits adjustment for changing world conditions and resultant assessments. Each derived priority list will enable planners to operate from an annually (or more frequently) validated baseline for decisions on resource allocations for training, readiness and contingency planning.

2-4. Conclusions.

a. Linguists are essential to the projection of US military strength abroad and require command support for continued readiness.

b. Quality linguists are important intelligence resources and can have a significant favorable effect on the application of combat power. They require consideration in all contingency planning.

c. DA linguist managers require a methodology for integrating conflict probabilities and associated risks into a language priority list for linguist acquisition.

d. Army force structure guidance, Army strategic capabilities plans, the Joint Strategic Objectives Plan and all unified command OPLANS require planning for linguist mix to facilitate force sizing.

2-5. Recommendations:

a. Command information media provide increased publicity and explicit command support for strengthening Army linguist capabilities.

b. An Intelligence paragraph, which includes linguist capabilities, be added to Command Semi-Annual Situation Report to focus evaluation of linguist readiness.

c. All Joint and Army programing and budgeting documents include a section dealing with linguist requirements as required.

d. A dynamic methodology for determining Army Linguist Priorities be developed and verified using variable conflict and risk data.

e. Force development guidance be provided MACOMS to insure an appropriate number of linguist billets are documented in the Army Authorization Documents System (TAADS) to meet day-to-day and contingency requirements.

CHAPTER 3

UTILIZATION OF INDIGENOUS LINGUISTS

3-1. GENERAL

a. In previous wars and contingencies, the Army has been forced to rely heavily on indigenous personnel to act as translators and interpreters. Since there are so many possible areas of future Army commitment it is not reasonable to assume that the Army will be able to operate without some degree of indigenous linguist support in the future. The optimum solution for linguist support would be to do without the use of indigenous linguists entirely, but realistically it can be expected that some operational requirements will demand the use of some of these assets.

b. The major consideration in planning for the use of indigenous linguists is security. To use linguists as translators, or especially as voice intercept operators, will require stringent security checks before US force commitment. In addition, US linguists of near native fluency will still have to be used in supervisory capacities to insure the effectiveness of indigenous linguists. Currently a number of Puerto Ricans, Koreans and nationals from many other countries are serving in the US Army, but have little or no capability in the English language; their usability depends on their capability in both the target language and in English. One alternative to solving this problem would be to screen such personnel through use of the DLI English Comprehensive Level test to determine their English capability, before relying on such personnel as Linguistic assets.

3-2. OACSI COMMENTS.

OACSI maintains that the security implications involved in using indigenous linguists are not severe enough to preclude their use without first determining just what those implications are. Accordingly, OACSI feels that USAREUR (for OPLAN 4102) and Eighth Army (for OPLAN 5027) should be tasked for determining the following:

a. Can indigenous linguists be used in MOS 96C and 98G in support of OPLAN 4102 and OPLAN 5027?

b. What are the security implications and what pre-utilization measures can be taken to insure adequate numbers of cleared or clearable linguists available when needed?

c. In addition, a determination should be made relative to availability of foreigners residing in the United States or native US citizens who possess native fluency in a critical foreign language. OACSI believes that a thorough study by the Selective Service Commission, USAREC and the Bureau of Immigration could provide the Army with adequate identification of bilingual speakers for contingency use. Any procedures or systems developed to provide an efficient means of identifying these linguists resources must be within the provisions of current disclosure and privacy acts in force. (For ethnic centers now identified, See TAB 3-A.)

(4) AR 604-5, contains provisions for granting limited Access Authorization to aliens subsquent to the completion of a favorable full background investiation, It follows, therefore, that security requirements may be met in those countries where Army/DOD agencies may be authorized to conduct such background investigations.

3-3. USASA COMMENTS:

a. " The problems involving the use of indigenous personnel to supplement USASA linguist assets are many and varied. The following problems are currently under study:

(1) Availability, e.g., If hostilities broke out in Western Europe, would Slavic speaking personnel be available?

(2) Security. If native speakers were available, could they be cleared? How can those who genuinely desire to assist the US Army be distinguished from the "Plant" or agents in their midst?

(3) Use of civilians in combat areas. What arrangements/agreements would have to be made to solve this problem?

(4) Remuneration. What would the cost be to use civilian personnel under these circumstances?

b. The above are but a few of the problems which must be considered. Qualified linguists would still be required to perform quality checks on the work performed by the indigenous personnel to insure accuracy. The entire idea of the use of indigenous personnel may be an irresolvable problem area."

3-4 OTHER COMMENTS

NSA representatives concluded that the security aspects of their requirements would preclude extensive use of indigenous personnel.

3-5. IMPLEMENTATION:

a. The use of any indigenous personnel is covered in DA PAM 690-80 "Use and Administration of Local Civilians in Foreign Areas During Hostilities". If indigenous linguists were to be employed, they would be covered by the procedures set forth in this document.

b. The use of indigenous personnel must be considered, since this is a source of needed linguists. Studies must be conducted to determine the feasibility and requirements for such projected use. Depending on the outcome of such studies, procedures outlining recruitment, security clearance and training will have be determined.

3-6 CONCLUSIONS:

a. Indigenous linguists cannot be used in positions requiring security clearances unless they can be given limited access authorization.

b. Based on requirements for linguists, the use of indigenous linguists may be compulsory in the event of certain contingencies.

c. Concentrations of ethnic groups in the CONUS should be able to produce Linguists for contingency or mobilization needs.

3-7. RECOMMENDATIONS:

a. USAREUR and 8th Army be tasked to provide information/ recommendations for use of Indigenous Linguists for OPLANS 4102 and 5027, pending expansion of VTAADS implementation of language identifier codes.

b. A study be made to determine feasibility of including Foreign US residents as contingency linguistic assets based on statutory limitations.

c. The feasibility of organizing reserve linguist units near major areas of linguistic resources be studied.

ETHNIC CONCENTRATIONS IN THE USA
by
Standard Municipal Statistical Area (SMSA)

SMSA	Language
1. All major SMSA's	1. Polish, German, Spanish, Italian
2. East Coast SMSA's (e.g. NYC Miami Boston, etc)	2. Yiddish, High concentrations of persons who were raised in homes where Yiddish was spoken. This fact itself is not significant except that an assumption can be drawn that there may have been classical Hebrew training received as a part of religious training.
3. Cleveland, Ohio SMSA	3. Small but significant concen--trations: Slovak, Hungarian, Russian, Lithuanian, Ukranian, Serbo-Croatian.
4. NYC; Newark, N.J.; Philadelphia, PA, SMSA's	4. Chinese, Greek, Russian, Lithuanian, Ukranian (Chinese primarily in NYC)
5. Pittsburg, PA SMSA	5. Serbo-Croatian, Russian, Hungarian, Czechoslovakian.
6. Detroit, Mich. SMSA	6. Serbo-Croatian
7. West Coast SMSA's (e.g. SF, Los Angeles, Long Beach, San Diego)	7. Japanese, Chinese
8. Not Statistically reported: Hawaii	8. Chinese, Japanese, Korean
9. Not Statistically reported: Puerto Rico	9. Spanish

Source: US Census Bureau

CHAPTER 4

MANAGEMENT OF LINGUIST REQUIREMENTS AND RESOURCES

SECTION I. REQUIREMENTS

4-1. General

a. The only mechanism for stating linguist requirements is currently found in AR 350-20, which prescribes procedures for projecting language training requirements at DLI. There is not a consistent mechanism for developing Linguist requirements from authorization documents. AR 611-6 (The Army Linguist Program) does, however, partially address this void by establishing an annual report (Current and Projected Enlisted Linguist Requirements, RCS OPO-22 (R3) to HQDA by all commanders having responsibility for units maintaining records wherein linguist personnel are authorized or projected to be authorized. This report provides the basis for the Army's annual report submitted to DLI, Foreign Language Training Requirements, FY____, (DA Form 3485-R, RCS DLI-16).

b. Authorization documents must be fully and consistently documented to reflect language requirements and used as a baseline for developing annual Training requirements. Currently, most TDA units reflect reasonably accurate documentation; however, TO&E units requirements are largely unspecified as to language position by language and proficiency level.

c. Current knowledge of Army linguist requirements reflect only how many personnel by language are projected for training at DLI in a given fiscal year. There is no basic overall statement of Army linguist requirements or statement of priority by language, functional area, contingency or force component.

d. These facts have been verified; however, some agencies which have good control of their requirements(DCSOPS for FAO, MAAGS, Missions, SF etc and DIA for attachés)reported no substantial problem in identifying requirements, programming, training or acquisition of assets. Adjustments and changes based on operational changes and requirements present no major linguist problem. The Intelligence functional area, the largest user of Army Linguists, has identified shortfalls in almost every aspect of linguist management, training, utilization and planning.

4-2. Core of the Problem: Managing requirements and resources:

a. In response to a July 1975 request by the Assistant Secretary of Defense, Intelligence, ACSI, DA, made an extensive analysis of all Army Intelligence-related Linguist requirements and made projections to FY 1981. Initial data were

accurate only to a factor of ± 20% - insufficient for use in program management. Further refinement of data gathering resulted in a confidence factor of ± 5% as reflected in TAB 4A. The total requirements are derived from adding fixed requirements to the variable requirements of the contingency OPLANS. (See TAB 4-B for OPLAN variables).

b. By arbitrarily taking a cut -off of FY 81 linguist requirements of 98 (from TAB4-A) the following 10 languages in Table 4-1 can be considered to be critical from a purely numerical standpoint.

TABLE 4-1. Critical Languages by Quantity

Language--by total Projected Reqts FY 81	TYPE POSITION		
	FIXED	VARIABLE	TOTAL
1. Russian	1062	1139	2201
2. Korean	451	1027	1478
3. German	900	512	1415
4. Czech	194	308	502
5. Polish	193	308	493
6. Chinese--Mandarin	172	282	360
7. Spanish-Latin American	128	137	265
8. Arabic-Egyptian	50	225	270
9. French	61	73	150
10. Chinese-Cantonese	4	94	98

c. A different view of the problem can be obtained by considering what the shortfalls would be if current assets were compared to FY 81 requirements. Table 4-2 shows that most of the critical languages also fall into the quantity shortage and that there are considerable differences apparent between FY 76 assets and projected FY 81 assets.

TABLE 4-2. Projected Shortfall for FY 81

Language	SHORTFALL FOR FY 81	
	Vs: 76 Assets	Vs: Proj. 81 Assets
1. Russian	1295	726
2. Korean	1262	1058
3. Polish	359	203
4. Czech	334	232
5. Arabic-Egyptian	242	140
6. Chinese-Mandarin	103	20
7. Chinese-Cantonese	67	48
8. Arabic-Syrian	64	0

d. The two previous tables give a grasp of the magnitude of the intelligence linguist problem, but to further complicate the situation, some very touchy intangibles are introduced when quality of the linguist assets are considered. The data presented in TAB 4-C give the proficiency levels (based on 0 to 5) of known current linguist assets. Even though these data are not too reliable (see Sec III) because of inadequate tests and poor control of testing frequency, the results can still be a useful tool for further analysis of the entire linguist problem. When the lowest "L" score averages are shown by language as in Table 4-3, care must be taken to equate the number tested to the total requirements shown in the previous tables. Statistically speaking an average, based on a sample of 3, would normally be useless unless the population or requirement was low. A complicated series of managerial steps must be taken to adequately balance total requirements in quality and quantity.

TABLE 4-3. Linguist Quality Deficiencies-Current Assets

LANGUAGE	Average Proficiency Level		Number Tested
	Listen	Read	
1. Arabic-Yemeni	1.0	2.00	2
2. Cambodian(Khmer)	1.42	0.95	21
3. Korean	1.76	1.61	216
4. Arabic-Syrian	1.76	1.19	2
5. Persian-Afgan	1.80	1.60	10
6. Vietnamese-Saigon	1.84	1.78	637
7. Norwegian	1.88	1.76	26
8. Japanese	2.00	1.66	178
9. Albanian	2.00	2.00	2
10. Arabic-Egyptian	2.25	1.71	28
11. Hebrew	2.33	1.55	9
12. Hindi	2.33	2.66	3
13. Vietnamese-Hanoi	2.27	2.10	217
14. Laotian	2.24	1.44	25

e. Graphically, these relationships are shown in Table 4-4 and could be used for establishing priorities for overcoming shortfalls or deficiencies. Balances would then have to be struck when considering conflict probability and risk as discussed in Chapter 2.

TABLE 4-4. Linguist Shortfall and Deficiencies

	Projected Requirements FY 81	Projected shortfall 76 assets vs. 81 Req.	Present Quality Deficiency
• Russian	X	X	–
+ Chinese-Mandarin	X	X	–
• Korean	X	X	X
+ Czech	X	X	–
+ Polish	X	X	–
• Arabic-Egyptian	X	X	X
+ Arabic-Syrian	–	X	X
German	X	–	–
Spanish-LA	X	–	–
French	X	–	–
Chinese-Cantonese	X	X	–
Hebrew	–	–	X
Arabic-Yemeni	–	–	X
Cambodian-Khmer	–	–	X
Persian-Afgan	–	–	X
Norwegian	–	–	X
Albanian	–	–	X
Vietnamese	–	–	X
Laotian	–	–	X
Hindi	–	–	X

LEGEND: • Critical - Priority I
+ Priority II
X Shortfall or Deficiency

f. Overall shortfall through FY 81 is within the capability of DLI and FSI to overcome without crash programs. Identified qualitative language training problems will be discussed later but there are good indications that most are well within the training capability to overcome or improve.

4-3. ACSI Comments.

a. "Central to the problem of developing an accurate requirements picture for Army linguists are the following deficiencies in the Army system:

(1) Absence of validated unified command statements of language mix desired for Army forces.

(2) Failure of DA to enforce documentations standards for authorization documents.

(3) Multiple contingency taskings for single units for differing world regions.

(4) Absence of command concern for linguist capabilities as expressed by their exclusion from OPORDS/OPLANS.

b. "The central requirements issue, which will frustrate unit readiness planning, is the conflicting regional demands for single units. True linguist and unit readiness cannot be obtained with a wide language mix within a single unit. Rather it appears that more productive utilization depends on tailoring maneuver units to specific regional areas and, if requirements dictate otherwise, to plug-in an appropriate linguist capability.

c. "The plug-in notion however requires an overall sizing of the problem, based on fixed linguist requirements (one language) usually found in the strategic indications and warnings TDA units, and the variable OPLAN linguist requirements common to all TOE units. Using fixed requirements as a baseline, the various variable requirements can be applied to them based on the current national security strategy.

Such rotation of variable and fixed requirements will yield an optimized mix which can, concurrently, be sized among the active Army reserve components and mobilization forces. This sizing will, furthermore, facilitate the subsequent sizing of indigenous linguist requirements to facilitate feasibility evaluation relative to how to best solve the myriad of knotty problems associated with their use in support of US forces. An analysis of intelligence-related linguist requirements using this approach is at TAB 4-D.

d. "The establishment of macro-requirements is helpful only for force structure supportive actions. From the training and personnel points of view, linguist requirements must be more precisely defined in terms of words pictures of projected position functions. Essential to this function is the associated need to standardize requirements among like MOS personnel performing relatively standard functions for particular echelon of assignment and pay grade. A proposed staffing guide for intelligence linguist is contained at TAB 4-E. A word description of exact language skills would be an addendum to this guide."

4-4. USASA Comments.

a. General comments on requirements were as follows:

"(1) USASA linguist requirements are determined from TDAs/TOEs. TDAs give 'by-language' requirements. Such requirements are levied against a national strategic mission administered by NSA/CSS. The actual number of requirements is determined by NSA in conference with USASA and is in consonance with manning and staffing documents developed by NSA and USASA. TOEs do not identify specific language requirements. This command receives guidance from ACSI as to languages and number of linguists in each language desired based on current contingency plans. It is, of course, impossible to train and maintain a linguist force capable of responding to every contingency. Therefore, the linguist mix and fill for TOE units is directed towards the priority contingencies as identified by the DA Staff.

"(2) Training requirements are based on TDA/TOE authorizations, with strategic (TDA) requirements receiving priority fill."

b. ASA was able to give a current linguist authorization and projected requirements by language. No break-out by grade was available. Comments continue:

"(1) Current documents do not identify authorizations by level of proficiency. Due to the complexity of USASA's mission, the majority of positions are recognized as requiring as "C-2, R-3". There are some positions which do not require this level of proficiency; however, since these positions comprise less than 25% of USASA's authorizations, the minimum level for which personnel are trained is C-3, R-3.

"(2) USASA currently has no commissioned officer linguists requirements. There are authorizations for thirty-one 988A and two 982A Warrant Officers. This total is expected to increase to forty-four 988A authorizations by the end of FY 76. These 988A's play a key role in the performance of USASAs voice mission by providing technical assistance and guidance both to the commander and to the voice operators. USASA is looking for additional Warrant Officer positions to increase its base of highly qualified and knowledgable linguists and to enhance career opportunities for these highly qualified linguists.

"(3) USASA's language priorities are determined by its strategic and tactical mission. Certain languages, such as Russian, German, Chinese Mandarin and Korea, have continaully remained at the top of any list for requirements. Other languages have moved up or down in priority, depending upon the changing world situation. Prime examples are the diminishing requirements for Vietnamese linguists and increasing requirements for Arabic linguists. Functional priorities, as stated above, are developed along the lines of strategic/tactical requirements, with strategic requirements receiving first priority because of the current live missions to be accomplished at our strategic sites. Tactical requirements would move up in priority should the US Army become engaged in a combat situation.

"(4) Additional Problem Area. It will be extremely difficult, if not impossible, to predict long term requirements for linguists. However, due to the long lead time required training, the long range requirements are vital to react quickly and professionally to the fluid world situation. We simply cannot afford to keep a linguist force on hand, in a high state of readiness, capable of meeting any situation. This will probably be one of those irresolvable problem areas. We must find some way to induce soldiers with linguistic talents to maintain their language proficiency, while performing duties in other than linguist tasks, in order to retain as high a state of readiness as possible for any contingency."

4-5. ALPS Comments

a. Problems discussed later in Chapter 5, Training, can be directly related to the inability of the users to clearly define what is required of a specific linguist. This point can be even more basic when actual requirements by numbers and languages can not be accurately determined.

b. For better linguist products, the actual linguist requirements must be clearly stated by the user and passed by normal channels to DLI where the course requirements can be translated into practical teaching objectives for the students.

c. An example of a linguist requirement for an officer instructor at the School of the Americas, Canal Zone, would not be "Major, Inf, MOS 1542, Spanish proficiency C-3, R-3"; but, rather, "Major, Inf, MOS 1542, Spanish C-4, R-3, to instruct native Spanish speakers by formal platform presentation, conduct seminars and conferences, answer questions from students and engage in normal social intercourse and conversation. Infantry tactical and staff subjects to the level of USACGSC."

Knowing exactly what the student had to do after graduation would permit use of actual "on the job" lectures, lesson plans and so forth as a part of the formal training at DLI. This would normally evaluate to a Level 4 requirement. Even so, attainment of a 4 level cannot be realistically expected through the Basic course, and is only feasible at DLI if the student either has had previous experience in-country using the target language and/or subsequently attends an advanced course. Additionally, the Defense Language Proficiency Test was not designed to measure level 4 proficiency.

d. Users should clearly differentiate levels of proficiency required in each job skill so that first term entries can receive only the amount of training needed and not use an excessive amount of time in training that is not not needed in a first tour assignment. This review of steps in proficiency cannot be arbitarily arrived at, but must be carefully studied and prepared by the supervisors or superiors who have the required knowledge of the job requirement to make such judgments.

e. "Nice to have" proficiency levels are luxuries that cannot be supported. Skill requirements and terminal objectives must be clearly defined and identified to preclude wasted training effort. Training to a defined entry-level performance should be accomplished and some method at DA level is needed to control skill definitions and linguist positions. (See Sec II, Army Language Review Committee).

4-6. Conclusions

a. There is no functioning current system or methodology for determining linguist requirements that gives an accurate picture of Army-wide linguists.

b. Those users who have a good control and know their requirements, do not report linguist problems.

c. Precise and consistent identification of linguist requirements have not been accomplished and exact terminal objectives (or entry-level performance) for training have not been established. Managers must be prepared for longer training periods for special, difficult positions such as attachés.

d. Even with inaccurate data available, it is possible to conclude that requirements can be met through FY 1981 with the training capacity now available.

e. A controlled system for linguists should be established, to include identification and verification of exact skills needed.

f. Even though most problems are more closely associated with the intelligence sector, most points are still valid for all other linguist users.

g. AR 611-101, Personnel Selection and Classification-Commissioned Officer Specialty Classification System, dated 15 Nov 75 (effective 1 Mar 76) provides means of identification of positions requiring languages for officers. This uses Language Identifier Codes (LIC), in conjunction with TOE/MTOE positions, to identify requirements and should be addressed, as it is in development. Input is presently being implemented for officers and the LIC's can also be used for enlisted and warrant officer requirements.

4-7. Recommendations:

a. Add language skill levels and specific linguistic prerequisites to the Language Identifier Code (LIC) in VTAADS.

b. DCSPER, in conjunction with DA Staff agencies and proponents for linguists, continue established review and approval procedures.

c. Use a combination of fixed and variable linguist requirements based on the current war strategy for training and maintenance of an optimized mix.

d. Develop a Linguist Staffing Guide with a standardized description of skill requirements, as well as a detailed, specific behavioral statement of special skill requirements that can function as an entry-level performance criteria for training. This will be provided for utilization in the development of VTAADS documents which support OPLAN requirements.

e. At DA level establish a committee for Army linguist matters, subject to par. 1 c, Chapter 9.

f. Explore the feasibility of identifying enlisted linguists, in the same manner as officers, under the provisions of AR 611-101, Personnel Selection and Classification-Commissioned Officer Specialty Classification.

SECTION II. ARMY LANGUAGE REVIEW COMMITTEE (ALRC)

4-8. General: To manage the Army's Linguist requirements effectively, the following actions must be accomplished:

- Identify linguist position requirements through a reports system.
- Validate identified requirements.
- Insure linguist training based on identified validated requirements.
- Insure implementation of approved ALPS recommendations.

4-9. Action Required: These actions can be accomplished by adopting a system for linguist review similar to the Army Education Requirements Board (ALRB) system (AR 621-108) used for graduate level education management.

4-10. Function. The Army Language Review Committee will:

Review and monitor progress of approved ALPS recommendations.

4-11. Composition of the ALRC:

a.

Office of Assignment	Grade and Committee Position
ODCSPER	General Officer (Chairman)
ODCSPER	LTC/MAJ (Member)
ODCSOPS	LTC/MAJ (Member)
OACSI	LTC/MAJ (Member)
MILPERCEN	LTC/MAJ (Member)

b. Representatives from the Defense Language Institute may be invited by the chairman.

c. User agencies of language qualified personnel will be invited by the Chairman to furnish representatives to the Committee when language requirements of that organization are being considered. These organizations include, but are not limited to:

(1) Defense Intelligence Agency

(2) Army Security Agency

(3) Military Intelligence Branch

(4) OPD and EPD MILPERCEN

4-12. Direction and Control

a. The Committee will meet at the call of the Chairman and operate under such detailed procedures as he directs.

b. The Committee has the authority to communicate directly with reporting organizations for linguist matters as deemed necessary.

c. Upon completion of their review the Committee will forward to the Deputy Chief of Staff for Personnel, Department of the Army, Washington, D. C. 20310 the following:

(1) Report of Proceedings.

(2) One copy of machine data print-out of validated positions by command.

4-13. Further Discussion.

a. DCSOPS, MILPERCEN, TRADOC and FORSCOM recommended that the ALRC not be established at this time. If the current management systems do not work within a reasonable time, then the Committee should be considered. This is based upon the perception that another layer of control would be added to systems that are now in the process of development and refinement. Additional duties would not be consistent with current and projected DA staff constraints.

b. All other principal staffs or agencies involved in this study support the establishment of the ALRC either very enthusiastically or by tacit approval.

c. Some system that has a definite and regulatory interest in the linguist problem is needed to keep continued visibility, as well as to assist in command emphasis. A continued monitoring of the linguist problem would be beneficial.

4-14. Conclusions. There is a requirement for establishing a procedure to review monitor implementation of this study's recommendations at DA level, so that resources may be more efficiently utilized to accomplish assigned missions and meet all Army linguist requirements.

4-15. Recommendation: An Army Language Review Committe (ALRC) be established, after review and verification of need, on or about 1 July 1976. (Subject to par. 1 c, Chapter 9).

SECTION III. QUALIFICATIONS AND RECORDS

4-16. General.

a. Once an individual is tested and verified as to proficiency upon completion of a DLI course, he is, almost without exception, never retested. Observations and informal discussions with supposedly language-qualified personnel can lead to the conclusion that many, possibly a large majority, do not in fact still have the capabilities indicated by their records. Hence, we cannot determine from available personnel records exactly what our actual linguist assets are when needed for deployment or contingencies.

b. There is no system for retesting that is functioning consistently in all MACOMS even though AR 611-6 was promulgated in 1969 with the requirement for retesting.

c. Only those individuals requiring a language proficiency test as a prerequisite for initial enlistment are administered this test at the Armed Forces Examining and Entrance Station (AFEES).

4-17. Information Now Available.

a. MILPERCEN furnished data showing total linguist requirements for Enlisted Men FY 75 of 1,790 with some 1692 for USASA not included. This total of 3482 has not been verified by OACSI's field survey on linguists and agreement on actual requirements is not able to be obtained. This inability to come close on statistical data is typical of all such efforts on the part of the study. Within the data given, it was again verified that some MOSs and some languages have a very low usage volume.

b. Data elements and supporting tapes pertinent to current ADP linguist management for Officers and Enlisted are maintained at MILPERCEN. For a detailed description of data available to managers, see TAB 4-F.

c. Data extracted from these tapes are shown in table 4-5 to illustrate problems involved in reevaluation.

TABLE 4-5. LINGUIST DATA OBTAINED FROM HQDA RECORDS

	Officer / Wo	Enlisted
Total Number of Linguists	14, 232	18,500
Total Number Evaluated (Jul 73-Jun 75)	2, 226	4,500
Test		2,329
Interview		21
Other (Manner of evaluation not indicated on records)		2,576
Total Number Who Have Not Been Evaluated Since Jul 73	12, 006 (84%)	13, 574 (73%)
Total Number Proficient in		
1 Language	10, 567	16, 867
2 Languages	2,803	1,335
3 Languages	651	226
4 Languages	166	52
Greater than 4 Languages	45	20

d. MILPERCEN comments that a system does exist for the reevaluation of all linguists in order to have available an accurate listing of all linguist personnel. These procedures are contained in AR 611-6. However, a review of the printout of the linguist file clearly reveals a definite non-compliance with established procedures and that much of the data contained therein is obsolete. Note that 84% officers and 74% enlisted were evaluated before July 1973. The date of the last evaluation for each individual is an item of information on file and must be kept current, but most have not been evaluated for several years. Consequently, the current proficiency level of the individual is not correct and no clear picture of linguist assets is available to Personnel Managers.

e. This particular point concerning retesting was confirmed by a MILPERCEN survey of August 1974 (Table 4-6). Of those surveyed 79.3% of the officers and 70.6% of the enlisted men either were not tested or were tested more than two years before.

TABLE 4-6. LINGUIST DATA OBTAINED FROM SAMPLE SURVEY OF MILITARY PERSONNEL AS OF AUGUST 197[illegible]

Questions	Officers/WO		Enlisted	
	Sample Size	Percent	Sample Size	Percent
Language Spoken other than English	1,847		5,669	
No other language spoken		69.6		74.6
Yes, Spanish only		5.7		7.5
Yes, European language(s) other than Spanish		19.2		12.0
Yes, Non-European language(s)		3.1		3.4
Yes, Non-European and European language(s)		2.4		2.5
Time Since Being tested for foreign language Proficiency While in the Army	969		1,855	
Do not speak a foreign language		----*		----*
Never tested		30.1		48.8
Within last year		10.3		16.7
Within last 2 years		10.4		12.7
Over 2 years ago		49.2		21.8
Utilization of foreign language proficiency in Army job	626		1,486	
Do not speak a foreign language		----*		----*
Occasionally		28.1		28.0
Frequently		6.1		11.7
Never		65.8		60.3

*No data shown for Sample Size less than 50.

4-18. Maintenance of Records.

a. The present system for updating and maintaining accuracy of personnel records in language proficiency is satisfactory; however, the problem again is one of non-compliance with directives. The present system provides for the identification of all linguistically-qualified individuals, both officers and enlisted personnel, as part of the in-processing procedure for all new accessions. In addition, all individuals who complete language training whether at DLI, Command-Sponsored Language Program, or civilian school, where attendance was sponsored by Army funds, are tested to determine language proficiency. AR 611-6 requires the preparation of a DA Form 330 (Language Proficiency Questionnaire) for all officers and enlisted personnel identified and evaluated for language proficiency (RCS OPO-51R1)). A copy of the completed DA Form 330 is placed in the individuals field 201 file, a copy is forwarded to the HQDA (for officer personnel to appropriate career Branch, OPD; and for enlisted personnel to Language Section, Education Branch, Training Division, EPD), the third copy

is forwarded to PERSINSD for updating of the Linguist File. The linguist file maintained by PERSINSD, for both officer and enlisted personnel, is designed to represent a current inventory of linguist assets. If procedures contained in AR 611-6 were followed, namely, identification of linguists as prescribed, reevaluation as required and submission of DA Forms 330 upon initial identification or reevaluation, the records at HQ DA would reflect a more accurate and true picture of the Army's linguist assets and a more reliable assessment of the individual's proficiency.

b. Present procedures provide for identification of multi-linguists. The Enlisted Linguist File provides for the identification of up to 10 languages; the Officer Master File provides for the identification of up to 4 languages; in addition, provision is made for further identification of officer personnel, if necessary - up to 10 languages can be identified.

c. The system is capable of maintaining a great amount of information necessary on linguists but is is apparent that non-compliance with regulations, especially retesting, has diminished the overall effectiveness of management assistance available in ADP.

d. A problem surfaced in the study concerning retrieval of Linguist information. Many requests for information on linguists were too broad to furnish a clear picture of the assets. More usable data could be furnished to the requesters, if they had a complete picture of what actually is available on file and how to ask for it.

4-19. Standard Test Scores. DLI has considered changing all Language Proficiency scores to a standard "T" score and discard the use of the current "0 thru 5" scores. Based upon Services' nonconcurrences and the requirement for compliance with international agreement for usage of the current proficiency scores under the Standardization Agreement (STANAG) of NATO, the current skill level scores will continue to be used. For a technical discussion of the Standard Score, see VOL II, DLI, pp 45-56.

4-20. Conclusions.

a. The greatest problem with qualifications and records is continued non-compliance with published DA regulations and directives. In regards to identifying current linguist assets,

we are still in year 1969 when reevaluation was directed, but not implemented.

b. Many users do not know what data is available for retrieval.

c. Strong command emphasis must be placed upon retesting and maintenance of proficiency.

d. Minimum changes are necessary in order to achieve an accurate current status of linguists. A current survey of all identified linguists should be made using DA Form 330, if appropriate.

e. In order to obtain language proficiency or aptitude information, all personnel entering the Army should be administered the DLAT at the Armed Forces Examining and Entrance Station (AFEES).

4-21. Recommendations.

a. Require compliance with regulations.

b. Insure command emphasis (e.g. IG inspections) on retesting and maintenance of proficiency (See Secs III and IV of Chapter 5).

c. Survey all identified linguists to ascertain current status while reevaluation is being started (DA Form 330, if appropriate.)

d. Prepare an LOI for retrieval of linguist data for all interested units or agencies.

SECTION IV. CAREER DEVELOPMENT

4-22. General. The career development of a linguist is ill-defined in the officer and enlisted personnel fields.

a. Officer Personnel. The basic problem is the conflicting demands of language utilization and general career development.

b. Enlisted Personnel.

(1) True linguistic proficency takes up to 10 years of continuous practice. Yet, it is at just this stage of his career that the high quality linguistic is generally promoted to supervisory duties, inhibiting his ability to continue job-related maintenance of his linguistic skills. (Informal discussions with junior enlisted personnel indicate that prior knowledge of this career limitation may also be an inhibition to reenlistment.)

(2) There is no systematic program for identifying those personnel proficient in one or more foreign languages, but who work in non-linguistic functional areas, and to solicit (or direct) their transfer to shortage language fields which match their individual qualifications.

(3) There is no systematic program for identifying those of high linguistic aptitude for training in more than one language, thus improving flexibility of linguist assets.

(4) There is little or no flexibility for the cross-utilization and training of career linguists among functional areas.

(5) There appears to be no systematic method for higher language training, on a mandatory, routine career development basis, tied to the NCOES.

4-23. ACSI Comments.

a. "The urgent need for a strong management system to control the acquisition, retention, and utilization of highly trained and skilled linguists has been recognized throughout the ALPS study. It is obvious that much of the training time and money dedicated to provide individuals to meet requirements for the Army has been largely wasted because of the lack of compliance with existing policies on the part of all levels of command. At a time when both manpower and funding are paramount considerations, strong, positive steps must be taken to correct the situation.

e. Both EPMS and OPMS are relatively new systems for the management of personnel and are presently in varying degrees of implementation. It is too early to completely assess the effectiveness of either regarding linguists. OPMS should provide an adequate mechanism to monitor and assign linguistically qualified officers and warrant officers. Under EPMS, however, no program for linguists similar to the officer FAO program exists. This has evolved from two main factors:

1. Lack of definitive requirements, and

2. Lack of knowledge of who the qualified Linguists are.

c. A major consideration in the formulative process of developing a sound program for managing linguists as linguists, instead of managing by functional area, must be factual, up-to-date knowledge of overall Army needs. Since the strength authorizations of the Army fluctuate while missions remain fairly stable, another consideration is assuring the maximum utilization of all personnel within total Army requirements. In the officer ranks, this is done through the "dual-track" system of specialties under OPMS. Primary and secondary MOS's provide the mechanism under EPMS. A positive program for linguists could be developed with these considerations in mind, providing assignments alternately or frequently between language-related positions and other skill positions — particularly if new linguist utilization positions are identified. Since there are an insufficient number of language positions within CONUS requiring skilled linguists, particularly for enlisted personnel, they cannot all be continuously utilized in a language capacity. Some examples of current efforts in this regard are the Combat Intelligence Company at the division level; other studies are recommending an Intelligence Group at the Corps level. Additionally, staff and faculty positions at the Defense Language Institute are a possibility. Finally, the opposing force (OPFOR) program will provide a wider medium for productive utilization in both CONUS and overseas. These, in themselves, will not provide sufficient spaces for a complete balance of CONUS and overseas assignments for career linguists in a diversity of languages, but they do point out the possibility of identifying more ways in which to utilize trained personnel. Steps have been taken by the OACSI Linguist Consulting Board (LINCOB) to more clearly define intelligence-related linguist needs throughout the Army. This, however, must eventually be expanded to consider all Army linguist needs. The ALRC, would provide the mechanism for this.

d. These factors point to the need to consider various types of programs designed to assure positive identification and control of linguists. Any particular program which finally evolves must provide for several management objectives. Included among these are:

1. Attracting qualified personnel into the program,

2. Identifying linguists to managers,

3. Assuring the maintenance of proficiency and interest through incentives and challenging, satsifying linguist jobs, and

4. Developing skills to assist individuals in rising to positions of higher responsibility and grade.

5. Retention factors: Various factors directly relating to these topics are also under consideration by the OACSI Linguist Consulting Board as they concern the intelligence field. The results of those studies will provide data which could form the basis for the development of a linguist program.

e. In summary, there is a recognized need for a program to manage linguists. The final program to satisfy this need must, however, be developed based on experience and requirements and designed to meet the needs of the Army. The exact structure, scope and mechanisms of such a program can only be determined based upon carefully assessed requirements for linguists Army-wide. The effectiveness of a management program will be dependent upon both the challenges and incentives offered to the participants, as well as the management procedures followed. Recommendations regarding the intelligence-related aspects of a linguist program will be provided, based upon data gathered from the continuing progress of the OACSI Linguist Consulting Board."

4-24. MILPERCEN Comments.

a. "Career development regulatory constraint for officers is limited to the requirement (AR 611-6) that upon completion of language training they will be assigned to fill valid requirements for at least one year. If a requirement is cancelled, assignment will be made, whenever possible, to a position or area where the linguist ability can be utilized. The primary constraint on career development for enlisted personnel is the number of requirements, by language, grade, MOS, and physical location. Since most requirements are overseas, there

is a severe space imbalance problem between CONUS and OCONUS. We cannot expect to retain an individual and expect that the major portion of his career will be spent overseas. Since there are limited requirements in CONUS, we cannot utilize all that have been trained, which results in many individuals losing their proficiency in the language. The grade structure presents another problem. In many career management fields (CMF), the largest requirement is in the middle grades. A career pattern for linguists through E9 could create a top heavy CMF. There must be promotion opportunities, if we expect to retain the individual and utilize his language ability.

b. The Foreign Area Officer (FAO) Specialty of the Officer Personnel Management System (OPMS) provided a basis for solving the above problem. The objective of professional development in the FAO specialty is to provide highly qualified officers for assignment to worldwide DOD and DA positions requiring a detailed knowledge of foreign areas, language proficiency and politico-military awareness. This specialty offers both professional development and linguist reutilization within the grades of Captain through Colonel. The FAO Specialty also attracts officers previously trained for other Army requirements which provide the opportunity for repeated language utilization.

c. Under the present system for managing linguists, language training in the NCOES would be difficult. A special course would be required to teach each language since NCOES is designed to train by MOS and Career Management Field (CMF) and the number of linguists in most MOS and CMF is very small. A program for language training in NCOES might be feasible in those MOS with a high density of linguists." (Individuals in other career management fields could also be enrolled in such instruction based on desire)

4-25. USASA Comments.

a. Officer Personnel.

(1) " As previously stated, USASA has no authorizations for commissioned officer linguists. Those officers who have received language training either took their training as an EM or entered the FAO program. In either case, maintenance of their language skill is primarily on a personal basis. Those who are interested in maintaining their language skills have done so on their own initiatives. USASA

is currently reexamining the utilization problem and the need for authorized officer linguists. The utilization problem is solvable for USASA,but would require a major change in concepts of an officer's role. In the British Army, officer linguists,through the rank of major,have daily scheduled transcription/scanning duties. This enables them to maintain their language and keep abreast of current developments in the intelligence field on a first-hand basis. Such a program could be developed for MI officers in the US Army.

(2) "Warrant Officers. The 988A Warrant Officer is used exclusively by USASA. He is expected to be the technical expert in his unit on matters concerning linguists. These warrants are selected from EM holding the 98G MOS. Due to the selection process,the career development program depends, in part, on training received as an EM. If a Warrant has not received intermediate language training, this, and in some cases advanced language training, is programmed into his career,even though such training is not officially recognized as a necessary part of his career development. Under the new WOPMS, a senior WO course has been established and an advanced WO course for MI warrants is being developed. These courses seem, at times,to be in direct contradiction to the WO concept. A warrant officer should be a highly qualified technician in his field. He should not be so specialized that he cannot function in general areas. However, the advanced and senior WO courses, are, and must be, general in their nature. A warrant officer expecting promotion knows that his/her chances are enhanced by attendance at these courses. But these courses take the linguist warrant away from his language, with the resultant proficiency loss, and do not enhance, at least for the 988A, his knowledge of tasks performed. There are few, if any, schools for the linguist warrant devoted to increasing his capabilities in his specialty."

b. Enlisted Personnel.

(1) "This command cannot emphasize or concur in too strongly the points made in the initial ALPS paper. The simplest statement concerning a linguist career development program is that "there is none". A flute or oboe player in the US Army Band can rise to the grade of E8 or E9 and continue to play his flute or oboe. A linguist, if he wishes to rise above the grade of E5 or E6, cannot continue to utilize his linguistic skills except on a "catch-as-catch-can" basis.

This comparison is not meant to demean the flute or oboe player. They have an acquired skill and are using it. But is the linguist's skill in learning a language, or languages, less valuable or less demanding? In comparing advancement potential, it would appear that the capability to learn and work with a language is a lesser skill. Linguists are promoted away from the "working" job level at the precise point in their career when the military should be reaping the most benefits from their expertise gained through training and job experience. This lack of linguist career program is a definite factor in the low-linguist retention rate."

(2) "USASA has attempted to outline and follow a program for the management of linguist careers within USASA. The program offers policy guidance on language training. A copy of the Language Management Program is attached at Tab 4-H. Efforts have been concentrated on training and keeping an individual proficient in one language rather than cross-training him in several languages. Training in a second language is encouraged only in cases where there are no authorizations in grades E6 and E7 for the initial language. The program, as outlined in the management letter, is an attempt to provide for higher language training even though it is not mandatory."

4-26. NSA Comments. Members of NSA for Linguists agree that some way to progress as a linguist to the highest grades is necessary as a career incentive, as well as a means to insure that high quality linguists are available to meet needs. For NSA requirements, a well-qualified linguist requires about 8 years to develop.

4-27. ALPS Comments.

a. No complete answers to the utilization of officer linguist personnel has been uncovered by the study. With the many requirements placed upon the talents of an officer his language proficiency must be considered only as an additional factor in his assignments. OPMS appears to be the best control means to insure proper utilization and development of officer linguists.

b. USASA has a management program for MOS 98G (see Tab 4-G) that could be workable for other users.

c. Recommendations made by USASA are appropriate to be considered here for possible incorporation with ongoing programs:

(1) "Recommend that warrant officers be programmed to attend the FAO courses, such as the ones conducted at Garmisch, as part of their career development program. The value of the language training received as part of this program needs no explanation. The knowledge gained through this program of the target country's political, economic, and military posture would be of great worth in the evaluation and analysis of intelligence which the warrant is required to perform. If the attendance of warrant officers at such courses is not feasible, courses patterned after these existing courses could be developed for the warrant officer. It should be noted that NSA, a member of the cryptologic community, enrolls some of its language specialists in these programs.

(2) For Enlisted Personnel. "A career pattern for linguists which allows at least a 20-year "direct involvement" program with linguist duties must be established. One possibility is the increase of grade authorizations for linguists (98G) through grade E-9. This idea meets resistance from some sources because the picture of a master sergeant or sergeant major sitting at a linguist position seems demeaning. An alternate proposal might be limiting linguist grades to E-7 but granting in-grade pay raises other than the current time-in-service raises. For example, pay grade E-7 for linguists could be authorized pay levels of T-1, T-2, and T-3. Level T-1 would be the current pay authorized an E-7. Level T-2 would be the current pay and allowances of an E-8 and level T-3 the pay and allowances for an E-9. Thus, a linguist would reach a top grade of E-7 in rank but through in-grade promotions be eligible for E-9 pay and allowances. This type of system could be applied not only to linguists but also to other specialty groups such as band members, nuclear power plant operators and repairman and computer operators/repairman. These and other proposals for the 98CMF are also being studied by this command under EPMS.

(3) "A program of both advanced language and advanced technical training must be developed that ties into the NCOES." (end ASA remarks)

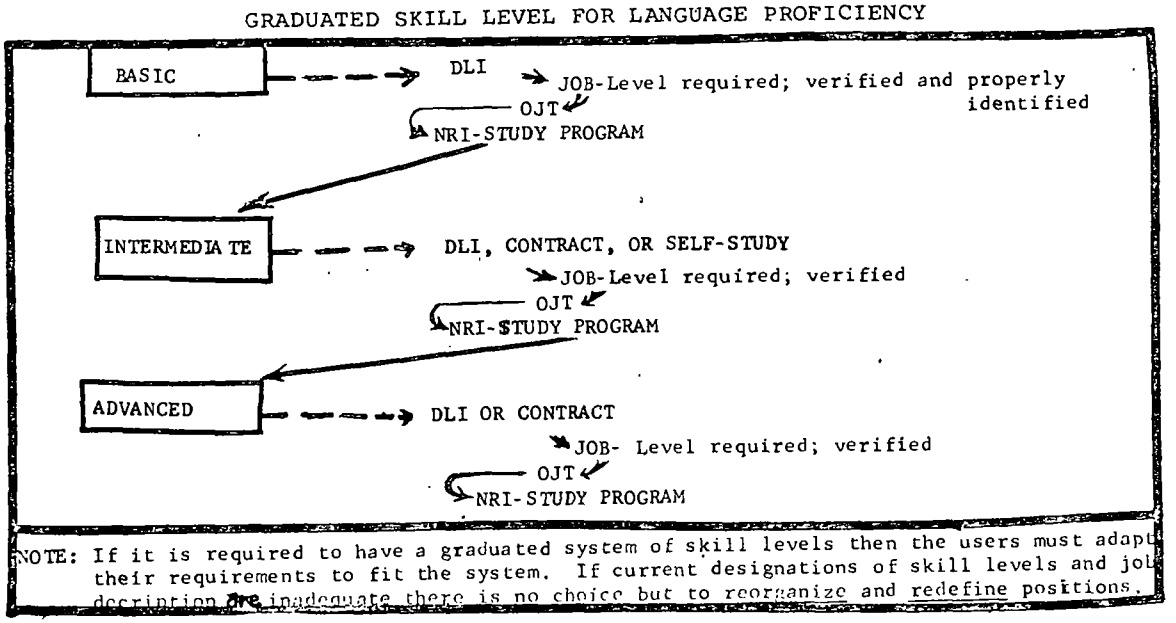
d. As pointed out in other parts of this study (see Section II Chapter 5) expansion of numbers of Warrant Officer linguists is not possible. Every effort should be made to increase the proficiency and usefulness of those assets available. Increased training at higher levels certainly would be one way of improving the desirability of the WO linguist position, however, FAO training would not be appropriate since there are no FAO requirements for WO's.

e. If there were a logical progression as a linguist to the highest grade, the benefits would far outweigh the disadvantages. The ability to be promoted as a linguist would appeal to many who now are turned off by the poor prospects of the linguist field.

f. To make the linguist career system attractive, some method of progression in skill levels as appropriate to grade should be developed under EPMS in conjunction with the user units' evaluation of their requirements. A possible system of step-levels for language skills is proposed in the table below:

Table 4-7

GRADUATED SKILL LEVEL FOR LANGUAGE PROFICIENCY



4-28. Conclusions.

a. Officers will have to be managed by OPMS and assigned as needed for language utilization.

b. Warrant Officers should not attend FAO courses, such as those conducted at Garmish, since these courses are not appropriate to the Warrant Career Fields and there are no FAO requirements for WOs. Development of a specific program, to include civil schooling, would be appropriate, if fully justified and so identified in appropriate manning documents.

c. Enlisted personnel can be effectively managed by the EPMS providing the user units or agencies keep tight control on the use of linguist personnel. Strong policies, such as that of ASA can provide needed guidance for command action.

d. Command emphasis and support is needed for a linguist career program through E-9, to include establishing skill-level steps as a part of the system.

4-29. Recommendations.

a. Insure that command emphasis be placed upon proper use of linguists, with appropriate verification at all levels, to ensure compliance with established DA regulations.

b. DCSPER and MILPERCEN, in conjunction with users, develop a career program, based upon overall Army-wide requirements, which would provide positive management of linguists and allow individual progression to the grade of E-9.

c. Provide sufficient user inputs to OPMS and EPMS to insure full linguist utilization and development.

d. Provide rationale and system for skill-level steps in language proficiency.

e. Explore the desirability of a WO career program that would include advanced training in intelligence related fields.

SECTION V. ENLISTED CAREER MANAGEMENT

4-30 . General.

Language qualified personnel are presently managed by functional career management fields (CMF) with their language qualifications considered as additional skills. This can lead to fractional management of these valuable and expensive assets. Linguist career requirements are not extensive and would apply to a very limited number of MOS's.

4-31 . Systems of Management

a. In regards to linguist management, MILPERCEN stated that; "Some evaluation of the present system has been accomplished. Procedures in the current AR are sound and would provide career managers with valuable information if the data was accurate. The present system does not provide the data we now need, but this is a problem of not complying with the procedures and not completely one of system design. A new directive is presently being staffed for coordination. The draft regulation retains basically the present system but eliminates the deficiencies that have been identified in the present system."

b. When considering management by functional or linguistic areas, MILPERCEN comments:

"This management problem appears to be the central issue of the entire study - do we manage linguists as linguists or by functional areas? Many positions calling for linguists require the same language but the duties of these positions are not related in any way. An example: an ASA voice intercept operator and an individual who is assigned to a country as a member of a MAAG or mission would require the same language but not the same skill levels. The ASA man needs to be highly trained in his ability to understand the spoken language as well as in his specialty skill. The other individual needs also to be proficient in speaking and reading. The many and varied duties that require a linguistic ability will be difficult to manage in a career system for linguists. It is possible that management of individuals as linguist might be easier at the higher grades since the individual would have much more experience and broader military background by the time he was promoted to grade E6 or above. With minimum training, individual should be able to perform in a greater variety of positions."

c. USASA states:

"All USASA linguist assets are concentrated in two MOSs, 98G and 98C. Knowledge of a language is a requirement for the awarding of the 98G MOS. One cannot function as a 98G without it. Authorization documents for MOS 98G are now listing the required language also. Therefore, the management of linguist resources must be accomplished according to the language qualifications of these personnel. Language qualification cannot be considered as an "additional skill" until the individual reaches the E-8, E-9 level and have moved to MOS 98Z. (MOS 98G, 98C are authorized only to the E-7 level and feed into the 98Z MOS)."

d. The Enlisted Division of DCSPER looks at the methods of management from a purely cost-effective point of view, giving the following advantages for managing linguists as linguists:

(1) Intensifies management of linguists.

(2) Reduces initial training requirements.

(3) Provides a "general support" concept.

(4) Reduces overall linguist requirements.

(5) Maintains linguist proficiency.

(6) Increases overall knowledge of linguists.

e. Disadvantages set forth by DCSPER are:

(1) Reduces technical expertise in specific MOS.

(2) Reduces "linguist pool".

(3) Reduces contingency capability.

f. NSA has essentially tried to manage their linguists as linguists by maintaining a linguist pool
but returned these linguists to tactical units when the system was found impractical.

4-32. Other Services' Systems of Management.

a. "In the US Air Force, enlisted linguists are identified by distinct Air Force Specialty Codes (e.g. 203 X0's are linguist interrogators, and 203 X1's are voice processing specialists); these codes comprise the linguist career field. Therefore, within the Air Force, linguistic ability for enlisted personnel is not an additional skill, but a primary function of a specific career field to accommodate CONUS assignments. For example, within the Air Force Intelligence Service, all except one enlisted linguist requirement are overseas.

b. "The 203X1 MOS is further subdivided into approximately 26 languages. Each manning document language space is also identified to reflect the level of language training required and language specialists are similarly identified. One further level of discrimination is provided by a special experience identifier which tells us about any special training required or possessed. Fortunately the USAF automatic personnel data system provides a capability to manipulate this data automatically and makes detailed identification workable. A manual system would be extremely unwieldy. We use this information for virtually all management actions including guaranteed enlistments, personnel planning. Training, assignments, selective reenlistment bonuses, etc. Promotion actions do not discriminate by language however."

c. USN states that they use a dual system:

(1) "For Communication Technician Interpretive (CTI) rated personnel, language training is considered a primary, rather than an additional skill. CTI personnel are therefore centrally managed and detailed.

(2) For personnel in MAAGs, etc. due to the small number of billets involved, management is by functional area and the language training that a person has is considered as an additional skill. The Navy does not maintain an inventory of language trained personnel for these billets, but trains to fill a specific billet, if there are no available qualified personnel."

d. The USMC comments as follows:

(1) "Recruits (first-term Marines) with foreign language skills are administered the Language Proficiency Test (DLPT) during initial processing. If skill is demonstrated in a high-density language, consideration for training, leading to

assignment of the cryptologic MOS 2641, is appropriate, if other established prerequisites (such as eligibility for security clearance) are met. Only upon completion of cryptologic linguist training at the Defense Language Institute (DLI) and follow-on training at the USAF School of Applied Crytologic Sciences, Goodfellow Air Force Base, Texas is the MOS 2641 assigned. First assignments for these Marines are in appropriate high-density billets within the Marine support battalion or radio battalions.

(2)" Low-density language training is conducted at DLI for all selectees with follow-on training at Goodfellow Air Force Base in those languages taught at that command. Low-density language MOS's are assigned as an additional MOS to career Marines proficient in another cryptologic skill. The linguist training is made available through reenlistment options or school quota availability. Additionally, Marines with native-born skills who meet the linguistic prerequisites are also assigned the additional MOS. Assignments are made normally to meet the requirements of the individual's primary MOS, but efforts are made to geographically locate the individual to utilize his additional MOS. Language proficiency maintenance is pursued through organizational language labs and unit field training in contingency areas. The basic concept is to provide refresher language training approximately every five years, if during that period of time the individual was not assigned to an appropriate language essential billet. If the language skill possessed by the individual is not utilized and refresher training is not provided, skill identification (MOS 2643) is voided. This action is envisioned only if the language is no longer required in support of contingency operations plans.

(3)" The US Naval Security Group, with whom the Marine Corps cryptological community works most closely, has recently established the Foreign Language Proficiency Maintenance (FLAPMA) Division in an effort to alleviate language maintenance problems. The Marine Corps will participate in the FLAPMA program with the initial emphasis in high-density languages.

(4)" Monthly reports to this headquarters by Marine tactical cryptologic organizations and liaison with the Marine support battalion provides up-to-date listings of linguistic assets.

(5)" In the case of interrogator-translators, enlisted Marines (MOS 0251) are not considered qualified to hold MOS 0251 until they have completed the Armed Forces Interrogation Course at USAICS, Fort Huachuca, Arizona and completed instruction at DLI in one of the eight target languages designated by this headquarters. Marine Corps Order 3800.1 requires linguists to maintain a 3/3 skill level in designated languages. A monthly report, submitted by the 18 interrogator-translator teams (table of organization, one warrant officer and 10 enlisted) through the chain of command to this Headquarters, outlines each linguist's qualifications in all languages he speaks and addresses training completed during the month. Each linguist is required to take the appropriate language proficiency test(s) biennially and these results are forwarded by way of the Manpower Management System (MMS). There is no continuing management program for enlisted personnel assigned to MAAG's/missions. They do, however, continue to be identified as linguists through MMS."

e. In general no unique solutions are offered, but some of the USMC methods of controlling identity of linguists and maintenance of proficiency might be useful at the user or EPMS level.

4-33. Conclusions.

a. Management as linguists has many advantages but the disadvantages of loss of specific functional job proficiency based on limited CONUS linguist requirements and different skill levels required are the major factors in retaining management by functional area.

b. An improved method of keeping closer control of career linguists is clearly required at DA level. Improved management must evolve within the EPMS framework and be responsive to validated requirements and the qualitative needs of the Army.

4-34. Recommendations.

a. Continue to manage linguists by functional career management fields (CMF).

b. Insure progression to E-9 level.

c. Officers Linguists continue to be managed under OPMS.

ARMY INTELLIGENCE LINGUIST OPLAN REQUIREMENTS

LANGUAGE	FY 76 (CURRENT)		FY 77 PROJECTED		FY 78 PROJECTED		FY 79 PROJECTED		FY 80 PROJECTED		FY 81 PROJECTED	
	RQMTS	AVAIL	RQMTS	AVAIL	RQMTS	AVAIL	RQMTS	AVAIL	RQMTS	AVAIL	RQMTS	AVAIL
AFRIKAANS	1	1	1	1	1	1	2	2	2	2	2	2
ALBANIAN	0	3	0	3	0	3	0	3	0	2	0	2
AMHARIC	1	0	1	0	1	1	1	2	1	2	1	3
ARABIC-EGYPTIAN	275	28	275	40	275	60	270	85	270	110	270	130
ARABIC-IRAQI	9	31	10	31	10	29	10	29	10	29	10	24
ARABIC-LIBYAN	7	9	7	9	7	10	7	10	7	11	7	12
ARABIC-SAUDI	6	9	6	11	8	15	12	17	20	20	24	24
ARABIC-SYRIAN	44	21	44	40	65	55	75	65	85	85	85	85
ARABIC-YEMINI	1	2	3	2	3	3	3	4	4	5	5	5
BENGALI	1	0	1	1	1	1	1	2	1	2	1	2
BULGARIAN	35	27	35	29	35	29	35	30	35	35	35	37
BURMESE	2	5	2	5	2	5	2	5	2	5	2	5
CAMBODIAN(KHMER)	10	21	10	21	10	21	10	21	10	21	10	19
CHINESE-CANTONESE	98	31	98	35	98	40	98	45	98	50	98	50
CHINESE-MANDARIAN	354	257	360	277	360	300	360	320	360	330	360	340
CZECH	502	168	502	190	502	210	502	230	502	250	502	270
DANISH	1	2	1	3	1	3	1	3	1	3	1	3
DUTCH	1	12	1	12	1	12	1	12	1	12	1	12
ENGLISH	2	5	3	5	4	4	4	4	4	4	4	4
FRENCH	134	450	134	450	140	435	150	420	150	420	150	400
IRISH	0	1	0	1	0	1	0	1	0	1	0	1
GERMAN	1412	1368	1415	1395	1415	1415	1415	1425	1415	1445	1415	1465
GREEK	7	23	10	23	10	25	12	25	12	25	12	25
HAITIAN-CREOLE	1	1	1	1	1	2	1	2	1	2	1	2
HEBREW	2	9	4	9	5	10	5	14	5	15	5	15
HINDI	2	3	3	3	6	3	3	4	3	5	3	6
HUNGARIAN	64	53	64	57	64	60	64	65	64	68	64	70
JAPANESE	8	178	10	185	10	180	10	160	10	160	10	107
INDONESIAN	3	15	4	15	5	15	5	15	5	15	5	15
ITALIAN	15	103	15	105	15	105	15	105	15	105	15	70
KOREAN	1478	216	1478	225	1478	280	1475	310	1478	370	1478	420
LAOTIAN	6	25	8	25	10	25	10	25	10	25	10	25
MALAY	1	0	2	1	2	2	2	2	2	2	2	2

* Both requirements and resource data are confident to a factor of 5%. Includes all language capabilities and language requirements for fixed and variable positions.

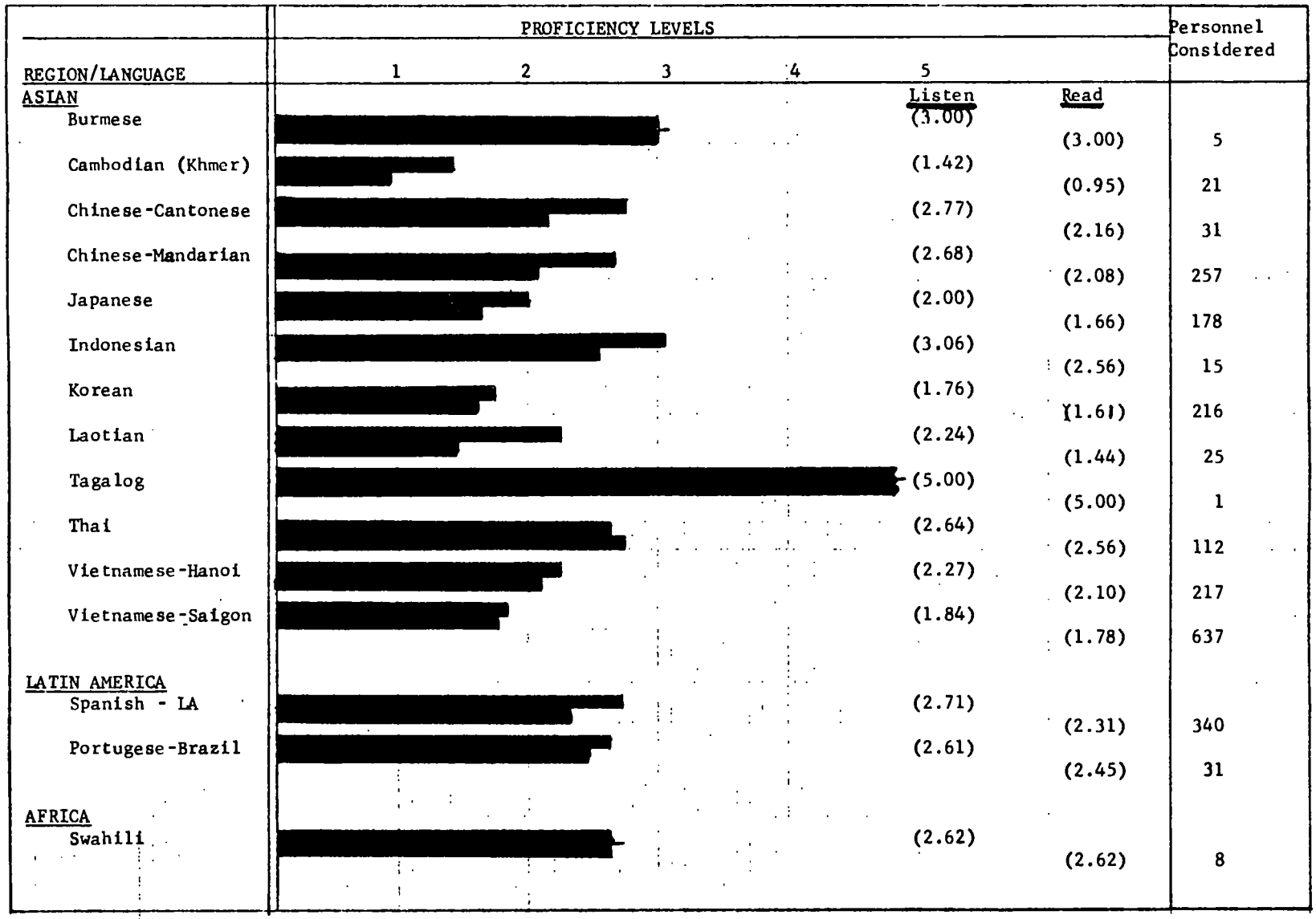
TAB 4 A

LANGUAGE	FY 76 (CURRENT)		FY 77 PROJECTED		FY 78 PROJECTED		FY 79 PROJECTED		FY 80 PROJECTED		FY 81 PROJECTED	
	RQMTS	AVAIL	RQMTS	AVAIL	RQMTS	AVAIL	RQMTS	AVAIL	RQMTS	AVAIL	RQMTS	AVAIL
Norweigian	1	26	2	26	3	26	3	26	3	26	3	23
Persian (Farsi)	3	37	7	27	8	27	8	27	8	27	8	24
Persian (Afghan)	1	10	3	10	3	10	3	10	3	10	3	9
Polish	493	134	493	160	493	190	493	220	493	260	493	290
Portugese (Brazil)	2	31	3	32	3	32	3	32	3	32	3	32
Portugese (Europe)	2	46	6	47	10	47	10	47	10	47	10	44
Romanian	90	22	90	32	90	42	90	62	90	70	90	78
Russian	2201	906	2201	960	2201	1020	2201	1150	2201	1275	2201	1475
Serbo-Croatian	38	30	38	31	38	34	38	36	38	38	38	40
Spanish-Castilian	13	397	13	397	13	397	13	397	15	397	15	397
Spanish-IA	265	340	265	340	265	340	265	340	265	340	265	340
Swahili	1	8	3	8	4	8	4	8	4	8	4	7
Swedish	1	7	2	7	3	7	3	7	3	7	3	3
Tagalog	1	1	2	2	4	3	6	6	8	8	10	10
Thai	8	112	10	112	12	112	12	107	12	107	12	70
Turkish	3	21	6	21	8	25	10	30	10	35	10	35
Urdu	1	5	2	5	3	5	3	5	3	5	3	5
Vietnamese (Hanoi)	50	217	50	217	50	212	50	207	50	207	50	167
(Saigon)	0	637	30	637	30	629	30	604	30	600	30	417

NOTE: Data on civilian requirements and resources are not included due to the fact of its low confidence and lack of comprehensiveness. It will be subsequently developed.

OPLAN ARMY-VARIABLE LINGUIST REQUIREMENTS

OPLAN 4102	
Arabic (Egyptian)	93
Bulagarian	18
Czech	308
French	52
German	512
Hungarian	18
Polish	300
Rumanian	18
Russian	1092
Serbo-Croatian	18
Slovenian	18
OPLAN 4224	
Arabic (Egyptian)	122
Arabic (Syrian)	43
French	21
Russian	53
OPLAN 5027	
Chinese (Cantonese)	94
Chinese (Mandarin)	282
Korean	1027
Russian	47
OPLAN 6500	
Spanish-American	49
OPLAN 2348	
Spanish-Latin American	88
OPLAN 0100	
Arabic (Egyptian)	10
Spanish-Castilian	10

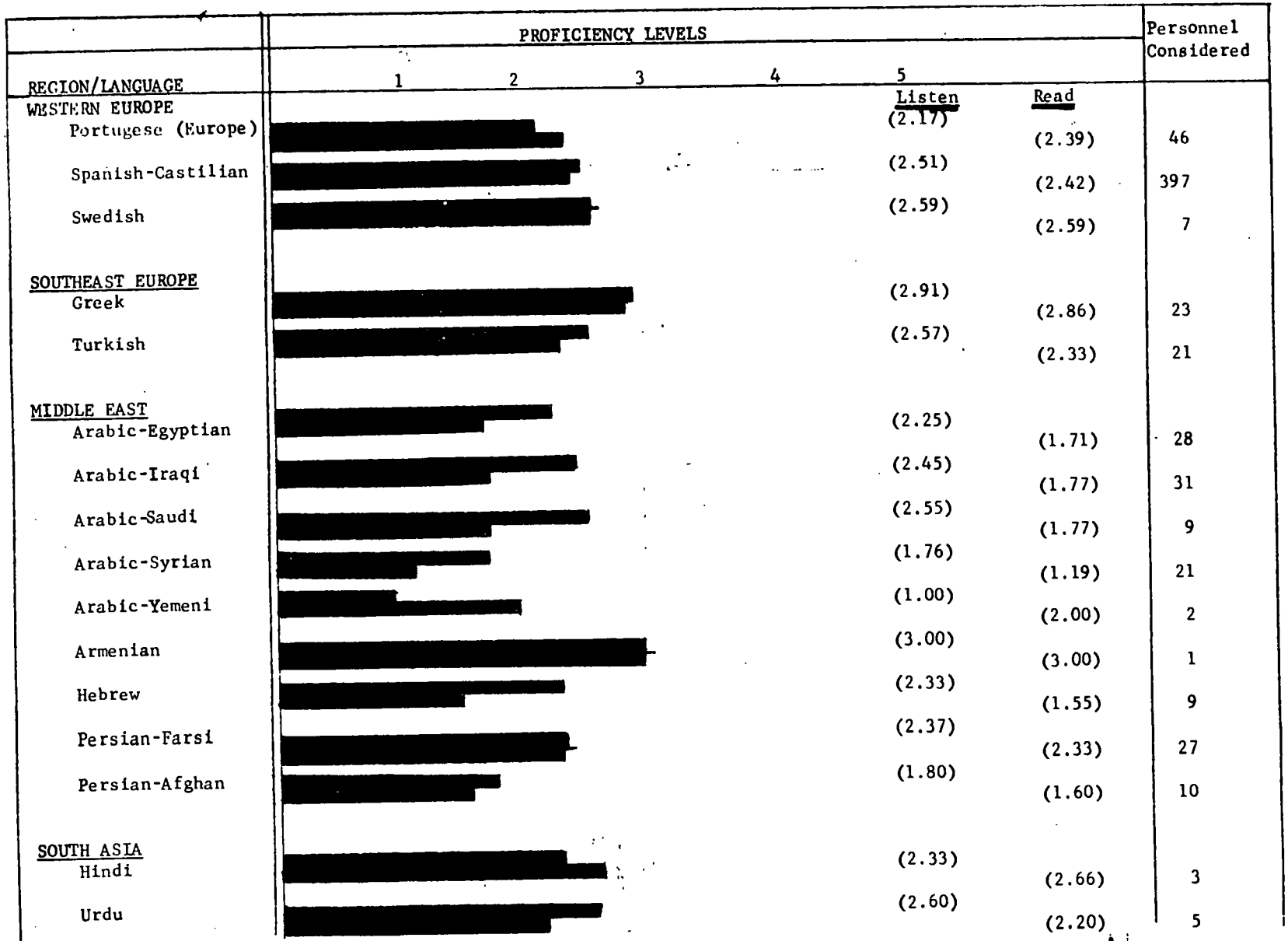


REGION/LANGUAGE	Listen	Read	Personnel Considered
ASIAN			
Burmese	(3.00)	(3.00)	5
Cambodian (Khmer)	(1.42)	(0.95)	21
Chinese-Cantonese	(2.77)	(2.16)	31
Chinese-Mandarian	(2.68)	(2.08)	257
Japanese	(2.00)	(1.66)	178
Indonesian	(3.06)	(2.56)	15
Korean	(1.76)	(1.61)	216
Laotian	(2.24)	(1.44)	25
Tagalog	(5.00)	(5.00)	1
Thai	(2.64)	(2.56)	112
Vietnamese-Hanoi	(2.27)	(2.10)	217
Vietnamese-Saigon	(1.84)	(1.78)	637
LATIN AMERICA			
Spanish - LA	(2.71)	(2.31)	340
Portugese-Brazil	(2.61)	(2.45)	31
AFRICA			
Swahili	(2.62)	(2.62)	8

TAB 4 C

MEAN PROFICIENCY LEVELS BY LANGUAGE

REGION/LANGUAGE	PROFICIENCY LEVELS (1 2 3 4 5)	Listen	Read	PERSONNEL CONSIDERED
EASTERN EUROPE				
Albanian		(2.00)	(2.00)	2
Bulgarian		(2.85)	(1.96)	27
Czech		(2.67)	(2.16)	168
German		(2.31)	(2.35)	1368
Hungarian		(2.66)	(2.07)	53
Polisb		(2.78)	(1.94)	134
Romanian		(2.59)	(2.09)	22
Russian		(2.66)	(1.88)	906
Serbo-Croatian		(2.60)	2.56)	30
WESTERN EUROPE				
Danish		(3.00)	(3.00)	2
Dutch		(2.60)	(2.58)	12
Finnish		(2.60)	(2.60)	5
French		(2.54)	(2.38)	450
Irish		(3.00)	(3.00)	1
Italian		(2.68)	(2.46)	103
Norwegian		(1.88)	(1.76)	26



REGION/LANGUAGE	Listen	Read	Personnel Considered
WESTERN EUROPE			
Portugese (Europe)	(2.17)	(2.39)	46
Spanish-Castilian	(2.51)	(2.42)	397
Swedish	(2.59)	(2.59)	7
SOUTHEAST EUROPE			
Greek	(2.91)	(2.86)	23
Turkish	(2.57)	(2.33)	21
MIDDLE EAST			
Arabic-Egyptian	(2.25)	(1.71)	28
Arabic-Iraqi	(2.45)	(1.77)	31
Arabic-Saudi	(2.55)	(1.77)	9
Arabic-Syrian	(1.76)	(1.19)	21
Arabic-Yemeni	(1.00)	(2.00)	2
Armenian	(3.00)	(3.00)	1
Hebrew	(2.33)	(1.55)	9
Persian-Farsi	(2.37)	(2.33)	27
Persian-Afghan	(1.80)	(1.60)	10
SOUTH ASIA			
Hindi	(2.33)	(2.66)	3
Urdu	(2.60)	(2.20)	5

ARMY INTELLIGENCE LINGUIST REQUIREMENTS (Optimized Mix)

FIXED POSITION LANGUAGE	REQUIREMENTS	AVAILABLE ASSETS
Albanian	0	3
Afrikaans	1	1
Amharic	1	0
Arabic (Egyptian)	50	28
Arabic (Iraqi)	9	31
Arabic (Ligyan)	7	9
Arabic (Saudi)	6	9
Arabic (Syrian)	1	21
Arabic (Yemeni)	1	2
Bengali	1	0
Bulgarian	17	27
Burmese	2	5
Chinese (Cantonese)	4	31
Chinese (Mandarin)	172	257
Czech	194	168
Danish	1	2
Dutch	1	12
Finnish	2	5
French	61	450
French	900	1368
Greek	7	23
Haitian-Creole	1	1
Hebrew	2	9
Hindi	2	3
Hungarian	46	53
Indonesian	3	15
Italian	15	103
Japanese	8	178
Korean	451	216
Lao	6	25
Malay	1	0
Norwegian	1	26
Persian-Afghan	1	10
Persian-Farsi	1	37
Polish	193	134
Portuguese-Brazilian	2	31
Portuguese-European	2	46
Romanian	19	22
Russian	1062	906
Serbo-Croatian	20	30
Spanish-American	128	340
Spanish-Castilian	3	397
Swedish	1	7

FIXED POSITION LANGUAGE	REQUIREMENTS	AVAILABLE ASSETS
Tagalog	1	1
Thai	8	112
Turkish	3	21
Vietnamese	50	217
Cambodian	10	21
Slovenian	8	0

LINGUIST STAFFING GUIDE - TACTICAL

MILITARY INTELLIGENCE POSITIONS

MOS	TITLE	Language Proficiency L	R	W	S
1690	MI Unit Commander				
	Grade O 1	3	2	2	3
	O 2	3	2	2	3
	O 3	3	2	2	3
	O 4	3	2	2	3
	O 5	3	2	2	3
	O 6	3	2	2	3
9301	Tactical Intelligence Staff Office				
	Grade O 1	1	2	21	1
	O2	1	2	2	1
	O3	1	2	2	1
	O4	1	2	2	1
	O5	0	1	1	0
	O6	0	1	1	0
9307	Installation Intelligence Officer (OCONUS)				
	Grade O1	1	1	1	1
	O2	1	1	1	1
	O3	N/A	N/A	N/A	N/A
	O4	N/A	N/A	N/A	N/A
	O5	N/A	N/A	N/A	N/A
	O6				
9666	Counterintelligence Officer	L	R	W	S
	Grade O1	3	3	3	3
	O2	3	3	3	3
	O3	3	3	3	3
	O4	2	2	2	2
	O5				
	O6	1	1	1	1
9668	Area Intelligence Officer				
	Grade O1	3	3	3	3
	O2	3	3	3	3
	O3	3	3	3	3
	O4	3	3	3	3
	O5	3	3	3	3
	O6	2	2	2	2
9330	Translation Officer				
	Grade O1	3	4	4	3
	O2	3	4	4	3
	O3	3	4	4	3
	O4	3	4	4	3
	O5	3	4	4	3
9332	Interpreter				
	Grade O1	4	4	4	4
	O2	4	4	4	4
	O3	4	4	4	4
	O4	4	4	4	4
	O5	4	4	4	4
963A	FW Interrogation Technician				
	Grade W1	4	4	3	4
	W2	4	4	3	4
	W3	4	4	3	4
	W4	4	4	3	4
964A	Order of Battle Technician				
	Grade W 1	1	3	3	1
	W 2	1	3	3	1
	W 3	1	3	3	1
	W 4	1	3	3	1
971A	Counterintelligence Technician				
	Grade W 1	2	1	1	2
	W 2	2	1	1	2
	W 3	3	2	2	3
	W4	3	2	2	3
972A	Area Intelligence Technician				
	Grade W1	4	3	3	4
	W2	4	3	3	4
	W3	4	3	3	4
	W4	4	3	3	4
96B	Intelligence Analyst				
	Skill Level 1	0	1	1	0
	2	0	1	1	0
	3	0	1	1	0
	4	1	2	2	1
	3	1	2	2	1
96C	Interrogator				
	Skill Level 1	3	3	3	3
	2	3	3	3	3
	3	4	3	3	4
	4	4	3	3	4
	3	4	3	3	4
97B	Counterintelligence Agent				
	Skill Level 1	N/A	N/A	N/A	N/A
	2	3	3	3	3
	3	3	3	3	3
	4	3	3	3	3
	3	3	3	3	3
97C	Area Intelligence Specialist				
	Skill Level 1	N/A	N/A	N/A	N/A
	2	3	3	3	3
	3	4	4	4	4
	4	4	4	4	4
	3	4	4	4	4

TAB 4-E

LINGUIST STAFFING GUIDE: STRATEGIC

MILITARY INTELLIGENCE POSITIONS

MOS	TITLE	Language Proficiency L	R	W	S
1690	MI Unit Commander				
	Grade O1 - - -	1	1	1	1
	O2 - - -	1	1	1	1
	O3 - - -	1	2	2	1
	O4 - - -	3	3	3	3
	O5 - - -	3	3	3	3
	O6 - - -	3	4	4	3
9300	Strategic Intelligence Staff Officer				
	Grade O1 - - -	1	2	2	1
	O2 - - -	1	2	2	1
	O3 - - -	2	3	3	2
	O4 - - -	2	3	3	2
	O5 - - -	2	3	3	2
	O6 - - -	2	3	3	2
9301	Tactical Intelligence Staff Officer (MAAG/MISSION/MLLGP)				
	Grade O1 - - -	2	2	2	2
	O2 - - -	2	2	2	2
	O3 - - -	3	3	3	3
	O4 - - -	3	3	3	3
	O5 - - -	3	3	3	3
	O6 - - -	3	3	3	3
9303	Army Attache				
	Grade [illegible] GS - - -	4	4	4	4

		L	R	W	S
	O5 - - -	4	4	4	4
	O6 - - -	4	4	4	4
	GO - - -	4	4	4	4
9330	Translation Officer				
	Grade O1 - - -	3	4	4	3
	O2 - - -	3	4	4	3
	O3 - - -	3	4	4	3
	O4 - - -	3	4	4	3
	O5 - - -	3	4	4	3
9332	Interpreter				
	Grade O1 - - -	4	3	3	4
	O2 - - -	4	3	3	4
	O3 - - -	4	3	3	4
9666	Counterintelligence Officer				
	Grade O1 - - -	2	2	2	2
	O2 - - -	2	2	2	2
	O3 - - -	3	3	3	3
	O4 - - -	3	3	3	3
	O5 - - -	4	3	3	4
	O6 - - -	4	3	3	4
9668	Area Intelligence Officer				
	Grade O1 - - -	3	3	3	3
	O2 - - -	3	3	3	3
	O3 - - -	3	3	3	3
	O4 - - -	4	3	3	4
	O5 - - -	4	4	4	4
	O6 - - -	4	4	4	4
96A	Army Attache Technical Assistant				

		L	R	W	S
	Grade W1 - - -	0	1	1	0
	W2 - - -	0	1	1	0
	W3 - - -	1	2	2	1
	W4 - - -	2	3	3	4
963A	PW Interrogation Technician				
	Grade W1 - - -	4	3	3	4
	W2 - - -	4	3	3	4
	W3 - - -	4	3	3	4
	W4 - - -	4	3	3	4
964A	Order of Battle Technician				
	Grade O1 - - -	0	1	1	0
	O2 - - -	0	1	1	0
	O3 - - -	1	2	2	1
	O4 - - -	1	2	2	1
971A	Counterintelligence Technician				
	Grade O1 - - -	2	2	2	2
	O2 - - -	2	2	2	2
	O3 - - -	2	2	2	2
	O4 - - -	2	2	2	2
972A	Area Intelligence Technician				
	Grade O1 - - -	3	3	3	3
	O2 - - -	4	3	3	4
	O3 - - -	4	3	3	4
	O4 - - -	4	3	3	4
96B	Intelligence Analyst				
	Skill Level 1 - - -	1	2	2	1
	2 - - -	1	2	2	1
	3 - - -	1	2	2	1

		L	R	W	S
	4 - - -	2	2	2	2
	5 - - -	2	2	2	2
96C	Interrogator				
	Skill Level 1 - - -	2	2	2	2
	2 - - -	3	3	3	3
	3 - - -	4	3	3	4
	4 - - -	4	3	3	4
	5 - - -	4	3	3	4
97B	Counterintelligence Agent				
	Skill Level 1 - - -	N/A	N/A	N/A	N/A
	2 - - -	3	3	3	3
	3 - - -	3	3	3	3
	4 - - -	3	3	3	3
	5 - - -	3	3	3	3
97C	Area Intelligence Specialist				
	Skill Level 1 - - -	N/A	N/A	N/A	N/A
	2 - - -	3	3	3	3
	3 - - -	4	3	3	4
	4 - - -	4	4	4	4
	5 - - -	4	4	4	4

4E-2

CRYPTOLOGIC POSITIONS

MOS	TITLE	Language Proficiency L	R	W	S
1691	Cryptologic/EW Unit Commander				
	Grade O1	N/A	N/A	N/A	N/A
	O2	N/A	N/A	N/A	N/A
	O3	N/A	N/A	N/A	N/A
	O4	N/A	N/A	N/A	N/A
	O5	N/A	N/A	N/A	N/A
	O6	N/A	N/A	N/A	N/A
9610	EW Officer				
	Grade O1		N/A		
	O2				
	O3				
	O4				
	O5				
9620	SIGINT Officer				
	Grade O1		N/A		
	O2				
	O3				
	O4				
	O5				
9630	SIGSEC Officer				
	Grade O1		N/A		
	O2				
	O3				
	O4		N/A		
	O5				
9640	EW/Cryptologic Staff Officer				
	Grade O2				
	O3		N/A		
	O4				
	O5				
	O6				
031A	Morse Intercept Technical				
	Grade 1		N/A		
	2				
	3				
	4				
032A	Non-Morse Intercept Technical				
	Grade O1				
	O2		N/A		
	O3				
	O4				
033A	Special Identification Technician				
	Grade 1		N/A		
	2				
	3				
	4				
981A	Cryptanalytic Technician				
	Grade W1	3	4	N/A	N/A
	W2	3	4	N/A	N/A
	W3	3	A	N/A	N/A
	W4	3	4	N/A	N/A

MOS	TITLE	Language Proficiency L	R	W	S
984A	Voice Intercept Technician				
	Grade 1		N/A		
	2				
	3				
	4				
05D	Special Identification Operators				
	Skill Level 1		N/A		
	2				
	3				
	4				
	5				
05H	Intercept Morse Operator				
	Skill Level 1				
	2		N/A		
	3				
	4				
	5				
05R	Intercept Teletype Operator				
	Skill Level 1				
	2		N/A		
	3				
	4				
	5				
98B	Cryptanalytic Cryptanalyst				
	Skill Level 1	3	3	N/A	N/A
	2	3	4	N/A	N/A
	3	3	4	N/A	N/A
	4	3	4	N/A	N/A
	5				
98C	Traffic Analyst	L	R	W	S
	Skill Level 1	3	3	N/A	N/A
	2	3	3		
	3	3	4	N/A	N/A
	4	3	4	N/A	N/A
	5	3	4	N/A	N/A
98G	Voice Interceptor				
	Skill Level 1	3	3	N/A	3
	2	3	3	N/A	3
	3	3	4	N/A	4
	4	3	A	N/A	4
	5	3	4	N/A	A
98J	Non-Communications Interceptor				
	Skill Level 1				
	2			N/A	
	3				
	4				
	5				

LINGUIST STAFFING GUIDE: STRATEGIC

CRYPTOLOGIC POSITIONS

MOS	TITLE	Language Proficiency L	R	W	S
1691	Cryptologic/EW Unit Commander				
	Grade O 1		N/A		
	O 2				
	O 3				
	O 4				
	O 5				
	O 6				
9610	EW Officer				
	Grade O 1				
	O 2		N/A		
	O 3				
	O 4				
	O 5				
9620	SIGINT Officer				
	Grade O 1				
	O 2				
	O 3		N/A		
	O 4				
	O 5				
9630	SIGSEC Officer				
	Grade O1				
	O2		N/A		
	O3				
	O4		N/A		
	O5				
9640	EW/Cryptologic Staff Officer				
	Grade O2				
	O3		N/A		
	O4				
	O5				
	O6				
031A	Morse Intercept Technical				
	Grade W1		N/A		
	W2				
	W3				
	W4				
952A	Non-Morse Intercept Technicial				
	Grade W1		N/A		
	W2				
	W3				
	W4				
053A	Special Identification Technician				
	Grade W1				
	W2				
	W3				
	W4				
981A	Cryptanalytic Technician				
	Grade W1	3	3	N/A	N/A
	W2	3	3	N/A	N/A
	W3	3	4	N/A	N/A
	W4	3	4	N/A	N/A

MOS		L	R	W	S
984A	Voice Intercept Technician				
	Skill Level 1				
	2			N/A	
	3				
	4				
053D	Special Identification Operators				
	Skill Level 1				
	2			N/A	
	3				
	4				
	5				
05H	Intercept Morse Operator				
	Skill Level 1				
	2				
	3			N/A	
	4				
	5				
05K	Intercept Teletype Operator				
	Skill Level 1				
	2			N/A	
	3				
	4				
	5				
98B	Cryptanalytic Cryptanalyst				
	Skill Level 1	3	3	N/A	N/A
	2	3	4	N/A	N/A
	3	3	4	N/A	N/A
	4	3	4	N/A	N/A
	5	3	3	N/A	N/A
98C	Traffic Analyst				
	Skill Level 1	3	3	N/A	N/A
	2	3	3	N/A	N/A
	3	3	4	N/A	N/A
	4	3	4	N/A	N/A
	5	3	4	N/A	N/A
98G	Voice Interceptor				
	Skill Level 1	3	3	N/A	N/A
	2	3	3	N/A	N/A
	3	4	4	N/A	N/A
	4	4	4	N/A	N/A
	5	4	4	N/A	N/A
98J	Non-Communications Interceptor				
	Skill Level 1				
	2			N/A	
	3				
	4				
	5				

4E-4

ADP Linguist Information Available At MILPERCEN

** OFFICERS:

(1) DEFINITION AND DESCRIPTION: Lingusit Area contains data about an officer's ability in up to four languages. This data is contained in a four-occurrence repeating group on the officer Master File. For each language (other than English) in which an officer is reasonably proficient, his Officer Master Record is expanded by 10-characters to accommodate the following information: Language, listening proficiency level, reading proficiency level, year and month of test or interview, primary and secondary language proficiency source. In addition ot the repeating group, there is a one-position code indicating proficiency in more than four language.

(2) DATA ITEMS AND CODES:

(a) An asterisk (*) is used to indicate an officer has additional language qualification recorded on his DA Form 330.

(b) The paragraphs below show the items and codes for one "occurrence" within the "repeating group" on the OMF.

1. Language Identity: The Data Element Code is RLL.

2. Language Proficiency Level: (Listening and Reading Ability Rating):

CODE	DESCRIPTION
1	Elementary Proficiency
2	Limited working proficiency
3	Minimum professional proficiency
4	Full professional proficiency
5	Native or bilinguial proficiency
6	Subproficient Linguist
7	Former Linguist

3. Year-Month of Test or Interview: The last two digits of the actual year and 01-12 to represent the appropriate month.

4. Language Proficiency Source:

CODE	DESCRIPTION
1	Individual has had 10 or more years of residence in the foreign country for which the language is appropriate after reaching the age of 5 years.
2	Language was acquired by attendance at the Defense Language Institute.
3	Individual has had 5 but less than 10 years residence in the foreign country for which the language is appropriate after reaching the age of 5 years.
4	Individual has had 2 years or more residence or study in the foreign country in which the language is appropriate after completion of high school education in the English speaking school system.
5	Language is spoken in home where parents were bilinguial.
6	Language was acquired by attendence at a language course sponsored by the Armed Forces, other than Defense Language Institute.
7	Individual studied the language in an English speaking school system.
8	Language was acquired by self-study.
9	Language was acquired by other means.

(3) INPUT:

(a) Initial Source:

1. Transaction Type: 85 DA Miscellaneous Change to Language.

2. Source Document: DA Form 330, Language Proficiency Questionnaire.

3. Coded by: DM&RB, PERSINSD.

4. Coding Form: DAPC-PS-6 Form, " Officer Coding Sheet".

5. Media: Magnetic Tape.

(b) Update Sources: Same as initial source.

* * Data elements and supporting tapes available for Enlisted Men:

(1) EMF: Designates the language other than English, with the greatest significance to the Army, in which an individual is qualified.

(2) Length: 2 Characters Alphabetic

(3) In Enlisted Linguist Data Base:

(a) This file contains a record on every enlisted man who is proficient in a foreign language. An individual is entered on the file upon receipt of a DA Form 330 from his testing station. A record is maintained for each language in which he is proficient. Individuals are deleted from the file upon separation or a loss of proficiency. Changes are also submitted on the DA Form 330.

(b) Included items are:

- Language Code
- Listening Proficiency (Constant "L")
- Listening Proficiency Rating
- Listening Proficiency Score
- Reading Proficiency (Constant "R")
- Reading Proficiency Rating
- Reading Proficiency Score
- Manner of Evaluation
- Date of test/interview
- How Acquired Codes
  - Primary
  - Secondary
  - Armed Forces Course
- Language Experience
  - Principal Type
  - Highest Level
  - Date of Recency
- Language Status
  - Transaction Type
  - Transaction Date (YYMMDD)
- Record Identification Number
- Additional Languages

DEPARTMENT OF THE ARMY
UNITED STATES ARMY SECURITY AGENCY
ARLINGTON HALL STATION
ARLINGTON, VIRGINIA 22212

IAPER-PTD 1 October 1975

SUBJECT: USASA Language Management Program

SEE DISTRIBUTION

1. This letter is a statement of USASA policy concerning the training of career linguists in MOS 98G. The information provided herein will be brought to the attention of all assigned MOS 98G personnel to assist them in planning their careers as linguists within USASA.

2. Language Training.

a. For career training purposes, the languages required by USASA in MOS 98G have been separated into three categories: high density, medium density, and low density. The category into which each language is placed is determined by the number of MOS 98G authorizations in the language, the distribution of the authorizations between CONUS and overseas short and long tour areas, and the grade level of the billets. The languages placed in the high density category are those that will clearly sustain a language career in MOS 98G based on a favorable combination of all three factors. That is, each of the high density languages have a comparatively large number of MOS 98G authorizations, including those in grade E-7, and has a relative balance of CONUS and overseas long tour (accompanied) assignment opportunities. The medium density languages, although exhibiting a less favorable combination, will support a career for a limited number of linguists. The languages placed in the low density category are those that will not support a language career in USASA. A listing of the languages by category is at inclosure one. Changes to the listing will be published by this headquarters as required.

b. Career personnel in MOS 98G should expect to receive additional language training early in their careers. The additional language training available is dependent upon which of the three density categories the careerist's present language is placed as explained below:

(1) High density - Will attend intermediate level training at the Defense Language Institute in the same high density language and may be eligible for advanced training (ref 2f below). May NOT cross-train into another language unless exceptional circumstances would warrant such an action.

(2) Medium density - May (at the option of the individual) either cross-train into one of the high density languages or attend an intermediate course at DLI in the same medium density language. This is a one-time option and must be exercised early in the linguist's career. The linguist may not elect to receive intermediate level training in his medium density language and then later request cross-training into another language or vice versa. An initial decision to cross-train into a high density language will normally entail training at DLI in both the basic and intermediate courses separated by a field assignment (i.e., DLI Russian basic course - field utilization tour - DLI Russian intermediate course).

(3) Low density - Must cross-train into one of the high density languages. In most cases, cross-training will involve attendance at both the basic and intermediate DLI courses in the new language separated by a field assignment. Exceptions to this policy can be made under unusual circumstances.

c. The additional language training explained above will be accomplished as soon as possible after the linguists become eligible. Eligible personnel are those who (1) possess MOS 98G; (2) have completed at least one utilization tour in their present languages; and (3) meet the time in service remaining requirements for attendance at DLI as prescribed in AR 611-6. Linguists are encouraged to submit requests for additional training but should insure that their requests are consistent with the options available within their current density category. Requests not meeting this criteria will normally be disapproved except in cases where the needs of USASA dictate otherwise. Career MOS 98G personnel who do not make known their additional training desires should expect eventual reassignment to DLI for training selected by this headquarters.

d. Personnel with no previous DLI language training who desire to enter this career program (i.e., reenlistment option, volunteers) should request training in one of the high or medium density languages and subsequent attendance to the appropriate MOS 98G-producing course at the U.S. Air Force School of Applied Cryptologic Sciences (Goodfellow AFB, Texas). Once this training and a field utilization tour in the language have been completed, these individuals will be eligible for the same additional language training as that specified for other career MOS 98G personnel above. Personnel in the grade of E6 and above, who wish to apply for language training should select a high-density language.

e. A listing of the intermediate language courses currently scheduled at DLI will be announced periodically by this headquarters. Personnel who are eligible to attend these courses are encouraged to volunteer and, if overseas, should request that their availability dates be adjusted where applicable to correspond with the start date of the class. However,

curtailments in excess of one-twelfth of a tour will not normally be approved. Attempts will be made by this headquarters to schedule classes to accommodate volunteers in the high and medium density languages.

f. In addition to the basic and intermediate language training discussed above, a limited number of career 98Gs will be afforded the opportunity of attending advanced language training at DLI. Records of volunteers for this training will be thoroughly reviewed by this headquarters and only the most highly qualified will be seleeted. Personnel must have completed both the basic and intermediate level courses in the same language to be eligible for the advanced training.

g. The purpose of the additional language training program outlined above is to insure that the 98G pursues a career in a language that will provide for varied assignments, reutilization of skills and for the eventual development of a highly proficient career linguist. As such, the program is designed to both benefit the individual linguist and to meet the language skill requirements of this command. The program does not, however, include all training that the 98G should receive in order to be fully competitive with his contemporaries in other specialties. Personnel in MOS 98G, like those in other USASA specialties, should plan their careers in such a way as to insure attendance at the NCOES Basic and Advanced Cryptologic Supervisor courses as well as the intermediate language courses discussed above. These NCOES courses not only assist in preparing personnel for eventual progression to MOS 98Z, but also award promotion points and include instruction in subjects contained in the MOS Evaluation Test for 98G.

3. All unit Career Counselors and USASA Field Representatives at the Recruiting Stations will insure that the contents of this letter are fully understood by all personnel interviewed in connection with a possible career as a linguist within USASA. Emphasis should be placed on acquainting the individuals with the career language training opportunities available within each density category and on discouraging career personnel from requesting training/cross-training into one of the non-career sustaining languages. In particular, the prospective careerist should be advised that training in one of the low density languages is counter to his long term interests in that such training will most likely be followed by only one utilization tour. (Most low density languages are authorized at only one location.)

4. The policies outlined above pertain solely to USASA linguists in MOS 98G. They do not apply to linguists in the DA-controlled 04 series MOS since actions have already been initiated by this headquarters to convert the USASA authorizations in MOS 04B and 04C (with certain exceptions) to MOS in the 98 series. These policies also do not apply to personnel who have language trailers as part of a non-linguist MOS such as 98C2LRU. The career training opportunities for this latter category are discussed under the 98C portion of the Enlisted Personnel Management System. In addition,

these policies do not represent firm commitments for additional language training. Rather they are objectives which this headquarters will strive to meet whenever possible.

5. This letter will be maintained on file at each unit until otherwise directed by this headquarters. It supersedes letter, HQ USASA IAPER-TS, dated 29 Jul 74, subject: USASA Language Management Program, which may be destroyed.

LOSTON HARRIS
LTC(P), GS
DCSPER

1 Incl
as

DISTRIBUTION:
B, C, D, E - PLUS:
2-DCSPER (Mgt & EPD)
1-AG
1-C, OCR
1-USASA LN DET, DLI

MOS 98G Languages by Density Category

1. High Density - Chinese Mandarin, Czech, German, and Russian
2. Medium Density - Korean, Polish, Spanish-Latin American, Arabic-Egyptian, Arabic-Syrian
3. Low Density - All languages not included above.

Incl 1

CHAPTER 5

TRAINING

SECTION I: DEFENSE LANGUAGE INSTITUTE (DLI)

5-1. General. The Defense Language Institute (DLI) is the major training facility for Army Linguists. (See Vols I and II, DLI Background Information).

a. The Defense Language Institute, a Department of Defense (DOD) agency with Army designated as Executive Agent, was established to satisfy total DOD language training requirements, with the exception of Service academies and dependent schools. DLI has a multi-service staff (based on representative student loads), a multi-national faculty for resident training, and is responsible for the management, conduct, supervision, administration and control of the Defense Language Program (DLP).

b. As part of the responsibility for the DLP, exercises technical control over all DOD language training activities. Technical control is authority to approve language training methodologies, instructor qualifications, texts, materials, course content and course objectives. This includes the testing, materials and language training equipment. Additionally, DLI acts as principal advisor to the Secretary of the Army and his assistants on all language training and research matters. The Secretary of the Army, as Executive Agent for the Defense Language Program, advises the Secretary of Defense.

c. The DLP encompasses both foreign and English language training conducted in-house, as well as through (1) Language Training Detachments (LTDs) in Europe, Asia and Africa, and (2) Command Language Programs (CLP) which operate on a world wide basis to meet peculiar mission requirements. (See Vol III CLP)

d. DLI became operational on 1 July 1963. At the same time, the Language Department, US Naval Intelligence School, Washington, D. C., was redesignated DLI East Coast Branch, while the US Army Language School, Monterey, California, was redesignated DLI West Coast Branch. On 1 July 1966 the US Air Force Language School at Lackland AFB, Texas, was integrated into DLI as DLI English Language School.

e. The resident foreign language training through FY 75 has been conducted at DLI school in Washington, D. C. and Monterey, CA. DLI also sponsors a small number of students at the Foreign Service Institute (FSI), State Department, in Washington, D. C. The resident English Language training is offered at the DLI English Language Center (DLIELC) at Lackland AFB, Texas. As part of an overall Army Reorganization Project Concise, DLI has closed its resident school in Washington, D. C. and consolidated all resident foreign language training at the Presidio of Monterey, except for a small number of students (Including the majority DIA requirement) who will be sent to FSI. The consolidation at Monterey was completed on 30 June 1975.

f. Nonresident training is conducted in CONUS and overseas for approximately 100,000 US military personnel under the technical control of the Nonresident Training Operations Division which was established at the Presidio of Monterey on 1 October 1974 and was placed under the Office of Worldwide Training Operations DLI on 1 June 1975.

g. The Office of Worldwide Training Operations is responsible for: (1) Support in English language training to foreign military personnel in CONUS and host countries, to include general English, specialized English, language training detachments, instructor training, and language laboratory systems.

(2) Support to US military personnel of all Service components worldwide in:

(a) English language training conducted for US non-English speaking personnel (See Vol IV English Language Training). This area presents some major problems for the various commands worldwide and was discussed in detail with the ALPS chairman.

(b) Foreign language elementary level and maintenance/ refresher training.

h. DLI also develops and furnishes to the Services testing systems in both foreign languages and English language as follows:

(1) DLPT. The Defense Language Proficiency Test is used by the Services to determine an individual's present proficiency in a specific language for assignment purposes. Also, the DLPT is administered to all foreign language students upon completion of the resident training program at DLI.

(2) DLAT. The Defense Language Aptitude Test is administered by the Services to prospective students to determine aptitude for language learning prior to assignment to DLI. (See VOL II, DLI Background Information Part 2.)

(3) ECL. English Comprehension Level tests are used extensively at DLIELC for placement and progress measurement. All US Service Schools have an ECL requirement as a prerequisite. MAAGS/MLLGPS/MISSIONS/DAOs, on a worldwide basis, use the ECL test as a screening instrument in selecting foreign students for military training in CONUS or overseas under the Security Assistance Program.

(4) The DLAT and DLPT system is administered and controlled by the various Services; however, DLI controls the administration of ECL testing throughout the world.

5-2. Course Offerings.

a. During FY 1975 the following training was programmed and conducted:

TABLE 5-1. Programed Training/Actual, FY 75.

LOC	No Langs	Students total	army total	
			Proj/Actual	Proj/Actual
DLI-WC	33	3,948	(O) 356/256	(EM) 2080/1547
DLI-EC	5	404	(O) 27/45	(EM) 33/5
FSI	21	239	(O) 18/15	(EM) 133/40
TOTAL	*55	4,591	(O) 401/316	(EM) 2246/1592

* Indicates duplication of some courses.
Army fill rate 72%

b. During FY 1976 the following training was programmed:

TABLE 5-2. Programed Training FY 76.

LOC	No Langs	Students total	army total
DLI	33	4,314	
FSI	18	159	
TOTAL	*49	4,473	(O) 311. (EM) 2566

* Indicates duplication of some courses.

c. The number of students at FSI will increase approximately 30 when DIA language training will be conducted in Washington, starting FY 77.

d. Programmed training for FY 76 at DLI has been published. The actual numbers trained and those programmed for any specific language usually fluctuate during the training year. The programmed and actual for FY 75 was 72% for the Army while the total was 77% fill. An important factor was that the Section fill was 97%.

e. DLI's Language Resources Center has materials with which to teach languages shown in Table 5-3 to approximately level 3. The only time lag would be for hiring and orienting an instructor in the language. (In the case of Haitian Creole, DLI has a qualified instructor.)

TABLE 5-3. Languages Currently Available

*1 Africans	*4 Cambodian	7 Hindi
2 Amharic	*5 Finnish	*8 Swahili
*3 Arabic-Maghribi	6 Haitian Creole	*9 Urdu

* Being Taught at FSI Now.

f. DLI's Language Resources Center has materials from which a DLI course could be prepared in the following languages (Table 5-4). Under critical circumstances, the course could be taught within about six months after hiring a qualified instructor. Hiring lag differs considerably for each language and may range from a few weeks to a few months.

TABLE 5-4. Language Materials Available at DLI

1. Akan (Twi)	9. Irundi	17. Norwegian
2. Armenian-East	10. Kurdish	18. Nyanja
3. Burmese	11. Lao	19. Persian-Afghan
4. Danish	12. Lingala	20. Somali
5. Dutch	13. Lithuanian	21. Swedish
6. Flemish	14. Malagasy	22. Tibetian
7. Hausa	15. Malay	23. Ukranian
8. Kilongo	16. Mongolian-Khaikha	

g. Any other language not listed in Tables 5-3 and 5-4 or currently being taught would require up to a year or more to obtain background materials, hire instructors, and prepare a course of instruction.

5-3. Expansion.

a. The two institutions, DLI and FSI, are able to meet all current linguist requirements with the facilities and staffs on hand.

b. DLI's ability to respond to changing needs is primarily a matter of time lag and budget. The lag will vary as an inverse function of the budget and upon whether or not "new courses" means courses in new languages, the labor market in the requested language, the level of training required and the specified terminal objectives. FSI and contractors will have similar questions. From DLI experience, it appears likely that contractors would present much more confident statements of responsiveness than DLI or FSI. However, actual ability to provide relevant and effective courses differs among contractors, even more than it does among DLI's language departments. The type of contracting for instructional materials development should also be given very careful consideration. One possibility that should be considered in the future is to contract for "temporary scientific support services" (Negotiated under 10 U.S.C. 2304(a)(11) and bring the contractor's specialists to DLI to work with development specialists and faculty. Another possibility that should be considered is contracting for certain parts of course development (e.g., gathering of recordings, readings, and other "raw materials") in the country where the language is spoken.

c. FSI's position is to face increased requirements by increasing facilities. In this way exact requirements can be met with fewer problems or lags than could be expected with contractors. Only in a dire emergency would FSI go to a contractor to meet their needs.

5-4. Other Training Facilities.

a. DLI responds to known requirements with in-house, interagency, or contract efforts, to the extent of its funding capabilities (e.g., recent projects in Russian, Korea, and Chinese Mandarin aural comprehension, Hebrew, Cambodian, Lao, etc.). When the need is great, it can expand training remarkably (e.g. establishment of DLISW at Fort Bliss to handle Vietnamese, the massive English language training program in Saigon, Basic Course Enrichment Program, etc.).

b. The Foreign Service Institute (FSI), School of Language Studies, Department of State, is the only other US Government agency providing language training comparable in scope, level of proficiency, intensiveness to DLI. FSI does provide training for DLI in 18 languages for which DLI either has no in-house capability or which are special requirements beyond their capacity. DLI and FSI have a formal signed agreement which spells out the working arrangements for such training.

c. Two agencies, CIA and NSA, provide a limited amount of language training for their own personnel. This training is usually based on objectives which are different from those of DLI students. In fact, these two agencies also use DLI and FSI facilities for some students whose objectives are compatible with DLI/FSI programs. On rare occasions, it has been possible for NSA to assist DLI with a small requirement in an unusual language not taught at DLI or FSI. Generally, it would not be feasible to rely on these programs to assist with the DLI training load.

d. USIA, AID, ACTION, Agriculture, and others usually send their students to FSI for training. However, they also use commercial contract training for some requirements such as refresher training. None of these agencies maintain a resident training program in the US.

e. Foreign Government Programs: Allies such as U.K., Canada, and the Federal Republic of Germany (FRG) maintain resident language training programs. However, the availability of such programs for training US personnel is quite limited. FRG once expressed the desire to assist by training US personnel in German in exchange for DLI training of FRG personnel in exotic languages not taught by FRG. UK has an Arabic program in Beirut, Lebanon, and a Chinese program in Hong Kong which could possibly be used in training limited numbers of US personnel, usually at the advanced levels. DLI maintains fairly close liaison with these programs through the Bureau for International Language Coordination, whose secretariat is located in London with the Royal Army Education Corps.

f. Summaries of DLI experiences with FSI and civilian contractors follows:

(1) Foreign Service Institute: Inquiries to FSI about capabilities of handling new or expanded training requirements for DLI have had varied results. First, FSI is usually quite willing to take on students of a highly selective or elite nature, such as Attachés or Navy Personnel Exchange Program participants. FSI has been reluctant to train enlisted personnel, especially those associated with the Security Services. Second, FSI looks more favorably on requirements which fit into those languages in which they are well staffed or which have potential for easy expansion. Third, FSI can usually take on small numbers of additional students in those languages where FSI has a stable staff situation; however, they are usually reluctant to take on any large or rapid expension for several reasons, including the fact that FSI is located in a high-rise office building in Rosslyn, Virginia, where rental space is quite expensive and difficult to obtain on short notice. Fourth, FSI prefers taking only students with objectives which are similar to those of normal students from

the foreign affairs government community. They find it difficult to respond to special requirements, whether in the functional skills area or in specialized terminology, particularly those of a military nature. Fifth, FSI is usually reluctant to respond to special DLI needs concerning academic counseling and special grading which tend to disrupt their usual system. For example, problems occur in determining whether to disenroll DLI students. FSI administration of such matters rests largely with the supervising scientific linguist which results in different criteria in different languages. Some linguists will pressure students after the first four weeks by suggesting that the student could not possibly meet the course objectives. Sixth, FSI costs for language training are consistently higher than those for DLI in-house training. This is based on several factors, one of which is that FSI training, at least for DLI students, is paid for entirely out of tuition. Thus, FSI training for each student is reimbursable. Also, most FSI materials must be purchased from the Government Printing Office. Special oral interview proficiency testing for DLI students must also be purchased separately. Seventh, special support services must be provided for DLI students at FSI, such as tape recorders, as well as billeting and transportation for enlisted students. These services are difficult to provide in the Washington, D. C. area. Eighth, DLI's Liaison Office in Washington (DLI-LNO) would also have to be expanded in proportion to any expansion of DLI students at FSI. This would mean additional civilian professional language specialist personnel capable of monitoring FSI training and providing quality control on academic matters, as well as expansion of administrative and logistical support service personnel.

(2) Civilian Contractors:

(a) Through other government agencies: As a result of coordination with the Interagency Language Roundtable, the Agency for International Development has attempted to arrange their language training contract efforts with commercial organizations to permit other government agencies to use the same contract as needed.

(b) Commercial Contractors: DLI experience in the Washington, D. C. area (as well as El Paso, TX, and Monterey, CA) with commercial contractors for language training from

1963-1972 demonstrated that, even with major improvements based on lessons learned over the years, such a venture is marginal at best. The range of problems associated with such efforts was extensive and resulted in abandonment of this approach in favor of exclusive use of government in-house training facilities. Effective monitoring and quality control of contract operations, even under the best conditions, were not considered feasible from a cost-effective point of view. It should be noted that there are still a number of commercial organizations which are anxious to obtain language training contracts and which claim to have the total capability to provide all the components required. However, DLI experience has demonstrated that such claims for the most part cannot either be depended upon or be enforced. It is only fair to state that some of the lack of responsiveness involved may have been due to the temporary nature of such contract arrangements. The very nature of commercial contracting based on yearly low bids inhibits any attempts at continuity or stability.

(c) Universities:

1. DLI inherited Air Force language training programs at Indiana, Yale and Syracuse Universities in 1963, all of which were considered to be responsive and successful programs as a whole. However, changing conditions on both sides eventually led to the disestablishment of these programs in favor of in-house training. While these programs were generally responsive in meeting single user agency requirements, they became difficult for DLI to manage from a DOD point of view involving rapidly changing multi-service requirements.

2. A report of an informal survey related to a 1972 effort to determine the feasibility of establishing a language training program at Fort Bragg, NC, through a university contract is at Tab 5-A. It illustrates some of the variables involved with such an approach which present special problems both for the university and DLI.

5-5. Course Adequacy

a. Language training objectives, stated by users in behavioral terms, must be specified prior to the determination of complete course adequacy. Specifically, these objectives must be stated in terms of what will be expected of the linguist in a "field" situation and should be based on job/task

analysis incorporated into job performance requirements. Following the compilation of such a list of objectives for specific MOS's, further insights into the scheduling, sequencing and evaluation of language training can be obtained. Extreme care must be taken in this regard, since strict compliance with TRADOC concepts of training to meet user-specified performance requirements might open a Pandora's box. Receiving only what is required for a job might permit a relatively low-level intercept linguist to meet his performance requirements in six months at self-pacing, but what of the requirement for near native level 4 requirement for an instructor or Attaché? Would three years or so of training be acceptable in order to reach stated performance requirements?

b. A number of actions have been taken by DLI over the past couple of years for improving the match between user's various needs and DLI's instructional method and content. One is the Basic Course Enrichment Program (BCEP) in which DLI, working closely with NCTS Rep DLI, has significantly altered most of its courses through the introduction of exercises of greater operational relevance. Also, DLI is now developing special aural comprehension courses in Chinese Mandarin and Korean, and drastically revising the Russian Aural. However, further efforts are required in order to develop a better liaison between DLI and, not only the security service, but all potential users.

c. A complete discussion of the problems inherent in course adequacy and means to alleviate shortcomings in meeting user requirements is covered in Vol I, pages 47-60

d. As previously mentioned, the service agency must be made aware of the exact linguistic requirement so that proper steps can be taken to provide the product that the user deserves. One of the best steps to accomplish this point was made earlier in the recommendation for establishment of a Army Language Requirements Board (ALRB) Sec II, Chap 4. DLI, in their course developments, can meet the need once the requirements have been clearly stated.

5-6. Course Development.

a. From the formation of DLI in 1963 until 1970, the course development function resided with the faculty of the Defense Language Institute. In 1966 a survey coordinated by the Center for Applied Linguistics (CAL) in Washington, D. C. was undertaken to appraise the teaching materials used by DLI in 8 languages taught at West Coast Branches of DLI. Materials and teaching practices were examined by recognized experts in these fields selected from the academic community.

They found that the materials were seriously outdated both with respect to language and methodology. A number of efforts were made to upgrade the function of course development and increase the quality of the materials in use. It became increasingly clear, however, that the function of teaching claimed most of the faculty's time to the detriment of course development. DLI in an extensive program of course development has prepared the following course with indicated implementation dates:

(1) Chinese-Mandarin Aural Comprehension (C-MACC)-August 1975.

(2) Spanish (LA) Basic Course-September 1975.

(3) Modern Standard Arabic Basic Course-October 1975. An 8-week Saudi-Arabic course was implemented in July 1975.

(4) Russian Aural Comprehension (RAC) - January 1976.

(5) Korean Aural Comprehension Course (KORACC) - January 1976.

(6) Haitian Creole Basic Course - available pending students.

b. In 1969 RDT&E funds in the amount of $500,000 were allocated to DLI with no additional personnel authorizations. For this reason a program of contracts with universities and other contractors was undertaken. This contracting, while providing a number of useful products for the Defense Language Program, was not a viable solution to the problem of course development. One reason why these contract development efforts were not completely successful is because differences between college and DLI students are difficult to resolve. The best efforts of leading universities failed to fully satisfy DLI requirements. (Contract development is detailed in a separate position paper.)

c. Because significant course development efforts by the faculty did not appear to meet DLI's needs considering the increase in teaching load and other factors, the pendulum then swung the other way when in late 1969 a DLI task force recommended the establishment of a separate organization, Systems Development Agency, to accomplish course development in DLI and administer contracts. The Agency was to be staffed with scientific linguists, psychologists, test and measurement personnel, curriculum development specialists, and others necessary to supplement the language expertise of the faculty.

The various specialists, along with faculty members transferred temporarily for up to two years to the development agency, were to comprise a project team of collaborative efforts which would produce the end product. This product was to be thoroughly field tested and revised in the light of the field test. The language experts were still to come from the faculty and the additional professional expertise was to be provided by the various specialists. It should be noted that the new specialist positions were classified in the Competitive Service whereas faculty positions remained in the Excepted Service.

d. The transfer of the mission of course development to the newly-formed Systems Development Agency caused a number of individuals on the faculty, who had for many years filled the position of Course Developer in each language departments, to be downgraded along with members of the clerical staff. Thus, the departments were to concentrate their efforts on the teaching mission as well as continue minor adjustments to teaching materials which was designated as course maintenance. This fact along with other differences, including Competitive vs. Excepted Service status, produced an environment of frustration which made it difficult to achieve the necessary collaborative efforts for updating and writing the materials for teaching foreign languages at DLI. Late in 1971 the assignment of responsibilities for the new Basic Course Enrichment Program (BCEP) included rather heavy demands on many language departments to provide supplementary materials under the course maintenance concept to support this new program. The scope of these activities raised new issues concerning the division of labor between the departments and SDA. At first, this was thought to be more of a policy problem relating to the definitions given to the activities of course maintenance, course revision, and course development. It gradually became apparent that the problems were also interrelated to both organizational alignments and assignments of duties. Among various attempts to solve this problem was a DLIWC recommendation made in late 1972 to HQ DLI that the position of Course Maintenance Supervisor (GS-11) be established in each language department to fill the backlog of gaps in updating materials and in meeting the new BCEP requirements. It was becoming more and more apparent that SDA was not staffed sufficiently to handle the entire spectrum of materials improvement for all language departments. The DLIWC recommendation was not approved, since it was not feasible to apply this concept under existing restrictions on personnel resources.

e. The issue was forcefully brought to a head by the Chief, SDA at a Commanders Conference at HQ, DLI in Washington, DC. He proposed that the concept for course development be modified to provide for certain development or revision projects to be accomplished in the departments, with the recommendation that GS-11 course developers be provided to those departments undertaking such projects. This proposal was approved for adoption in conjunction with the consolidation and relocation.

f. Since consolidation of DLI at the Presidio of Monterey, a number of other alternative means of achieving the desired kinds of interaction for successful course development have been used. (See "Concepts for Course Development", pages 131-137, Vol I, DLI Background, for a full discussion of how this problem is being addressed.) In addition, recent organizational changes directed by TRADOC to facilitate the implementation of instructional technology are being made. These changes envision the majority of future course development work being performed under the supervision of a new instructional Technology Division in the Foreign Language Center.

g. An additional planned activity of Research and Development concerns initial attempts to provide MOS-related self-study materials to support approximately 100,000 service personnel enrolled in various types of refresher-maintenance courses world-wide. The currently available materials are becoming obsolete and the demand appears to be high for such materials since headquarters USAREUR has recently purchased $17,000 worth of these materials in support of their Command Language Programs. These older materials will continue to be used until DLI can develop a new generation of MOS-related self-study materials.

h. Tangible results of user oriented course development can be appreciated by reviewing an actual course development case, pages 112-130, Vol I, DLI Background. It becomes apparent that once user needs are made known DLI can take steps to meet these needs.

5-7. Dependent Training.

a. Authority: Dependents of member of Army, Navy, Air Force, or Marine Corps are authorized language training under authority of Public Law 89-160, 89th Congress, HR 5519, September 1, 1965. Amendment to Chapter 101, Title 10, United States Code (See Tab 5-B).

b. It has been recognized that the ability of a dependent to speak a foreign language is advantageous to the US Government when the sponsor is required to represent the US overseas. The ability to function in a domestic and social environment is essential for best job performance. Both DLI and FSI permit dependents to attend classes with their spouses on a space available basis.

c. The Assistant General Counsel (Fiscal Matters) (OAGC-FC), OSD has provided detailed guidance to Statement Department on this subject and currently this policy is being followed. (See Tab 5-C).

5-8. Conclusions:

a. DLI and FSI are currently able to satisfy all stated Army training needs for linguists.

b. Languages currently not being taught could require up to a year or more to prepare programs of instruction.

c. English Language training for non-English speaking Americans is a critical problem that should be addressed immediately at DA level. (See Vol IV) This problem is beyond the scope of this study.

d. Current procedures for obtaining language training outside DLI are adequate.

e. Use of commercial contractors has proved to be of marginal value.

f. Use of universities to provide training is feasible under certain circumstances and could be used, if required.

g. DLI has the capability to adequately and effectively fulfill user terminal skill level objectives once they are established, provided they are based on valid job performance requirements resulting from job task analysis. For terminal skills requiring Level 4 or better, a combination of advanced training and basic DLI must be devised.

h. There is no problem in developing courses to meet specific needs, to include Level 4, if required and properly funded.

i. Dependents are allowed to take classes on a space available basis in the CONUS and on a space required basis for DIA personnel overseas. The ability of dependents to use a language is a great asset in total mission performance of the sponsor.

5-9. Recommendations

a. No additional classes be prepared at DLI unless required.

b. Using agencies request and justify preparation of initial research for languages that might be required for contingency missions.

c. A study at DA be conducted to provide solutions for English language training to the non-English speakers in the US Army.

d. Commercial contractors normally not be used for language training.

e. Universities be used for training when practical. Lists of courses and universities be maintained for contingency use.

f. Primary reliance continues to be placed upon military in-house language training.

g. DLI accelerate course development following performance-based criteria and establish program guidance for those requirements beyond the capability of the school, e.g. instructor, attaché, Level 4.

h. Continue or fund current space available dependent training at DLI or FSI. Budget for dependent training of military attaché (DIA) students attending FSI to ensure class space.

i. Adequately fund DLI R&D requirements based upon demonstrated needs.

j. User agencies/units provide DLI with behaviorally stated terminal skill objectives based on valid job performance requirements.

SECTION II. MILITARY INSTRUCTORS AT DLI

5-10. General. DLI has for many years employed only civilian instructors of foreign languages. The long tradition of hiring only native-speaking instructors has been relaxed in recent years to allow those of near-native proficiency (4-level proficiency) to meet the language qualification standards for instructors. This began initially in the Russian departments where native-speaking replacements for those retiring become more and more difficult to find. The trend has been to hire small numbers of highly qualified American-born instructors, many of whom grew up in families where the target language was spoken, or those third-country nationals whose target language proficiency was at least near-native. Many of these have advanced degrees in the target language and/or in Linguistics. This gradual mix has actually strengthened DLI's instructional capabilities by providing additional skills and insight into how Americans learn foreign languages.

5-11. Requirements.

a. Students at DLI experience difficulties with the military terminology portion of the course due to a lack of knowledge or experience in the military and specifically in matters of Military Terminology in English. When receiving instruction in military terminology they have nothing "to relate to" in English. The introduction of materials on military structure, organization, equipment and tactics would aid the students in grasping this important phase of their language instructions. Such instruction could either be based on the U.S. Armed Forces or on the armed forces of the target language country and could be presented by military instructors.

b. At this time there is almost a complete void in preparation of students to deal with current military terminology. Many dictionaries, glossaries and other such documents generally do not reflect actual common usage in the target country or area. Worldwide military terminology is continually being modified or updated and, accordingly, there should be some mechanism to present this new information to the student before he arrives at his unit. Course development to bring this new information to the students is being undertaken now at DLI with expected implementation in January 1976.

c. USASA and the cryptographic services of the USAF and USN are currently engaged in a program using Technical Language Assistants (TLA's) in language courses at DLI. All of these TLA's have served at least one tour in the field involving the practical applieation of their language skill. The TLA's are currently employed to supplement the civilian faculty in the following roles:

(1) by providing task analysis of needed lexical items (at present, primarily for cryptographic services students);

(2) by assisting in course development, providing the latest military terminology and "jargon" of their respective target languages and clarifying its usage;

(3) by assisting at course maintenance of military items;

(4) by assisting the civilian faculty in military terminology instruction, primarily during laboratory periods of instruction;

(5) by providing instruction on military concepts, forces and procedures used by the various foreign forces; and

(6) by providing career counseling and orientation to their students by highly motivated professionals.

d. This program has been successful and accomplishes two goals. One, it provides instructors who are both familiar with military terminology and with the duties of cryptographic services linguists. Two, it provides the best CONUS-based duty assignment where a linguist may maintain or increase his own proficiency in the language. Individuals' records are carefully screened by both DLI and the respective cryptographic service (USASA, AFSS, NSG) to determine their qualifications before assignment as a TLA.

e. The major drawback to this program is that there are no authorized billets at DLI for the TLA's. They must be taken "out-of-hide." The current USASA practice is to assign these linguists to CONUS tactical units with duty station at DLI. A similar setup is used by the USAF, USN and USMC. These personnel are subject to immediate recall for contingency purposes, but otherwise do not participate in the unit's field exercises. This deprives the tactical commander of a certain portion of his assets. However, the benefits of having qualified linguists at DLI who can explain, within security constraints, the practical use of a language skill and the career opportunity to keep career linguists proficient in their language are deemed to outweigh the disadvantages of having personnel detached from their unit of assignment.

f. The current identified TLA need at DLI is 45 of whom 28 are from USASA (the remainder are: 12 USAF, 3 USN and 2 USMC). A critical problem has surfaced involving the 28 from USASA. On 1 Jul 76 USASA loses operational control of CONUS units, and DLI will lose Army participation in the program. This loss is deemed critical, not only by DLI but also by USASA and NSA. DLI does not have the military manpower spaces to provide the assets in-house. There are currently 163 military billets at DLI. The TLA billets would require 27.6% of total DLI billets and the USASA share alone would be 17.1%. Neither NSA or USASA will have other billets to provide DLI these assets.

5-12. DLI Comments

a. "There is sufficient difficulty in providing adequate job security and limited career progression for civilian instructors under the existing structure and current fluctuating training requirements. If any civilian instructor positions were to be filled by military personnel, this would no doubt trigger an even more turbulent situation among the civilians, should they lose their job as a result of such action. Whatever the results, real or apparent, there would be a definite impact on civilian morale based on a perceived threat to job security.

b. The use of military personnel in auxiliary instructional roles would, however, be feasible along the lines of the current use of Technical Language Assistants (TLAs). Such personnel provide a number of language services which are essential and which support the language department programs in several ways without endangering instructors positions.

c. As a by-product of working in language departments. TLAs are able to maintain and improve their language skills while on duty in CONUS. The need for proficiency maintenance has been addressed by the ACSI Linguist Consulting Board (LINCOB) and is supported by USASA. It has been DLI's policy with concurrence of TLAs parent command, to limit their duties so that they are neither required to perform administrative nor instructional duties which normally are the functions of other personnel. Thus, the role of military personnel as resource specialists combining language and operational military skills if both feasible and essential to DLI's mission.

d. Since TLA personnel are currently representing a single user agency group (National Cryptological Training System (NCTS) it would be useful for other user agencies to provide similar representation at DLI which would improve communication concerning specific job-related training objectives for those user agencies. The recent TRADOC impetus towards modernized instructional technology in trainin- indicates that DLI will need more assistance from military technical subject matter experts in developing new specialized course materials and tests based on objectives from all user agencies. A complete MOS spread of Army linguists should be employed at TLAs without procuring them solely from MOS Series 98 (cryptologic). Manpower spaces could be procured from Program 3 (NSA controlled) or Program 2 (DCSOPS controlled) funding programs, but more realistically would come from Program 8 (training) funds controlled by DCSPER and TRADOC. The resources would be military manpower slots/billets and would not be interchanged with DAC slots. The loaning/attachment of personnel from operational units in CONUS is discouraged as it diminishes their operational readiness. Any TLAs at DLI should be assigned to the DLI TDA.

e. It is understood that there is a significant congressional concern for the assignment of work duties to military that is typically a function of Civil Service positions. Also the recent trend has been to civilianize more and more military positions in order to promote the development of the Volunteer Army concept. Additionally, there is a danger of violating the spirit and intent of the negotiated agreement by and between DLI and the local employee organization."

5-13. Feasibility

a. It is apparent that the major objection facing DLI involving military instructors per se is that of internal labor relations. Practices that have developed over the years concerning instructor duties have evolved into and have been accepted as policy.

b. At DLIELC, Lackland, DLI teaches English to non-English speakers and then some of these people return home to teach English there. This is an apparent contradiction that might lead to the conclusion that there is an overreaction to the instructor's union. If foreigners can learn English from one of their own people then why can't US personnel do the same? - especially if this person is a trained, capable teacher.

There is no simplistic answer to this question, since the degree of proficiency has been omitted, thus deleting the important ingredient of a precise point of reference. It must be noted, for example, that the more highly developed host-country English language training programs do in fact also employ native speaking instructors of English directly. These programs yield the best results, since their graduates most often by-pass follow-on training training at DLIELC and are qualified for direct entry into US technical training courses (e.g., FRG). These foreign personnel are able to train students generally to an elementary level of proficiency which must usually be augmented by additional training at ELC prior to entry into US Technical Training Courses. It should be noted that those foreign personnel trained at ELC as instructors are also normally at the 4 level of proficiency in English.

c. An insight into this particular entrenched attitude was obtained by the study chairman while visiting at DLI. During lunch, several instructors were overheard discussing the rumors of changes due to occur when the new commandant took over. Following a long discourse of how bad it could be, one of the instructors said "Oh well, it really doesn't make any difference since he (COL Stapleton) would be gone in a couple of years and things won't change much anyway."

d. NSA in their language training programs use an instructor ratio of 2-1 -- two US native English to one native speaker -- so that they can be assured of getting the exact terminal results desired. No problem is encountered and a better product is obtained that meets their specific requirements.

e. As a matter of common sense, instruction and end results desired should be designed to meet the requirements of the organization that pays the wages. A great deal can be offered to the students by military instructors who have recently served in or recently visited the target country, and, at the same time, as USASA points out, these instructors maintain their own proficiency.

f. Discussions at DLI lead to highlighting of tasks that the military instructor and staff member could perform to better accomplish the current and future more specific requirements. In addition to the type tasks now being done by the TLAs described above, the military staff and faculty officer or enlisted man, could:

(1) Teach segments of courses within their sphere of expertise and competence.

(2) Teach current military terminology and jargon.

(3) Conduct seminars on the target country.

(4) Assist in course development and maintenance (minor modifications).

(5) Provide information to students on prospective duty functions.

(6) Function as staff members of the departments.

5-14. Military Instructors at Other Facilities

Due to the mission of FSI and other training facilities as well as the relatively few students involved, no consideration was given to furnishing military instructors to these facilities.

5-15. Conclusions

a. There is a requirement for military instructors (staff and faculty) at DLI to provide current military terminology and jargon in various languages to the students as well as to provide managerial expertise.

b. The use of Technical Language Assistants (TLAs) has proven to be practical and beneficial.

c. What may have been assessed as a faculty resistance to the use to the use of TLA's in the past has more than been overcome by the success of the TLA program. Senior faculty members at DLI now clamor for more TLA's as the single best authority on military terminology relative to operational use of language skills, etc.

d. If non-English speakers can teach English, so can non-native speakers teach selected portions of specific language course in which they possess competence. A trained teacher with a near-native language capability can fully meet most requirements of the courses taught.

e. Military instructors should not be considered for FSI or other agencies.

5-16. Recommendations

a. Language qualified military personnel, officers and enlisted men be assigned to the DLI JTD as staff and faculty members.

b. Non-native speaking instructors be assigned as necessary.

c. DLI develop:

(1) Military or civilian (non-native) staff and faculty augmentation or substitution with special emphasis on high density languages.

(2) Job descriptions for military staff and faculty.

(3) Prerequisites to include languages.

(4) Additional military enrichment programs such as field trips to Fort Ord to expand understanding of military operations and terminology.

SECTION III. MAINTENANCE OF PROFICIENCY

5-17. General. Language proficiency is a highly perishable skill that is time consuming and expensive to acquire. Disuse is its principal nemesis. The major element of the problem lies in continuous utilization (including conversation), as practiced within the individual's functional area, during assignments not specifically requiring a given language skill.

5-18. ACSI Comments.

a. Language proficiency is a difficult skill to acquire and it is even more difficult to improve a basic capability into one which will permit effective utilization at a professional proficiency level. Proficiency maintenance and enhancement requires productive utilization, an issue which is at best difficult for intelligence linguist especially in a CONUS environment. To provide the challenge, productive utilization and sense of purpose for the linguist in a peacetime environment, the following capabilities/initiatives must be made available at the unit level.

(1) A productive utilization mission for linguists which actually contributes to a valid requirement.

(2) Tapes of current military-related foreign language dialogue.

(3) Personnel intercommunication in training and exercises.

(4) Document translations.

(5) Utilization of unit training/working time to maintain language proficiency.

(6) Self-study packets.

(7) Participation in command language programs and language training under the General Educational Development Program.

b. The ACSI, Commander USASA and NSA/CSS published on 24 March 1975 a plan for Peacetime Utilization of USASA Direct Support Resources. This plan was designed to serve as a basis for utilizing USASA tactical linguist and other personnel more productively by providing mission-related training documents, tapes and NSA/CSS materials. These materials would act

as a maintenance mechanism for integrating both language and functional skill proficiencies. An important aspect of this program is only maintaining with each unit a minimal, usually one or two, different language capabilities to facilitate collective training and personnel intercommunication.

c. On 1 November 1975, the SECDEF approved the use of the Opposing Force (OPFOR) concept for use in Army-wide training. OPFOR will focus individual and collective training on the military systems of our foremost potential adversaries, particularly the Soviets and Warsaw Pact. Program modules are planned in support of most world regions for which readiness is maintained for contingency purposes. OPFOR will provide a valuable mechanism for ensuring the integration of linguist capabilities into training and exercises. OPFOR, together with the basic conceptual thrust of the Peacetime Utilization Plan for USASA tactical resources offers attractive opportunities to squarely address the challenge of peacetime maintenance of language proficiency in tactical units.

5-19. USASA Comments.

a. The major problem for USASA linguists is maintaining their language proficiency while assigned to a CONUS tactical unit. Linguists assigned to overseas tactical units present a lesser problem as do linguists assigned to fixed sites. Proper utilization is the key factor in the latter case as both fixed sites and overseas tactical units have live missions to perform. CONUS tactical units, presently, have no live mission and must depend entirely upon a language maintenance program to keep their linguists proficient. The problem for CONUS units is twofold. The time factor plays an important role. CONUS units continually deply to the field to participate in training exercises. While participation in these field training exercises gives the linguist practical training for field operations it does not allow them to use their language skills. This time spent in the field also detracts from the time available for linguist to pursue a program of language maintenance.

b. The second problem is one of language maintenance materials. Programs readily available on the open market do not contain the required military vocabulary. Fixed sites provide tapes of current material to the CONUS units but this solution is less than satisfactory. There is a psychological problem involved in working with material that one knows has already been processed at another site. Even the most conscientious of linguists finds it hard to fully concentrate on these materials. USASA, in conjunction with NSA, has developed a Peacetime Utilization Plan for the CONUS tactical units. Negotiations are on-going with NSA under this plan to assign meaningful missions to the CONUS units involving

linguists. The material to be worked will aid the linguist in maintaining his proficiency and provide intelligence data of particular interest to the US Army for contingency purposes and to the National Intelligence effort.

5-20. DLI Comments.

a. The provisions of AR 350-20, Chapter 4, provide for the establishment of Command Language Programs (CLPs). CLPs should be tailored to meet the needs of assigned linguists. The programs' objectives should be to assist the individual in maintaining current proficiency. DLIW-N (Non-Resident Training Management) provides technical assistance as requested to all DLPs (See VOL III, CLP for details)

b. Programs for Maintaining Proficiency are:

(1) CLPs at unit level and at schools

(2) GED Centers with MOS library materials and programs sponsored by CLP

(3) DLI Refresher Training

(4) Self-study Program

c. The utilization of DLI refresher training is dependent upon field requirements and the linguistic proficiency of the individuals selected to satisfy the requirement. DLI refresher courses are provided on an as needed basis, contingent upon the availability of resources.

d. From DLI's viewpoint, it appears that maximum utilization may not be made of DLP, and possibly GED, resources. Units with assigned linguists automatically inherit a language maintenance training responsibility; therefore, a CLP, whether formally structured (administered) or not, should be required. Consideration should be given to making CLPs mandatory in such units and the training an area of interest of the annual Inspector General's report.

e. Increased coordination between CLPs, GED and DLI (through the Service Program Manager, SPM) could result in better utilization of existing resources.

f. In determining what specifically is required to maintain proficiency two questions must be asked of each linguist individually:

- What are the requirements in his "functional area?
- How good is he now in terms of <u>those</u> requirements?

(1) Worldwide Operations and Research and Development Sections of DLI are now attempting to initiate materials-development projects to address this problem with limited funds supplied by DA. A major problem that this effort will encounter is determination of the degree of proficiency the maintenance-course student still has, so that its entry-level can be defined to the course writers.

(2) The comments from MI field units in response to a DLI inquiry reveal the need for basic materials related to the functional areas of linguists as the greatest need to sustain and maintain a linguist's proficiency. Available DLI materials do not meet this requirement.

(3) The concept of modular, MOS-related, self-study materials should be considered an important element in maintaining proficiency. Testing of a biennial or annual basis with a test instrument specifically designed to evaluate the individual's linguist proficiency within his MOS should serve to improve and maintain both job and language proficiency. The development of MOS-related tests is included in the development of MOS-related, self-study materials discussed below.

g. There are several ways and means to manage proficiency maintenance efficiently.

(1) The most efficient and cost effective means for managing proficiency maintenance is through requiring personnel to use their language in fulfilling productive requirements. This program must be supplemented by a usable command Language Program at the unit level that requires personnel to use their language skills. Unit programs augmented with the resources of GED, CLP schools, and DLI should provide a viable training program in both CONUS and overseas environments.

(2) The possibility of conducting mandatory training for linguists serving in positions not requiring linguistic skills at GED facilities or nearest CLP schools should be considered.

(3) Mobile Training Teams (MTTs). The possibility of using MTTs to augment the training conducted by units and GED facilities should be considered. MTTs could be composed of active duty, reserves, DLI civilians or a combination of all three. Necessary team refresher training, training sites and training schedules could be administered by an assistant Service Program Manager at DLI (see below). MTTs could operate from Army areas (nearest CLP school) or from a central point (DLI).

(4) The creation of an Assistant Service Program Manager slot under DA-MPT assigned to DLI (DLIW-N) - Non Resident Training - for duty should be considered. His primary functions would be to administer the training aspects of Army CLP,to coordinate training programs of active and reserve units, to administer Nonresident courses, and other duties as assigned. Conversion of the existing Training Officer position at DLIW-N to conduct this function could provide increased control over CLPs, allow greater coordination between units and the primary source of support, and provide a more direct channel for units seeking assistance. Several functions assigned to the SPM (AR 350-20, para 4-2) overlap the functions of the DLIW-N Training Officer; these functions could be accomplished very effectively at DLI.

h. A cohesive program for maintenance of proficiency should include:

(1) If possible, productive on-the-job utilization and challenge.

(2) Tapes, both individual cassettes and larger unit/ installation systems.

(3) Personal intercommunication.

(4) Document translation.

(5) Utilization of normal training time for maintenance of language proficiency.

i. DLIW and DLIR are planning development of such materials for MI Reserve groups but have not been given a requirement or the objectives for other specific functional areas. If these are received DLI can respond to the extent permitted by available resources. Extensive additional requirements will, of course, require additional funding.

j. Contact with MI units identified the need for the development of nonresident language refresher/maintenance courses that are MOS-oriented (functional areas: IPW, translation, interpreting, monitoring radio broadcasts, etc.)

(1) The courses will be designed in module form at the 2-3 proficiency level. This concept will allow the individual to select the subject he desires to study or allow the unit to select specific topics for group study. Each module will require from 2-4 hours study time and will have self-evaluation quizzes. No final tests will be administered. Final testing could be incorporated in MOS tests (EM) and biennial or annual testing for officers.

(2) In Dec 74 efforts were initiated to collect constructive ideas on the desired subject matter and objectives of such courses from MI units, schools and agencies. The responses were very satisfactory.

(3) Formal course development in Russian will begin in FY 76. Course development in other priority languages will be started based on experiences obtained during development of the Russian course.

(4) The development concept (approach) incorporated in establishing MOS related materials would incorporate the use of tapes and document translation while the unit CLP could incorporate personal intercommunication and normal training time.

(5) Budget restraints and personnel shortages have reduced the development effort of this project. Budget requests in previous years have reflected the need for development of these courses. Course development efforts are documented in the Fact Sheet at pages 112-137, VOL I, DLI Background.

k. The Opposing Force (OPFOR) program will include provisions for productive utilization of linguist assets under simulated battlefield conditions.

5-21. Other Services' Comments.

a. The study group did not receive specific comments from the Air Force, Navy or Marines in regards to this proficiency maintenance problem area.

b. However, DLI experiences indicate similar problems within the Army and Marine Corps in maintaining linguist proficiencies. The Marine Corps addressed the problem to DLI and expressed great need for materials to currently available (DLI resident materials, 210 hour refresher/ maintenance materials, and United States Armed Forces Institute materials) do not meet training needs of their linguists.

c. The Air Force and Navy have not brought up similar problems to DLI for their active duty units. This is not to say, however, that the problem does not exist. Correspondence to DLI from reserve units in the Air Force and Navy express the need for job-related materials to support training for linguists.

d. The Naval Security Group (NSG) does have a division that is specifically responsible for proficiency maintenance.

5-22. Incentives.

a. AR 611-6, paragraph 2-3 gives specific conditions for language proficiency reevaluation. Although not an incentive as such, the provisions of this AR should be enforced by unit commanders to instill a better sense of personal responsibility for language maintenance whether or not the linguist is in a "linguist"position.

b. Personnel, no matter where located, that are assigned to an active linguist position have the normal job-oriented motivation to keep up or improve his proficiency.

c. Monetary and promotion incentives discussed in Chapter 5 could provide a viable stimulus for maintaining a proficiency in a language.

d. Once retesting on a regular basis becomes active as described in Chapter 4 and Section IV below, a certain amount of pride and desire to perform well could be a factor in pursuing language study. Exactly how much an incentive this particular factor would be impossible to ascertain due to the great variance in personalities, grades, MOS and the assignments that are interacting at any one time.

e. If training time if formally set aside and properly administered the requirement for voluntary participation would be eliminated. Each individual could maintain his language proficiency as a part of his normal duties and not as an extra burden and drain on his free time.

5-23. Cautions.

a. Even though DLI has the capability to fulfill the technical aspects of providing course materials and execution of those programs, strong overall command support must be made available to insure success in the proficiency maintenance program.

b. In order to keep from confusing the issues in language maintenance, any terms or descriptions that might lead to the conclusion that the maintenance program is a "self-teaching" course should be discouraged. The initial learning of a language should be done in formal class work-DLI, FSI, CLP, universities, etc. - and this proficiency then maintained by the means of "self-study" techniques in controlled class situations.

c. The greatest difficulty will be encountered in the oral practice of the language since a competent teacher is required for best use of this part of the language skill. Contacts with the local community and education systems by the commands could produce help in this area.

5-24. Conclusions.

a. Language proficiency is a perishable skill that requires continual maintenance for retention.

b. There is a shortage of materials available for use in proficiency maintenance programs and it is difficult to obtain practice in oral expression.

c. A variety of programs can be used to support maintenance training: CLP, GED Center, DLI refresher and Self-study.

d. In order to provide suitable emphasis to such programs command emphasis and support is required.

e. The Opposing Force (OPFOR) Program will provide a realistic training environment for linguist utilization and capability maintenance.

f. DLI has the capability to develop self-study materials and is limited only by funding.

g. There are currently no incentives for military personnel to maintain an acquired language proficiency.

h. The productive utilization program for USASA tactical units appears to contain applicability to the entire problem of maintaining intelligence-related linguist proficiency in peacetime.

i. The Army Service Program Manager (SPM) could actively assist in coordinating all proficiency maintenance programs.

5-25 Recommendations.

a. Strong command emphasis be placed on maintenance of language proficiencies and implementation of AR 611-6.

b. Command Language Programs (CLP) be made mandatory and utilized in conjunction with GED Centers, DLI Refresher training and self-study programs.

c. Provide sufficient funding for DLI to provide CLP assistance in course materials, course development and technical assistance.

d. Implement incentives for linguists as described in Chapter 7.

e. Provide on-duty time for proficiency maintenance programs.

f. Increase the scope of the Army Service Program Manager (SPM) duties in developing, coordinating and conduct of proficiency maintenance programs.

g. The ACSI LINCOB investigate the feasibility of extending the conceptual approach of the DA/USASA/NSA Productive Utilization Program to all units possessing intelligence linguists.

h. OPFOR implementation insure linguist capabilities are integrated into unit training and exercises employing realistic opposing forces.

SECTION IV. RETESTING.

5-26. General

Currently AR 611-6, 27 August 1969, requires re-evaluation (retesting) every two years of all individuals identified as linguists. The revised AR 611-6 now being staffed has a provision for retesting every three years. It is unfortunate that this provision of the regulation has never been implemented and no complete program for retesting has ever been initiated.

5-27. Requirements

a. It has been pointed out in other parts of this study that, at the present time, there is no way to accurately determine the current status of language proficiency of Army personnel. The only data on individuals that can be retrieved is that which was entered, whether it be two months or ten years ago, and cannot be used as a management tool for filling current or contingency requirements.

b. The system for maintaining a viable record of current proficiencies was discussed in Chapter 4. To make this system usable, retesting of individuals is necessary so that a current status of proficiency can be entered in personnel records and then be available to determine actual assets on hand at any time.

c. In 1974 the Chief of Staff, US Army approved the replacement of the MOS test by a performance test system, the Skill Qualification Test (SQT), as a part of the new Enlisted Personnel Management System (EPMS). The SQT's are being designed to test performance of tasks critical to soldiers' jobs. Individuals must meet the prescribed standard for the task before credit will be given. Feedback will be highly specific: trainers will know exactly where training problems lie. Practice for the SQT will require performance of the tasks required by the MOS, as communicated by a Soldiers' Manual. All relevant job aids (regulations, technical manuals, etc.) will be used by soldiers when they take the SQT.

5-28. Reevaluation and Frequency

a. As currently stated in AR 611-6 and proposed changes, the following individuals are exempt from reevaluation:

"(1) General Officers

(2) Linguists evaluated within one year.

(3) Enlisted personnel with MOS 04B, 04C or 96C and are currently performing in that duty MOS.

(4) Linguists originally evaluated orally due to non-availability of test materials in that language.

(5) Sub-proficient and former linguists unless they claim an increase in proficiency."

b. A continued exemption of these individuals for verification of their proficiencies is detrimental to DA ability to identify total linguistic assets by quality and quantity to meet current and projected requirements. This is especially true for the critical linguistic assets among General Officers. Current proficiency levels would preclude possible high level malassignments when a position is heavily dependent on a language proficiency.

c. To keep the data banks current, testing of all individuals with a noted language proficiency should be as follows:

(1) Every two years for all personnel with an indicated proficiency above level 1.

(2) Every two years or more often for those performing in their language skill (as a part of their SQT).

(3) At the termination of a language utilization assignment, regardless of date of last retest.

5-29. Type Tests

a. DLI states that, with proper funding, a valid and reliable testing program can be developed and supported within 2 to 5 years, depending on the language. Basic to the requirement for a valid series of tests is the development of multiple series of questions that can be machine tumbled to produce a number of alternate tests that would give reliable and valid results without the current problem of test compromises. In the interim, current tests available, even though not ideal due to compromises, could be used to start the retesting process and provide a better view of current assets than is now available.

b. Oral comprehension tests would continue to be given at the conclusion of a course at DLI or FSI and added as part of the individual's language proficiency records (See Sec LII, Chapter 4). With proper funding oral tests on tapes for in-the-field testing can be developed within 2-5 years. This special oral testing will be used in situations that require an update of an individual's oral proficiency such as a screening for an attaché or NATO assignment. These oral tests would be given in conjunction with another proficiency test in the field and graded at DLI. Due to the complexities of this testing and requirement for grading at DLI, care will have to be exercised so that work loads beyond capabilities will not be imposed on DLI.

5-30. Conclusions

a. Contrary to current regulations, reevaluation of linguists has not been accomplished as required. Thus, it it is impossible to identify current assets by quality or quantity based on recent verification.

b. To be able to accurately identify current linguist assets some method of verification in the form of retesting is necessary.

c. Exclusion of critical assets, especially General Officers, from retesting precludes identification of a part of the Army's current linguist assets.

d. Retesting should be accomplished at least every two years. Oral retesting to be accomplished on a special need basis.

f. A language proficiency evaluation would be a logical part of any Skill Qualification Test and could be administered at the same time and reported to MILPERCEN through SQT routings.

g. DLI has the capability, within 2-5 years, to provide sufficient valid tests, both written and oral, that are not easily compromised.

5-31. Recommendations

a. Retest each individual who has a language proficiency of level 2 or higher at least every two years.

b. Provide sufficient funding for DLI to develop oral and writeen tests for use in the testing program.

c. Implement the provisions of AR 611-6 that require reevaluation, using current tests available pending development of new tests.

d. Provide sufficient constraints regarding oral retesting so that the capacity of DLI to evaluate these tests is not exceeded.

e. Require each individual with a linguist MOS to take his language proficiency test as a part of the Skill Qualification Test (SQT).

SECTION V. TRAINING EXCESS LINGUISTS

5-32. General

One method of meeting existing, future or contingency requirements in a particular skill is to train a large pool so that shortages never exist in that skill. This particular system for meeting requirements requires the expenditure of a great amount of effort in the form of personnel, training time, and funds for a skill that may or may not be used in a subsequent assignment.

5-33. Current Policy

a. Current policy requires that an individual sent for training must be designated to fill a specific position.

b. Highly motivated personnel are not given the opportunity to be trained in a language if current requirements have been met. Other factors such as grade, MOS and branch could also affect the individual's inability to receive training.

5-34. Support for Excess

a. In general, user units and agencies would like to see a large pool of trained linguists to draw on as needed. This would make any problem generated by unanticipated losses or contingencies a minor administrative exercise rather than the traumatic scramble for linguists that is the case now.

b. A large pool of linguists would be advantageous to planners for contingency requirements and would increase capabilities for reaction to changing missions.

c. Units that have Reforger missions would benefit from a large number of excess linguists when deployed. At this time some units use the Command Language Program to give a rudimentary exposure as a part of normal training. This does not produce linguists but it is a means of lessening the communications gap in the deployment area.

d. For each linguist requirement, total assets to meet this need is generally accepted as a factor of 2.4. Proper identification of linguist needs in contingency and normal situations should provide the basis for training of personnel that would in effect become a larger rotating pool of linguists that is now available.

5-25 Availability of Assets.

a. There currently is an insufficient number of recruits to fill authorized EM positions, let alone produce a trained pool of linguists.

b. All personnel, officer and enlisted, with current proficiencies or those developing a proficiency would have to be the assets drawn on for any emergency or routine requirement. The effectiveness of previously trained personnel will be dependent upon recurring language assignments and participation in the proficiency maintenance program described in Section III above.

c. It is very difficult to maintain an adequate level of proficiency over a period of time without using the language. It would be uneconomical from a manpower as well as a monetary standpoint to deliberately attempt to produce and maintain a pool of excess linguists from an everdwindling supply of personnel over the 2.4 factor per position now considered necessary.

d. In order to have a larger number of assets readily available each officer should be strongly encouraged to attain at least an elementary proficiency in a language of his choice so that in the case of need this proficiency can be raised to the required level. Formal training at DLI would not be utilized solely to accomplish this end, rather CLPS and self-study would be best used to achieve the initial results desired for an elementary level 1 proficiency. This particular concept could be expounded in a DA Language Policy statement. Only those personnel showing a marked talent for languages or those volunteering would receive full time language training to meet specific normal or contingency requirements.

e. MILPERCEN comments: "Delete any references to officers being required/encouraged to attain a language proficiency. This is an unrealistic requirement and would simply be another policy statement that could not, or would not be enforced. Cost factors and manhours could be prohibitive, considering the fact that a large portion of 100,000 officers might have to be trained and subsequently provided the time and facilities necessary to maintain their proficiency. Additionally, the proposal would result in an imbalance in terms of the number of individuals qualified in a given language as opposed to actual requirements. Further, it does not take into account the fact that numerous officers do not have an aptitude for language training."

5-36. Conclusions.

a. The current policy of not formally training excess linguists is valid, except that training to a factor of 2.4/ position in reality does produce some excess linguists at any point in time.

b. A large formally trained pool of excess linguists would not be feasible.

c. Officers and enlisted men having elementary proficiencies in language would provide a ready, proven source for training to meet either normal or contingency requirements.

5-37. Recommendation

a. No attempt be made to train excess linguists by formal training except to fill normal or contingency requirements based on a factor of 2.4/position.

b. Officers be encouraged to attain at least an elementary proficiency in a language. This requirement be published as Army Language Policy, AR 611-6 (See Tab 5-D).

Informal Survey of Three Major Universities in North Carolina

1. Dr. George Holcomb, Dean of Research Administration, the University of North Carolina at Chapel Hill, discussed the proposed program with the Provost. The University decided that it is not interested in such a program nor capable of carrying it out. They might be able to participate with other universities through the Research Triangle organization (UNC, Duke, and NC State), although that organization performs only cooperative research and not training. He believes that it would be difficult to organize a training program on that basis. UNC has a Linguistics Department and does teach a number of uncommonly taught languages such as Arabic, Chinese, Dutch, Czech, Polish, Portuguese, Serbo-Croatian, and Swahili.

2. Dean Robert O. Tilman, Dean of College of Liberal Arts, North Carolina State University at Raleigh, stated that the university is very much interested in discussing the possibility of such a program, especially if there are intellectual and academic benefits to be derived such as training for students and faculty in languages not now taught there. They would also be interested in the possibility of tri-university cooperation in such a program. NC State conducts a permanent graduate program at Fort Bragg but gave up their undergraduate program there in favor of Fayetteville State College. There is no program in Linguistics at NC State, but they do teach the commonly taught languages. Dean Tilman studied Chinese at DLIWC during the Korean War and has a special interest in promoting language studies.

3. Dr. Frederick Cleaveland, Provost, Duke University, stated that although there was some interest within the University about conducting such a program, he would have to say reluctantly on an official basis that they have no interest at this time. He explained that there is no problem in principle with the idea but that as a policy the University would not be in a position to state its interest unless there were more concrete information available to them in writing. He said that they were openminded about the situation and would keep the door open for further discussion, based on more detailed official information. Duke has an Interdepartmental Committee on Linguistics and teaches the following uncommonly taught languages on a small scale: Chinese, Dutch, Hindi, Japanese, Polish, Portuguese, and Swahili.

4. <u>Discussion of Factors to be Considered:</u>

a. General: University interest in conducting such programs varies considerably depending on their long term interest in

foreign language training versus foreign language education, especially in the highly related academic field of Linguistics and also in the uncommonly taught languages. Most colleges and universities teach the major languages (French, German, Italian, Russian, and Spanish) but the entire academic community is experiencing a period of retrenchment in foreign language enrollments, especially since most have dropped a foreign language requirement. Major universities have a variety of small programs in the major uncommonly taught languages, such as Chinese, Japanese, Hindi, Portuguese, and Swahili. Language and Area Centers are supported by federal funds through the U.S. Office of Education in 106 universities. Duke University has such a program in South Asia Studies (Hindi, Undu) but NC State and UNC at Chapel Hill do not. However, UNC has had its own program of Latin American Studies for many years. UNC has established department of Linguistics, whereas Duke only has an Interdepartmental Committee on Linguistics, and NC State has no program in Linguistics. NC State does, however, have an active interest in language training for functional communication as opposed to academic interest.

b. Administrative Structure: While universities are generally capable of conducting a wide variety of programs, especially those related to research, only a small number have been interested in becoming involved in intensive language training whether for academic objectives or for external programs such as Peace Corps. Peace Corps experience has been generally favorable in such training contracts. Some universities are apparently quite flexible in gearing up for such programs. Once a university commits itself to such a program it can be expected to carry it out with due attention to quality. The reaction time is difficult to determine and could vary from three months to one year in terms of being ready to operate. The time required for recruitment of new cadre professionals (coordinators, supervisors, linguists), for example, is usually linked to the academic season cycle.

c. Quality control: Universities normally desire to have full control of the academic element of such programs which means that they would want to set their own standards in terms of methodology, supervision, grading and testing, and instructor training. They would, however, be fully responsive to meeting course objectives. There is, of course, considerable variation in terms of each university's concept and self-image of quality in comparison with rival institutions.

d. Recruitment of Faculty: This could pose some unusual problems but they are not insurmountable. A Duke University chairman expressed concern about the difficulty of hiring native speaking instructors in uncommon languages, especially on a short-term basis. He believes it would be difficult to attract people for only one year. There would be the added disadvantage of the training location being such a long distance from the home campus. This would be especially true for instructors who wished to take courses part-time while teaching. Of course, universities do have international contacts and are accustomed to dealing with foreign students. The Peace Corps has assisted universities in recruiting through their own in-country staff and has experienced no unusual difficulties. It is understood that all such personnel would need to receive a complete instructor training course.

e. Flexibility. A question was raised by Duke University concerning whether it would be required to take the entire package of languages or whether there was any choice in taking some and not others. It is understood that there is the possibility of not being able to meet a requirement in an unusually remote language. Yet Peace Corps has been successful in handling an unusually large number of quite exotic languages.

f. Mutual Benefits: DLIWC has an agreement with the University of California (Berkeley) and San Jose State College to provide training at no cost on a space available basis to students and faculty in exchange for academic services such as lectures and consultative advice. Syracuse University was able to provide direct academic credit to DLI students whereas DLI schools can only provide the usual CASE (ACE) recommendation for academic credit. This would provide an advantage for the Services in programs for recruiting military personnel. Additionally, by virtue of a language training contract, a university can benefit from the opportunity of increasing its faculty strength in areas not normally available.

g. Attitude toward DOD Programs: While many universities would nothesitate to conduct a program for Peace Corps, some would be less inclined to do so for the Department of Defense. However, UNC, NC State, and Duke all have ongoing ROTC programs and are thus already involved in military training.

5. Conclusions.

a. The concept of a university training contract at Fort Bragg does appear to be feasible.

b. It would be preferable to conduct such a program through the Tri-University consortium mechanism, even if one of the universities retained the primary responsibility so that the strengths of each institution could be brought to bear on the problem.

c. Mutual benefits to be derived from such a program would enhance the quality of DLI training and would permit the universities to strengthen their programs related to foreign languages and linguistics.

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Public Law 89-160
89th Congress, H. R. 5519
September 1, 1965

An Act

79 STAT. 615

To amend title 10, United States Code, to authorize language training to be given to a dependent of a member of the Army, Navy, Air Force, or Marine Corps under certain circumstances.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That chapter 101 of title 10, United States Code, is amended as follows: Armed Forces. 70A Stat. 119.

(1) By adding the following new section:

"§ 2002. Dependents of members of Army, Navy, Air Force, or Marine Corps: language training

"(a) Notwithstanding section 1041 of title 22 or any other provision of law, and under regulations to be prescribed by the Secretary of Defense, language training may be provided in— 60 Stat. 1018; 74 Stat. 837.

"(1) a facility of the Department of Defense;

"(2) a facility of the Foreign Service Institute established under section 1041 of title 22; or

"(3) a civilian educational institution;

to a dependent of a member of the Army, Navy, Air Force, or Marine Corps in anticipation of the member's assignment to permanent duty outside the United States.

"(b) For the purposes of this section, the word 'dependent' has the same meaning that it has under section 401 of title 37." "Dependent." 76 Stat. 469.

(2) By inserting the following item in the analysis:

"2002. Dependents of members of Army, Navy, Air Force, or Marine Corps: language training."

Approved September 1, 1965.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 607 (Comm. on Armed Services).
SENATE REPORT No. 583 (Comm. on Armed Services).
CONGRESSIONAL RECORD, Vol. 111 (1965):
July 19: Considered and passed House.
Aug. 13: Considered and passed Senate, amended.
Aug. 19: House agreed to Senate amendment.

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89TH CONGRESS } HOUSE OF REPRESENTATIVES { REPORT
1st Session } { No. 607

AUTHORIZING LANGUAGE TRAINING FOR MEMBERS OF THE ARMED FORCES

JULY 9, 1965.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. RIVERS of South Carolina, from the Committee on Armed Services, submitted the following

REPORT

[To accompany H.R. 5519]

The Committee on Armed Services, to whom was referred the bill (H.R. 5519) to amend title 10, United States Code, to authorize language training to be given to a dependent of a member of the Army, Navy, Air Force, or Marine Corps under certain circumstances, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE OF THE LEGISLATION

This bill authorizes language training to the dependents of members of the Army, Navy, Air Force, and Marine Corps in anticipation of their sponsors' assignment to permanent duty outside the United States, or while they are accompanying members outside the United States as a result of the members assignment to such duty.

BACKGROUND OF THE BILL

Dependents of members of our military forces perform an important role in projecting a true image of the United States abroad. Their ability to speak the language of the country increases the effectiveness of their military sponsors and generates inestimable good will for the United States.

Congress recognized the contributions wives can make when it amended section 701 of the Foreign Service Act of 1946 (22 U.S.C. 1041) to permit the Secretary of State to provide appropriate orientation and language training to members of the families of officers and employees of the Government in anticipation of their sponsors' assignment abroad or while abroad.

50-006

Although section 701 of the Foreign Service Act of 1946 specifically established the Foreign Service Institute and, as amended, authorizes language training for dependents of military personnel, it limits such training to that which is accomplished at the Foreign Service Institute of the Department of State. The facilities of the Foreign Service Institute, in the United States, are located only in Washington, D.C. On the other hand, facilities of the Department of Defense are located in various places in the United States including the Defense Language Institute, west coast branch at Monterey, Calif., and at other Department of Defense education centers. These facilities provide language training to members of the Army, Navy, Air Force, and Marine Corps in anticipation of their assignment to duty outside the United States. So far as the Department of Defense is concerned, the requirement that dependents may be provided training only at the Foreign Service Institute would cause greater transportation costs than those resulting from having a number of locations, including the Foreign Service Institute, to which members and their dependents may go for training.

In those instances in which it may not be possible to provide language training to dependents in the United States, but in which such training is desirable, the proposed legislation would authorize the training to be given outside of the United States.

COST

In providing foreign language training under the proposed legislation, priority will be accorded to the wives of attachés, military assistance advisory groups and mission personnel, and the personnel of international headquarters. It is estimated that the average annual input into this program will be 750 trainees. The first-year cost of operation will be approximately $200.000, and it is considered that the annual recurring cost will not exceed this amount.

DEPARTMENTAL POSITION

This is a legislative recommendation of the Department of Defense. The position of the Department strongly supporting this legislation was conveyed to the U.S. House of Representatives and the Committee on Armed Services by letter dated February 18, 1965, a copy of which is set out below and hereby made a part of this report.

FEBRUARY 8, 1965.

Hon. JOHN W. MCCORMACK,
Speaker of the House of Representatives,
Washington, D.C.

DEAR MR. SPEAKER: There is forwarded herewith a draft of proposed legislation to amend title 10, United States Code, to authorize language training to be given to a dependent of a member of the Army, Navy, Air Force, or Marine Corps under certain circumstances.

This proposal is a part of the Department of Defense legislative program for the 89th Congress, and the Bureau of the Budget advises that, from the standpoint of the administration's program, there is no objection to the presentation of this proposal for the consideration of Congress. The Department of the Army has been designated as the representative of the Department of Defense for this legislation. It is recommended that this proposal be enacted by the Congress.

PURPOSE OF THE LEGISLATION

The proposed legislation would authorize language training to be provided to the dependents of a member of the Army, Navy, Air Force, or Marine Corps in anticipation of the member's assignment to permanent duty outside the United States or while they are accompanying the member outside the United States as a result of the member's assignment to such duty.

Dependents of members of the Army, Navy, Air Force, and Mraine Corps perform an important role in projecting a proper image of the United States abroad. Their ability to speak the language of the country concerned increases the effectiveness of their military sponsor and generates inestimable good will for the United States. This has been recognized by Congress in enacting section 701 of the Foreign Service Act of 1946, as amended (22 U.S.C. 1041), which provides that the Secretary of State may "provide appropriate orientation and language training to members of family of officers and employees of the Government in anticipation of the assignment abroad of such officers and employees or while abroad."

Although section 701 of the Foreign Service Act of 1946 authorizes language training for dependents of members of the Army, Navy, Air Force, and Marine Corps under the circumstances contemplated by the proposed legislation, the facilities of the Foreign Service Institute established in the United States under that section are located only in the Washington, D.C., area. On the other hand, facilities of the Department of Defense are located at various places in the United States and include the Defense Language Institute, west coast branch (formerly the U.S. Army Language School) at Monterey, Calif., and other Department of Defense education centers. These facilities are generally used to provide language training, when appropriate, to members of the Army, Navy, Air Force, or Marine Corps in anticipation of their assignment to permanent duty outside the United States. It is the opinion of the Department of Defense that it would be in the best interests of the Department, and of the members and their dependents, for the members and their dependents to be provided language training at the same time and at the same place. So far as the Department is concerned, the inflexible requirement that dependents be provided language training only at the Foreign Service Institute would generate greater transportation costs than those generated by having a number of locations, including the Foreign Service Institute, to which members and their dependents may be sent for such training. So far as the members and their dependents are concerned, the advantages of preserving the integrity of the family unit are obvious.

To cover those instances in which it may not be possible to provide language training to dependents in the United States, but it is desirable that the dependents be provided that training, the proposed legislation would authorize the training to be given outside the United States.

COST AND BUDGET DATA

Although the attached draft legislation would authorize the training of any dependent of a member of the Army, Navy, Air Force, or Marine Corps, it is the present intention of the Department of Defense to confine its use to the enrolling of wives in the United States in existing long, full-time courses that are suitable for them and for the servicemen husbands. At a later date after fiscal year 1965 when new, short full-time and longer part-time course offerings are available for personnel overseas, it is proposed that the authority be used to permit enrollment of wives in these courses as well.

Trainees	Average annual input	1st year costs	Average annual recurring costs
Priority to wives of attachés, MAAO/mission personnel and international headquarters personnel	750	$200,000	$200,000

Sincerely,

(Signed) STEPHEN AILES,
Secretary of the Army.

COMMITTEE POSITION

The Committee on Armed Services, a quorum being present, unanimously approved H.R. 5519 and strongly recommend its enactment.

H-3-

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[No. 18]

FULL COMMITTEE CONSIDERATION OF H.R. 5519, H.R. 7843, H.R. 8211, AND S. 1856

HOUSE OF REPRESENTATIVES,
COMMITTEE ON ARMED SERVICES,
Washington, D.C., Wednesday, July 7, 1965.

The committee went into open session, following an executive session, at 12:05 p.m., in room 2118, Rayburn Building, the Honorable L. Mendel Rivers presiding, to consider reports from subcommittee chairman.

The CHAIRMAN. You take over, Mr. Philbin.

Mr. PHILBIN (presiding). Mr. Chairman, I have three bills.

The first, H.R. 5519, authorizes language training to the dependents of members of the Army, Navy, Air Force, and Marine Corps in anticipation of their sponsors' assignment to permanent duty outside the United States, or while they are accompanying members outside the United States as a result of the members assignment of such duty.

NEED FOR LEGISLATION

Dependent of members of our military forces perform an important role in projecting a true image of the United State abroad. Their ability to speak the language of the country increases the effectiveness of their military sponsors and generates inestimable goodwill for the United States.

Congress recognized the contributions wives can make when it amended section 701 of the Foreign Service Act of 1946 (22 U.S.C. 1041) to permit the Secretary of State to provide appropriate orientation and language training to members of the families of officers and employees of the Government in anticipation of their sponsors' assignment abroad or while abroad.

Although section 701 of the Foreign Service Act of 1946 specifically established the Foreign Service Institute and as amended authorizes language training for dependents of military personnel, it limits such training to that which is accomplished at the Foreign Service Institute of the Department of State. The facilities of the Foreign Service Institute, in the United States, are located only in Washington, D.C. On the other hand, facilities of the Department of Defense are located at various places in the United States including the Defense Language Institute, West Coast Branch, at Monterey, Calif., and at other Department of Defense education centers. These facilities provide language training to members of the Army, Navy, Air Force, and Marine Corps in anticipation of their assignment to duty outside the United States. So far as the Department of Defense is concerned, the requirement that dependents may be provided training only at the For-

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eign Service Institute would cause greater transportation cost. those resulting from having a number of locations, including t eign Service Institute, to which members and their dependents for training.

In those instances in which it may not be possible to prov guage training to dependents in the United States, but in wh training is desirable, the proposed legislation would author training to be given outside of the United States.

COST

In providing foreign language training under the proposed le tion, priority will be accorded to the wives of attachés, Military A ance Advisory Group and mission personnel, and the personnel ternational headquarters. It is estimated that the average a input into this program will be 750 trainees. The first year o operation will be approximately $200,000, and it is considered th annual recurring cost will not exceed this amount.

DEPARTMENTAL POSITION

The Department of Defense recommends enactment of this le tion.

SUBCOMMITTEE POSITION

The subcomittee unanimously approved this legislation.

Now, without objection, the bill, H.R. 5519, will be reported t House.

The next bill, H.R. 7843, authorizes the survivors of a mem the Armed Forces who dies while on active duty to be paid fo unused accrued leave.

I would like to explain this briefly for the benefit of the mem the committee.

The need for this legislation arises from a statutory ine Under existing statutes, the payment of leave entitlement is auth to members discharged or retired from the service and also to th viving heirs when payment to the retiree had not been effected. rent statutes also entitle survivors of civil service employ payment for accumulated and current accrued leave at time of

Employees in industry are generally paid at the normal pay r vacations not taken and payment is made for unused leave in death or termination of employment.

The Armed Forces is the only group denied payment for a leave, if death occurs during employment.

DEPARTMENTAL POSITION

The Department of Defense and the Public Health Service str recommend the enactment of H.R. 7843.

COST

It is estimated that the additional cost resulting from enactm the proposed legislation would approximate $2 million annually.

From: Assistant General Counsel (Fiscal Matter) (OAGC-FM), OSD

To: State Department

Subj: Dependent Language Training

(1) " Public Law 89-160 authorizes language training to a dependent of a member of the Army, Navy, Air Force, or Marine Corps in anticipation of the member's assignment to permanent duty outside the United States. Such instruction can be given only in the United States; it is not authorized to be given outside the United States. The intent of Congress in this respect is set forth in the legislative history underlying Public Law 89-160.

(2) Section 701 of the Foreign Service Act of 1946 (22 U.S.C. 1041) authorizes the Secretary of State to provide language training to members of the families of officers and employees of the government while they are abroad with their sponsor. Under this authority, dependents of Attache' personnel may be given language instruction on post, so long as the instruction is provided by the State Department. There is no objection to the Defense Intelligence Agency reimbursing the State Department for the cost of such instruction. There is no authority under which the Defense Intelligence Agency can provide language instruction to dependents of Attaché' personnel at overseas locations other than through participation in programs of instruction offered by the State Department.

(3) Regarding paragraph 3 of reference, the interpretation of the Defense Language Institute that Public Law 89-160 only authorizes training of dependents on a space available basis, since they have not received funding, is not correct. The fact that funding has not been received does change the provision of the public law, which authorizes the expenditure of appropiated funds for language instruction of dependents under the circumstances set forth in the public law.

(4) In summary, based on guidance provide by OAGC(FM), it appears that dependents of Attaché' personnel may participate in language instruction program offered by the State Department overseas locations, and the Defense Intelligence Agency can properly reimburse the State Department for the cost of such instruction, but the Defense Intelligence Agency and its U.S. Defense Attaches have no authority to conduct language training programs for dependents of Attache' personnel at overseas location."

ARMY LANGUAGE POLICY STATEMENT

For inclusion in AR 611-6:

" The following language policy is established for compliance by all Department of the Army personnel. The acquisition of a linguistic skill is costly, time consuming and requires extensive effort on the part of the individual. In order to accomplish world-wide missions these highly perishable skills must be maintained and readily identified for immediate, programmed or contingency requirements. Each commissioned officer is encouraged to attain at least an elementary proficiency in a foreign language. Officers and Warrant Officers in the Intelligence and Foreign Area Specialties should possess such capabilities. Noncommissioned officers and other enlisted men are encouraged to attain such a skill; however, those personnel in designated Intelligence MOS's will require a language proficiency. All personnel who have language skills are required to maintain these skills and verify current proficiency by appropriate proficiency tests at least every two years. When not in a linguist utilization position, each individual will be provided training time to participate in Command Language Programs, General Educational Program Language training, or utilize self-study programs of the Defense Language Institute to maintain as much of his language proficiency as possible. Extensive use will be made of the Command Language Program or General Educational Programs to develop basic skills that can be used as an entry level into formal training and also act as an effective screening device to identify language aptitude. It is a command responsibility at all echelons to insure proper utilization and development of linguistic assets as well as to take appropriate steps to maintain these perishable skills, even when not required by the current unit mission and encourage a healthy interest in attaining a linguistic skill for those personnel without such proficiency".

CHAPTER 6

RECRUITING

SECTION I. LINGUIST ENLISTMENT INCENTIVES

6-1. General. In FY 75, the Army successfully completed the second year of recruiting without the draft. In recruiting 208, 746 men and women, the Army not only exceeded the annual recruiting objective of 204,600, but also improved the quality of personnel being recruited. Of those enlisting for the first time during the fiscal year, some 66 percent have high school educations. Ninety percent of new enlistees were Mental Category I-III personnel - an increase of eight percentage points over FY 74. In June, 25,215 men and women were recruited (102 percent of the June recruiting objective of 24,800). Approximately 21,100 or 83.7 percent were high school graduates. Even though overall objectives have been met there were not enough linguists recruited to fill the requirements as stated by using agencies. (Note Sec. I Chap 4 and the problems in identifying requirements.)

6-2. Title of Linguist MOS's. The following linguist MOS's are used in this Chapter:

04B - Translator-Interpreter
04C - Expert Linguist
96C - Interrogator
97C - Area Intelligence Specialist
98G - Voice Intercepter

NOTE: 04B and 04C are combined with MOS 96C in new CMF 96 under EPMS

6-3. Current Linguist Enlistments. Males enlisted during FYs 74 and 75 with appropriate MOS's are shown in the following table:

TABLE 6-1. MOS Enlistments

MOS	Enlistments 1/	Requirements	Enlistments 1/	Requirements
04B	411	Unk	60	Unk
04C	1	Unk	0	Unk
96C	32	246	34	150
98G	8	By application only	6	By Application only
TOTAL	452	?	100	?

1/ Male only

6-4. Enlistment Emphasis.

a. Recruiting and Reenlistment Division, DCSPER DA, originally stated that no recruitment emphasis was placed specifically on attainment of linguists. Such emphasis is placed on a vareity of hard-to-fill MOSs which may be identified periodically from MILPERCEN based upon input from users. Recently linguist MOSs have so identified and, as of 10 Oct 1975, the MOS 98L (the enlistment entry MOS) has been designated as priority for recruitment. This action was taken based on preliminary findings of this study.

b. The linguist enlistment option is outlined in Table H-3, AR 601-210. This table outlines the specific prerequisites that the applicant must meet. The enlistment option offers training in a specific skill to include language training. The option does not offer an enlistment bonus or any accelerated promotion feature.

c. All applicants enlisting for the United States Army Security Agency (USASA) enlistment option and a skill in that option that requires language training would be sent to the course prerequisite.

As an example an applicant enlisting for the 98 G2L MOS would require language training.

d. The prerequisites which must be met before enlistment for language training are outlined in Line 4, Table H-3, AR 601-210, C-1.

e. The number of enlistments under the Language Training Option as opposed to MOS option for FYs 74 and 75 are shown below:

TABLE 6-2. Language Training Option Enlistments

	Male	Female	Total
FY 74	39	68	107
FY 75	26	76	102
Totals	65	144	209

6-5. Enlistment Incentives

a. There are presently no monetary incentives given specifically for linguist enlistments.

b. The only incentive for potential linguists to enlist would be as a result of more general options such as location or duration of assignments which are available to all enlistees.

6-6. Constraints.

a. Existing statutory constraints apply to all applicants for enlistment and are not restrictive specifically to linguist recruitment.

b. Limitations on enlistment incentive bonuses are primarily budgetary. An enlistment bonus for linguists is probably not a feasible alternative immediately because of the reductions in the FY 77 enlisted bonus program.

c. DOD does not have a set of established criteria for establishment of an enlistment bonus. In the past the following points have been used. For future requests these points should be covered and fully documented by the using agencies/units:

(1) Essentially and criticality of the Linguist MOS.

(2) Individual's perception as to desirability of serving in the Linguist MOS.

(3) Trainee failure rate.

(4) Trend for future requirements.

(5) Absolute requirement for high standards. (i.e., input screening essential and standards cannot be lowered)

(6) Substitutability between MOS (Can Retraining and reclassification solve shortage?)

(7) Requirement for grade heavy structure. (Why more E6 than E5 requirements, etc?)

(8) Space imbalance problems created by overseas requirements. (As related to turnaround time between assignments.)

(9) Potential for civilianization of the Linguist MOS.

6-7. ACSI Comments.

a. The acquisition and retention of intelligence linguists has been neglected. Quantitatively, linguist requirements do not figure importantly in Army-wide acquisition priorities; there is accordingly no incentive for the recruiter to enlist a linguist. This lack of incentive, especially an incentive tied to quality, has promoted a significant qualitative attrition among enlisted language students because of their low aptitude for language study.

b. It appears that recruiters needs to be better informed of the intelligence function, and in particular, the role of the intelligence linguist. The recruiter is a busy man and requires the help of functional area expertise if he is to do justice to that quantitatively small, but important linguist requirements. Because of the critical qualitative factors involved, the recruiter clearly requires an incentive which is built into the internal USAREC QUIP system is he is to be reasonably expected to take the time to identify, counsel and enlist a linguist.

c. To assist the recruiter in the acquisition of linguists, advertising and publicity support should be provided to the Language Enlistment Option. These publicity items should be designed to appeal to such themes as training, challenging, utilization, importance, travel and advancement within a functional CMF's using linguist skills. From a policy and management perspective, there is a valid and compelling need for a mechanism such as the Army Language Requirements Board (ALRB) to ensure linguist acquisition objectives are responsive to Army needs and that reviews of the linguist posture within the Army are conducted on a period basis and appropriate issues identified for resolution.

6-8. Other Services Comments.

a. USAF made no specific comments on this point.

b. US Navy has an extensive recruiting effort to meet requirements for first term personnel in the Communications Technician Interpretive rating. The main problem has been the low retention rate of first term personnel and the associated need for high inputs. Accordingly, this rating has one of the highest recruiting priorities.

c. In the US Marine Corps:

(1) The cryptologic field does not have linguists recruiting incentives. The only incentive available is for career Marines to seek a linguistic skill as a reenlistment option.

(2) Recruit input is not made to MOS 0261 (Interrogator-Translator). All Marines desiring to retrain in the MOS are interviewed by trained interrogators and if they meet the prerequisites they laterally move to the basic intelligence MOS 0200 to start the training cycle. MOS 0251 is authorized the award of a variable reenlistment bonus.

6-9. Conclusions.

a. Enlistments for Linguist MOSs in FY 74 and FY 75 have not been sufficient to meet stated acquisition objectives.

b. No recruitment emphasis had been placed on linguist enlistments in the past but the situation was rectified in early October 1975.

c. There is no incentive for a recruiter to enlist a linguist.

d. Current regulations are sufficient to delineate the linguist enlisted option, and they do provide valid enlistment prerequisites.

e. There are no monetary enlistment bonus for linguist enlistments.

f. Statutory constraints apply to all MOS and are not solely restrictive to linguists.

g. Limitations on enlistment bonus are primarily budgetary. Requests for such bonuses can be made to DOD and should be made for MOS's where there is a serious shortfall.

h. Other services (excluding USAF) have the same problem in recruiting linguists and have no unique solutions to offer.

i. The Army needs to provide a wider acquisition base for personnel possessing Linguist capabilities, i.e., stripes for skills.

j. The proposed ALRC will provide an essential policy and management mechanism for insuring adequate personnel acquisition.

6-10. Recommendations.

a. Insure that users accurately report linguist MOS shortages based on requirements to MILPERCEN.

b. DCSPER insure recruiting emphasis is placed on linguist MOSs until the current imbalance is corrected.

c. Users fully document and request enlistment bonuses for critical linguist MOSs where there is a recruiting shortfall.

d. Users submit justification for linguist MOSs to be added to the Stripes for Skills Program. DCSPER insure that identified MOSs are added to the program.

SECTION II. DEFENSE LANGUAGE APTITUDE TEST (DLAT) AND ATTRITION

6-11. General.

a. The Defense Language Aptitude Test (DLAT) was developed approximately twenty years ago as a device for the selection of male Army personnel for foreign language training at the Army Language School. Since the introduction of DLAT, the Army Language School has been incorporated into the Defense Language Institute (DLI) and accepts both male and female students from all the military services and from other branches of the government. Due to these program modifications and associated changes in instructional objectives, the effectiveness of DLAT as a prediction of success at DLI has come increasingly under question in recent years and has motivated research into foreign language aptitude measurement. Until the new Defense Language Aptitude Battery (DLAB) becomes effective the current system will continue. As one of the prerequisites for enlistment the use of this measurement tool is mandatory. (For a further discussion of this subject see VOL II , DLI, Part 2, PP 1-44.)

b. A major problem exists in the actual language training after enlistment and initial military training has been completed. As lower enlistments for linguists occurs lower DLAT scores are accepted for training with associative higher attrition at language school. Whether the DLAT entry score is solely responsible for this attrition must be looked at in detail, because the problem itself may not be what it appears to be.

6-12. Current DLAT Scores.

a. The current DLAT requirements for Army personnel are stated in AR 611-6, Chapter 2, Para 1c, 3 Nov 69 (C1). The minimum DLAT stated is 18. In reality, the actual DLAT scores of Army personnel coming to DLI are generally higher. The mean DLAT scores of Army personnel for FY 75 by language course are at Tab 6A. Additionally, in FY 75, 99 Army personnel reported to DLI with DLAT scores less than the prescribed 18 and 43 had no DLAT scores at all.

b. Table 6-3 gives the distribution of available DLAT scores for Officers, WOs and Enlisted men.

TABLE 6-3. DISTRIBUTION OF DLAT SCORES

	Officer/WO	Enlisted
Total Strength	82,940	676,094
Total Number with DLAT Scores	36,549 (44%)	67,734 (10%)
Distribution of DLAT Scores		
0 - 17	11,247 (31%)	53,274 (78.7%)
18 - 25	11,469 (31%)	9,678 (14.3%)
26 - 30	4,908 (13%)	1,844 (2.7%)
31 - 39	5,646 (16%)	1,934 (2.9%)
40 - 49	2,602 (7%)	721 (1.0%)
50 - 59	677 (2%)	283 (0.4%)

c. Recent studies by DLI indicate that the minimum DLAT scores cited in Table 5-17 AR 601-200 are inadequate for entry in certain foreign language courses. DLI students with DLAT scores of less than 30 have experienced higher than normal attrition rates in the following courses:

(1) (02) Chinese Aural Comprehension - 32 weeks.

(2) (01) Korean Basic - 47 weeks.

(3) (02) Russian Aural Comprehension - 37 weeks.

(4) (01) Russian Basic - 47 weeks.

d. Based upon DLI's recommendation the prerequisites for those courses were changed to DLAT 30 or higher effective 1 July 1975. At a visit to NSA Fort Meade, the people responsible for language training said they were not able to comment before the decision was made, and that the DLAT should not have been raised. This was based upon their perception of the inability to get enough personnel even at the lower DLAT score. Not enough time has elapsed to ascertain the effectiveness of this change in reducing attrition in these languages.

6-13. Correlation of DLAT Scores and Attrition. At first glance it seems logical to assume that the lower the DLAT score the higher the attrition rate.

a. DLI made the following comments on this point:

(1) "Any correlation between a measure of aptitude and academic attrition at DLI will necessarily be low. The reason for this are the present pre-selection procedures which eliminate some of the lowest-aptitude candidates, the limited number of academic failures, and the necessity of correlating a dichotomous against a continuous variable. We have calculated the correlation between academic attrition and the Modern Language Aptitude Test (MLAT) and found a point bi-serial correlation on the order of 0.2. Another variable which depresses any statistic of this kind is the lack of complete homogeneity of policy regarding academic attrition from department to department in DLI and at FSI. While we expect a considerable improvement in preduction of relative degree of success in language training by the use of DLAB when it is implemented next year, it is not anticipated that even this improved measure of aptitude will provide a substantial bi-serial correlation with academic attrition data. One of the many reasons for this, aside from purely statistical limitations, is the fact that aptitude is not the sole factor determining academic attrition.

(3) Although it is mathematically possible to correlate DLAT scores and attrition by means of the point bi-serial correlation statistic, the conditions involved often contribute to confusing interpretations of the results. Therefore, a simple comparison of the LDAT means of graduates to the DLAT means of those who failed academically has been prepared. (See Tab 6-B and Tab 6-C)."

b. In order to gain an impression of the full story concerning attrition it would be worthwhile to review the information submitted on attrition in VOL I, DLI, pages 67-107.

c. Another view of attrition based on inability to hear properly is also being addressed at DLI as follows:

(1) "Present regulations governing minimum auditory acuity for entrance into foreign-language training at DLI have, until recently, suffered from two deficiencies: inconsistency among the three relevant regulations (AR 601-210, AR 611-6, and AR 611-201), and a simplistic approach (pure-tone threshold screening

audiometry) to the selection of students with optimum probability of success in language training. The problem of inconsistency is being resolved within Army Health Services by requiring H-2 in both ears as minimum criteria. It is believed, however, that more sophisticated and valid tests exist which would more reliably screen out prospective language students, and reduce attrition due to this factor.

(2) The requirement is therefore to evaluate certain tests of auditory perception that show promise of improved validity and reliability in screening out students with inadequate auditory capability".

(Also see VOL I, DLI Background, pp 138-142)

6-14. Attrition in General.

a. DLI's comment on lower DLAT scores and higher attrition is as follows:

(1) "We have no evidence that (a) DLAT scores are actually lower than in previous years, (b) attrition is higher than in previous years, or (c) lower DLAT scores are the primary cause of attrition. Over the past two-three years academic attrition has averaged 10-12% and administrative attrition has averaged 14-16%. Our attrition information begins with FY 73 and is current as of 31 Mar 75. The latest attrition figures (1 Jul 74-31 Mar 75) place academic attrition at 10.2% and administrative attrition at 16.3% it should be noted that the administrative attrition was abnormally raised by enlistment contract defects during the summer of 1974. Theoretically, at least, DLAT scores do not affect administrative attrition.

(2) The DLAT was not designed to predict attrition. It was designed to discriminate among individuals according to their potential for learning a foreign language. As a by-product, however, and based upon several years of statistical experience, we can determine the probability of success or failure in learning a foreign language by using DLAT scores."

b. An inspection of the graph on pass-fail Army personnel for FY 75 (Tab 6-C) reveals that a large part of failure is termed "administrative" and accounts for 212 losses while academic losses are 205. It readily becomes apparent that academic causes alone do not cause students to fail and there might be a possibility to improve the graduation rate by attacking some of the other problem areas.

c. DLI's categories for relief of DLI students break out as follows:

(1) Academic Cause

(a) Inadequate Ability - The student clearly demonstrates by his performance either:

1. Insufficient ability to comprehend the structural patterns and lexicon of the target language or

2. His ability to retain and utilize these elements in a meaningful manner is below the necessary level to reach course objectives in the allotted time or that time which can be made available for instruction.

(b) Inadequate Effort - Student fails to porgress satisfactorily in the achievement of course objectives through his own inattention or negligence in the performance of assigned classwork/homework.

(2) Administrative Cause

(a) Release by Control Agency - Sponsoring agency no longer intends utilization of the student as a linguist. A student's inability to be certified for agency clearance is covered by this category. The determination and use of this category will be limited to the sponsoring agency solely. Use of this category does not imply a student is considered a "security risk"; however, the exact reason for agency clearance denial will not be released to the student or any other party outside the agency.

(b) Change of Duty Assignment - Language requirement has been deleted upon student's assignment change. This category is not used when the language requirement is changed from one language to another because of an assignment change.

(c) Change in Reporting Date - Student is unable to complete graduation requirements because of change to his orders requiring early reporting for a following assignment. This category is not to be used for those students who complete graduation requirements under the same circumstances. These latter students are categorized as early graduates, a non-attrition category.

(d) Separation from Service - Student is being processed for administrative discharge. This category may be used only at the request of or with the concurrence of the Personnel Officer/Liaison Officer and unit commander.

(e) Disciplinary - Student relief is deemed necessary to the preservation of good order and discipline within the unit or classroom. Coordination of this action with command elements has been accomplished.

(f) Hospitalization/Extended Medical Treatment - Student is unable to attend a sufficient number of classes to maintain satisfactory progress because of medical confinement or the extended treatment of illness or injury.

(g) Psychological Adaptability - Student is unable to cope emotionally with language training. This category is normally within the purview of qualified psychologists, psychiatrists or psychiatric social workers; however, it may be exercised by commanders and training officers upon evidence of sufficient cause. It should also be recommended by faculty members who are witness to traumatic student reactions or overt displays of abnormal behavior inimical to the Services standards of conduct.

(h) Other - This category includes:

1. "Best interest of the Service" as in the case of extended investigations of students for serious offenses, e.g. drug abuse, homosexuality or other serious military or civilian offenses and to situations wherein the student's continued presence in the classroom is a disruptive influence though not through any overt improper behavior on the student's part, e.g. pregnancy.

2. Erroneous enrollment.

3. Physical Disability

4. Compassionate reassignment

5. Civil confinement

6. Student death

d. Within the administrative areas many causes for relief could be addressed early in the selection process by the using agencies and result in a lower attrition rate for any student input.

6-15. Optimum DLAT Score

a. DLI Comments:

(1) "The optimum DLAT score for entry into DLI training is extremely difficult to state. Certainly the difficulty of the language course has to be considered. At present DLI can

generally separate its courses into groups of less difficult, moderately difficult, and very difficult. We cannot at the present time rank-order our courses according to difficulty with confidence. This would be necessary in order to assign a minimum entry DLAT score for each course.

(2) Optimum entry DLAT scores can be established only with the full knowledge of the trade-offs involved. The human resources available for language training are determined by the criteria for entry into language training. The higher the criteria (raising the DLAT score), the lower the number of personnel who meet the criteria, which results in fewer people available for language training. Also, raising DLAT scores involves sacrificing those people with lower score who would, nonetheless, graduate for lower attrition rates. For example, in FY 73-74, by raising minimum DLAT scores from 18 to 25, we would have given up 1374 (18%) of our graduates who had DLAT scores of 18-24 in exchange for reducing the attrition rate by 537 (7%). Only the personnel manager can make the decision on this type of tradeoff (see Tab 6-D).

(3) As mentioned, the DLAB will be ready for introduction in 1976. This new tool will improve DLI's and the services ability to select the best potential foreign language students. In conjunction with the introduction of DLAB, we plan to give the services selection probability tables which will make available to them a more sophisticated approach to the problem raised here. These will provide a better selection method than establishing a single "optimum" score. Again, as a by-product, better selection of personnel for language training should result in lower attrition."

6-16. Conclusions.

a. The current DLAT and future DLAB will have to be one of the main methods for initial screening for linguists.

b. The use of an auditory acuity test, when validated, should produce another refinement in the screening process.

c. Even though not able to predict exactly the academic attrition based on test scores this indicator is still valuable tool for linguist selection.

d. Attrition of linguists due to admin causes can be specifically addressed by the users during the entire selection and screening processes.

e. Radical changes upwards in DLAT or DLAB test scores for entry into language training can reduce attrition but also drastically reduce overall output.

f. One of the most important factors in producing a linguist is that of motivation and continued interest during the course of study, yet this is one area that cannot be measured to produce meaningful results.

g. All recruits should be given the DLAT or DLAB so that a larger population is available for linguist training.

6-17. Recommendations

a. Continue development of the DLAB as the standard screening device for linguist recruiting and entry for language training.

b. Continue development of an auditory acuity test for further linguist screening.

c. Accept higher attrition rates for lower test scores to meet the output required.

d. User units or agencies screen carefully all personnel for administration shortcomings prior to entry into language training.

e. Give all recruits the DLAT or DLAB

DLAT SCORES FOR FY 75 ARMY STUDENTS AT DLI

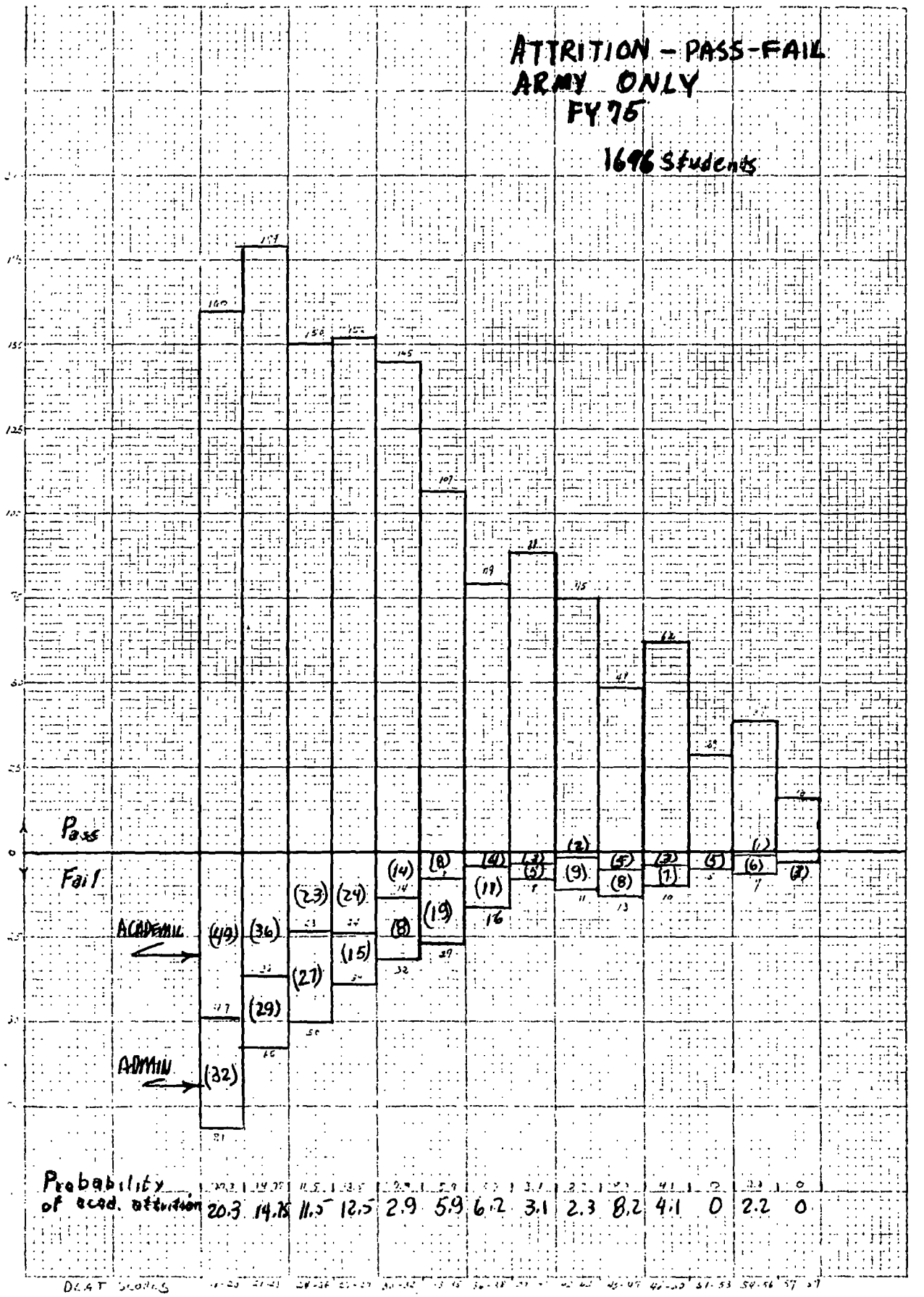
Course	Nt	Xt
Albanian	1	49.0
Arabic-Egyptian	13	34.5
Arabic (Saudi)	14	25.1
Arabic-Syrian	10	37.5
Bulgarian	9	30.8
Chinese-C	4	22.3
Chinese-M	88	33.8
Czech	60	31.3
Arabic-Iraqi	6	26.7
French	68	25.7
German	266	20.2
Greek	21	31.2
Hugarian	21	34.9
Japanese	28	27.8
Indonesian	4	35.3
Italian	13	26.2
Korean	95	26.3
Spanish-AM.	174	26.0
LAO	8	27.6
Persian-Farsi	8	25.1
Polish	31	34.4
Portuguese-Brazilian	11	32.8
Romanian	9	36.0
Ol Russian	426	32.5
Serbo-Croatian	6	34.7
Slovenian	2	20.5
Spanish (Cas)	1	15.0
Swahili	2	23.5
Thai	32	26.1
Turkish	14	29.9
Vietnamese-Han.	39	28.7

* Nt= Number of Army Personnel
Xt= Mean DLAT score of Army input

DLAT SCORES FOR FY 75 ARMY STUDENTS AT DLI
(Graduates vs Failures)

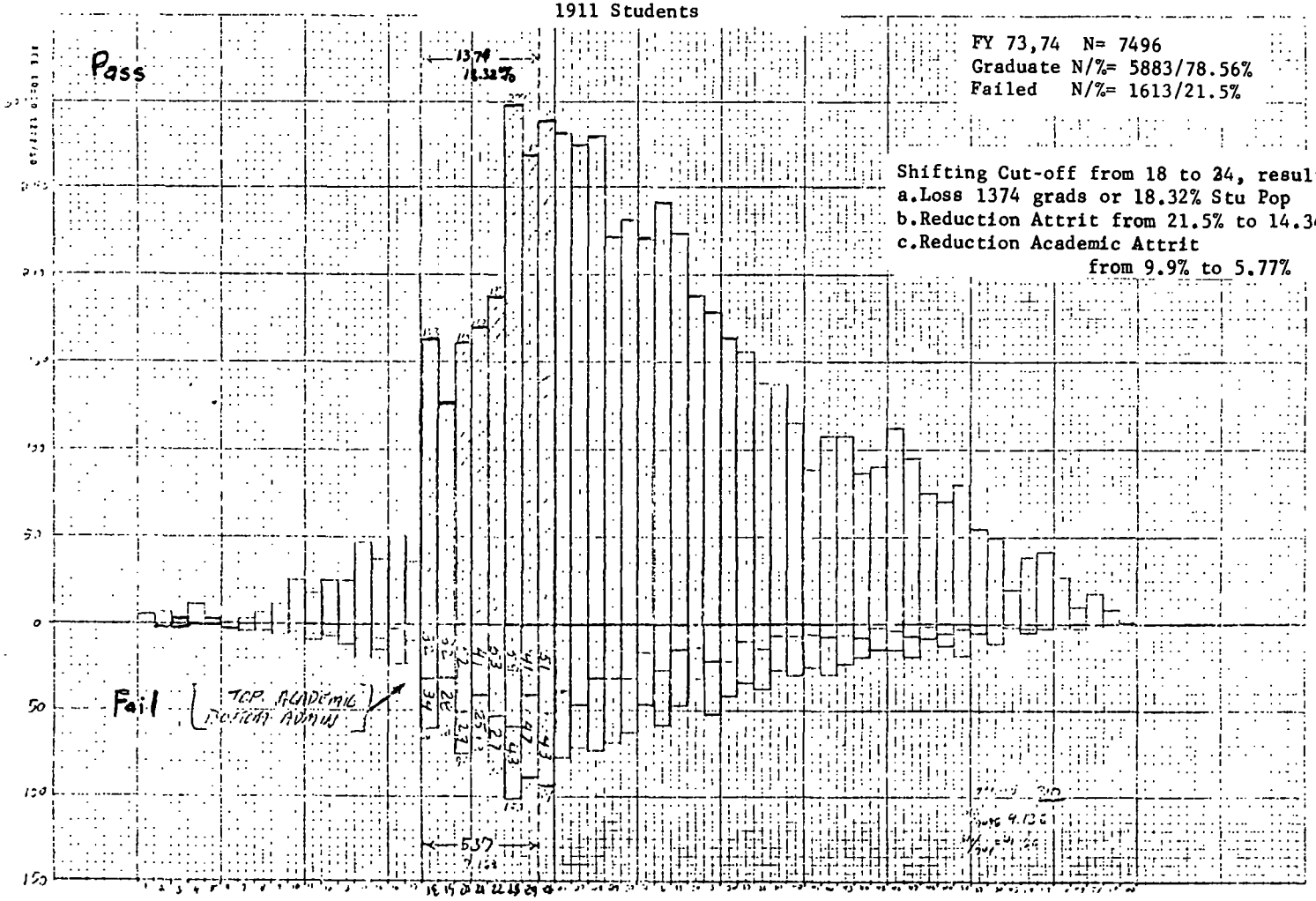
Course	Np	Xp	Nf	Xf
Albanian	N/A	N/A	1	49.0
Arabic-Egyptian	12	35.9	1	18.0
Arabic (Saudi)	12	26.1	2	19.0
Arabic- Syrian	8	40.5	2	25.5
Bulgarian	6	33.7	3	25.0
Chinese-C	3	22.0	1	23.0
Chinese-M	79	34.5	9	27.4
Czech	52	32.0	8	26.6
Arabic-Iraqi	6	26.7	N/A	N/A
French	66	25.9	2	18.5
German	252	30.6	14	22.5
Hungarian	19	35.2	2	31.5
Japanese	23	30.0	5	17.6
Indonesian	4	35.3	N/A	N/A
Italian	12	27.2	1	15.0
Korean	66	27.7	29	23.2
Spanish-Am.	164	26.6	10	16.3
LAO	8	27.6	N/A	N/A
Persian-Farsi	8	25.1	N/A	N/A
Polish	29	34.8	2	28.0
Portuguese-Braz	11	32.8	N/A	N/A
Romanian	9	36.0	N/A	N/A
01 Russian	47	36.6	2	17.5
02 Russian	342	34.0	84	26.4
Serbo-Croatian	6	34.7	N/A	N/A
Solovenian	2	20.5	N/A	N/A
Spanish (Cas)	N/A	N/A	1	15.0
Swahill	2	23.5	N/A	N/A
Thai	29	27.0	3	17.7
Turkish	12	33.0	2	11.0
Vietnamese-Han.	29	30.2	10	24.4

* Np= Number of Army graduates
  Xp= Mean DLAT score of Army Graduates
  Nf= Number of Army academic failures
  Xf= Mean DLAT score of Army academic failures


ATTRITION - PASS-FAIL
ARMY ONLY
FY 75
1696 Students
Pass
Fail
ACADEMIC
ADMIN
(49)
(36)
(29)
(32)
(23)
(27)
(24)
(15)
(14)
(8)
(19)
(11)
(9)
(8)
(7)
(6)
Probability of acad. attrition
20.3
14.5
11.5
12.5
2.9
5.9
6.2
3.1
2.3
8.2
4.1
0
2.2
0
DLAT scores

TAB 6 C

25.49% of FY 73,74 Population or
1911 Students



FY 73,74 N= 7496
Graduate N/%= 5883/78.56%
Failed N/%= 1613/21.5%

Shifting Cut-off from 18 to 24, results:
a.Loss 1374 grads or 18.32% Stu Pop
b.Reduction Attrit from 21.5% to 14.34%
c.Reduction Academic Attrit
from 9.9% to 5.77%

TAB 6 D

SHIFTING DLAT CUT-OFF
from 18 to 24

CHAPTER 7

RETENTION

SECTION I. CURRENT SITUATION

7-1. General

a. Department of the Army reenlists the most qualified soldiers who, by past performance, have demonstrated that they can meet the standards of today's Army. This objective can only be achieved with a continued support of commanders at all levels.

b. To support these objectives, Department of the Army revised the reenlistment goals effective 1 Oct 75. The former goal of one percent of enlisted operating strength discontinued, and in its place three new goals were instituted: "a first term numerical goal", "A career numerical goal", and a "first term quality goal". Each command's first term and career numerical goal is its share of the Army's manpower objective, based on the number of soldiers in the command who are eligible to reenlist. For example: if 20,000 first term soldiers are eligible to reenlist in the Army during a given month and 1,000 or 5 percent are required by the Army for that month, each command's goal would be 5 percent of those first termers who are eligible to reenlist. A similar calculation is made to determine the career numerical goal. Each command's first term quality goal is based on the percentage of first term soldiers in the command who are eligible to reenlist and who meet the following criteria:

(1) Do not require a reenlistment waiver.

(2) Hold a current primary MOS test score of 100 or higher.

(3) Possess at least a high school diploma or general educational development certificate (high school level).

b. Specific goals will be given to the major commands monthly by Department of the Army. Progress toward the accomplishment of these goals will be measured monthly by Department of the Army, and results will be provided to the major commands. The emphasis on the Reenlistment Program in on quality -- "Selectivity in 76."

c. Linguists can be specifically identified and included in each command's reenlistment program.

7-2. Retention Rates.

a. Data presented below is based on separation and reenlistment figures for five MOSs which state a requirement for language capability in their descriptions. Data for FYs 73, 74, and 75 are provided.

b. MOS Descriptions are as follows:

04B - Translator-Interpreter

04C - Expert Linguist

96C - Interrogator

97C - Area Intelligence Specialist

98G - Voice Interceptor

c. From Table 7-1, the following observations can be made:

(1) Although the proportion of linguists in the Army is decreasing, the retention rate for FY 75 is better than for FYs 73 and 74.

(2) The linguist retention rate is considerably below the overall Army retention rate.

(3) The retention rate for the largest single linguist MOS (98G) has improved each year. (98G is the only linguist MOS with a reenlistment bonus).

Table 7-1. First Term Reenlistment Retention Rate.

FY 73	MOS	FY END STRENGTH	SEPARATIONS	REENLISTMENTS	RATES
	04B	959	151	21	13.19
	04C	57	2	-	-
	96C	599	41	15	36.59
	98G	1,143	257	54	21.21
	Total	2,758	451	90	19.95
Total Army		681,972	64,414	20,944	32.51
FY 74	04B	451	155	16	10.32
	04C	49	-	-	-
	96C	544	85	13	15.29
	98G	1,333	341	80	23.46
	Total	2,377	581	109	18.76
Total Army		674,406	78,876	30,291	38.40
FY 75	04B	392	42	16	38.10
	04C	44	-	-	-
	96C	447	120	18	15.00
	98G	1,482	251	86	34.26
	Total	2,365	413	120	29.05
Total Army		678,324	92,178	41,621	45.15

d. In Table 7-2 for careerist reenlistments below, the following observations can be made:

(1) With the exception of 04C MOS which is a very small segment of Army linguists, the overall retention rates for careerists are considerably below that of the Army as a whole.

(2) The 98G and 04B MOS's which comprise about 75% of Army linguists are consistently the two MOS's with the lowest retention rate for careerists.

Table 7-2. Careerist Retention Rate

	MOS	FY END STRENGTHS	SEPARATIONS	REENLISTMENTS	RATES
FY 73	04B	959	67	20	29.85
	04C	57	10	9	20.00
	96C	599	70	44	62.86
	98G	1,143	173	63	36.42
	Total	2,758	320	136	42.50
Total Army		681,972	52,448	34,600	65.97
FY 74	04B	451	55	11	20.00
	04C	49	12	12	100.00
	96C	544	86	64	74.42
	98G	1,333	160	79	49.38
	Total	2,377	313	166	53.00
Total Army		674,406	58,090	41,422	71.31
FY 75	04B	393	37	15	40.54
	04C	44	8	6	75.00
	96C	447	97	53	54.64
	98G	1,482	190	82	43.16
	Total	2,365	332	156	46.98
Total Army		678,324	58,208	46,377	79.67

7-3. ACSI Comments.

a. The retention of qualified linguists for first, second and subsequent term reenlistment has been less than satisfactory. The low retention rate among linguists is attributable to three factors:

(1) Absence of a clear linguist career beyond grade E-7. There is simply no future for an Army linguist, so why should one stay?

(2) Tactical unit utilization of both USASA and MI linguists is not sufficient. When they are used, the employment is "canned" and accordingly raises questions concerning the efficacy of a career in this field. Challenging, productive utilization is required which demonstrates a sense of purpose.

(3) Intelligence related linguists want a mental as well as a physical challenge. The antiseptic isolation of these "specialists" from the mainstream of the Army's tactical business demands correction. Linguists must be required to do their thing in conjunction with unit missions, and it is the division G-2 who must ensure these capabilities are exercised and integrated into tactical training.

7-4. USASA Comments on this problem of retention are as follows:

"Currently, USASA has a retention rate of 23% for first-term linguists and 45% for second and subsequent reenlistments. This is far from an ideal rate. Too much linguistic expertise is being lost. The high cost of language training makes it imperative that some way be found to make a linguist career in the US Army and in the USASA more attractive. Results of surveys taken among linguists within USASA indicate that job satisfaction is of prime importance to linguists. They desire to continue their work with a language and, when they can see no career available to them in the field, decide to leave the service. USASA is conducting a cost study to determine the relative differences between training costs for a turnover in linguist personnel every three to four years and the cost of keeping a linguist for 20 years through increased grade authorizations and proficiency pay."

7-5. Conclusions.

a. The overall retention rates for linguist MOS's is below the Army's retention rate.

b. The First Term retention rate for the largest single linguist MOS (98G) has improved each year.

c. MOS 98G is the only linguist MOS with a reenlistment bonus.

d. The 98G and 04B MOSs which comprise about 75% of Army Linguists are consistently the two MOSs with the lowest retention rate for careerists.

7-6. Recommendations.

a. Using units and commands identify and emphasize linguist retention in their reenlistment programs.

b. Explore added incentive for linguists (see Section II).

SECTION II. REENLISTMENT INCENTIVES

7-7. General. Reenlistment incentives are intertwined with many other facets of the overall linguist problem. As this study has progressed it has become more apparent that the majority of the linguist problem falls most heavily upon the Intelligence Services and that many solutions are beyond the ability of user units or agencies to resolve.

7-8. Current Incentives.

a. At this time MOS 98G is the only linguist MOS that has a reenlistment bonus.

b. There are no other monetary incentives such as Superior Proficiency Pay for Linguist MOSs.

c. There are no clear career incentives for progression as linguist beyond the grade of E6 or expansion of Warrant Officer programs.

7-9. Suggested Incentives.

a. User units and agencies of the Security Services above suggested the following incentives that might be helpful in retaining linguists:

(1) Superior Proficiency Pay

(2) Selective Reenlistment Bonus.

(3) Payment of a lump sum to linguist based upon levels of proficiency.

(4) Improve job satisfaction by providing a logical career progression as linguists to E9 level.

(5) Extend language training based upon longer enlistment times.

(6) Increase the authorization for Warrant Officer linguists.

b. DCSOPS and DIA stated that there are no linguist problems within their areas of linguist concern. Understandably many of these "linguist" positions are for officers (Attache, FAO, etc.) and do not bear directly on this section but this reemphasizes the fact that problems are mostly within the Security Services.

7-10. Rebuttal to Suggested Incentives.

a. Congress has directed the termination of the Superior Performance Proficiency Pay program. The Army did everything in its power, to include the personal intervention of Secretary Calloway with Members of Congress, to retain this incentive but was overruled on every point.

b. Semi-annually an indepth analysis is made of each MOS to ascertain if any of the monetary incentive programs could be of assistance in alleviating MOS shortages. Reviewing the status of MOS 98G indicates that an Enlistment Bonus would not be of any benefit due to the current and projected continued overmanning of the first term force (3 or less years of service). As of December 1974, there were 308 authorized positions with an inventory of 736 for the first term force. On the other hand statistics do indicate a problem in the 3-10 years of service timeframe. Accordingly, in the latest program submission ODCSPER requested authority to award both a Zone A (21 months - 6 years) and a Zone B (6-10 years) SRB Unfortunately, DOD approved only the Zone A bonus at the 4 level- one level from the highest authorized by law.

c. The Army no longer has the authority to award Lump Sum payment. DOD withdrew this authority in concert with the Presidential desire to curb inflation through the reduction of federal spending.

d. The US Army Military Personnel Center (MILPERCEN) is currently involved in a comprehensive reexamination and restructuring of the enlisted CMFs and MOSs as part of the Enlisted Personnel Management System(EPMS) review. CMF 96 review has been completed and a better career program has been afforded to MOS 96C. It is not an optimum solution and efforts are underway to design a linguist related progression to E9. MILPERCEN has been directed to initiate their review of CMF 98 as soon as practicable, and to give favorable consideration to concerns over providing logical career progression patterns for linguists beyond the grade of E6 for MOS 98G. Recommendations from ASA will be made to DA by the middle of 1976.

e. Warrant Officer Linguists.

(1) The FY 75 authorizations for warrant officers in MOS 988A is 32 with 31 programmed for FY 76. Expansion of the program is not going to be possible in FY 76 in that approximately 1,700 spaces must be reduced to bring authorizations in line with assets.

(2) Continuation of the other than RA (OTRA) warrants beyond 20 years active Federal Service (AFS) will be conducted under a revised retention program beginning in FY 76. The new program (managed tenure) provides a balance between new procurement and retention beyond 20 years AFS. Retention must be offered to OTRA warrants to maintain the 25% of each MOS authorization in the over 20 year category.

7-11. Conclusions.

a. The majority of linguist problems in reenlistment to meet requirements are within intelligence CMFs 96 and 98.

b. Reenlistment incentives are currently almost non-existent for linguists.

c. Any monetary incentives will have to be approved at DA, DOD or Congressional levels.

d. It is practical to provide a career progression in the linguist field under EPMS and would provide an incentive for a linguist career.

e. Due to grade structure limitations it is not possible to expand the Warrant Officer Program for linguists.

7-12. Recommendations

a. Linguist users prepare strong justifications for Superior Proficiency Pay and/or Selective Reenlistment Bonus so that DA can go forward to DOD for authorization.

b. Users provide DCSPER and MILPERCEN strong justifications for linguist career progression as a part of EPMS.

c. Organizational changes based upon career progression be carefully prepared to meet DA constraints.

CHAPTER 8

RESERVE COMPONENTS

SECTION I. US ARMY RESERVE

8-1. General

a. It has been noted that the USAR suffers from many of the same shortcomings as the active units in respect to linguists. Many of the linguist problems for the USAR could be solved by applying solutions prepared for active units, while unique problems of reserves require their own unique solutions.

b. This chapter presents the conclusions and recommendations of the Office Chief of Army Reserve or other contributions as they occur, then presents the study group's conclusions and recommendations at the end of the section.

8-2. Management of USAR Linguists.

a. In order to maintain an adequate USAR linguist resource pool it is necessary to establish and promulgate an effective system for managing this resource. The following discussion presents findings concerning the existence of such a system and, in some instances, presents possible solutions.

b. No organized linguist management program is presently in effect within the USAR. Problem areas needing to be resolved are as follows:

(1) Inventory of linguists. There is no method for determining the existing individual linguistic proficiency skill level in the USAR. A roster needs to be maintained showing the name of the Reserve linguist, language, proficiency skill level, and the date of the most recent proficiency skill test.

(2) Language proficiency maintenance system. There exists no means, once an individual has obtained a particular skill level, for insuring the maintenance or improvement of this skill level except on an ad hoc basis.

(3) Publicity and promotion. There are no programs for "spreading the word." Exposure of the language program to service members and potential recruits is almost nonexistent.

(4) Linguist incentive program. There is no formal identification of available incentives for promoting linguists training.

(5) Command emphasis. Since the linguist mission is usually secondary to the unit mission it normally gets relegated to a subservient position. And, in some cases, it appears that unit commanders do not know of the language training facilities available to them. Prescribing regulations and/or supplements are either nor directed toward the USAR or are not specific enough to provide adequate guidance to administer a USAR linguist program.

(6) Linguist recruiting program. No organized system exists, see (3) and (4) above.

(7) Administrative/command organization. There is presently no method of administering to the needs of the USAR linguist personnel as a whole. Initial training and proficiency maintenance, if accomplished at all, is done on an ad hoc basis. There is no responsible agency (or prescribed procedure) established for insuring that all USAR Russian linguists, for example, must obtain refresher training annually, Presently, the USAR Foreign Area Officer Program being administered through RCPAC (TAB 8-A) most nearly approaches an organized inventory of language-oriented personnel in the IRR. The one limiting aspect, however, to this program is found primarily in language training as explained in TAB 6-A. And, there is no established program for providing this language training.

c. The use of Reserve Component linguists could actually prove to be more advantageous than the use of Active Army linguists to meet many linguist requirements. From a cost effective standpoint the USAR FAO program is far less expensive than the Active Army. Linguist sources within CONUS such as ethnic localities and university areas are much more accessible to reserve programs than to Active Army. And, language training under a Reserve program is normally in addition to the individual normal duty whereas in the AA it is in lieu of normal duty; thus reflecting additional cost effectiveness.

d. In discussing incentives for promoting the acquisition and retention of linguists with the representatives from RCPAC, USAFR, USNR, ITAAS, and DLI, it was generally agreed that most of the individuals interested enough to specialize in a language would be sufficiently motivated by the language training available to them on a recurring basis in the USAR/NG. For those personnel occupying unit TOE/TDA positions, regular drill pay is an incentive. Retirement points for unit and non-unit personnel also provide some incentive.

e. Security implications may surface in regards to:

(1) Specific linguist missions being performed.

(2) Level of language training being conducted (classified subject, etc.) In general existing security regulations and directives should be applicable to the linguist field. Additional review will be required to verify this assumption.

f. At a meeting of representatives of OCAR, DLI and the Intelligence Training Army Area Schools (ITAAS) on 31 July 1975 at Fort Bragg the following comments on management were covered:

(1) "A system does not exist for identifying USAR linguists and their proficiency levels except, again, on an ad hoc basis. There is a need to further define linguists in terms of strategic and tactical proficiency. Training of tactical and strategic linguists are a DLI responsibility and should be at an S3/R3 or above level and have obtained a minimum listening/reading proficiency test score of 55. Tactical linguists would include personnel with proficiency levels below L3/R3.

(a) Strategic linguists require knowledge of political and cultural aspects of their respective country and must know the upper level military language terminology. Tactical (combat) linguists need to know language terminology about terrain, weather, weapons, etc., and they must be able to converse with the illiterate peasant, the individual foot soldier, etc. These levels of proficiency vary greatly and are both vitally necessary to the overall effort, but are seldom recognized when establishing training and proficiency requirements.

(b) A system to maintain a personnel inventory of linguists according to the categories and levels mentioned above and to provide for periodic validation of this inventory on an individual basis does not currently exist. Thus the control and management of the linguist resources we do have is severely lacking.

(2) This led into a lengthy discussion about the problem of managing linguists in USAR units. Part of the problem is caused due to the linguist mission not being the primary mission of the unit and therefore is relegated to the background. The lack of communication mentioned earlier is a serious roadblock. And, the lack of command emphasis at all levels adds to the problem. The discussion then turned toward measures which might be taken to improve the situation and these are listed below.

(a) Reduce the military language program emphasis to 5 to 8 languages. Thorough knowledge in one of these given languages would enable an individual to pick up one of several related languages in a very short period of time. In other words, standardize the basic defense language program to a few key languages and organize the balance of the program to cover the exception, or "hot" language, as needed. This system would provide for much better control of the linguist resources and allow the language training to become more concentrated and specialized. This system would be equally applicable to the USAR and the active Army.

(b) Establish linguist companies similar to the 142d MI CO (Ling) (UTAH ARNG) in Salt Lake City. This company is strictly an administrative entity; the individual Guardsmen are located in language "sections" or "cells" throughout the world. A similar unit could be organized within the IRR; the only time the personnel would meet as a unit would be during AT. It might even be feasible to similarly organize the linguists of USAR units on a unit minus basis in order to assist in maintaining the required proficiency. Ethnic areas and university cities would be the focal points for recruiting for these linguists "cells".

(c) Linguist testing would be accomplished yearly through a USAR school or authorized language testing facility available during AT or geographically located nearest the individual. This would maintain a relatively current linguist inventory. Refresher training would be desirable annually but would be required at least once every three years.

(3) The issue of recruiting and retention was brought up. Here again it was felt that recruiting could be more effective if only persons knew of the language facilities available. It was suggested that USAR recruiters be supplied with linguist information (brochures, pamphlets, etc), which would help "sell" the language program. And the recruiters themselves need to be "educated" on the linguist program.

(4) Generally, the ITAAS and DLI representatives regard the primary incentive for language training as being self motivation with the opportunity for outstanding language training being the prime motivator. Other possible incentives worthy of consideration include:

(1) Incentive pay

(2) Two week annual refresher training <u>in addition to</u> AT.

(3) Opportunity for college students to meet their college language requirement.

(4) Opportunity for strategic linguists to serve as instructors within DLI facilities.

(5) Accumulation of retirement point credits.

(6) Linguists civilian career opportunities - present and future."

8-3 OCAR Recommendations. Based upon the problems mentioned above, it is obvious that a well-defined, standardized program needs to be developed to manage the USAR linguist resource. To accomplish this, the problem is addressed in two phases: short range and long range:

a. Short range (0-9 months). The following steps need to be considered for implementing linguist program improvement within the near future:

(1) Inventory the various language training services currently available through such agencies at DLI, TRADOC, ITAAS, State Department, etc.

(2) Develop campaign to thoroughly publicize these training services, not only for the enlightenment of current Reservists but also for the civilian community within the recruiting function.

(3) Renew command emphasis for meeting linguist requirements at all levels.

(4) Initiate development of source lists of linguists through colleges and universities, business and industry, ethnic areas, chambers of commerce, etc.

(5) Consider requiring the DLAT for all new (and, even perhaps, present) Reservists to determine linguists aptitude available.

(6) Initiate incentive program to attract and retain linguists. Determine the feasibility of the following for short range implementation:

(a) In 3a(2) above, develop promotion material to show what all means an individual has at his disposal to develop and maintain his language ability at little or no expense to himself.

(b) Awarding "stripes for skills" for enlisted linguists.

(c) Authorization of annual 2-week refresher training in addition to (or in lieu of, if individual so desired) annual training (ALPS Note: This is currently authorized).

b. Long range (0-3 years). Consideration of the following need be given toward developing those areas requiring a longer time span for study and implementation:

(1) Reevaluation of the organizational structure which now exists to determine means for establishing an effective linguist command and control system. Concepts which have been addressed but require additional, detailed analysis, include:

(a) "Organization of Military Intelligence Linguist Companies in the USAR, (See TAB 8-B, Staff Study Draft from COL McCall, DAMI-DOT-T).

(b) Military Intelligence Reserve Linguist Problem, Tab 8-C Staff Study by LTC Foxworth, 18 July 1975).

(c) Establish linguist companies similar to the 142d MI CO (Ling) (UTAH ARNG). (See para f(2)(b) above and SEC II)

(2) Develop extensive and far reaching incentives. Consider the following:

(a) Establishment of a career linguist program. One of the problems created is due to a language qualified Reservist being converted to a supervisory position just about the time he has reached reasonably high level of language proficiency. A career pattern must be developed to allow linguists to advance in that capacity to the upper levels of officer and enlisted ranks.

(b) Money talks, and it is recommended that serious study be given toward providing proficiency or inactive pay to qualified linguists.

(c) Seeking direct college level credit for appropriate completion of language training.

(d) For IADT, insure that linguist is given assignment appropriate to his language proficiency. Do not assign Russian linguist to Japan, etc.

(3) Insure that applicable Army Regulations and changes thereto are developed to include USAR Linguist Program Management guidance in sufficient detail to provide implementation.

8-4. Requirements for Linguists. Current linguist requirement projections are based upon the following:

a. DOD mission requirements.

b. Manning authorization documents.

c. Training available.

In those TDAs and TOEs which are language unidentified, the command must determine what language(s) are to be required.

8-5. Current Requirements

a. Under current provisions, only the number of personnel by language projected for DLI training during a given fiscal year is known. As it pertains to the USAR, a system for projecting linguist requirements is practically non-existent.

b. Since USAR units depend upon the local area for personnel to fill existing slots, to require a given number of specific linguists in a particular unit may create a formidable problem. Training of personnel for MOS linguist qualification would be extremely costly and, except for Active Duty tours, would be of long duration.

c. The administrative control necessary to assess linguist requirements for some 50 languages (based upon Foreign Language Training Requirements FY 76) is excessive.

d. Projected requirements may prove inadequate to arising needs.

e. A system does not exist for establishing priorities in either language or functional areas.

8-6. OCAR Recommendations, Requirements.

a. Prior to revamping linguist requisitioning procedures it will be necessary to thoroughly analyze the existing DOD requisitioning system to determine areas needing change.

b. Organize the USAR linguist structure to accommodate linguist requisitions. It seems entirely likely that should a need arise for 5 Arab interpreters, for example, they might have to be obtained from different units. To create an organization for "pooling" the linguist resource would seem to greatly facilitate the requisitioning process and would not force undue hardship on a given USAR unit.

c. Consider structuring the USAR linguist program so as to complement the Active Army program. This would contribute to the total force concept as well as facilitate efficient management of the requisitioning process. This system, too, would be easier to implement if the USAR resource were "pooled".

d. Develop system for determining linguist needs based upon:

(1) Language required.

(2) Strategic or tactical capability desired.

(3) Proficiency levels for R - C - W - S.

(4) Other special knowledge required.

From a mission oriented and cost effective aspect, it is most desirable to determine first the languages required, and, secondly, the degree to which the language training needs to be administered.

e. Investigate possibility for reducing number of languages for which concentrated and detailed training is required. Projections based upon fewer languages should prove more accurate and special language requirements could be imposed upon individuals qualified in the appropriate base language in a relatively short period of time.

8-7. Training of Linguists. The training of linguists and the most subsequent maintenance of proficiency represent the most critical problem confronting the Reserve linguist program. For purpose of discussion this problem is considered under initial training and proficiency categories.

a. Through telephone conversations with Naval Reserve (TAB 8-D) and Air Force Reserve (TAB 8-E) personnel, it was learned that neither has a formalized language training program. The AF Reserve has developed an informal system which appears to be working but which as yet is not supported by written directives. This program features:

(1) Annual refresher training in addition to AT.

(2) Correspondence courses utilizing tapes from the State Department Foreign Language Institute.

(3) Annual testing to verify proficiency.

b. A continuation of the meeting at Fort Bragg para 6-1f, above is as follows:

(1) "Apparently one of the primary problems with the USAR Linguist program is the lack of communication between user and servicer. A wealth of language training services are available through the Defense Language Institute (DLI) but in many cases the unit commander concerned (a) does not know about these services and (b) doesn't know where to go to find out about them. DLI is capable of providing worldwide technical assistance either on a unit or an individual basis. This assistance can be in the form of resident or nonresident for units and/or individuals, and the capability also exists for sending training teams to the field for the purpose of training language instructors.

(a) Training schedules can be prepared for a given language and can be based upon a unit's drill schedule whether it involves weekly or one weekend a month meetings. Training materials such as foreign language newspapers and periodicals tapes, instructional booklets, etc., are available for most language training and in those cases where not available, recommended sources are given.

(b) The Intelligence Training Army Area Schools (ITAAS) operated during the summer months by Reservists are invaluable sources of refresher training. These schools are under the jurisdiction of DLI. (Note: In discussing the ITAAS concept with one of the ITAAS students who is a Reserve Captain and university professor, he stated that his primary incentive for remaining in the USAR was due to the 2-week ITAAS refresher course offered him every year. He is a non-unit Reservist and he felt the quality of instruction was so high that he'd be willing to <u>pay</u> for the privilege of attending every summer.)

(2) Initial language training does not pose the critical problem for Reservists. A new enlistee, if language oriented may opt for a language tour at DLI in which case he should still be language qualified upon his transfer to Reserve status. Other Reservists may have a language background either through civilian education or through ethnic association. The problem comes into being when language proficiency maintenance is being considered.

(3) There currently is no established system in the USAR for maintaining language proficiency. DLI has the capability but its services are currently used on strictly an ad hoc basis. In some cases USAR schools may be used for language instruction for specific linguist groups. And, in a few units where a linguist MOS qualification is required, groups of unit personnel may train each other in a specific language(s). And then there is the ITAAS refresher training. But there exists no organized system for language training and proficiency maintenance in the USAR.

(4) There also does not exist a system for identifying USAR linguists and their proficiency levels except, again, on an ad hoc basis."

8-8. OCAR Recommendations, Training. The degree to which the training and proficiency problems are solved depends largely upon the degree to which the recommendations found in Sections above are developed. The training resources are available, whether resident or nonresident, they simply need to be defined. Facilities for periodic testing to determine proficiency levels are available, whether through USAR schools, language agencies, or nearby military installations. But without an organized system to control the program, these facilities cannot accomplish the functions for which they are designed.

8-9. ALPS Conclusions.

a. The same general problems concerning linguist apply to the USAR as to the Active Army.

b. Specific and unique problems are highlighted in detail in the discussions of the preceding paragraphs.

c. There is no current inventory of linguists (by proficiency levels) in the USAR.

d. There is no formal maintenance program for language proficiencies.

e. There is little publicity, promotion or incentive for linguists.

f. In order to insure command emphasis additional regulatory guidance is needed.

g. There is no overall management system for linguists for administration, utilization or training of USAR linguists.

h. Even though there is a possibility of using USAR linguists to augment active duty requirements the inability to identify USAR assets negates such an advantage.

i. Establishment of Linguist Companies in the various ethnic centers similar to the ARNG 142d MI Co (See SEC II and TAB 8-B) would solve many of the management and utilization problems.

j. A comprehensive USAR Linguist Program should be incorporated in a Reserve Component Regulation and follow as closely as possible the revised AR 611-6, "Army Linguist Program."

k. Just as in the active Army, a detailed review of requirements, to include job descriptions and levels of proficiency, is required of all the USAR.

l. Language training requires a closer control of the program.

8-10. ALPS Recommendations

a. Establish organizational structures for USAR linguists in the same manner as currently in ARNG Linguist Units (See Section II) to support active mobilization requirements or other requirements for low density languages.

b. Establish a career linguist program through grade E-9.

c. Emphasis command interest and publicize the linguist program.

d. Determine, validate, and document current linguist requirements.

e. At the same time of the linguist review, request with full justification, monetary incentives for selected linguist positions.

f. Provide additional guidance for command emphasis of current regulations.

SECTION II. ARMY NATIONAL GUARD OF THE UNITED STATES

8-11. General. The National Guard Bureau states that the current principal known requirement for linguist resources in the Army National Guard is for the 142d Military Intelligence Linguist Company, Utah, ARNG. The only response to this study was from the commanding officer of this company and forwarded to the ALPS Chairman without further comment.

8-12. Responses to ALPS from 142d MI Linguist Company:

a. Determine what incentives can presently be offered for enlistment in the reserves of language qualified personnel. What could be offered with changes to regulations and/or statutes?

"(1) It should be made clear that there are two major capabilities of language personnel in the 142d MI Linguist Co. There are personnel who have a high level of fluency and language capability because of their native background, concentrated training, education, or in-country experience. The major portion of the personnel in the unit fall in this category. Another portion of the unit are fluent in one language, but are cross training in another language. These personnel are still building their language proficiency in the second language and need special concentration so they can develop a full working language capability.

(2) The incentives which can be offered to each group of linguists are different, but there is much, within the present regulations and statutes, that can be done to improve the situation.

(3) Of those who have attained language proficiency, assignments which allow them to use their abilities in translation and interpretation are successful incentives. The unit has particiapted in these activities, and thus have given valuable motivation to language sections. For this group, training programs during AT with regular Army units in the foreign countries of their language is an important incentive and gives the personnel the experience of working into the Army system as well as the obvious benefit of a valuable language experience.

(4) Also, training programs for the advanced language personnel could perhaps be worked in conjunction with colleges and universities. These programs--which might even provide college credit--could give important incentive to linguists. As I understand it, this is not presently possible under current regulations and statutes. I feel, however, that this aspect should be developed.

(5) For the personnel who are cross training in a language, the extended Army language courses at DLI would help a great deal. These would provide a basis on which to build language proficiency during MUTA periods. Also, allowing these language sections to plug into the DLI language program for the two week period of AT would be helpful in some languages of this unit.

(6) For the cross-training personnel of this unit, regulations or policies which would allow them to enroll in language courses at the colleges or universities and receive military training on an ET basis would given incentive to many to improve their capabilities. The use of the colleges and universities in this region would give a great advantage to the language program of this unit. The University of Utah is one of the best Middle East Centers in the country, and Brigham Young University has one of the most advanced language teaching systems and the largest language center in the world. Allowing the unit personnel to train at the colleges and universities would be a great incentive to advance the training, retention and tasking of this unit."

b. Determine the training time required; means for subsequent maintenance of proficiency; and procedures for testing and maintenance of qualification records.

"(1) This unit has operated on the basis of a approximately one-half time of training being devoted to language proficiency training. However, it is the intention of the training guidelines of this unit to emphasize that decentralized training be done on the language section level. This means that in addition to the language proficiency training being conducted, each language section conducts MOS training and general military subjects in the language also. This increases the amount of exposure to the language considerably.

(2) Language testing is accomplished by MOS testing, tests given in language sections, and performance testing required in interpretation and translation exercises.

(3) To help maintain language proficiency, a greater availability of language training aids such as distionaries, periodicals, military texts, etc., would be helpful."

c. Evaluate officer requirements with a view to either replacing with career linguist warrant officers or EM, or using warrant officers and EM as interpreters.

(1) "In evaluating officer requirements, it appears to me that much damage could be done in replacing officer linguists with warrant officers or enlisted men. This unit functions as language sections in the pre-mobilization and the mobilization status. The expertise of officer personnel is needed to guide and develop the functions of the language sections in both the pre-mobilization and mobilization periods. Since the training emphasis in this unit is on training on the language section level, each officer in charge plays an important role in planning training needs, evaluating the capabilities of linguist personnel, and supervising the tasks for the language sections. Without the vital leadership officers provide, much time and efficiency of the linguist specialists would be wasted or lost.

(2) I (CO) feel that officer positions and functions in this unit are very significant, and it would be a mistake to replace them with warrant officers or enlisted men."

d. Determine and document "real world" linguist objectives for the (USAR) (ARNGUS) i.e., what linguist capabilities should not attempt to maintain, as well as what it should. "I (CO) feel that the "real world" linguist objective can be accomplished by this unit. Much more can be done to give this unit tasks which would put them in touch with the real world objectives. It is an important consideration that this unit be allowed to affiliate with regular Army units and perform tasks which are meaningful. We have been given some translation tasks which utilize the capabilities of this unit. Such tasks as translating for the Army science and Technology Center would be the kind of assignment which would be appropriate for this unit."

e. Determine how NC personnel receive initial language training. "The costs of training are more expensive in some language areas than others. Where the basic proficiency is already accomplished, the cost is less than others. Where the basic proficiency is already accomplished, the cost is less than the cross training expenses. The extended active duty training would be helpful for a few of the personnel in this unit to improve on their basic capabilities, but after an acceptable level of performance is achieved, training is less costly to maintain. In terms of cost, it might be found that language training performed on an ET basis at local colleges and universities might prove to be less expensive."

f. Determine known linguist requirements, by level of proficiency, grade, language, and functional area, from existing authorization documents.

(1) "The personnel of this unit have received their initial language training in the following ways:

(a) Approximately 98% have had in-country training. Of these about 2% are native persons.

(b) Approximately 12% of unit personnel are cross training in a second language."

g. Determine alternate methods of linguist training. "Alternate methods of language training have already been suggested, including extending training at DLI, plug-in at DLI for selected language sections, possibility of developing college or university courses on a credit or non-credit basis for advanced language personnel, training unit language sections during AT periods in foreign countries in affiliation with regular Army units in those countries, and challenging the unit with real world translations and interrogation projects consistent with the language proficiency of the sections."

h. Determine methods of sustaining proficiency. "Much of what has been said in the above paragraph applies to the methods of sustaining language proficiency."

8-13. Responses from Other Services. USN and USMC did not address any reserve component items.

8-14. ALPS Comments.

a. It appears that the National Guard has little or no problem in the linguist area in meeting current known requirements. A tight control by a single unit of all linguists appears to be feasible, and from the commanding officer's comments, is a functioning organization.

b. DLI has been active in assisting the 142d Co in additional training materials and technical assistance.

c. The National Guard Bureau could be instrumental in fostering and expanding the training at universities as discussed above.

8-15. Conclusions.

a. The ARNG current known linguist requirements are being met by a single cellular MI Linguist Company.

b. Except for additional assistance in university training and training aids the ARNG linguists need no other assistance.

c. Some cross-training or contact with Active Army units in linguist fields could be productive.

8-16. Recommendations.

a. Continue the present type organization of ARNG Linguists based on DA validation.

b. Provide more university training for ARNG Linguists

c. DLI continue present assistance for training and expand assistance where practical based on expressed needs.

d. Establish more productive mission oriented training with Active Army units in order to fully utilize available ARNG linguistic skills.

Memo for Record: Telecon - CPT Jones, RCPAC Foreign Area Specialty Officer 251100 July 75

1. Discussed USAR language training program with CPT Jones who is in charge of the new (since last November) USAR Foreign Area Speciality Program involving recruiting Reservists for Attaché-type duty.

2. This program involves pulling individuals from the Reserve Personnel Master File who have extensive knowledge in customs, economics, politics, geography, etc., about a given country. Unfortunately, these individuals may or may not have had an additional need to learn the language of the country.

3. For IADT, there is no problem of language training if an individual scores at least 18 on the DLAT and indicates a desire to participate further in developing his linguistic ability. However, to maintain this ability, it either has to be done on an ad hoc basis (send a particular individual to school, enroll him in a correspondence course, etc.) or through the yearly ITAAS program, which doesn't help much throughout the rest of the year.

4. The FAO program has approximately 100 participants who are exceptionally skilled, educated, and experienced in all facets of a given country except possibly the language. Incentive is no problem with these individuals either (as in the USAFR) since they have an interest in the country already. According to CPT Jones the weak link in the USAR FAO program is the linguist training system. His estimate of the cost for an Active Army FAO program is $150,000.00 per individual (includes one year graduate school, 1 year in country, at least 6 months at DLI, 6 months FAO course, etc). Those in the USAR FAO program already have graduate level training in the foreign area study and the cost saved by utilizing these individuals would be considerable. And they are perhaps better qualified than AA applicants for FAO.

5. It is concluded that the USAR has the best FAO-type program of any service. However, the linguist program is practically nonexistent and this fact may greatly deter the successful application of the USAR FAO program. CPT Jones is therefore most interested in seeing a linguist program developed for the USAR.

6. Except for the language training the USAR FAO concept is much similar to the situation with the ARNG unit in Utah which has an exceptionally high linguist qualification. Unit personnel are Mormons and the Mormon Church has their own "FAO" program which trains their members as emissaries of the Church to travel throughout countries of the world relaying the Mormon Religion and philosophy. The military cost of training these personnel in FAO required studies is practically negligible. Of course, this situation is highly unique and may not be applicable to the USAR situation in general.

STAFF STUDY

DAMI-DOT-T
COL McCall

SUBJECT: Organization of Military Intelligence Companies (Linguist) in the USAR

PURPOSE.
To devise a more realistic organization for the training and mobilization of linguist qualified Army Interrogators.

ASSUMPTIONS:
1. That the current MI tactical units can be organized minus the Interrogation paragraphs of their respective TO&Es.

2. That sufficient personnel spaces are available to Chief, Army Reserve to provide the necessary spaces for the recommended companies.

FACTS BEARING ON THE PROBLEM:
1. All Military Intelligence units designed to support tactical units are authorized between 13-26 Interrogators.

2. All Interrogators are supposed to be language qualified.

3. There is currently no geographic orientation for these units.

4. When the Interrogators are linguist qualified they are usually of such diverse languages that they can receive no meaningful language training.

5. Active Army MI units for support of tactical units are not normally organized with Interrogators. They receive their interrogators shortly before their deployment to the overseas area.

6. There is currently in the Reserve Component Troop Structure a type linguist company that can serve as a model.

DISCUSSION:
1. The 142d Military Intelligence Company (Linguist), Utah Army National Guard, is so organized that, when required, any or all paragraphs of its Table of Distribution may be mobilized as individual cellular units to provide linguistic interrogation support for specific language areas.

2. A USAR Linguist Company, similarly organized, would provide several important advantages by:

a. Simplifying the training of the presently existing tactical MI Detachments and Companies by relieving them of the requirement to train interrogators.

b. Avoid the problem of having to reassign most of the interrogators in the event of mobilization.

c. Provide more meaningful training for linguists by grouping them according to their language area.

d. Cells or teams of interrogators from these companies could be attached to tactical MI units during Annual Training (AT) to provide needed interrogation support for field exercises.

e. An Interrogator Linguist Company organized into cellular type sections has the advantage of being able to be organized in as many towns or cities as there are a sufficient number of qualified linguists.

f. AT should not pose a major problem. Those individuals not possessing an interrogation MOS could go to their local ITAAS school. For those needing initial language training or language refresher training they could go to the Defense Language Institute (DLI) or to the Army Area Intelligence Training Schools (ITAAS) for refresher training.

g. Inactive Duty Training (IDT) could also be accomplished in a meaningful manner. Interrogation practical exercises (PE) can be obtained from the US Army Intelligence School and language training materials, i.e. text books and tapes, can be obtained from DLI. The OACSI translation office (DAMI-AO) could also provide useful material from time to time as they now provide to the 142d MI Co.

CONCLUSION:
The training of interrogators for mobilization would be considerably enhanced by consolidating all interrogators into Military Intelligence Companies (Linguist).

RECOMMENDATION:
That the USAR form one TDA Military Intelligence Linguist Company in each Army area.

TO: LTC E. H. Fountain, OACSI, Tac/Strat Division 8 July 1975

MEMORANDUM: MILITARY INTELLIGENCE RESERVE LINGUIST PROBLEM

Findings and Recommendations
LTC D. L. Foxworth, Mob=Des

I: GENERAL

The information gleaned from various ACSI documents and studies indicates that the "real world" of Reserve language training is very dismal.

A. Army Reserve lingusits are not fulfilling readiness requirements. Only 39% to 55% are MOS language proficient and there are many reasons to doubt these figures. Figures from available sources vary widely. Most linguists belong to MIL units that have "4" readiness ratings.

B. Proficiency rating records are unreliable and out-of-date. There is a wide discrepancy between a linguist's actual ability and that shown on our records. It was informally reported that of 472 listed as Arabic Linguists only 8 actually met the Army's proficiency needs. Evidentally there is no effective way of keeping current proficiency data. We do not know the exact number of truly proficient linguists or exactly what other levels of proficiency are available to the Army.

C. Language resources are generally unknown. It is proving very difficult to get reliable figures on various Army linguists as they are widely spread in MI units, ASA, PSYOPS, MID's(S), and other speciality areas. There are apparently no current lists of linguists, instructors, professors, and other resource personnel in case of an emergency. There is no contingency planning outlined with known resources.

D. Interrogator and other language personnel have the highest turnover rate in the Army. This is an intolerable situation because it is reported to take 10 years of continuous practice for a functionally proficient linguist to be developed. To continuously be losing these assets compounds the training problems and makes unit readiness an impossibility. Career programing for linguists is presently non-existant. There is no clear progression of training, duty, incentives, awards, or other motivations to gain the support of our reservists. Apparently reserve linguists slots are being used by young men to assist them financially while going to college. Once they graduate they leave the reserve. Either we must revise our program to entice them for a career as a linguist or we must attract other capable young men. This has an important bearing on

training because unmotivated students simply kill the ability of even the best instructors. I've seen it happen at the 5A ITAAS.

E. MI units and training are not enemy oriented. Sharp intelligence personnel are only that way by detailed knowledge built over months and years of study. Realistic training for a Polish language unit would be everything about the Polish Army, past and present. Personalities, weapons, tactics, uniforms, and other key information that takes years to acquire. If we took the average American and put him in our Army, how long would it take for him to be truly knowledgeable? He would probably only know the small section he was personally involved with. Yet our linguists and order of battle personnel are supposed to have knowledge of all components. If our Reservists do not realistically train on the possible enemy they may be facing, how long would it take after a war started: Do we have that much lead time in future wars? A true reserve is one that is ready normally in 15-30 days. Most reserve training is so general that it is uninteresting and not challenging.

GHOSTS TO HAUNT: Colonel Mashbir, G-2 Pacific Theater in WWII, found American language reservists that manned Japanese language teams to be inept and inadequate. He had to do away with all of them and train the Neisi who became crack Japanese linguists. Also the grand lesson of Pearl Harbor should keep every Army intelligence soldier redouble his efforts to see that we are all alert and very ready.

F. Present organization and conditions weigh heavily against successful training.

1. Language training is sporadic and inconsistent. The biggest gap is in IDT where there is much time in between meetings and material is mostly intelligence subjects and administration: non-language. Experts on language training are sorely needed to devise a long-range program whereby language training is consistently progressive utilizing all means: instructors, college professors, tutors, correspondence schools, ITAAS, Defense Language Institute, and even one or two months "in country" for those reservists who have shown great proficiency. Such a program with its sense of accomplishments and rewards could do much to attract and retain capable linguists.

2. Individual language unit training is the "blind leading the blind." The usual unit only has 3 to 5 linguists. It is very hard to be realistic about training, mostly because none of the men have the skills or an instructor nor the necessary imagination and superior knowledge of a linguist. A full interrogator section

is from 13-23 interrogators. Chances are by having full units there would be one or two linguists or instructors who could lead, inspire, and effectively train. Somehow a large enough number of linguists must be able to consistently get together for effective training. If professional linguists or professors have to be hired then the larger unit would maximize effective use of funds.

3. Isolation. Interrogators and other linguists are usually a distinct minority. They don't merge in with other units, other units don't know much about them, and often even the MI unit CO's and training officers simply don't have any knowledge about what language training and linguists needs. There are other resources known to language sections. Other similar units are miles away and unknown. These conditions weigh heavily against morale, feelings of belongings, and of self-worth. Again, a larger number of similar linguists would reinforce each other, those of more ability would be a challenge and motivational force to those of lesser ability, and the pooling of knowledge and experience would build their feelings of worth to themselves and to t he Army.

4. Lack of supervision. Apparently there is no person responsible for the progress of each linguist. It seems to be up to each Reservist to forward his own training and abilities. Basic understanding of the difficultires can be found in the "Memorandum for Linguist Personnel Study Group" which outlines there is no clear perception of the exact needs for linguists: how many, what languages, levels of proficiency, etc. Without clear goals for the individual linguist to strive for it is understandable that he losses direction and interest. It is easy to see that without goals a section leader, an instructor, or a supervising officer or personnel advisor would have very little to help the individual linguist's career.

All of these factors add up to a real challenge to change our present organization. There are other factors as well, but the above seem to be the most serious. The primary reason for studying the Reserve linguist problem was to evolve a proposal with recommendations and further questions that need to be resolved.

II. PROPOSAL.

A. Appoint an ARMY LANGUAGE COORDINATOR FOR EACH LANGUAGE designate in the Force Structure.

1. The Coordinator would be:

a. Sole person responsible for his specific language and all its personnel, resources, training facilities, and readiness.

b. One of the most knowledgeable and skilled linguists in his language. Such knowledge to include every detail of the most effective training techniques for his language.

c. The manner to plan, direct, communicate, coordinate, supervise, and control the procurement, training, and career development of his linguists.

d. Flexible to evolve the techniques to accomplish his mission of very proficient linguists. He would make appropriate recommendation for the degree of control and coordination powers that would be necessary.

e. Have the willing cooperation of unit commanders, training schools, and others having responsibility for linguists. Have a part in the linguist's efficiency report.

f. Have direct responsibility and be under the command of the ACSI.

2. Supporting Cogent Reasons.

a. One responsible source is necessary to the ACSI so he can at any time know exactly his linguistic assets. The present organization has so many fragmented slots that no one knows exact personnel or their individual talents and proficiencies.

b. Each linguist of the particular language would be developed as a career linguist by the Coordinator. Present organization of reserve linguists rarely have a total of more than 40 linguists per language, and usually only 20. It would seem that Force Structure would need to have around 50 per key language at least as a single MI DIV or CORPS type interrogator section has 13-26 interrogators. The exact load a coordinator could successfully carry would have to be evolved. This personalized interest and support for career development is the needed foundation stone to build a lasting linguistic corps. Learning language requires an exceptional degree of motivation, self-discipline, and considerable off-duty time to be successful. Only by the Army showing a correspondingly intense personal support will individual reservists be willing to make a similar effort.

c. The coordinator would have the ncessary expertise to adequately supervise the progress and training of each linguist. MI unit commanders nor their training officers realistically cannot be expected to have such expertise.

One key area of supervision would be the instructors at the various schools. Some instruction has been excellent; some very poor. In the past nothing was done to insure excellent instruction. The coordinator would spend a sufficient time at the school so he is sure of capable instruction. Another advantage of a coordinator would come from his knowledge of talented instructors as resources.

3. Comparison with Other Proposals.

a. Copy the Utah National Guard's 142nd MI Linguist Company.

(1) Many positive factors:

.132 of 147 are MOS language proficient. Most of the linguists are former missionaries who have lived some time in country. They also maintain contact with native friends and new missionaries returning.

. Most are Mormons who are dedicated and strongly patriotic, and hard working.

. Has aggressive, talented leadership.

(2) Questionable factors:

. Is a TA organization which copies the old Military Intelligence Service Organization. It has officer linguists, Captains and Lieutenants. Regular Army is on an entirely different concept and organization with no officer linguists. This would need study so that if Reserves adopted it that it would successfully merge with the Regular Army when Reserves are used.

. It has the individual language teams and some are very small which does not solve that problem. However, they do illustrate the success of larger manned units.

. Would Reserves have similar missionaries or other men as skilled? Apparently not insofar as there are no similar units of linguists despite the Army Reserve having had superior resources over the past 25 years.

. Army Reserve linguists are wisely scattered. It is feasible to bring them together for training?

. Could Army Reservists go "in country"?

(3) The 142nd should be studied more in detail to see what answers or elements could be used in bettering MI linguist training. Since the 142nd is so unique it would be questionable whether its conditions or personnel could be matched with reserve personnel.

b. Organize a USA Military Intelligence Group.

(1) Essentially forms a vertical command structure.

(2) Involves 48 men doing jobs that MI units should be doing already. It pre-empts ARCOM and Army Area functions, and does not pin down specific help for linguists.

(3) Is excellent in helping with training: planning, resources, execution, and guidance. How effectively would it be able to supervise? Again, the Group is the usual Army staff organization which does not know about linguistic problems.

(4) By comparison, one language coordinator per language would involve maybe 10-12 people people whose full time job would be assisting linguists.

Memo for Record: Telecon - Rep. US Naval Reserve
251415 July

1. Discussed Naval Reserve program for linguist training. They are in about the same situation as the USAR. They have on computer record those personnel with language ability but there is no program to periodically retest these personnel. Linguist personnel are supposed to notify their appropriate headquarters if their language qualification level changes, almost like an honor system.

2. For certain of these linguists they have what is known as a Reserve Translation Program. There are no requirements for linguists as such in their Reserve organizations. Members within this special program may be called upon at any time for interpretation of documents, translation (one example was when the Russian ships were in Boston Harbor). etc., so it behooves the individual to keep HQ advised of his linguist status.

3. The Navy Reserve is, however, planning to develop a system to train attaches which will encompass linguist training. I referred the USN Rep to CPT Jones of RCPAC for information as to how the USAR FAO program is set up.

4. It is concluded from this discussion that nothing can be learned from the USNR language program which would be of benefit to the subject study.

Memo for Record: Telecon - Rep , USAFR 251430 July 75

1. Discussed USAF Reserve program for linguist training with the USAFR Rep who is primarily responsible for the system they are presently using. To date, however, it is somewhat informal and there are no written directives or regulations prescribing the use of the system.

2. Their program is designed to produce a skill level of S3/R3 from individuals already possessing S1/R1 or S2/R2 language skill levels.

3. The USAFR program consists of two separate parts.

a. They have coordinated with DLI at Monterey to provide special 2-week instructional periods of tutoring in a given language for designated individual Reservists. Depending upon the individual, two of these 2-week tours might be made available per year, and they are in addition to AT. Testing of these individuals is conducted at least once every 3 years to insure upkeep of language ability.

b. The correspondence course program is used to maintain language proficiency. The USARF has obtained tapes from the State Department Foreign Language Institute which are used for this purpose. In order to obtain these tapes they had to spend many hours in the FLI taping the tapes since there were no funds available to purchase copies of the tapes. This was set up) at the Institute. The USAFR then forwards the tape cassettes to the individual along with instructions for obtaining the required textbooks. (Books are at individual expense). Also, the cassette players are at the individual's own expense. These personnel are tested annually and this is done by a letter to the testing facility nearest the individual so requesting such testing in whatever language is appropriate. The individual is furnished a letter giving the time, location, etc., of the testing. The testing facility is requested to furnish the appropriate AF HQ with the results.

4. To assist the AF Reservist in continuing to maintain his proficiency, arrangements have also been made through DIA to provide packets of foreign documents for translation. This assists their linguist training during unit training assemblies.

5. The USAFR Rep also assured me that incentive is no problem. People in language training realize the benefits of such training so for the most part don't require any additional incentive.

6. It is concluded that the USAFR has a viable and practical, if not fully established and documented, system for training linguists in the Reserve. There are approximately 190 individuals in this program. If the USAR had funds available, State Dept tapes could be obtained through GSA. The annual trip to Monterey, the cassette tapes, etc., provide sufficient incentive.

TAB 8 E

Chapter	Conclusions	Chapter	Recommendations	
1.GENERAL	1. Current assets cannot be determined because of non-compliance with regulations and directives. Failure to implement a retention program is in much the same category of failing to implement uniform regulations in the wearing of the glider patch on the garrison cap when not assigned to airborne units. If regulations are not able to be implemented then do not promulgate. 2. Non-compliance is found at every turn and have been so noted each time in the recommendations even at the expense of pointing out the obvious. 3. Current requirements are not able to be identified accurately and exact terminal objectives cannot be given to DLI for training. 4. Using units and agencies must clearly define linguist requirements and positions and establish a clear definition of linguistic skills required. 5. A greater command emphasis must be placed upon the acquisition of and retention of language proficiency skills. 6. There is a problem with non-English speakers in the US Army. 7. Some time should be allowed for developing and current management programs and systems to react to the recommended actions proposed by this study before implementation of an Army Language Review Committee.	1. GENERAL	1a. Publish and implement a broad Army Language Policy statement. Provide extensive publicity for the program, e.g. service publications, Army Times, etc. b. Reemphasize and publicize requirements for compliance with regulations and directives as they apply to the Army Linguist Program. c. That the proposal for establishment of an Army Language Review Committee (ALRC) to review and monitor the recommendations of this study be reviewed on or about 1 July 1976. If the DA review indicates the necessity for an ALRC, DCSPER shall initiate action to convene the ALRC as provided for in the ALPS. d. Provide sufficient support to DLI to: accomplish initial training, develop reevaluation tests, give assistance for proficiency maintenance programs, and obtain military staff and faculty. e. Seek solutions for non-English Speakers in the US Army.	

Chapter	Conclusions	Chapter	Recommendations	
2. ROLE OF LANGUAGES	2a. Linguists are essential to the projection of US military strength abroad and require command support for continued readiness b Quality linguists are important intelligence resources and can have a significant favorable effect on the application of combat power They require consideration in all contingency planning. c. DA linguist managers require a methodology for integrating conflict probabilities and associated risks into a language priority list for linguist acquisition d. Army force structure guidance, Army strategic capabilities plans, the Joint Strategic Objectives Plan and all onified command OPLAN'S require planning for linguist mix to facilitate force sizing	2. ROLF OF LANGUAGFS	2a. Command information media provide increased publicity and explicit command support for strengthening Army linguist capabilities. b. An intelligence paragraph, which includes linguist capabilities be added to Command Semi-Annual Situation Report to focus evaluation of linguist readiness. c. All Joint and Army programming and budgeting documents include a section dealing with linguist requirements. d. A dynamic methodology for determining Army Linguist Priorities be developed and verified using variable conflict and risk data. e. Force development guidance be provided MACOMS to insure an appropriate number of linguist billets are documented in the Army Authorization Documents System (TAADS) to meet day-to-day and contingency requirements	
3. INDIGENOUS LINGUISTS	3a. Indigenous linguists cannot be used in positions requiring security clearances unless they can be given limited access authorization. b. Based on requirements for linguists, the use of indigenous linguists may be compulsory in the event of certain contingencies. c. Concentrations of ethnic groups in the CONUS should be able to produce linguists for contingency or mobilization needs.	3. INDIGENOUS LINGUISTS	3. a USARFUR and 8th Army be tasked to provide information/recommendations for use of Indigenous Linguists for OPLANS 4102 and 5027 pending expansion of *VTAADS implementation of Language Identifier Codes.* b. A study be made to determine feasibility of including Foreign US residents as contingency linguistic assets based on statutory limitations. c. The feasibility of organizing reserve linguist units near major areas of linguistic resources be studied.	
4. MANAGEMENT (REQUIREMENTS) (SECTION I)	4a. There is no functioning current system or methodology for determining linguist requirements that gives an accurate picture of Army-wide linguists. b. Those users who have a good control and know their requirements do not report linguist problems. c. Precise and consistent identification of linguist requirements have not been accomplished and exact terminal objectives (or entry-level performance) for training have not been established Managers must be prepared for longer training periods for special, difficult positions such as attaches. d. Even with inaccurate data available it is possible to conclude that requirements can be met through FY 1981 with the training capacity now available. e. A controlled system for linguists should be established to include identification and verification of exact skills needed f. Even though most problems are more closely associated with the intelligence sector most points are still valid for all other linguist users. g. AR 611-101, Personnel Selection and Classification-Commissioned Officer Specialty Classification System, dated 15 Nov 75 (effective 1 Mar 76) provides means of indentification of positions requiring languages for officers. This uses Language Identifier Codes (LIC) in conjunction with TOE/MTOE positions to identify requirements and should be addressed as it is in development. Input is presently being implemented for officers and the LIC's can also be used for enlisted and warrant officer requirements.	4. MANAGEMENT (REQUIREMENTS (SECTION I)	4.a. Add language skill levels and specific linguistic prerequisites to the Language Identifier Code (LIC) in VTAADS. b. DCSPER in conjunction with DA Staff agencies and proponents for linguists continue established review and approval procedures. c. Use a combination of fixed and variable linguist requirements based on the current strategy for training of an optimized mix. d. Develop a Linguist Staffing Guide with a standardized description of skill requirements as well as a detailed, specific behavioral statement of special skill requirements that can function as an entry-level performance criteria for training. This will be provided for utilization in the development of VTAADS documents which support OPLAN requirements. e. At DA level establish a committee for Army linguist matters, subject to par 1.a. above. f. Explore the feasibility of identifying enlisted linguists in the same manner as officers under the provisions of AR 611-101, Personnel Selection and Classification-Commissioned Officer Speciality Classification.	
(ALRC) (SECTION II)	h. There is a requirement for establishing a procedure to review and monitor implementation of this study's recommendations.	(ALRC) (SECTION II)	g. An Army Language Review Committee (ALRC) be established after review and verification of need on or about 1 July 1976 (subject to par 1.c. above).	

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QUALIFICATIONS AND RECORDS) (SECTION III)	i. The greatest problem with qualifications and records is continued non-compliance with published DA regulations and directives. In regards to identifying current linguist assets we are still in year 1969 when revaluation was directed but not implemented. j. Many users do not know what data is available for retrieval. k. Strong command emphasis must be placed upon retesting and maintenance of proficiency. l. Minimum changes are necessary in order to achieve an accurate current status of linguists. A current survey of all identified linguists should be made using DA form 330 if appropriate. m. In order to obtain language proficiency or aptitude information all personnel entering the Army should be administered the DLAT at the Armed Forces Examining and Entrants Station (AFEES)	QUALIFICATIONS AND RECORDS) (SECTION III)	i. Require compliance with regulations j. Insure command emphasis (e.g. IG inspections) on retesting and maintenance of proficiency (See Secs III and IV of Chapter 5). k. Survey all identified linguists to ascertain current status while reevaluation is being started (DA Form 330 if appropriate). l. Prepare a LOI for retrieval of linguist data for all interested units or agencies.
(CAREER DEVELOPMENT) (SECTION IV)	n. Officers will have to be managed by OPMS and assigned as needed for language utilization. o. Warrant Officers should not attend FAC courses such as those conducted at Garmisch since these courses are not appropriate to the current Career Fields and there are no FAO requirements for WOs. Development of a specific program to include civil schooling would be appropriate if fully justified and so identified in appropriate manning documents. p. Enlisted personnel can be effectively managed by the EPMS providing the user units or agencies keep tight control on the use of linguist personnel. Strong policies such as that of ASA can provide needed guidance for command action. q. Command emphasis and support is needed for a linguist career program through E9 to include establishing skill-level steps as a part of the system.	(CAREER DEVELOPMENT) (SECTION IV)	n. Insure that command emphasis be placed upon proper use of linguists with appropriate verification at all levels to ensure compliance with established DA regulations. o. DCSPER and MILPERCEN, in conjunction with users, develop a career program, based upon overall Army-wide requirements, which would provide positive management of linguists and allow individual progression to the grade of E9. o Provide sufficient user inputs to OPMS and EPMS to insure full linguist utilization and development. p. Provide ratioools and system for skill-level steps in language proficiency. q. Explore the desirability of a WO career program that would include advanced training in intelligence related fields.
(ENL CAREER MANAGEMENT) (SECTION V)	r. Management as linguists has many advantages but the disadvantage of loss of specific functional job proficiency based on limited CONUS linguist requirements and different skill levels required are the major factors in retaining management by functional area. s. An improved method of keeping closer control of career linguists is clearly required at DA level. Improved management must evolve within the EPMS framework and be responsive to ALRB validated requirements and the qualitative needs of the Army.	(ENL CAREER MANAGEMENT) (SECTION V)	r. Continue to manage linguists be functional career management fields (CMF). s. Insure progression to E-9 level. t. Officers linguists continue to be managed under OPMS.
5. TRAINING (DLI) (SECTION I)	5a. DLI and FSI are currently able to satisfy all stated Army training needs for linguists. b. Languages currently not being taught could require up to a year or more to prepare programs of instruction. c. English Language training for non-English speaking Americans is a critical problem that should be addressed immediately at DA level. (See VOL IV) This problem is beyond the scope of this study. d. Current procedures for obtaining language training outside DLI are adequate. e. Use of commercial contractors has proved to be of marginal value. f. Use of universities to provide training is feasible under certain circumstances and could be used if required. g. DLI has the capability to adequately and effectively fulfill user terminal skill level objectives once they are established provided they are	5. TRAINING (DLI) (SECTION I)	5a. No additional courses be prepared at DLI unless required. b. Using agencies request and justify preparation of initial research for languages that might be required for contingency missio c. A study at DA be conducted to provide solutions for English language training to abs non-English speakers in the US Army. d. Commercial contractors normally not be used for language training. e. Universities be used for training when practical. Lists of courses and universities be maintained for contingency use. f. Primary reliance continue to be placed upon military in-house language training. g. DLI accelerate course development following performance based criteria and establish program guidance for those requirements beyond the capability of the school, e.g. instructor, attache, Level 4.

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	based on valid job performance requirements resulting from job task analysis. For jobs requiring Level 4 or better, a combination of advanced training and basic DLI must be devised. h. There is no problem in developing courses to meet specific needs to include Level 4 if required and properly funded. i. Dependents are allowed in less classes on a space available basis in the CONUS and on a space required basis for DIA personnel overseas. The ability of dependents to use a language is a great asset in total mission performance of the sponsor.		h. Continue or fund current space available dependent training at DLI or FSI. Budget for dependent training of military attache (DIA) students attending FSI to ensure class space. i. Adequately fund DLI R&D requirements based upon demonstrated needs. j. User agencies/units provide DLI with behaviorally stated terminal skill objectives based on valid job performance requirements.
(MILITARY INSTRUCTORS) (SECTION II)	j. There is a requirement for military instructors (staff and faculty) at DLI to provide current military terminology and jargon in various languages to the students as well as to provide managerial expertise. k. The use of Technical Language Assistants (TLAs) has proven to be practical and beneficial. l. What may have been assessed as a faculty resistance to the use of TLAs in the past has more than been overcome by the success of the TLA program. Senior faculty members at DLI now clamor for more TLAs as the single best authority on military terminology relation to operational use of language skills, etc m. If non-English speakers can teach English so can non-native speakers teach selected portions of specific language courses in which they possess competence. A trained teacher with a near-native language capability can fully meet most requirements of the courses taught. n. Military instructors should not be considered for FSI or other agencies.	(MILITARY INSTRUCTORS) (SECTION II)	k. Language qualified military personnel, officers and enlisted men be assigned to the DLI TTO as staff and faculty members. l. Non-native speaking instructors be assigned as necessary. m. DLI develop: (1) Military or civilian (non-native) staff and faculty augmentation or substitution with special emphasis on high density languages. (2) Job descriptions for military staff and faculty. (3) Prerequisites to include languages. (4) Additional military enrichment programs such as field trips to Fort Ord to expand understanding of military operations and terminology.
(MAINTENANCE OF PROFICIENCY) (SECTION III)	n. Language proficiency is a perishable skill that requires continual maintenance for retention. p. There is a shortage of materials available for use in proficiency maintenance programs and it is difficult to obtain practice in oral expression. q. A variety of programs can be used to support maintenance training, CLP, CED Center, DLI refresher and self-study. r. In order to provide suitable emphasis to such programs command emphasis and support is required. s. The Opposing Force (OPFOR) Program will provide a realistic training environment for linguist utilization and capability maintenance. t. DLI has the capability to develop self-study materials and is limited only by funding. u. There are currently no incentives for military personnel to maintain an acquired language proficiency. v. The Army Service Program Manager (SPM) could actively assist in coordinating all proficiency maintenance programs.	(MAINTENANCE OF PROFICIENCY) (SECTION III)	n. Strong command emphasis be placed on maintenance of language proficiencies and implementation of AR 611-6. o. Command Language Programs (CLP) be made mandatory and utilized in conjunction with CED centers, DLI Refresher training and self-study p. Provide sufficient funding for DLI to provide CLP assistance in course materials, course development and technical assistance. q. Implement incentives for linguists as described in Chapter 7. r. Provide on duty time for proficiency maintenance programs. s. Increase the scope of the Army Service Program Manager (SPM) duties in developing, coordinating and conduct of proficiency maintenance programs. t. The ACSI LINCOM investigate the feasibility of extending the conceptual approach of the DA/USASA/NSA Productive Utilization Program to all units possessing intelligence linguists. u. OPFOR implementation insure linguist capabilities are integrated into unit training and exercises employing realistic opposing forces.
(RETESTING) (SECTION IV)	w. Contrary to current regulations reevaluation of linguists has not been accomplished as required. Thus it is impossible to identify current assets by quality or quantity based on recent verification. x. To be able to accurately identify current linguist assets some method of verification in the form of retesting is necessary. y. Exclusion of critical assets, especially General Officers, from retesting precludes identification of a part of the Army's current linguist assets.	(RETESTING) (SECTION IV)	v. Retest each individual who has a language proficiency of level 2 or higher at least every two years. w. Provide sufficient funding for DLI to develop oral and written tests for use in the testing program. x. Implement the provisions of AR 611-6 that require reevaluation using current tests available pending development of new tests.

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	a. Retesting should be accomplished at least every two years. Oral retesting to be accomplished on a special need basis. ee. A language proficiency evaluation would be a logical part of any Skill Qualification Test and could be administered at the same time and reported to MILPERCEN through SQT routings. hh. DLI has the capability, within 2-5 years, to provide sufficient valid tests, both written and oral, that are not easily compromised.		r. Provide sufficient constraints regarding oral retesting so that the capacity of DLI to evaluate these tests is not exceeded. r. Require each individual with a linguist MOS to take his language proficiency test as a part of the Skill Qualification Test (SQT).	
(TRAINING EXCESS) (SECTION V)	ee. The current policy of not formally training excess linguists is valid except that training to a factor of 2.4 position is reality does produce some excess linguists at any point in time. dd. A large formally trained pool of excess linguists would not be feasible. ee. Officers and enlisted men having elementary proficiencies in language would provide a ready, proven source for training to meet either normal or contingency requirments.	(TRAINING EXCESS) 9(SECTION V)	ee. No attempt be made to train excess linguists by formal training except to fill normal or contingency requirements based on a factor of 2.4/position. hh. Officers be encouraged to attain at least an elementary proficiency in a language. This requirement be published as Army Language Policy, AR 611-6, (See TAB 5-D).	
6. RECRUITING (INCENTIVES (SECTION I)	a. Enlistments for Linguist MOSs in FY 74 and 75 have not been sufficient to meet stated acquisition objectives. b. No recruitment emphasis had been placed on linguist enlistments in the past but the situation was rectified in early October 1975. c. There is no incentive for a recruiter to enlist a linguist. d. Current regulations are sufficient to delineate the linguist enlisted option, and they do provide valid enlistment prerequisites. e. There are no monetary enlistment bonus for linguist enlistments. i. Statutory constraints apply to all MOS and are not solely restrictive to linguists. g. Limitations on enlistment bonus are primarily budgetary. Requests for such bonuses can be made to DOD and should be made for MOS's where there is a serious shortfall. h. Other services (excluding USAF) have the same problem in recruiting linguists and have no unique solutions to offer. i. The Army needs to provide a wider acquisition base for personnel possessing Linguist capabilities, i.e., stripes for skills. j. The proposed ALEB will provide an essential policy and management mechanism for insuring adequate personnel acquisition.	6. RECRUITING (INCENTIVES) (SECTION I)	a Insure that users accurately report linguist MOS shortages based on requirements to MILPERCEN. b. DCSPER insure recruiting emphasis is placed on linguist MOSs until the current imbalance is corrected. c Users fully document and request enlistment bonuses for critical linguist MOSs where there is a recruiting shortfall. d. Users submit justification for linguist MOSs to be added to the Stripes for Skills Program. DCSPER insure that identified MOS's are added to the Program.	
(DLAT & ATTRITION) (SECTION II)	h. The current DLAT and future DLAB will have to be one of the main methods for initial screening for linguists. i. The use of an auditory acuity test, when validated, should produce another refinement in the screening process. e. Even though not able to predict exactly the academic attrition based on test scores this indicator is still valuable tool for linguist selection. n. Attrition of linguists due to admin reasons can be specifically addressed by the users during the entire selection and screening processes. o. Radical changes upwards in DLAT or DLAB resets scores for entry into language training can reduce attrition but also drastically reduce overall output.	(DLAT & ATTRITION) (SECTION II)	e. Continue development of the DLAB as the standard screening device for linguist recruiting and entry for language training. f. Continue development of an auditory acuity test for further linguist screening. g. Accept higher attrition rates for lower test scores to meet the output required. h. User units or agencies screen carefully all personnel for administration shortcomings prior to entry into language training. i. Give all recruits the DLAT or DLAB.	

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	f. One of the most important factors in production a linguist is that of motivation and continued interest during the course of study, yet this is one area that cannot be measured to produce meaningful results. g. All recruits should be given the DLAT or DLAB so that a larger population is available for linguist training.			
7. RETENTION (CURRENT) (SECTION I)	a. The overall retention rates for linguist MOSs is below the Army's retention rate. b. The First Term retention rate for the largest single linguist MOS (98G) has improved each year c. MOS 98G is the only linguist MOS with a reenlistment bonus. d. The 98J and 98B MOSs which comprise about 75% of Army linguists are consistently the two MOSs with the lowest retention rate for careerists.	7. RETENTION (CURRENT) (SECTION I)	a. Using units and commands identify and emphasize linguist retention in their reenlistment programs. b. Explore added incentive for linguists (See Section II).	
(REENLISTMENT) (SECTION II)	a. The majority of linguist problems in reenlistment to meet requirements are within intelligence CMFs 96 and 98 f. Reenlistment incentives are currently almost non-existent for linguists. g. Any monetary incentives will have to be approved at DA, DOD or Congressional levels. h. It is practical to provide a career progression in the linguist field under EPMS and would provide an incentive for a linguist career. i. Due to grade structure limitations it is not possible to expand the Warrent Officer Program for linguists.	(REENLISTMENT) (SECTION II)	c. Linguist users prepare strong justification for Superior Proficiency Pay and/or Selective Reenlistment Bonus so that DA can go forward to DOD for authorization. d. Users provide DCSPER and HILPPAGW strong justifications for linguists career progression as a part of EPMS. e. Organizational changes based upon career progression be carefully prepared to meet DA constraints.	
8. RESERVE COMPONENTS (USAR) (SECTION I)	a. The same general problems concerning linguist apply to the USAR as to the Active Army. b. Specific and unique problems are highlighted in detail in the discussions of the preceding paragraphs c. There is no current inventory of linguists (by proficiency levels) in the USAR. d. There is no formal maintenance program for language proficiencies. e. There is little publicity, promotion or incentive for linguists. f. In order to insure command emphasis additional regulatory guidance is needed. g. There is no overall management system for linguists for administration, utilization or training of USAR linguists. h. Even though there is a possibility of using USAR linguists to augment active duty requirements the inability to identify USAR assets negates such an advantage. i. Establishment of Linguist Companies in the various ethnic centers similar to the ARNG 142d MI Co (See SEC II and TAB B-B) would solve many of the management and utilization problems. j. A comprehensive USAR Linguist Program should be incorporated in a Reserve Component Regulation and follow as closely as possible the revised AR 611-6, "Army Linguist Program." k. Just as in the active Army, a detailed review of requirements, to include job descriptions and levels of proficiency, is required of all the USAR. l. Language training requires a closer control of the program.	8. RESERVE COMPONENTS (USAR) (SECTION I)	a. Establish organizational structures for USAR linguists in the same manner as currently in ARNG Linguist Units. (See Section II) to support active mobilization requirements or other requirements for low density languages. b. Insure progression of a career linguist through grade E9. c. Emphasis command interest and publicise the linguist program. d. Determine, validate, and document current linguist requirements. e. At the same time of the linguist review, request with full justification, monetary incentives for selected linguist positions. f. Provide additional guidance for command emphasis of current regulations.	
(ARNGUS) (SECTION II)	m. [illegible] current known linguist requirements are being met by a single cellular MI Linguist Company n. Except for additional assistance in university training and training aids the ARNG Linguist need no other assistance. o. Some cross-training or contact with Active Army units in linguist fields could be productive.	(ARNGUS) (SECTION II)	g. Continue the present type organization of ARNG linguists based on DA validation. h. Provide more civil institution training for ARNG linguists i. DLI continue present assistance for training and expand assistance where practical based on expressed needs. j. Establish more productive mission oriented training with Active Army units in order to fully utilize available ARNG linguistic skills.	

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