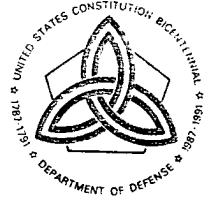




DEFENSE INTELLIGENCE AGENCY

WASHINGTON, D.C. 20340-3041

20 JUN 1988



U-324/RHR-1

MEMORANDUM FOR THE CHAIRMAN, DCI FOREIGN LANGUAGE COMMITTEE

SUBJECT: Assessment of Foreign Language Resources in the Intelligence Community

Reference: DCI FLC Memorandum FLC-015-88, 23 May 1988, subject as above

In response to the reference, the information requested on the status of foreign language resources in DIA is enclosed. If you have any questions or comments on the information provided, please contact [redacted] RHR-1, at 373-2652.

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FOR THE DIRECTOR:



Assistant Deputy Director
for Human Resources

1 Enclosure a/s

DCI LANGUAGE SURVEY

I. List all languages for which your organization has authorized billets. Give the number of authorized billets for FY-88 and the current assigned strength. Indicate the existence of skill imbalances. Then, list all languages for which you have no authorized billets but for which you have or anticipate a requirement in the future.

<u>LANGUAGE</u>	<u>AUTHORIZED</u>	<u>PERSONNEL ASSIGNED</u>	<u># ASSIGNED WITH LANGUAGE PROFICIENCY</u>
SPANISH (AMERICAN)	151	148	89
FRENCH	83	81	61
RUSSIAN	67	59	30
CHINESE (MANDARIN)	26	25	15
GERMAN	23	23	16
ARABIC (STD)	15	10	7
PORTUGESE (BRAZILIAN)	15	15	7
GREEK	13	13	6
ITALIAN	12	12	8
SPANISH (CASTILIAN)	10	10	8
INDONESIAN	9	9	2
PORTUGESE (EUROPEAN)	9	9	6
HEBREW	8	8	5
KOREAN	8	7	4
THAI	8	7	5
DUTCH	7	7	6
JAPANESE	7	7	6
SYRIAN	6	6	2
SERBO-CROATION	6	6	2
TAGALOG	6	6	0
TURKISH	6	6	2
HUNGARIAN	5	5	2
NORWEGIAN	5	5	3
SWEDISH	5	5	4
DANISH	4	4	4
AFRIKAANS	4	3	3
BULGARIAN	4	4	0
POLISH	4	4	0
ROMANIAN	4	4	2
EGYPTIAN	3	3	2
BURMESE	3	3	2
SOMALI	3	3	0
MALAY	3	3	1
CZECH	3	2	2
BENGALI	2	2	2
FINNISH	2	2	2
IRAQI	1	1	0
SUDANESE	1	1	1
HINDI	1	1	1
URDU	1	1	1
VIETNAMESE (NO)	1	1	1
VIETNAMESE (SO)	1	1	1
TOTAL	555	532	321

**ANTICIPATED FUTURE LANGUAGE REQUIREMENTS FOR THE DAS
(DEFENSE ATTACHE SYSTEM)**

<u>LANGUAGE</u>	<u>BILLET REQUIREMENT</u>	<u>COMMENTS</u>
Urdu	4	USDAO, Pakistan
Dari	4	Reopen USDAO in Afghanistan
Hindi	3	USDAO, India
Amharic	3	Reopen USDAO in Ethiopia
Portuguese	3	Open USDAO in Angola
Nepali	2	USDAO, Nepal
Shona	1	USDAO, Zimbabwe
Swahili	1	USDAO, Malawi

II. Please provide the following additional information using a separate sheet for each subject area (A thru I). All categories of language activities should be considered (e.g., teaching, transcription, translation, interpreting, interrogating, research, analysis, and collection or interception of foreign language materials).

A. Assess the reasons for major shortfalls in assigned strength.

DIA's Washington based staff, as well as the Defense Attache System (DAS), enjoys a high percentage in overall personnel manning against authorized strength. With respect to the DAS, where the majority of the Agency's language requirements are centered, this manning level is sometimes achieved at the expense of curtailing completion of the desired foreign language training in order to get people on station (i.e., some incumbents lack the required foreign language proficiency level to satisfactorily fulfill all on station mission requirements). Supplemental foreign language programs on station are available to improve or maintain foreign language proficiencies.

B. Discuss your efforts to recruit people with existing language skills. How successful is the effort? What are your major recruitment sources? Describe difficulties encountered.

DIA obtains Defense Attache System personnel from the Services (Army, Navy, Marine Corps, Air Force, and Coast Guard) for positions as military attaches and support staff. Defense Attache System duty is voluntary and volunteers are difficult to obtain for the less desirable posts.

Many attache and support staff positions require personnel with foreign language skills. DIA requests that the Services provide personnel who either have proven foreign language skills, or who have taken the Defense Language Aptitude Battery test and scored 100 or better.

The Services, in some cases, are able to provide a number of personnel who are being, or have been, trained as Foreign Area Officers and who have some proficiency in a foreign language. Staff support personnel have sometimes been trained in a foreign language due to their military occupations. A small number of military personnel have native fluency in a foreign language.

Most personnel nominated for a Defense Attache System billet by the Services require some foreign language training. Personnel who have had prior foreign language training typically are given 16 to 20 weeks of refresher training; individuals with no prior foreign language training are given 24 to 44 weeks depending upon the position and language skills required. Occasionally there are billets that remain vacant because replacement personnel cannot be obtained; the incumbent has departed early and his/her relief has not been fully trained; or the attache in training has been dropped from training because of illness or security problems.

Major problems encountered with attache system billets are a lack of sufficient training funds, Service nominations, and unprogrammed early departures from station. In a constrained resource environment, funding for training is often a major issue. Fiscal Year (FY) 1989 training funds have been reduced to FY 1987 levels plus ten percent. This means that DIA will be short \$321,600, or 804 student weeks. Attache language training is a must if the HUMINT mission is to be met. Late nominations do not allow time for adequate training in foreign language skills. An unprogrammed early departure from station necessitates, in some cases, that the replacement's training program be accelerated and language training reduced to get the individual on station to reduce the existing gap in coverage.

The majority of civilian billets in DIA which require foreign language proficiency are located in the Defense Attache System. Most of these requirements consist of the Romance languages for which DIA has no problem in attracting qualified candidates; almost all these candidates are college graduates who have majored in the desired specific foreign language. There are only two civilian positions -- one bilingual research technician position which requires Portuguese and one translator position which requires the Kanji dialect of Japanese -- for which candidates are scarce; however, to date, DIA has been able to successfully staff these billets through external advertising.

With respect to the three positions in the Prisoner of War/Missing in Action Office (VO-PW), which require proficiency in the Vietnamese language, DIA has had no problem recruiting candidates. Most selectees have served or lived in Vietnam as members of the U.S. Armed Forces and are familiar with the language and culture of the area. Other DIA headquarters positions cited as requiring foreign language proficiency are not difficult to fill, particularly those involving Russian. The majority of individuals possessing Russian Area Studies degrees have a Russian language proficiency.

C. In general terms, describe your language training effort (i.e., sources of training available, levels of training required, time needed to train to the required level of operational effectiveness, problems in meeting training requirements and how you are attempting to overcome them).

DIA's Defense Attache System foreign language proficiency requirements vary among the 94 Defense Attache Offices (DAOs) worldwide. The majority of these requirements are S2+/R2+ or S3/R3 based on Interagency Language Roundtable Language Skill Level Descriptions. Historical data indicates that approximately 90 percent of the attache personnel who completed the basic foreign language course met or surpassed established proficiency requirements. The primary cause for failure of trainees to meet minimum proficiency requirements is a result of directed early withdrawal from language training in order to fill vacancies in attache offices overseas caused by unforeseen reasons (e.g., PNG or medical emergencies of on-station incumbent personnel).

Within CONUS, DIA personnel who will be assigned to the Defense Attache System receive foreign language training at the Foreign Service Institute (FSI), Department of State; the Defense Language Institute (DLI); and through commercial contract training by the Washington office of the Defense Language Institute. Approximately 125 personnel receive language training annually.

The duration of required training varies, depending on the proficiency level required, the relative difficulty of the language, and the language aptitude of the trainee. As a rule, an S2+/R2+ level can be achieved in 24 to 32 weeks for Romance and Germanic languages; 44 weeks or more are required for the most difficult languages (Arabic, Chinese, Japanese, Korean, and Russian).

One of the problems in meeting DAS language training requirements is that sufficient funds are not available to support all language training needs. DoD pays approximately \$400 per student week. Funding cuts (Gramm-Rudman et al.) have reduced language training quotas to a level below minimum requirements. Some of the actions being taken to correct this are: appeal for restoration of funding cuts; review established language proficiency requirements to concentrate on mission essential needs to make more training man-weeks available for the most critical training requirements at the expense of less critical needs; and an increased emphasis on the selection of attache system personnel who already possess foreign language proficiencies.

Another problem often encountered is that attache language student training is sometimes hampered by directed early withdrawal from language classes. This is the result of a requirement for a military member to report on station earlier than originally projected due to the recall of his/her predecessor. For these and other reasons some withdrawals do occur and management actions being taken to address this problem include: ensure that the Services nominate DAS candidates early enough to permit assignment to DIA in time to attend all required training, including language training; sensitize DAS managers to the criticality of language proficiency levels; and take advantage of language training opportunities on station to fulfill language proficiency shortfalls.

In the absence of specifically stated language training requirements to those organizations providing such training, especially those teaching attache students, instruction is largely geared to what the language school staff perceive to be needed by the students. Such military-specific areas as military vocabulary are relegated to a minor emphasis. Action is being taken to correct this situation relative to attache students. DIA is developing a Statement of Needs with emphasis on language skill requirements unique to the Defense Attache System. From this language course curriculum, the instructional staffs will be assisted in the development/modification of the curriculum to fit DIA's requirements.

With regard to foreign language training overseas, the Foreign Service Institute operates schools in Japan (Japanese), Korea (Korean), Taiwan (Chinese Mandarin and Cantonese), and Tunisia (Arabic) for basic and intermediate training in the languages indicated. The U.S. Army Russian Institute's Foreign Language Training Center in Germany offers basic, intermediate, and advanced Russian language training. Feedback from DAS personnel who have attended these schools indicate that the quality of training is excellent. The major problems encountered by DAS personnel remain a lack of funding and a shortage of available time for the training. It is hoped that the corrective actions mentioned above will alleviate these problems.

For those DIA employees permanently assigned to the Washington, D.C. area, who, as part of their job, require foreign language capability are supported through training obtained from the following sources:

- Defense Language Institute Foreign Language Center (DLIFLC) Headstart, Gateway, and Refresher language materials maintained in the DIA library for loan to DIA employees.
- Local university level evening language courses.
- Foreign Service Institute early morning, familiarization, short-term, and full-length courses offered in Rosslyn, Virginia.
- DLIFLC full length language courses at Monterey, California.
- Summer immersion language programs (e.g., Middlebury College and Norwich University, Vermont).

Most DIA analysts in Washington who require a language proficiency skill primarily need a reading capability. Reviewing all source documents in the target language allows the analyst to fully comprehend the content as well as the cultural meaning of the material being reviewed.

Over the past two years, with the assistance of DLIFLC funding, DIA has been able to offer small group language training courses at DIA. Courses have been offered in Arabic, Chinese, Japanese, Russian, Spanish, French, Korean, and German. Current constraints on DLIFLC funding may preclude offering these courses in the future.

D. Describe your career development programs for language personnel. What is their average pay grade at entry, journeyman, and professional levels? Discuss your language incentive programs. Assess their impact on skill enhancement and retention.

DIA employs both military and civilian intelligence analysts, some of whom must possess a foreign language proficiency as part of the overall requirements of their positions. Entry level professional analysts begin at the GG-07 level with the journeyman level considered GG-13. The full grade range for the civilian intelligence professional is GG-07 through GG-15. In the military sector, the grades of intelligence personnel range from Sergeant through Colonel. DIA employs the use of formal career ladders in the civilian employee career development program; however, the career ladders, per se, do not indicate language training as "minimum essential". There are, however, at least three intelligence career ladders (Scientific and Technical, Military Geography, and Resources-Economic) that cite language training as "Skill/Position Enhancing". These are at the Mid-Level (GG-11/12) and the Expert Level (GG-13).

A language incentive program does not presently exist for civilian personnel to maintain their foreign language capability. DIA submitted a request to OSD in March 1988 for a civilian foreign language proficiency pay program. If approved, civilians in DIA and the military services who possess a critical foreign language skill would be eligible for proficiency pay along the same lines that currently exist at NSA, CIA, and State. Military personnel who possess a critical foreign language skill fall under their respective Service foreign language proficiency pay (FLPP) programs. With the military FLPP still in its infancy, it is too early to assess the impact on skill enhancement or retention. In time, however, DIA feels that the FLPP program for military and civilian personnel will make a significant difference in retaining personnel with critical foreign language skills. This retention is a critical factor if the DIA and the Services are to be ready to meet future peacetime and contingency requirements.

E. Describe the process(es) by which your organization produces a product from foreign language material. Are sufficient library and reference resources available? What role does automation play?

Within DIA, foreign language translation services are provided by the Agency's Reference Library, Translations Unit, using contractors in the Washington metropolitan area. The unit provides English translations of foreign language documents, as well as translation from English into a foreign language of such materials as briefing slides, itineraries, etc. The DIA library has no in-house translation capability. Most foreign materials translated into English are disseminated to the DoD Intelligence Community as Intelligence Information Reports (IIRs). The Translations Unit uses automation only as a record keeping device for tracking expenditures and the status of work at each contractor.

F. Identify key problem areas in meeting unanticipated and future foreign language requirements. Describe current and planned initiatives to enhance your ability to respond to these difficulties. Exclude the use of indigenous foreign nationals.

It is difficult to determine which of the world's many languages or dialects will be needed by DIA personnel in the future. The Defense intelligence community can, in theory, look at potential trouble spots throughout the world and train analysts in languages that could meet future peacetime or contingency operations. However, with limited manpower growth anticipated in the future, Agency managers will be less than amenable to sending employees to full time language training, especially in languages that require 47 weeks of instruction. Part-time instruction, although more agreeable to management, takes a significant amount of time to produce anyone with a level 2 proficiency. Hiring employees who already possess the target language would be one solution. Through part-time instruction or self-paced learning, the employee would be able to maintain his/her proficiency level.

DIA has submitted General Defense Intelligence Program (GDIP) budget initiatives to provide personnel and fiscal resources required to man new Defense Attache Offices (DAOs) planned during the next five years. None of these initiatives have been ranked within the level of probable funding. Should the opportunity arise to open a new DAO, resources must be redirected from within the DIA base budget. DIA continues contingency planning for opening DAOs in Afghanistan (Dari), Ethiopia (Amharic), Angola (Portuguese), and Cuba (Spanish) which would require training in the languages indicated.

Funding support is a major concern in all areas of foreign language training for DIA and DoD. Under the current constrained resource environment, the requirement to open a new DAO is impacted by the availability of resources. Both manpower and money will have to be found to support the post.

G. Estimate the status of the foreign language effort of your organization in five years, i.e., mid-1993.

DIA will continue using resident training at DLIFLC, FSI, and civilian contractors to meet the needs of both DIA's Washington staff, as well as for those individuals being assigned to the Defense Attache System overseas. The Washington staff generally requires a Level 2 in reading while Attache personnel require a Level 3 in both speaking and reading.

Over the next five years, DIA will continue to offer part-time language instruction to the CONUS based staff in up to ten languages as determined through an annual needs survey. As new non-resident language materials are developed by DLIFLC, or other sources, DIA will obtain copies to be made available to Agency personnel on a loan basis. This will permit employees desiring to maintain or enhance their language proficiency to do so in a self-paced environment. As language materials are developed using computer based training (CBT) or interactive videodisc instruction (IVI), DIA will obtain copies. The CBT packages will be made available for employees to use in a DIA learning facility. For those with a computer in their office or in their home, the materials will be given out on a loan basis. With the limited availability of IVI equipment, employees would have to use this form of instruction in a DIA learning facility. CBT and IVI are fast becoming a resource for self-paced instruction, as well as a valuable tool for instructors who can use computer assisted instruction (CAI) as a supplement in instructor led classes.

H. Describe the accomplishments of your organization which you feel would be of interest and benefit to the Community.

The Defense Intelligence College (DIC), through the Defense Academic Research Support Program (DARSP), has supported, for the last three years, an effort to develop a personal computer-based system to aid in the problem of foreign language skill maintenance and enhancement. This effort, under contract with the University of Pennsylvania, has produced a prototype system for Russian which emphasizes reading skills as most critical to the average intelligence analyst. This system includes an on-line Russian/English dictionary, an archive of political-military oriented Russian text, and text retrieval. The first release of the system has been installed for testing at DIA, the Defense Language Institute, and the United States Air Force Academy. Further work will emphasize modifications and refinements of the Russian system and transfer to additional languages.

I. List any recommendations you may have for improving the Community's foreign language effort. Are there projects or initiatives which should be funded jointly to support Community needs? Are there resources that could be shared?

The use of technology will be key to learning a foreign language in the future. The use of CBT, IVI, CD ROM will aid individuals in reviewing lessons, language grammar drills, and in reinforcing areas where the individual has demonstrated a weakness. CAI should never totally replace instructor led classes, but should be used by instructors and students as a tool in learning a foreign language. Individuals who have completed formal resident language training will need non-resident language materials developed to maintain or enhance those language skills learned. Without these materials, language proficiency will erode rapidly.

The continuance of foreign language proficiency pay will provide individuals with an incentive to maintain their proficiency even when they may not be actively using the foreign language in their current position. Each Service should look at their retention programs. Many first term enlisted military personnel trained in a foreign language are not being retained beyond their first enlistment. A reenlistment bonus, base of choice assignment, or a guaranteed promotion all might be ways to retain individuals who possess critical language skills needed by the Intelligence Community.

DLIFLC and FSI offer language training in their basic courses that will, in most cases, permit the employee to reach a Level 2 in reading, speaking and listening. With many requirements existing in the community at a Level 3, the community needs to look into the establishment of a total immersion language facility that will permit the training of individuals to the 2+3 level. The immersion language programs used by civilian universities (e.g., Middlebury College and Norwich University) are examples of short-term, high payoff training courses. Students in 6- to 8-week programs are normally able to increase their level of proficiency by 1/2 to 1 whole level. Immersion programs work and should be used by the community. The facility should be located in the Washington, D.C. area to permit the resources to DLIFLC, FSI, CIA, NSA, and civilian contractors to be used in providing instruction in multiple languages.

If more individuals received foreign language training at the primary and secondary school level, the job of language training at DLIFLC and FSI would be far easier. Rather than concentrating on basic grammar skills, DLIFLC or FSI could devote time to more complex forms of learning the target language. Many nations include a second language in their basic core program from the first grade. If possible, the community needs to send a message to Congress advocating a change in education policies, to include learning a second language along with the other primary educational skills of reading, writing, and math. This is not only important to the security of the United States, it is also critical if the U.S. is to remain competitive in the world market.

Other recommendations for improving the Intelligence Community's foreign language effort include:

- Obtaining restoration of DoD language training funding reductions.
- Obtaining additional funding for language training enhancement and skills retention programs to include civilian language proficiency pay.
- Obtaining additional funding and personnel for language schools' course curriculum development.
- Obtaining funding to increase pay and allowances for language instructors and managers to attract and retain highly qualified personnel.
- Considering establishment of a consolidated, modern foreign language training facility for federal agencies.
- Establishing a community foreign language "Czar" to articulate and lobby for a strong, well funded, foreign language program.