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THESIS

**OPTIONS FOR MEETING U.S. NAVY FOREIGN
LANGUAGE AND CULTURAL AWARENESS
REQUIREMENTS IN THE POST 9/11 SECURITY
ENVIRONMENT**

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June 2009

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**OPTIONS FOR MEETING U.S. NAVY FOREIGN LANGUAGE AND
CULTURAL EXPERTISE REQUIREMENTS IN THE POST 9/11 SECURITY
ENVIRONMENT**

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Submitted in partial fulfillment of the
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**NAVAL POSTGRADUATE SCHOOL
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ABSTRACT

This thesis examines foreign language and cultural awareness skills vital to the U.S. Navy, analyzes the stock of such skills already resident in the Navy and explores options for meeting current and future requirements for these skills. Information sources include a comprehensive review of literature. This thesis also reviews Defense-and Navy-identified, mission-critical, foreign language proficiency and cultural awareness skills and the Manpower requirements and billets requiring such skills. Navy linguists, concentrated in the Cryptologic Technician Interpretive (CTI) rating, require up to two years of foreign language and technical training, a Top Secret security clearance and eligibility for Sensitive Compartmented Information. CTIs increasingly perform foreign language duties outside of their core intelligence analyst competencies, such as translator or interpreter, which could be filled by Sailors who are native speakers. However, security clearance requirements of the CTI rating typically exclude Sailors who possess the native foreign language skills and cultural background. This thesis investigates how to optimize resident naval foreign language and cultural diversity and proposes alternative recruitment, training, employment, and retention methods. It recommends that the Navy develop a Translator/Interpreter rating for those ineligible for security clearances, reinstitute the Warrant Officer-1 rank, and pay *ad hoc* linguists.

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LIST OF ACRONYMS AND ABBREVIATIONS

AC	Active Component
ACASP	Army Civilian Acquired Skills Program
AFSC	Air Force Specialty Code
AFQT	Armed Forces Qualification Test
AIT	Advanced Individual Training
AIS	Automated Information Systems
APG	Advanced Pay Grade
AQD	Additional Qualification Designation
ASVAB	Armed Services Vocational Aptitude Battery
BA	Billets Authorized
BCT	Basic Combat Training
BMT	Basic Military Training
BEERs	Basic Enlistment Eligibility Requirements
BLS	Bureau of Labor Statistics
BSO	Budget Submitting Office
BUPERS	Bureau of Naval Personnel
CA	Civil Affairs
CI	Counter Intelligence
CLREC	Center for Language, Regional Expertise, and Culture
CNO	Chief of Naval Operations
COIN	Counterinsurgency
CTI	Cryptologic Technician Interpretive
CWO	Chief Warrant Officer
DCNO	Deputy Chief of Naval Operations
DIA	Defense Intelligence Agency
DLAB	Defense Language Aptitude Battery
DLIELC	Defense Language Institute English Language Center
DLIFLC	Defense Language Institute Foreign Language Center
DLPT	Defense Language Proficiency Test
DoD	Department of Defense
DON	Department of the Navy
DPEP	Direct Procurement Enlistment Program
DTRA	Defense Threat reduction Agency
ECLT	English Comprehension Language Test
ECM	Enlisted Community Manager

EOD	Explosive Ordnance Disposal
EMC	Enlisted Management Community
EPA	Enlisted Program Authorizations
ESL	English as a Second Language
FAO	Foreign Area Officer
FLPB	Foreign Language Proficiency Bonus
FLPO	Foreign Language Program Office
FM	Field Manual
GCT	General Classification Test
GWOT	Global War on Terror
HUMINT	Human Intelligence
ILR	Interagency Language Roundtable
INV	Inventory
IRR	Individual Ready Reserve
IW	Information Warfare
LNO	Liaison Officer
LREC	Language, Regional Expertise, and Culture
MAVNI	Military Accessions Vital to National Interest
MEF	Marine Expeditionary Force
MEPS	Military Entrance Processing Station
MI	Military Intelligence
MIIS	Monterey Institute of International Studies
MPTE	Manpower, Personnel, Training, and Education
MILPERSMAN	Military Personnel Manual
MOS	Military Occupational Specialty
NAVMAC	Navy Manpower Analysis Center
NEC	Navy Enlisted Classification
NEOCS	Navy Enlisted Occupation Classification System
NETC	Navy Education and Training Command
NETWARCOM	Naval Networks Warfare Command
NFLO	Navy Foreign Language Office
NOOCS	Navy Officer Occupation Classification System
NSA	National Security Agency
ONC	Office of Naval Communications
ONI	Office of Naval Intelligence
OPI	Oral Proficiency Interview
OSIA	On-Site Inspection Agency

PEP	Personnel Exchange Program
POA&M	Plan of Action and Milestones
QDR	Quadrennial Defense Review
RC	Reserve Component
SCI	Sensitive Compartmented Information
SDI	Special Duty Indicator
SERE	Survival, Evasion, Resistance, and Escape
SIGINT	Signals Intelligence
SOC	Standard Occupational Classification
SPECWAR	Special Warfare
SPG	Strategic Planning Guidance
SSBI	Single Scope Background Investigation
TECHAD	Technical Advisor
TI	Translator / Interpreter
WO	Warrant Officer

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EXECUTIVE SUMMARY

The purpose of this study is to review the foreign language skills and cultural awareness backgrounds that have been identified by the Department of Defense (DoD) and the Department of the Navy (DON) as critical to success in combat and non-combat missions in the GWOT. The thesis also analyzes the billets that have been identified as requiring foreign language skills or cultural awareness.

This study also analyzes the current process of recruiting and assigning Navy personnel with foreign language skills and cultural awareness backgrounds to billets requiring those skills. The thesis offers recommendations that would help to leverage the foreign language and cultural diversity already present in the Navy inventory, and investigates alternative tools to recruit, train, utilize, and retain Sailors to meet U.S. security needs.

This project is organized into five chapters. Chapter I describes the background and purpose of the study. It also includes the research questions, scope, methodology, and organization of the study.

Chapter II provides a history of the use of translators, interpreters, and linguists throughout the history of the United States Navy. It further describes the foreign language and cultural awareness skills that the Department of Defense has identified as critical to success in combat and non-combat missions. Chapter II also explains the evolution of the Cryptologic Technician Interpretive Navy enlisted rating and describes its core competencies and limitations. It looks at the roles of linguists in other U.S. military services and draws conclusions from the literature, guidelines and views of senior Defense Department officials.

Chapter III is a qualitative review of CTI manning data; a review of foreign language and cultural awareness related requirements, a review of officer and enlisted billets calling for those skills, the number of Navy personnel identified as possessing those skills, analysis of CTI recruiting and training.

Chapter IV discusses the issues affecting the Navy meeting its foreign language and cultural awareness needs. The study looks at CTI core competencies and the billets that CTI personnel fill inside and outside of their traditional utilization. Chapter IV also looks at the skills required of a Translator/Interpreter (TI). The chapter also discusses the potential for recruitment of TI personnel from the civilian sector and in-service procurement for the TI rating. Issues related to establishing a new TI enlisted rating or NEC as well as issues around reinitiating the use of the Warrant Officer-1 (WO-1) rank for qualified personnel. Finally, Chapter IV reviews the role of the Navy Foreign Language Office in developing policy and procedures dealing with all Navy linguists, and discusses the issue of whether the TI billets should be located in the Active Component (AC) or Reserve Component (RC).

Chapter V provides a summary of the findings and conclusions. This study concludes that in order to meet the present and future challenges facing the U.S., the Departments of Defense and Navy must look at non-traditional methods to recruit, train, and retain Sailors who possess the foreign language, regional expertise, and cultural awareness skills that will be needed in the Global War on Terror. The study recommends that the Navy should establish a Translator/Interpreter rating, develop Navy Enlisted Classification (NEC) codes to track Sailors who have proven foreign language skills, and reinstitute the Warrant Officer (WO-1) rank to facilitate recruiting and retaining highly qualified linguists. Finally, the Navy must pay the Foreign Language Proficiency Bonus to all Sailors who have qualifying test scores in languages deemed to be vital to meeting the Navy's requirements in the post 9/11 security environment.

The study concludes with the following recommendations of areas of further research:

- An analysis of the utilization, advancement, and retention rates of Sailors enlisted under the Heritage Language Recruiting Program. This program recruits personnel because they have critical foreign language skills, but does not assign all of them to language billets

because of issues such as Armed Services Vocational Aptitude Battery (ASVAB) scores or security clearance eligibility. Does the HLRP properly manage these Sailors? Do *ad hoc* linguist assignments hurt their advancement opportunities? How do the HLRP reenlistment rates compare to other Sailors in the same ratings?

- An analysis of Navy Defense Language Proficiency Test (DLPT) V achievement by CTI and non-CTI personnel. The DLPT V was introduced in 2006 to more accurately measure foreign language proficiency. How well have Navy personnel performed on the new, more difficult test? How do CTI test scores compare to non-CTI personnel, officer and enlisted? How do DLI graduates compare to native speakers?
- An analysis of Navy DLI graduation rates. Graduation from DLI requires passing all coursework with a 2.00 Grade Point Average or higher and achieving a L2/R2/S1+ on the DLPT. Has the Navy DLI graduation rate changed since the DLPT V was adopted? How does the Navy graduation rate compare against the other military services? How do Navy enlisted graduation rates compare to Navy officer graduation rates? Should those who meet all requirements except the DLPT scores be retained as CTIs?

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I. INTRODUCTION

A. BACKGROUND

In the wake of the September 11, 2001 attacks on New York City and Washington, D.C., the United States again found itself at war in the Middle East. The Department of Defense (DoD) quickly realized that there were insufficient numbers of Active Duty military and civilian personnel who possessed the critical foreign language and cultural awareness skills vital to the prosecution of what is known as the Global War on Terror (GWOT). The Defense Department mandated that all of the military services focus on developing foreign language and cultural awareness abilities. The majority of the foreign language and cultural awareness skills are found among the enlisted cryptologic linguists and the Foreign Area Officers (FAO) in the various services. The cryptologic linguists primarily provide high-level intelligence support to national decision makers. Foreign Area Officers are typically found in higher echelon staff positions. This study will focus primarily on the manpower requirements, recruiting, training, and retention of enlisted linguists, who are normally found in lower echelon operating forces. In particular, the thesis focuses on Navy enlisted linguists.

B. PURPOSE

The purpose of this study is to review the foreign language skills and cultural awareness backgrounds that have been identified by the Department of Defense (DoD) and the Department of the Navy (DON) as critical to success in combat and non-combat missions in the GWOT. The thesis also analyzes the billets that have been identified as requiring foreign language skills or cultural awareness. The majority of the Navy's enlisted linguists have traditionally been concentrated in the Cryptologic Technician Interpretive (CTI) rating, a rating which requires as much as two years of foreign language and technical training before initial training is completed. CTIs also are required to hold a Top Secret

security clearance and be eligible for access to Sensitive Compartmented Information (SCI). Currently (2009), CTIs increasingly are being utilized to perform foreign language duties outside of their core competencies as intelligence analysts. Many of these duties, such as translator or interpreter, could be filled by Sailors who have acquired foreign language proficiency and cultural awareness through living abroad or via their family background. However, the stringent security clearance requirements of the CTI rating typically prevent Sailors with the native foreign language skills and cultural awareness needed by the Navy from serving in that rating.

This study also analyzes the current process of recruiting and assigning Navy personnel with foreign language skills and cultural awareness backgrounds to billets requiring those skills. The thesis offers recommendations that would help to leverage the foreign language and cultural diversity already present in the Navy inventory, and investigates alternative tools to recruit, train, utilize, and retain Sailors to meet U.S. security needs.

C. RESEARCH QUESTIONS

- How can the Navy optimize the existing cultural diversity of the United States, especially among Sailors already in the Navy, in order to satisfy current and future foreign language and cultural expertise requirements?
- Is the Navy's current rating structure, specifically concentrating linguists in the CTI rating, the most effective way to provide the fleet with the Sailors possessing critical foreign language and cultural awareness skills?
- Should other options, such as a separate Translator/Interpreter (TI) rating, a Navy Enlisted Classification (NEC) outside of the CTI rating, or Warrant Officer Designator be considered?
- How will lateral moves into the new Translator/Interpreter rating, for those Sailors already possessing the necessary foreign language skills, be governed?
- How much of the Translator/Interpreter rating should be in the Navy Reserve force structure?

D. SCOPE AND METHODOLOGY

The scope of this thesis includes:

- (1) a literature review of published material covering the needs for foreign language and cultural awareness skills by the Departments of Defense and Navy;
- (2) a review of the current CTI billet structure, manning documents, and requirements;
- (3) development of proposals of how to best meet the Navy's foreign language or cultural awareness requirements through recruiting and training or leveraging skills that currently exist in the Navy inventory. These recommendations explore establishing a new Translator/Interpreter rating, establishing a Translator/Interpreter NEC, using the existing Direct Procurement Enlistment Program (DPEP) or the Advanced Pay Grade (APG) enlistment program already used by the Navy Reserve, or establishing a Warrant Officer (WO-1) rank and Designator. These recommendations encourage the enlistment of individuals possessing the necessary foreign language and cultural awareness skills needed to meet the Navy's needs;
- (4) analysis of the views of senior DoD and DON leadership. These include: Dr. David Chu, former Under Secretary of Defense for Personnel and Readiness, Rear Admiral Daniel P. Holloway, USN OPNAV N13, and data provided by the CTI Technical Advisor (PERS-326C), the CTI Senior Detailer/Rating Lead, the Navy Foreign Language Program Office, Center for Language, Regional Expertise, and Culture (CLREC), and leadership at the Defense Language Institute (DLI).

The research is primarily qualitative in nature. It is comprised of a literature review, a review of manning data in the CTI rating, and a review of foreign language and cultural awareness-related requirements/billets. In addition, it analyzes proposals for meeting foreign language and cultural awareness requirements via recruiting and training new personnel or via better utilization of Sailors who already possess those skills. The analysis focuses on data on the number of “language coded” billets and data which identifies the number of linguists and personnel who possess language skills.

E. ORGANIZATION OF STUDY

This project is organized into five chapters. Chapter II provides a history of the use of translators, interpreters, and linguists throughout the history of the United States Navy. It further describes the foreign language and cultural awareness skills that the Department of Defense has identified as critical to success in combat and non-combat missions. Chapter II also explains the evolution of the Cryptologic Technician Interpretive Navy enlisted rating and describes its core competencies and limitations. It looks at the roles of linguists in other U.S. military services and draws conclusions from the literature, guidelines and views of senior Defense Department officials.

Chapter III is a qualitative review of CTI manning data; a review of foreign language and cultural awareness related requirements, a review of officer and enlisted billets calling for those skills, the number of Navy personnel identified as possessing those skills, analysis of CTI recruiting and training.

Chapter IV discusses the issues affecting the Navy meeting its foreign language and cultural awareness needs. The study looks at CTI core competencies and the billets that CTI personnel fill inside and outside of their traditional utilization. Chapter IV also looks at the skills required of a Translator/Interpreter (TI). The chapter also discusses the potential for recruitment of TI personnel from the civilian sector and in-service procurement for the TI rating. Issues related to establishing a new TI enlisted rating or NEC

as well as issues around reinitiating the use of the Warrant Officer-1 (WO-1) rank for qualified personnel. Finally, Chapter IV reviews the role of the Navy Foreign Language Office in developing policy and procedures dealing with all Navy linguists, and discusses the issue of whether the TI billets should be located in the Active Component (AC) or Reserve Component (RC).

Chapter V provides a summary of the findings and conclusions. It also makes recommendations concerning how to best meet the Navy's foreign language, regional expertise, and cultural awareness requirements in the post 9/11 security environment.

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II. LITERATURE REVIEW

A. PREVIOUS FOREIGN LANGUAGE AND CULTURAL AWARENESS LITERATURE

Since its earliest beginnings, United States Navy has needed speakers of foreign languages in order to conduct its operations. Initially French, Spanish, and Dutch were the most useful in the Western Hemisphere but as the U.S. Navy later ventured into the Mediterranean Sea, Italian, Greek, Turkish, and Arabic speakers became indispensable. Normally, a ship's captain would use a crewmember who spoke the foreign language or knew a common *lingua franca* that both parties could communicate in. Typically, the language skills required were limited to the vocabulary necessary to purchase supplies, inquire about weather or sea conditions or inspect vessels. Higher-level language skills, especially those associated with the art of diplomacy were occasionally, though less frequently, required. Whenever the need for sophisticated foreign language ability arose, the ship either would contract a multilingual local or would receive a diplomat or representative from the United States.

An early use of American Naval Diplomacy was in the Mediterranean Sea shortly after American independence. The Barbary States of North Africa, which included Morocco, Algiers, Tunis, and Tripoli, under the nominal rule of the Ottoman Empire, launched pirate attacks against American and European shipping. The pirates often took sailors hostage in return for tribute. The U.S. Congress authorized the revitalization of the American Navy to defeat the corsairs and protect American shipping. In 1804, Commodore Samuel Barron attempted, without success, to reach an agreement with the ruler of Tripoli. Eventually, the American Naval Agent William Eaton convinced a rival claimant to the throne to participate in an expedition against Tripoli. The expedition consisted of a force of U.S. Marines, a Navy Midshipman, Greek cannoners, and Arab cavalry. It lasted from March 8 through April 25, 1805 and became the

basis for the “shores of Tripoli” line in the Marines Hymn. The original treaties were written in Arabic and English. Both versions had to be translated into French to be mutually understood. (Naval Documents Related to the Wars with the Barbary Powers, Vol. V, 1944, pp. 398-562).

During the period of “Gunboat Diplomacy,” the U.S. Navy was dispatched to open up ports to U.S. trade. In 1853, Commodore Matthew Perry, assisted by interpreter Dr. Samuel Wells Williams, negotiated opening Japan up to American trade. In 1867, and again in 1882, Commodore Robert W. Shufeldt negotiated opening the “Hermit Kingdom” of Korea to American trade. While preparing the draft of a treaty, Commodore Shufeldt urgently wired the State Department:

Ready start for Corea (*sic*). Must have interpreter. Suggest Holcombe. His assistance very necessary. Thirty days probably sufficient. (Paullin, 1910, p. 493)

Chester Holcombe was the American Charge d' Affairs in Peking. He had lived in China for several years and was a well-regarded Chinese scholar. Commodore Shufeldt wanted Holcombe to assist him because he did not trust the “exceedingly slippery interpreters” that he was forced to use. The State Department never replied to his requests so Commodore Shufeldt travelled to Peking to have Holcombe assist him in preparing the American proposal. Commodore Shufeldt completed his negotiations by means of letters, using a Chinese interpreter, since China exercised considerable influence over Korea at the time. His negotiations resulted in the Chemulpo Treaty of 1882, written in English and Chinese, which proclaimed the “everlasting amity and friendship between the two peoples (Paulin, 1910, pp. 489-495).”

The presence or absence of translators and interpreters were integral to the success of all of these diplomatic efforts. Frequently, the U.S. Navy was the only “official” American representation in far off shores. The distance of American Naval vessels from American shores allowed the Captains a great deal of latitude and independence when dealing with foreign nations. This era of Naval Diplomacy, however, rapidly ended with advances in communications.

The transatlantic cable allowed Washington to contact naval commanders in Europe much faster than through previous dispatches sent via ships. The advent of radio communications ended the virtual autonomy of Navy commanders. Now naval squadrons in the far reaches of the globe could be contacted by long distance shore transmissions.

While the growth of radio communications may have hastened the demise of naval diplomats, it brought forth a new need for language skills, the ability to collect, decrypt, and translate foreign language radio communications. Officers who were proficient in foreign languages, such as French or Japanese, were assigned to the Office of Naval Intelligence (ONI).

ONI was established, by Secretary of the Navy William H. Hunt, with General Order 292, on March 23, 1882. LT Theodorus Mason, an accomplished linguist, was appointed the Chief Intelligence Officer (Dorwart, pp. 12 -13). The primary role of Naval Intelligence then was to collect and record information, which might be useful in peace and in war. Naval attachés assigned to ONI collected much of the information. Few U.S. attachés spoke any foreign language except French, but fortunately all of the European attachés spoke French (Dorwart p. 37). By 1893, Naval Intelligence was maintaining information on the navies of at least 19 countries. This intelligence was derived primarily through reports submitted to ONI from its naval attaché officers assigned abroad (pp. 46-51).

When the Cuban Revolution began in 1895, Spain, the Spanish Navy, and its coastal fortifications became the primary focus of ONI (Dorwart, p. 56). When the USS *Maine* exploded and sank in the harbor of Havana, Cuba in February 1898, ONI's attachés, in Europe, were ordered to begin negotiations to procure ships and munitions (pp. 58–62). Congress also authorized ONI to hire a translator and clerks to assist in the effort, "knowledge of languages being of paramount importance" (p. 69). In 1899, the Secretary of the Navy issued instructions delineating ONI and attaché responsibilities, which included collecting and classifying foreign information, which could be beneficial to the

U.S., and translating foreign documents for the Secretary of the Navy and the Navy Department (pp. 69-70). By 1899, Germany, and by 1904, Japan became ONI targets of interest (pp. 71–85). In 1913, Navy language attachés were sent to Berlin (p. 94).

During World War I, ONI focused on collecting, processing, and disseminating foreign technical information, which could assist in the Allied war effort. Naval Intelligence was also tasked with naval counterintelligence and counterespionage duties, and was responsible for boarding and inspecting foreign vessels entering U.S. ports pp. (113–122). It carried out limited “radio intelligence” to track German submarines and monitored Japanese communications to Mexico (p. 133). In 1916, ONI had established a Reference Desk in the Code and Signal Section of the Office of Naval Communications (ONC), OP-20, to conduct Cryptanalysis (Parker, p. 2). The National Security Agency (NSA) defines Cryptanalysis as the analytic investigation of an information system with the goal of illuminating hidden aspects of that system. It encompasses any systematic analysis aimed at discovering features in, understanding aspects of, or recovering parameters from an information system. Signals Analysis is a subset of Cryptanalysis. Signals Analysis is a technical discipline that seeks to recover, understand, and derive intelligence from foreign signals (Cryptanalysis, NSA Website, accessed May 22, 2009).

After the war, the ONI Reference Desk transferred to the ONC under the Director of Naval Communications. ONI and ONC agreed that ONC would focus on communications intercept and cryptanalysis while ONI would perform the translation, evaluation and distribution. During the 1920s, the focus of intelligence collection again shifted to Japan. Naval intelligence officers began to study Japanese and made limited efforts to break Japanese naval codes. However, the Office of Naval Communications was successful in breaking the Japanese codes (Parker, 1994, pp. 1-4).

The Office of Naval Communications effort consisted of a small group working on breaking Japanese naval operational codes. This group, OP-20-G, had been working on these codes since the mid 1920s and by 1937 had a very good picture of Japanese naval communications. However, pressure from ONI, forced OP-20-G to restrict its efforts to strictly code breaking and cryptanalysis and left the translation and dissemination of the underlying intelligence to the ONI. ONI, presumably based on previous diplomatic successes, underestimated the value of the naval codes and directed its efforts toward the diplomatic codes. By ignoring the information, the naval codes provided of ship movements, intentions, and overall military build up, the U.S. missed many of the signs pointing to Pearl Harbor (Parker, 1994, p. 21).

The policy restricting OP-20-G to strictly cryptanalysis was changed in 1942 and OP-20-G was allowed to conduct foreign language translation of intercepts in addition to its other communications responsibilities. The first enlisted Cryptologic personnel assigned to OP-20-G carried the rating of Specialists. The rate was designated SP (Q) with a following subspecialty of (CR) Cryptographer, (IN) Radio Intelligence, or (TE) Technician (Parker, p. 6). The Navy did not officially develop an enlisted rating with foreign language translation as its primary focus until after World War II. In 1948, the Navy established the Communications Technician (Interpretive Branch), or CTI, rating. Navy enlisted foreign language training took place in the Foreign Language Department of the Naval Intelligence School in Washington, DC (DLIFLC General Catalogue 2006-2007, p. 2).

On March 26, 1976, the Navy changed the name of the CTI rating to Cryptologic Technician Interpretive which is its current designation. The CTI rating personnel are primarily specialized in translating, interpreting, and transcribing foreign language communications data. CTI personnel provided, primarily Russian, foreign language cryptologic support throughout the Cold War. Cryptologic Technicians Interpretive served aboard all types of Navy platforms, surface, subsurface, and airborne. Many gave their lives in the line of duty

during the Cold War (Schlindler, n.d., p. 13). Since the onset of the Global War on Terror (GWOT), the Navy has increased the number of GWOT related CTI billets to meet the growing requirements.

In March 2006, the Navy established six CTI Enlisted Management Communities (EMCs). These EMCs are based on language groups and serve to better manage the rating and fill critical leadership positions. CTI promotion through pay grade E-7 is now determined by language competitive categories. Prior to the establishment of the EMC groups, CTIs were promoted without consideration of the language. The larger CTI language populations of Russian and Spanish were over-represented while the smaller GWOT critical languages such as Arabic and Persian-Farsi were under represented in leadership positions. The six advancement competitive categories are Arabic, Persian-Farsi, Chinese, Korean, Spanish, and Russian (NAVADMIN 146/09, May 15, 2009). By promoting according to language group, the CTI community has been better able to promote to fill the GWOT language leadership billets. At the E-8 level, the promotion competitive categories are Mid East/South West Asia/Africa, East Asia / Pacific, Latin America, and Eastern Europe.

B. STUDY OF CURRENT MANNING DOCUMENTS

The Department of Defense (DoD) has identified approximately 33,000 billets that are coded as requiring some degree of foreign language proficiency. However, only about 18,000 military personnel currently receive Foreign Language Proficiency Bonus (FLPB) pay. While this would seem to indicate an estimated shortage of 15,000 personnel with foreign language skills, this comparison does not accurately describe the true shortage. The Army and Marine Corps authorize FLPB for Soldiers and Marines who achieve qualifying scores on a Defense Language Proficiency test (DLPT) for a language on the Strategic Language List, regardless of their specific language or whether the person fills a language coded billet or not . In contrast, the Navy will only authorize FLPB for personnel serving in a billet that requires foreign language

usage or who are proficient in a language that is not “dominant in the fleet,” e.g. Spanish (OPNAVINST 7220.7F, February 21, 2006, p. 3). Likewise, the Air Force will only pay proficiency pay to Airmen who possess an Air Force Specialty Code (AFSC) requiring foreign language usage or who are proficient in a language not “surplus in the force,” e.g. Spanish, French, etc., (Air Force FLPP Fact Sheet, June 1, 2006). Therefore, more than likely there will be a larger shortage (than 15,000) between the number of billets requiring foreign language proficiency and the number of personnel with the foreign language skill set actually in short supply.

The Department of the Navy (DON) identifies 5,366 billets as requiring some degree of foreign language ability. Of these billets, the bulk of the billets, 5,141, specify which pay grade should fill the billet. The majority of these billets, 4,121, call for enlisted personnel. Another 1,020 specify officer personnel, while the remaining 225 billets do not list a specific rank, only the specific language and the necessary reading, listening, and speaking skill levels. Among the enlisted designated billets, 681 are for enlisted personnel in pay grade E-4 or below, 1,380 are designated for pay grade E-5, 1,355 are designated for pay grade E-6, 500 are designated pay grade E-7, 153 are for pay grade E-8, and 52 are for pay grade E-9. The largest group of enlisted billets, 2,201, belongs to the CTI rating. The remaining enlisted billets are distributed among the Naval Special Warfare (SPECWAR), Explosive Ordnance Disposal (EOD), and various Personnel Exchange Program (PEP) or training commands. There are 242 identified Reserve enlisted billets that are included in the total enlisted billets, and which require foreign language skills. Most of these are for the CTI community (Navy Foreign Language Billet List, April 30, 2009).

Of the 1,020 officer designated billets, three are for flag officers (O-7 or O-8), 100 are for pay grade O-6, 176 are for O-5, 214 are for O-4, 337 are for O-3, 125 are for O-2, 18 are for O-1, 18 are for CWO-4, 11 are for CWO-3 and 18 are for CWO-2. The majority of officer foreign language billets are concentrated in

SPECWAR/EOD billets (33 percent), Foreign Area Officer (FAO) billets (16 percent) and Non-FAO Attaché billets (8 percent). Of the officer-coded billets, 31 are designated as reserve officer billets.

C. REVIEW OF DOD/DON FOREIGN LANGUAGE AND CULTURAL AWARENESS LITERATURE

In the United States National Security Strategy, released March 16, 2006, President George W. Bush called for American to:

Learn about foreign languages and cultures...; increasing our channels for dialogue with Muslim leaders and citizens; and confronting propaganda quickly, before myths and distortions have time to take root in the hearts and minds of people across the world. (Bush, March 2006, p. 45)

The Department of Defense and Department of the Navy have determined foreign language and cultural awareness skills to be essential to success in combat and non-combat operations. The Chief of Naval Operations (CNO), Admiral Gary Roughead, stated in his CNO Guidance for 2009 that:

Our relationship with other navies and nations are integral to our Maritime Strategy. In times of peace and crisis, the international maritime community comes together to ensure security. Through our Navy's maritime security capability and its humanitarian assistance and disaster response capability, our Sailors deliver vital medical care, civic assistance, and maritime security training to other nations. We must evolve and establish international relationships to increase security and achieve common interests in the maritime domain. (Roughead, November 2008, p. 8)

As a key measurement of the execution of this portion of the Maritime Strategy, Admiral Roughead pointed to "Effectiveness in resourcing billets that require foreign language and Foreign Area Officers (Roughead, November 2008, p. 9)."

On September 10, 2008, the Director of Navy Military Personnel Plans and Policy Division (OPNAV N13), Rear Admiral Daniel P. Holloway, USN, appeared before the Oversight and Investigations Subcommittee of the House Armed Services Committee on Foreign Language and Cultural Awareness

Transformation. Admiral Holloway testified that the Navy's vision and desired end-state for foreign language, regional expertise, and cultural awareness (LREC) was:

Sufficient LREC capacity that meets the Navy's known mission needs, with appropriate levels of expertise, and able to surge for emergent requirements:

- A total force that appreciates and respects cultural difference, and recognizes the risks and consequences of inappropriate behavior in foreign interactions, even if unintended;
- A cadre of career language professionals, (i.e., Foreign Area Officers and cryptologic language analysts) whose primary functions require foreign language skill and regional expertise;
- Other language-skilled Sailors and civilians with sufficient proficiency to interact with foreign nationals at the working level; and
- A reserve capacity of organic foreign language skill and cultural expertise that can be called upon for contingencies (Holloway, September 10, 2008, pp. 2–3).

The Navy has two “professional linguist” communities, which consider foreign language skills to be a core competency. These are officers designated as Foreign Area Officers and the enlisted personnel holding the Cryptologic Technician Interpretive rating. As stated in OPNAV Instruction 1301.10B:

The goal of the Foreign Area Officer Program is to develop a cadre of officers with the skills required to manage and analyze politico-military activities overseas. FAOs will serve as regional specialists on fleet staffs, defense and naval attachés, and security awareness officers, mobile training team officers and foreign war college students or personnel exchange program office. (OPNAVINST 1301.10B, May 4, 2006, pp. 1–2)

Among other requirements, FAOs are required to score a minimum of level 2 listening (L2) and level 2 reading (R2) on a DLPT.

Enlisted CTIs are primarily specialized in translating, interpreting, and transcribing foreign language communications data. The CTI Rating Card describes the Cryptologic Technicians Interpretive as the Navy's linguists. It notes that they "specialize in: analysis of adversary developments, radiotelephone communications and in preparation of statistical studies and technical reports requiring knowledge of a foreign language." There are 19 different, language specific, CTI NECs (see Appendix A of this study). The scope of the CTI rating is described in Chapter 20 of the Manual of Navy Enlisted Manpower and Personnel Classification and Occupational Standards, Volume 1, Navy Enlisted Occupational Standards, NAVPERS 18068F, April 2009, p. CT-1(I). It states that the:

CTI translates, interprets, and transcribes foreign languages; operates sophisticated computer-assisted information systems; prepares technical reports and statistical studies requiring foreign language skills; and provides language-related analysis and guidance to the fleet (air, surface, and subsurface) in support of national security requirements.

Enlisted personnel in the U.S. Navy are assigned to ratings and corresponding rates or pay grades primarily upon enlisting in the Navy. An entry level enlisted CTI would be assigned the rate of CTI Seaman Recruit or CTISR and be assigned to the lowest pay grade in the U.S. Navy, E-1. The next rate is CTI Seaman Apprentice (CTISA) with pay grade E-2. The next rate is CTI Seaman (CTISN), pay grade E-3. A CTI enlists under the Advanced Technical Field Program, guaranteeing advancement to Seaman upon completion of Recruit Training.

To qualify to become a CTI, an applicant, and all of his or her immediate family, must be U.S. citizens. The applicant must also meet eligibility requirements for continuous access to sensitive compartmented information (SCI). The determination for access to SCI is contingent upon favorable results of a Single Scope Background Investigation (SSBI). Continuous SCI access depends on the results of periodic reinvestigations conducted at five-year

intervals. A counterintelligence (CI) polygraph examination may also be required for certain CTI assignments (COMNAVCRUITCOMINST 1130.8H, Vol. IV, May 2008, ch. 1, sect. 2, p. 9).

A CTI applicant must achieve a combined total score of 162 on the Verbal Expression (VE) and General Science (GS) portions of the Armed Forces Vocational Aptitude Battery (ASVAB) and score 100 or better on the Defense Language Aptitude Battery (DLAB). The DLAB tests the applicant's ability to learn a foreign language by testing the applicant in a made-up language after first teaching basic grammar rules (COMNAVCRUITCOMINST 1130.8H, Vol. IV, May 2008, ch. 1, sect. 2, p. 9).

A DLAB score of 100-109 qualifies the applicant to study Category II or III languages such as Spanish, Hebrew, Persian, and Russian. A DLAB score of 110 or higher is required to take Category IV languages like Arabic, Chinese, or Korean. All male CTI applicants must volunteer for submarine and aircrew duty, if physically qualified. Female CTI applicants must volunteer for aircrew duty, if physically qualified. Duty involving flying requires normal color perception and all CTI applicants are required to have normal hearing ability. All CTI personnel may serve aboard ships but no CTI personnel are permanently assigned to a ship's company. A former member of the Peace Corps, in order to protect Peace Corps members overseas, is not eligible to enlist as a CTI. Upon meeting all of the Basic Enlistment Eligibility Requirements (BEERs), and the additional CTI requirements, the applicant is required to enlist for six years (CTI Navy Rating Information Card, January 2008).

After completing the ten-week recruit training at Recruit Training Command, Great Lakes, Illinois, which all non-prior service Navy recruits attend, the CTISN is sent to the Defense Language Institute Foreign Language Center (DLIFLC) in Monterey, California for comprehensive foreign language training. Foreign language training can last from 27 weeks for Spanish to over 63 weeks for Arabic. Foreign language training at DLIFLC constitutes the CTI Class "A" School Phase I training (CTI Navy Rating Information Card, January 2008).

The Defense Language Institute (DLI) traces its lineage to the Military Intelligence Service Language School, established at the Presidio of San Francisco prior to World War II. There, the Army taught primarily second generation Japanese-Americans, often referred to as *Nisei*, the Japanese language. The Army believed that it would be far easier for the Japanese-Americans, having been exposed to the language and culture from a young age, to learn faster than other Americans could. The first class began on November 1, 1941 with 60 students and 4 instructors. More than 6,000 graduates served in the Pacific Theater and in post war Japan. In 1946, the school was moved to the Presidio of Monterey and was renamed the Army Language School (DLFFLC General Catalogue, 2006–2007, p. 1).

In 1963, the Navy foreign language program in Washington, DC became DLI East Coast Branch and the Army Language School become DLI West Coast Branch. The English Language School at Lackland Air Force Base, Texas became the DLI English Language Center (DLIELC). DLI West Coast Branch was later renamed the DLI Foreign Language Center (DLIFLC). In 1979, DLI was accredited by the Western Association of Colleges and Schools, and since 2002 has conferred Associates of Arts in Foreign Language (AA/FL) Degrees upon resident students who successfully complete all graduation requirements (DLFFLC General Catalogue, 2006–2007, pp. 2–4).

At present, DLIFLC can teach 23 resident languages and several dialects. The school can accommodate 3,500 resident students. DLI also teaches over 84 languages and dialects through contractors and non-resident training. Graduation from a DFLFLC resident foreign language requires a student to achieve a minimum of level 2 in listening (L2), level 2 in reading (R2), and a level 1+ in speaking (S1+) on the Defense Language Proficiency Test in the foreign language studied. The proficiency levels are based on the Interagency Language Roundtable (ILR) scale (see Appendix B. of this study) (DLFFLC General Catalogue, 2006–2007, p. 27).

After successfully completing foreign language training at DLIFLC the CTI will normally be advanced to CTI3, Cryptologic Technician Interpretive Petty Officer Third Class, and continue Class "A" Phase II Training at one of the Navy's Language Centers of Excellence. Prior to 2005, all Navy CTI personnel, like all other Cryptologic Linguists, completed their Phase II training at Goodfellow Air Force Base in Texas. In 2005, in an effort to get CTIs to their gaining commands more quickly, Phase II training was moved to the various Centers of Excellence. At the Center of Excellence, the CTI trainee will receive from six to twelve weeks of additional foreign language and technical training. Some CTI trainees will then continue to Submarine School at Groton, Connecticut, or to Naval Aircrewman Candidate School at Pensacola, Florida. Upon completion of all required training, CTI personnel are assigned to their respective Center of Excellence shore station. Navy foreign language Centers of Excellence are located at Fort Meade, Maryland (Russia/Eurasia); Fort Gordon, Georgia (Middle East); Medina, Texas (Latin America/Balkans); and Kunia, Hawaii (Asia). While assigned to these shore stations, they can be temporarily assigned to duty on naval surface or submarine vessels, or to duties involving flight aboard naval aircraft. When not deployed, CTIs are able to participate in language maintenance or refresher training. Intermediate or advanced resident language training at DLIFLC is often offered as part of a reenlistment incentive package to CTI personnel.

According to Chapter 20 of the Manual of Navy Enlisted Manpower and Personnel Classification and Occupational Standards, Volume 1, Navy Enlisted Occupational Standards (NAVPERS 18068F, April 2009, Vol. 1, Ch. 20, p. CT-1(I)); CTI Functional Areas include:

- A.) Automated Information Systems (AIS) Operations;
- B.) Security;
- C.) Cryptologic Operations;
- D.) Management and Supervision; and
- E.) Training.

A Cryptologic Technician Interpretive Third Class (CTI3) should be able to perform the Occupational Standards in the Functional Areas listed in Figure 1.

<u>A. AUTOMATED INFORMATION SYSTEMS (AIS) OPERATIONS</u>
A001 IDENTIFY COMPUTER SYSTEMS HARDWARE
A002 OPERATE COMPUTER EQUIPMENT
A004 PERFORM FILE MANAGEMENT PROCEDURES
A005 MANIPULATE WORD PROCESSING SOFTWARE
A006 PERFORM DATABASE MANAGEMENT
A007 PERFORM ELECTRONIC COMMUNICATIONS FUNCTIONS
A008 PERFORM COMPUTER SYSTEMS OPERATIONS IN AN INTEGRATED SOFTWARE ENVIRONMENT
<u>B. SECURITY</u>
B011 MARK AND HANDLE CLASSIFIED MATERIAL IN ACCORDANCE WITH INFORMATION, SECURITY, AND PROGRAM REQUIREMENTS
B013 PERFORM EMERGENCY DESTRUCTION PROCEDURES FOR CLASSIFIED MATERIAL
B014 PERFORM ROUTINE DESTRUCTION OF CLASSIFIED MATERIAL
B015 PERFORM WORK STATION AND EQUIPMENT SECURITY CHECKS
B016 COMPLY WITH AUTOMATED INFORMATION SYSTEMS (AIS) SECURITY REQUIREMENTS
B017 COMPLY WITH INTELLIGENCE OVERSIGHT REQUIREMENTS
B018 COMPLY WITH INFORMATION SECURITY (INFOSEC) REQUIREMENTS
B019 COMPLY WITH OPERATIONAL SECURITY (OPSEC) REQUIREMENTS
B020 COMPLY WITH PHYSICAL SECURITY REQUIREMENTS
<u>C. CRYPTOLOGIC OPERATIONS</u>
C021 PLOT LINES OF BEARING AND DETERMINE FIX
C022 PLOT LOCATIONS ON CHARTS AND MAPS
C023 CALCULATE TIME ZONE CONVERSIONS
C024 PERFORM SIGNALS SEARCH AND ACQUISITION
C026 PERFORM INITIAL SIGNAL IDENTIFICATION
C027 PROCESS ACQUIRED SIGNALS
C028 IDENTIFY AND TIP-OFF ESSENTIAL ELEMENTS OF INFORMATION (EEI)
C030 RECOGNIZE AND REPORT CRITIC CRITERIA
C031 TRANSLATE FOREIGN LANGUAGES
C032 TRANSCRIBE FOREIGN LANGUAGES
C033 PERFORM PRELIMINARY ANALYSIS OF GRAPHIC FOREIGN LANGUAGE MATERIALS
C034 PERFORM PRELIMINARY ANALYSIS OF AURAL FOREIGN LANGUAGE MATERIALS
C053 PREPARE MESSAGES FOR TRANSMISSION
C059 COMPLY WITH UNITED STATES SIGNALS INTELLIGENCE DIRECTIVES (USSID)
C062 PROVIDE INPUTS FOR INTELLIGENCE REPORTS
C068 PREPARE TECHNICAL REPORTS (KLIEGLIGHT (KL), TACTICAL REPORTING (TACREP), ETC.)
C069 DESCRIBE THE U.S. INTELLIGENCE COMMUNITY
C070 DESCRIBE CRYPTOLOGIC FLEET SUPPORT OPERATIONS
C071 DESCRIBE NATIONALLY TASKED CRYPTOLOGIC OPERATIONS
C072 DESCRIBE JOINT CRYPTOLOGIC OPERATIONS
C073 DESCRIBE THE FUNDAMENTALS OF RADIO WAVE THEORY

Figure 1. CTI3 Occupational Standards and Functional Areas.
Source: NAVPERS 18068F, Vol. 1, Chapter 20, P. CT-4(I), April 2009.

In addition to the CTI3 Occupational Standards, a Cryptologic Technician Interpretive Second Class (CTI2) should be able to perform the Occupational Standards listed in Figure 2.

<u>C. CRYPTOLOGIC OPERATIONS</u>	
C035	PERFORM ANALYSIS OF GRAPHIC FOREIGN LANGUAGE MATERIALS
C036	PERFORM ANALYSIS OF AURAL FOREIGN LANGUAGE MATERIALS
C037	UPDATE TECHNICAL DATABASES
C042	ANALYZE COMMUNICATION NETWORKS
C046	PREPARE ANALYTICAL SUPPORT DOCUMENTS
C047	PREPARE SIGNAL INTELLIGENCE (SIGINT) PRODUCTS
C054	VALIDATE FOREIGN LANGUAGE TRANSLATIONS AND TRANSCRIPTS
C072	PREPARE/CONDUCT OPERATIONAL BRIEFS

Figure 2. CTI2 Occupational Standards and Functional Areas. Source: NAVPERS 18068F, Vol. 1, Chapter 20, P. CT-5(I), April 2009.

In addition to the CTI2 Occupational Standards, a Cryptologic Technician Interpretive First Class (CTI1) should be able to perform the Occupational Standards listed in Figure 3.

<u>C. CRYPTOLOGIC OPERATIONS</u>	
C038	IDENTIFY COMMUNICATION SYSTEMS FOR SENSITIVE INFORMATION (SI) AND GENERAL SERVICE (GENSER) REPORTING
C039	USE ADVISORY REPORTS TO ADJUST DIRECT SUPPORT OPERATIONS
C041	IMPLEMENT CRITIC REPORTING PROCEDURES
C044	PERFORM ADVANCED ANALYSIS OF FOREIGN LANGUAGE MATERIALS
C045	COORDINATE INPUT FOR INTELLIGENCE REPORTING
C048	DESIGN COVERAGE PLANS
C049	DRAFT CRYPTOLOGIC SUMMARY REPORTS
C050	DIRECT CRYPTOLOGIC LANGUAGE OPERATIONS
C051	DIRECT FOREIGN LANGUAGE PROCESSING
C052	DIRECT FOREIGN LANGUAGE ANALYSIS AND REPORTING
<u>D. MANAGEMENT AND SUPERVISION</u>	
D055	SUPERVISE SECURITY AND EMERGENCY DESTRUCTION PROCEDURES
D056	SUPERVISE CRYPTOLOGIC FLEET SUPPORT OPERATIONS
<u>F. TRAINING</u>	
F064	INSTRUCT IN THE GLOBAL USE OF FOREIGN LANGUAGE
F065	INSTRUCT IN THE CRYPTOLOGIC USE OF FOREIGN LANGUAGE
F066	COORDINATE FOREIGN LANGUAGE TRAINING

Figure 3. CTI1 Occupational Standards and Functional Areas. Source: NAVPERS 18068F, Vol. 1, Chapter 20, P. CT-5(I), April 2009.

In addition to the CTI1 Occupational Standards, a Chief Cryptologic Technician Interpretive (CTIC) should be able to perform the Occupational Standards listed in Figure 4.

<u>D. MANAGEMENT AND SUPERVISION</u>
D057 SUPERVISE NATIONALLY TASKED CRYPTOLOGIC OPERATIONS
D058 SUPERVISE JOINT CRYPTOLOGIC OPERATIONS
D074 ENSURE COMPLIANCE WITH UNITED STATES SIGNALS INTELLIGENCE DIRECTIVES (USSID)

Figure 4. CTIC Occupational Standards and Functional Areas.
Source: NAVPERS 18068F, Vol. 1, Chapter 20, P. CT-4(I), April 2009.

A Senior Chief Cryptologic Technician Interpretive (CTICS) is responsible for all of the CTI Occupational Standards in addition to the Naval Standards. A Master Chief Cryptologic Technician Interpretive (CTICM) is responsible for all of the CTI Occupational Standards in addition to the Naval Standards (NAVPERS 18068F, Vol. 1, Chapter 20, P. CT-5(I), April 2009).

The U.S. Armed Forces have identified the use of culturally sensitive, foreign language-speaking soldiers as imperative to success. Army Field Manual (FM) 3-07 *Stability Operations and Support Operations* states that Army Liaison Officers (LNOs) are a focal point for communications in joint, multinational, and interagency operations. It further notes that in order for LNOs to be successful, they should have the language ability and regional orientation to accurately interpret the commander's intentions, and the capabilities of the force as well as the other organizations' intentions and capabilities (FM 3-0, February 2003, p. A-17).

FM 3-07 also illustrates the role of foreign language and cultural awareness in preventing insurgents from delegitimizing legitimate government authority. Civil Affairs (CA) forces have a regional focus, which when combined with cultural awareness, provides relevant support to the commander. This support is in the areas of language, religion, culture, and social structure. They

can communicate the legitimate government's intentions before insurgent disinformation can destroy government legitimacy (FM 3-0, February 2003, p. D-3).

FM 3-0 *Operations* advises that in order to obtain Information Superiority, U.S. forces must be the first with the truth. Remembering that in a world of global communications, speed is vital to success, and it emphasizes that minutes are critical and that U.S. forces first should communicate the message in Arabic, to the local Iraqi and larger Arabic speaking audience, and that U.S. or global audiences can wait. Multinational Corps Iraq Counterinsurgency Guidance 2007 also emphasizes that Coalition forces "be forthright and never allow enemy lies to stand unchallenged, (that they) demand accuracy, adequate context, and proper characterization" because that is essential to shaping the battlefield at every level all the way down to a soldier meeting with villagers. By influencing how the local population thinks about the Americans, the local commander can deny support to insurgents and erode the morale and support base of the enemy (FM 3-0, February 2008, Chapter 7, p. 7-1).

FM 3-24, *Counterinsurgency*, devotes a great deal of time to the effective utilization of linguists and the need for language skills, region specific knowledge, and cultural understanding. FM 3-24 states that effective Counterinsurgency Operations (COIN) require more emphasis on these skills than does conventional military operations (FM 3-24, December 2006, Chapter 1, p. 1-23).

Appendix C, *Linguist Support*, stresses that U.S. forces engaged in counterinsurgency operations in foreign countries need linguistic support. The Military Intelligence (MI) units assigned to support the commands will have interpreters or linguists who conduct human intelligence (HUMINT) and signals intelligence (SIGINT) operations. However, there is usually a greater demand for linguistic support than the supply of organic linguists can provide. Therefore, it is necessary to obtain additional linguistic support. The manual recommends that

interpreters should be U.S. military or U.S. citizens when possible. It then describes the categories of linguists, how, where, and when they should be used (FM 3-24, December 2006, p. C-1).

According to FM 3-24, a Category I linguist is usually a locally hired, non-vetted linguist from the host nation. They normally do not have a security clearance but they can be used for basic interpretation on patrols or at base entrances. They can also perform open-source intelligence collection and civil-military operations. An infantry battalion should have 30 to 40 Category I linguists, a brigade headquarters should maintain approximately 15 Category I linguists for surge operations (FM 3-24, December 2006, p. C-1).

Category II linguists are U.S. citizens holding a Secret clearance. They are described as normally possessing good oral and written communication skills. Category II linguists should interpret for battalion and higher-level commanders or tactical human intelligence teams. A brigade should have 10 to 15 Category II linguists. This would allow one linguist for the brigade commander, one for each infantry battalion commander and the remaining 10 to support the military intelligence (MI) battalion. Field Manual 3-24 further breaks down the MI usage as three Category II linguists for each tactical HUMINT team and two Category II linguists for each SIGINT collection platform (FM 3-24, December 2006, p. C-1).

A Category III linguist is a U.S. citizen who holds a Top Secret clearance. Category III linguists have excellent oral and written communication skills. The manual warns that they are a scarce commodity and should be managed carefully. They should be used at division and higher levels of command. Regardless of the skill of the interpreter, it is preferred that the interpreter be a member of the United States military or a U.S. citizen (FM 3-24, December 2006, p. C-1).

The Marine Corps, like the Army, uses FM 3-24, *Counterinsurgency*; called MCWP 3-33.5 by the Marine Corps. The Marines utilize linguists in a similar fashion. Organic Marine Cryptologic Linguists are found in the Marine Radio Battalions (MCWP-2.22, July 2004, p. 4-1). The Marine Corps has three Radio Battalions. First Radio Battalion is located at Camp Pendleton, California and supports the First Marine Expeditionary Force (I MEF). The Second Radio Battalion is located at Camp Lejeune, North Carolina and supports the Second Marine Expeditionary Force (II MEF). The Third Radio Battalion is located at Marine Corps Base Hawaii and supports the Third Marine Expeditionary Force (III MEF). It has also supported the I MEF. The three Marine Corps Intelligence Battalions provide HUMINT linguists to their corresponding MEF. The HUMINT linguists are trained in the counterintelligence, interrogator, and translator disciplines. Linguists in the Intelligence Battalions must be U.S. citizens and eligible for access to Top Secret SCI information (I MEF Website, Intelligence Battalion).

D. REVIEW OF OTHER SERVICES' POLICIES

All of the U.S. Armed Forces have military occupations similar to the U.S. Navy CTI. The Army Cryptologic Linguist holds the Military Occupational Specialty (MOS) of 35P. The Marine Corps Cryptologic Linguist holds the MOS of 26XX, with the last two digits representing the specific language. The Air Force Cryptologic Linguist holds the Air Force Specialty Code (AFSC) of 1N3XXX with the last two digits representing the language. Regardless of service, Cryptologic linguists receive the same basic language training, hold the same clearances, and are often assigned to the same commands. However, the other Services, unlike the Navy, have additional enlisted linguist occupational specialties, besides the Cryptologic Linguist (DoD 1312.1-1, March 2001, pp. 256–261).

The Department of the Army arguably has the most robust and forward leaning foreign language and cultural awareness recruiting efforts. Among the innovative Army recruiting programs is the 09L Military Occupational Specialty (MOS) Interpreter/Translator program (Hattiangadi, p. 32). In the 09L program, a native foreign language speaker, who scores a Level 2+ on the target language Oral Proficiency Interview (OPI), can enlist in the Army in pay grade E-4, holding the rank of Specialist (SP4), under the Army Civilian Acquired Skills Program (ACASP). The applicant can enlist in any component of the Army, the Active Component (AC), the Reserve Component (RC), or the Individual Ready Reserve (IRR) (MOS 09L Information Paper, November 2006, p. 2).

Before basic training begins, the applicant is tested in his or her English language skills. If the applicant does not achieve a score of 80, or higher, on the English Comprehension Level Test (ECLT), the applicant is sent for further English language training. The English language training is received at the Defense Language Institute English Language Center (DLIELC). Training at DLIELC varies from six to 24 weeks, depending on the applicant's abilities. To graduate from DLIELC, the trainee must achieve a score of Level 2 in Listening (L2), and Speaking (S2) on the Oral Proficiency Interview, an 80 on the ECLT, and a 10 on the Armed Services Vocational Aptitude battery (ASVAB) (MOS 09L Information Paper, November 2006, p. 4).

Applicants who achieve a score of 80 or higher on the ECLT and S2/L2 on the English OPI at the Military Entrance Processing Station (MEPS) are not required to attend English language training and will proceed directly to Basic Combat Training (BCT) often called "Boot Camp." After completing English as Second Language (ESL) training, if necessary, the Soldier is sent to BCT. After completing BCT, the 09L Soldier is assigned to Advanced Individual Training (AIT) at Fort Jackson, South Carolina. During the AIT phase of training, the 09L Soldier learns how to perform low-and mid-level interpretation, document translation into English, document translation from English to a foreign language, and sight translation skills. They also learn military terminology and participate in

a Field Training Exercise (MOS 09L Information Paper, November 2006, pp. 4-5). In October 2008, the Army activated its first Translator/Interpreter Company, the 51st Translator/Interpreter Company at Fort Irwin, California.

The 2009 Army Posture Statement declares that the 09L Interpreter/Translators have been significant force multipliers in the field. By being uniformed, native language speakers, they provide commanders in the operating theaters with situational awareness not previously available. They can interpret not just the foreign language but the nuances, body language and customs associated with the language. It states that they build bridges between cultures and break down language barriers. "In short, the 09L Interpreter/Translators have saved lives in theater (Army Posture Statement 2009)."

In addition to the 09L Interpreter/Translator MOS, the Army also had the 97L Translator/Interpreter MOS for the Reserve and National Guard components. The Army converted this MOS to 35Q, prior to discontinuation. The 37F MOS, Psychological Operations Specialist, requires an AC soldier to attend DLI for foreign language training but the 37F MOS is considered a non-language-dependent MOS. Therefore, 37F Soldiers are not required to maintain the foreign language skills obtained at DLI. Since the MOS is not language dependent, RC 37F soldiers are not required to attend DLI.

The 35P (formerly 98G) MOS, Cryptologic Linguist, is similar to the Navy CTI. Like the Navy CTI, the 35P applicant, and his or her immediate family, must be U.S. citizens and the applicant must be eligible for a Top Secret clearance and eligible for continuous access to SCI material. The 35P MOS is open to both males and females. In order to qualify to become a 35P the applicant must score a minimum of 100 on the DLAB, score a 95 in the Skilled Technical (ST) portion of the ASVAB, achieve a qualifying score on the ECLT, and speak English clearly without "objectionable accent or impediment." Applicants cannot have been prior members of the Peace Corps. The 35P enlistee will attend BCT and DLI prior to attending AIT. The AIT will consist of advanced foreign language and technical

skills training at Goodfellow Air Force Base in Texas. Upon completion of all training, the 35P Cryptologic Linguist will be assigned to a MI unit (Army Recruiting Website, Army Language Program, 35P).

Army enlisted personnel who have foreign language skills or the capability to learn a foreign language can be assigned to attaché duty. Over 80 percent of the attaché duty billets are language coded. Soldiers who do not already hold L2/R2 / S2 foreign language skills but have scored at least 100 on the DLAB will receive the foreign language training required for the billet. The soldier must be eligible for access to Top Secret SCI information and all immediate family members must be U.S. citizens. After a successful attaché tour, a Soldier may apply for the 71L MOS and the E4 additional skill identifier for attaché administrative support. Senior enlisted attaché personnel will perform the duties of Operations Non Commissioned Officer. Warrant Officer attachés serve as Operations Coordinators. Soldiers holding the 71L MOS and E4 additional skill identifier may apply for appointment to Warrant Officer with the 350L MOS, attaché technician (AR 611-60, August 2001, pp. 1-4).

On December 5, 2008, the Defense Department announced a new pilot program authorizing the military services to recruit certain legal aliens with skills considered vital to the national interest. The Military Accessions Vital to National Interest (MAVNI) recruitment pilot program will focus on recruiting among others, people with skills in strategic foreign languages. This pilot program will continue for one year, or until 1,000 recruits enlist, whichever comes first (DoD News Release, No. 1001-08).

The Marine Corps had the 0251 Enlisted Interrogator Translator MOS, which was merged into the 0211 Counterintelligence MOS in 2002. The Marine Corps also has an 8611 Interpreter Category "B" MOS for 44 languages and the 26XX Cryptologic Linguist. Marine 26XX linguists attend DLI after attending recruit training at either of the Marine Corps Recruit Depots (MCO 1200.17).

Marines training to become Cryptologic Linguists, after graduating from the Defense Language Institute Foreign Language Center complete the second phase of their training at Goodfellow Air Force Base. Cryptologic Linguist training includes monitoring, transcribing, and translating intercepted target communications. Marines also learn to perform analysis and exploitation of designated foreign radio communications, electronic warfare, communications security, direction-finding operations, communications intercept equipment use, and equipment maintenance (MCO 1200.17, May 23, 2008, pp. 3-193 – 3-264).

Marine Corps Counterintelligence/Human Intelligence (CI/HUMINT) linguists are assigned to the three Intelligence Battalions. The CI/HUMINT MOS 0211 is open to both males and females. In order to become a CI / HUMINT linguist, a first or second term Marine must be at least 21 years old and be a senior Lance Corporal (E-3), Corporal (E-4), Sergeant (E-5), or a junior Staff Sergeant (E-6). The Marine must be a U.S. citizen and eligible for a Top Secret clearance and access to SCI. The applicant must have a General Classification Test (GCT) score of 110 or higher and pass a screening board composed of senior CI/HUMINT Marines. Once selected, the Marine must reenlist or obligate for an additional three years of service after completing MOS training. The language designated CI/HUMINT Marines will attend DLIFLC for foreign language training after completing the 15-week CI/HUMINT Basic Course (MCO 1200.17, May 23, 2008, pp. 3-17 – 3-19).

The Marine Corps has an initiative to recruit 300 Arabic speakers annually. The Arabic-speaking Marines will be distributed across all Marine MOSs. The applicant must achieve at least a L2/S2 on an Arabic DLPT. The Marines will not waive any enlistment requirements and the applicants will not receive any additional training other than the normal MOS training. The Marine Arabic speakers will receive a \$12,000 enlistment bonus which is payable upon the Marine completing training and being awarded their MOS. These Marines will work in their MOS but be available for *ad hoc* assignments (Hattiangadi, p. 32).

The Air Force has a 9L000 Interpreter/Translator Air Force Specialty Code (AFSC), as well as the 1N3XXX Cryptologic Linguist AFSC. The 1N3XXX AFSC encompasses 95 distinct foreign languages and dialects. These are sub-divided into nine linguistic groupings (AF Manual 36-2108, October 2004, pp. 153–160). The Airborne Cryptologic Linguist, 1A8XXX AFSC, performs duties similar to the 1N3XX Cryptologic Linguist in addition to working airborne in reconnaissance aircraft (pp. 123–125).

To qualify for assignment of the 1N3XXX AFSC, an applicant must score a minimum of 95 on the DLAB for Category I, II, or III language training. To qualify for Category IV foreign language training, the candidate must score a minimum of 100 of the DLAB. Candidates must be eligible for continuous access to Top Secret and SCI information as specified in Air Force Instruction 31-501, Personnel Security Program Management. Applicants who enlist for the 1N3XXX AFSC will attend eight weeks of Basic Military Training (BMT) at Lackland Air Force Base, Texas before reporting to DLIFLC for foreign language training. Upon completing all DLIFLC graduation requirements, the Airman will be assigned to Goodfellow Air Force Base for advanced cryptolinguistic training. After receiving training, the 1N3XXX cryptologic linguist will be assigned to a squadron or command requiring those specific language skills.

There is also an Air Force Special Duty Indicator (SDI) 8D000 Linguist Debrief/Interrogator. The SDI 8D000 is not open to new enlistees. Airmen interested in this SDI must score a L2/R2/S2 on the DLPT in a foreign language. They must also be able to type 35 words per minute and be eligible for a Secret Clearance. In order to enter, be awarded, and retain the 8D000 SDI, Airmen must maintain the minimum DLPT scores and clearance eligibility. To be awarded, and retain, this SDI, Air Force personnel must be eligible for a Secret clearance (AF Manual 36-2108, October 2004, p. 81).

The Army 35P, Air Force 1N3XXX, and Marine Corps 267X Cryptologic Linguists are all very similar to the Navy CTI linguists and all go through the same training curriculum at the Defense Language Institute, and Goodfellow Air Force Base before going to service specific training. The Army, Marine Corps, and Air Force also have cadres of foreign language specialists who are not cryptologic linguists. These foreign language specialists can be called upon to fulfill foreign language-related assignments that do not require the SIGINT skills of the cryptologic linguists. The U.S. Navy does not have this capability (DoD 1312.1-1, March 2001, pp. 269-312).

E. CONCLUSIONS FROM LITERATURE REVIEW AND SERVICE GUIDELINES

Linguists have been providing vital intelligence support to the U.S. Armed Services since the earliest days of the Republic. With the advances in communications technology, the Cryptologic Linguist community has evolved from the earlier roles of translators and interpreters to become a separate specialized force focused on intelligence production. This, however, has not diminished the role of or the need for foreign language translators and interpreters. In fact, the time and costs required to develop a qualified Cryptologic Linguist mandate that their highly specialized skills not atrophy by being employed in less technical, but no less important, translator or interpreter roles.

All of the U.S. military services utilize designated Cryptologic Linguists and Foreign Area Officers. The Army, Marine Corps, and Air Force also have Translator/Interpreter specialties. Only the Navy does not have designated enlisted Translator/Interpreter personnel. This must change if the Navy is going to grow its GWOT capability. The Navy relies on the FAO, CTI, or *ad hoc* linguists to provide whatever foreign language skills are required as the need arises.

F. CHAPTER SUMMARY

The study analyzed the views of Dr. David Chu, former Under Secretary of Defense for Personnel and Readiness, of Rear Admiral Daniel Holloway (OPNAV N13), and information provided by the CTI Technical Advisor (PERS-326C), the CTI Senior Detailer/Rating Lead, and leadership at the Defense Language Institute (DLI). Information on billets and personnel assignment must be used in conjunction with stated observations and information on the continuing need for foreign language, regional expertise, and cultural awareness (LREC) skills. This analysis provides the basis for the proposed policy of establishing a Translator/Interpreter (TI) rating to meet foreign language requirements that are not in the intelligence domain; establishing a TI Navy Enlisted Classification (NEC) Code for Sailors qualified to perform translation and interpreting duties, who are not holding the TI rating; or establishing a Translator/Interpreter Warrant Officer specialty, which would authorize direct accessions at the Warrant Officer 1 (WO-1) rank.

Many distinguished leaders of the Defense Department have testified before Congress about the importance of foreign language skills in meeting the post 9/11 threats. Dr. David Chu, former Under Secretary of Defense for Personnel and Readiness, has been a long-time advocate of expanding the numbers and capabilities of those who speak foreign languages and who have needed cultural awareness skills. On July 10, 2006, while testifying before the Senate Armed Services Committee, Dr. Chu noted the large number of immigrants and non-citizens that have served in the U.S. military since the Revolutionary War and pointed out that they are a potential source of the foreign language speakers needed by the Military. He stated that, "The military has initiated several new programs, including opportunities for those with language skills, which may hold particular appeal for non-citizens." He added, "Non-citizens are a vital part of our country's military. Those who serve are patriotic, with over 80 percent completing their initial enlistment obligation, compared to 70

percent for citizens. Non-citizen Recruits continue to provide the Services with a richly diverse force in terms of race, ethnicity, language and culture (Chu, pp. 2-5)."

Speaking at the 2009 Naval Postgraduate School Foreign Area Officer Conference, on April 24, 2009, Dr. Chu credited former Secretary of Defense, Donald Rumsfeld, with acknowledging the military value of foreign language capabilities. Dr. Chu also credited the native foreign language speakers for their invaluable work in the Global War on Terror (GWOT) adding, "They can tell their commander what's really going on." Dr. Chu also stressed the value of the Military Accessions Vital to National Interest (MAVNI) Recruiting Pilot Program, calling it a "legacy of the (George W.) Bush Administration (Monterey Herald, April 25, 2009, p. A3)."

Rear Admiral Daniel P. Holloway, USN, OPNAV N13, addressed the House Armed Services Committee on Foreign Language and Cultural Awareness Transformation on September 10, 2008. In his statement, he reminded the members that the Navy has a:

24/7 global presence mission in a world comprised of over 6,000 distinct languages, where 90 percent of world commerce moves over water, and 80 percent of the population lives within a few hundred miles of a coast or major waterway...which necessitate development of "soft disciplines" such as language and cultural familiarity. (Holloway September 10, 2008, p. 2)

Admiral Holloway also pointed to the Navy Foreign Language Skill Screening effort. Since 2005, all new Navy accessions are surveyed to determine if they have any foreign language skills. In 2005, there was a fleet-wide survey of foreign language skills (NAVADMIN 275/05, October 18, 2005). Admiral Holloway said that in March 2008,"We counted over 140,000 individual assessments (not people – some people are fluent in multiple languages) of proficiency in more than 300 separate languages and dialects." Admiral Holloway noted that approximately one-half of the Navy's foreign capability was in Spanish with large percentages of French, German, and Tagalog speakers.

However, he emphasized that the Navy found, “exceptional capability, much of it native, in obscure, less commonly taught languages from remote areas of the world. Admiral Holloway called the Navy’s *Cooperative Strategy for 21st Century Seapower*, the Maritime Strategy the, “principal driver” of the Navy’s Language, Regional Expertise, and Culture (LREC) Strategy. Among its initiatives are calls for “sufficient cultural, historical and linguistic expertise of Sailors” and “effectiveness in resourcing billets that require foreign language and Foreign Area Officers”. He outlined the Navy’s preferred end-state as:

- Language fluency for some, but not all
- Regional expertise for some, but not all
- Cultural awareness for all (Holloway, September 10, 2008, p. 3).

Translator/Interpreter (TI) personnel provide a needed skill set to the U.S. military. Skilled personnel, trained in not only foreign language skills but also cultural awareness and translator or interpreter skills are available to the Army, Marine Corps, and Air Force for low-level interpreter assignments without the necessity of taking cryptologic linguists or personnel from the FAO or intelligence communities. The Navy however, does not have this luxury. Unless an *ad hoc* linguist happens to be available, the Navy must use CTI or FAO personnel to provide for foreign language translation or interpretation duties.

III. DATA AND METHODOLOGY

A. DATA

The data analyzed for this thesis was provided by the Navy's Cryptologic Technician Interpretive (CTI) Technical Advisor (TECHAD), from PERS-326C and contained 5,366 officer and enlisted foreign language billets. The data set included Active Component (AC) and Reserve Component (RC) billets identified as requiring some degree of foreign language proficiency, as of April 30, 2009 (Navy Foreign Language Billet List, 2009).

The officer data is categorized by grade, designator, and Additional Qualification Designator (AQD) code. The enlisted data is categorized by rate, rating, and Navy Enlisted Classification (NEC) code. Four observations were contractor billets and 225 billets did not specify a rank or grade. Each observation was identified by foreign language, required skills (listening, reading or speaking) and skill level. The data identified the Major Claimant/Budget Submitting Office (BSO), billet title, name of the activity and whether the billet is in the Active Component or Reserve Component.

B. METHODOLOGY

The methodology first reviews all foreign language "coded" billets in the data set, including an analysis of which enlisted ratings and pay grades filled the billets and if they were assigned to the active or reserve component. Then, the thesis analyzes officer pay grades and designators that are assigned to the foreign language coded billets.

Of the 5,366 billets, 4,125 were enlisted billets, representing 77 percent of all foreign language billets. There were 242 RC enlisted foreign language billets, representing five percent of all of the foreign language billets and 5.87 percent of the enlisted billets. There were 1,020 officer billets representing 19 percent of

the foreign language billets. Among the officer billets, 31 were assigned to the RC. The Reserve Component billets accounted for less than one percent (0.57 percent) of the billets and three percent of the officer foreign language billets. The other four percent (225 billets) of the foreign language billets did not specify either officer or enlisted. These billets can be filled by either officer or enlisted personnel. The percentages of officer, enlisted, and other foreign language billets are shown in Figure 5.

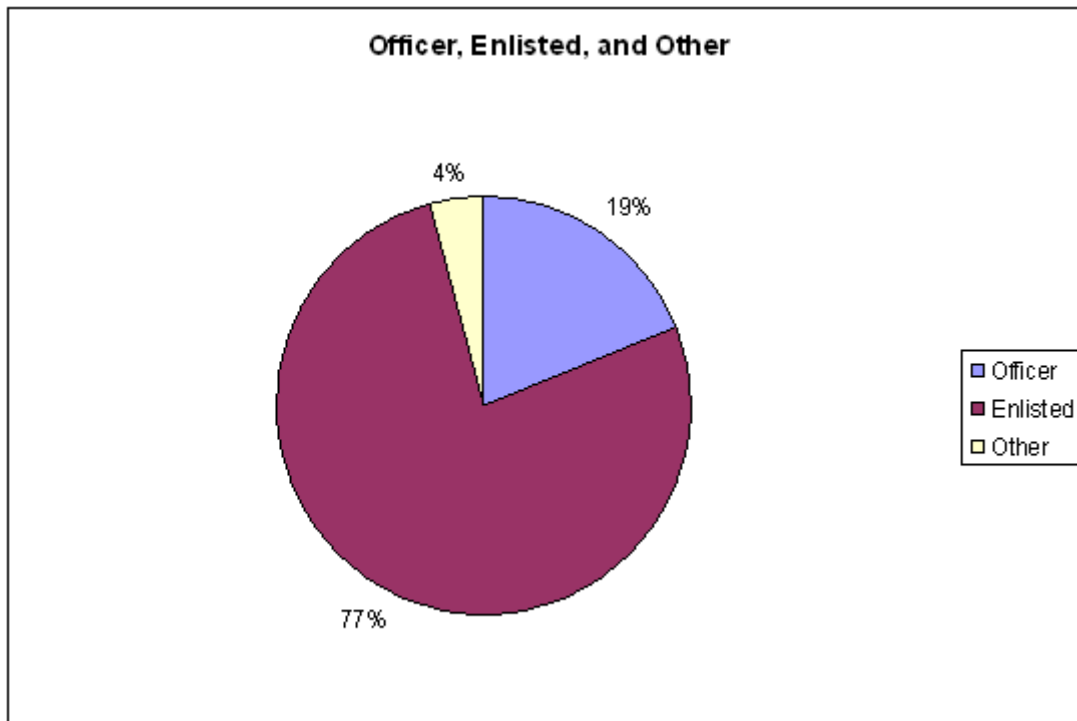


Figure 5. Navy Foreign Language Coded Billets. Source: Navy Foreign Language Billet List, April 30, 2009.

The Active Component and Reserve Component splits of the officer and enlisted billets are shown in Figure 6.

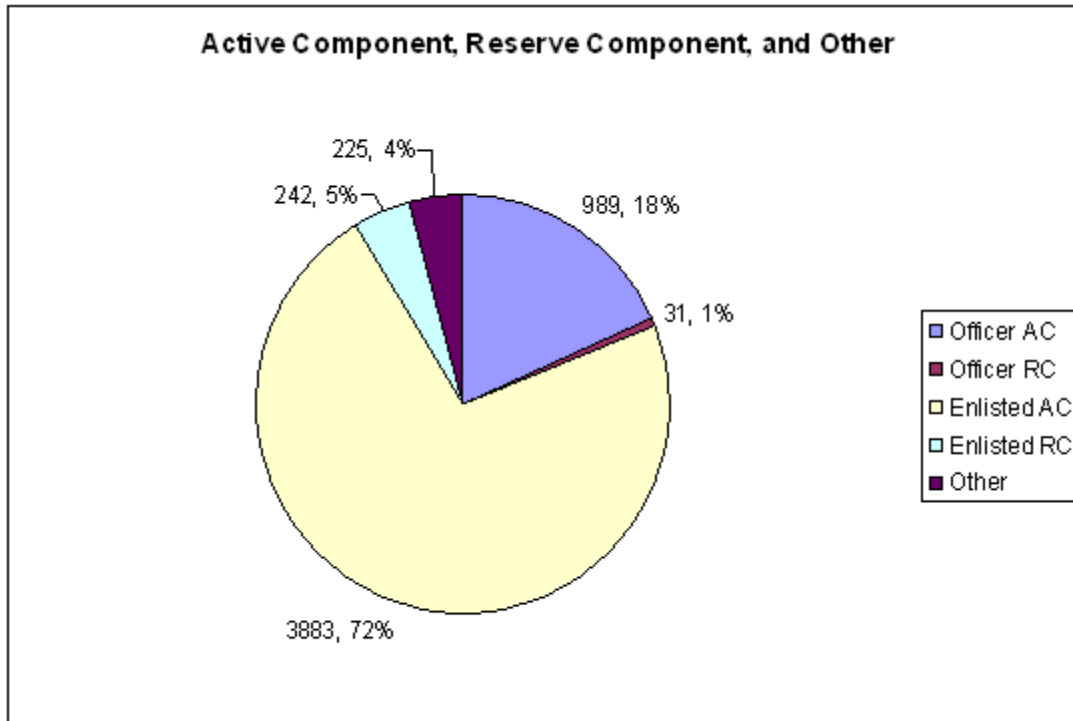


Figure 6. Active Component, Reserve Component, and Other.
Source: Navy Foreign Language Billet List, April 30, 2009.

1. Enlisted

The enlisted foreign language billets were assigned to 15 Budget Submitting Offices/Major Claimants. The number of billets associated with these claimants range from 2,113 billets at Commander, Fleet Forces Command (CFFC) to one at Navy Facilities Engineering Command (NAVFACENG). The three claimants with the largest number of billets were CFFC, Special Warfare Command (SPECWAR), and the National Security Agency (NSA) which account for 93 percent of the enlisted foreign language billets. A distribution of enlisted foreign language billets among the claimants is shown in Figure 7. The majority of the foreign language capability billets are assigned to CFFC and required the CTI rate. CTI personnel are also assigned to NSA, Navy Education and Training Command (NETC), and the Defense Threat Reduction Agency (DTRA).

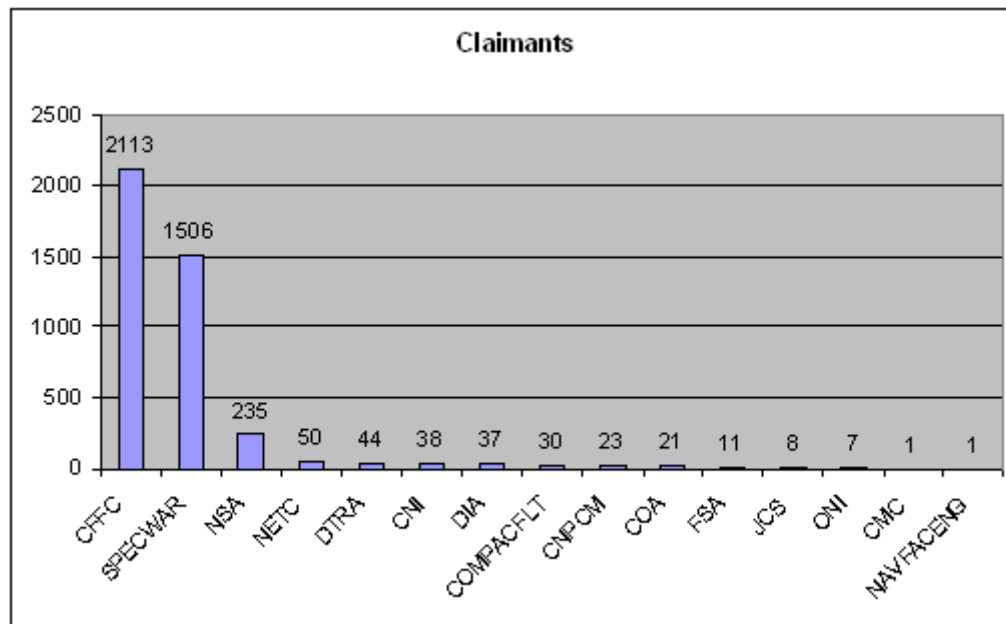


Figure 7. Navy Enlisted Foreign Language Billet Claimants. Source: Navy Foreign Language Billet List, April 30, 2009.

There are billets among 41 enlisted ratings that require some degree of foreign language capability. The distribution of enlisted foreign language billets among the 15 largest ratings or ratings groupings is shown in Figure 8.

The CTI rating is currently the only rating that requires foreign language capability as an occupational standard for everyone in the rating. The CTI rating alone accounts for 53 percent of all enlisted foreign language billets. The Hospital Corpsman (HM) billets are assigned to CFEC and SPECWAR. The Master-at-Arms (MA) billets work installation security inside and outside of the continental United States.

The other category accounts for the remaining 22 ratings assigned foreign language billets as well as the four contractor billets. The ratings assigned to the other category are shown in Figure 10.

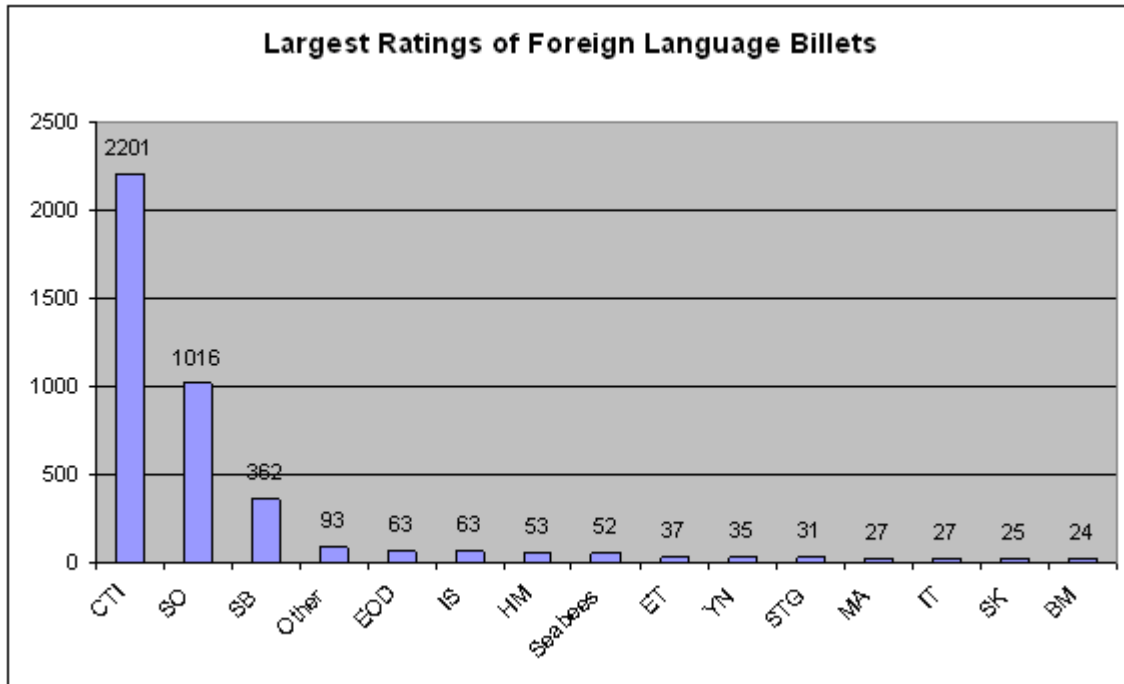


Figure 8. Largest Ratings of Foreign Language Billets. Source: Navy Foreign Language Billet List, April 30, 2009.

The Seabees includes six of the Construction Battalion (SEABEE) ratings that have billets requiring some foreign language capability. The specific ratings contained in the Seabee group are shown in Figure 9. The database contained six Seabee ratings that have billets requiring foreign language proficiency. They are the Construction Mechanic (CM), Builder (BU), Equipment Operator (EO), Utilitiesman (UT), Construction Electrician (CE), and Engineering Aid (EA) ratings. Seabees provide construction support to U.S. forces overseas and in combat zones, the State Department, and in humanitarian missions around the world.

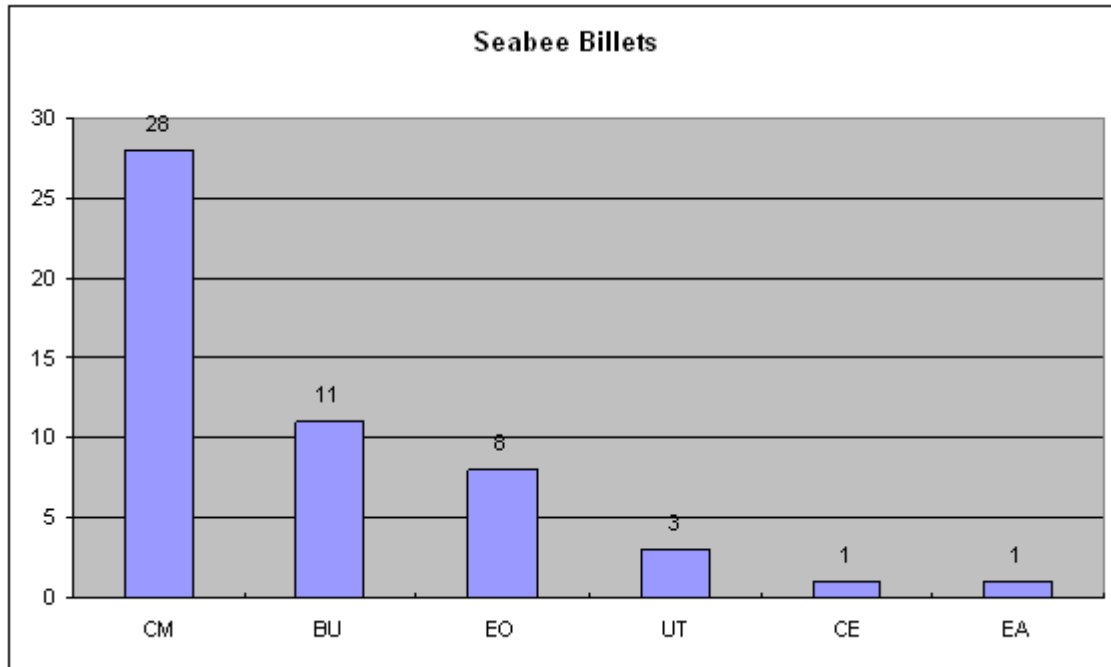


Figure 9. Seabee Billets. Source: Navy Foreign Language Billet List, April 30, 2009.

The remaining enlisted foreign language billets are distributed among 22 ratings. These billets are assigned to SPECWAR support, the Personnel Exchange Program (PEP), attaché support, overseas installations support, and recruiting support. Installation support includes air traffic control as well as harbor operations. The "other" billets group from Figure 7 included 22 various enlisted ratings and four contractor billets. The "other" category is detailed in Figure 10. These enlisted ratings are listed in descending order by number of billets: Air Traffic Controller (AC), Cryptologic Technician Collection (CTR), Quartermaster (QM), Operation Specialist (OS), Navy Counselor (NC), Gunner's Mate (GM), Electrician's Mate (EM), Personnel Specialist (PS), Aircrew Survival Equipmentman (PR), Hull Technician (HT), Fire Control Technician (FC), Cryptologic Technician Technical (CTT), Aviation Boatswain's Mate (AB), Mass Communications Specialist (MC), Legalman (LN), Machinist's Mate (MM),

Religious Programs Specialist (RP), Machinery Repairman (MR), Gas Turbine System Technician (GS), Culinary Specialist (CS), Naval Aircrewman (AW), and Command Master Chief (CMDCM).

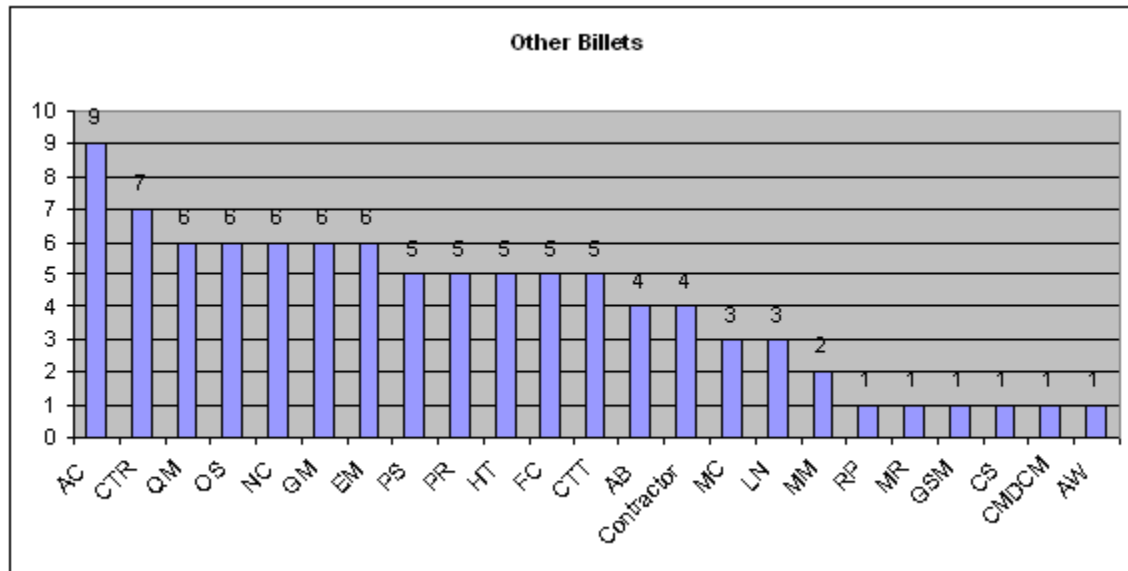


Figure 10. Other Billets. Source: Navy Foreign Language Billet List, April 30, 2009.

The distribution of the pay grades of the enlisted foreign language billets reflects the need for experience in these billets. At pay grades E-5 through E-9, there is a higher percentage of language billets in each pay grade when compared to the usual fleet distribution. This is most visible in the E-6 and E-7 pay grades in Figure 11. The distribution of E-6 personnel in the Navy is 18 percent but E-6 billets compose 33 percent of all of the foreign language billets. At E-7 the Navy percentage is 8 percent while 12 percent of the foreign language billets are for E-7 personnel. All percentages are rounded up or down to the nearest whole number.

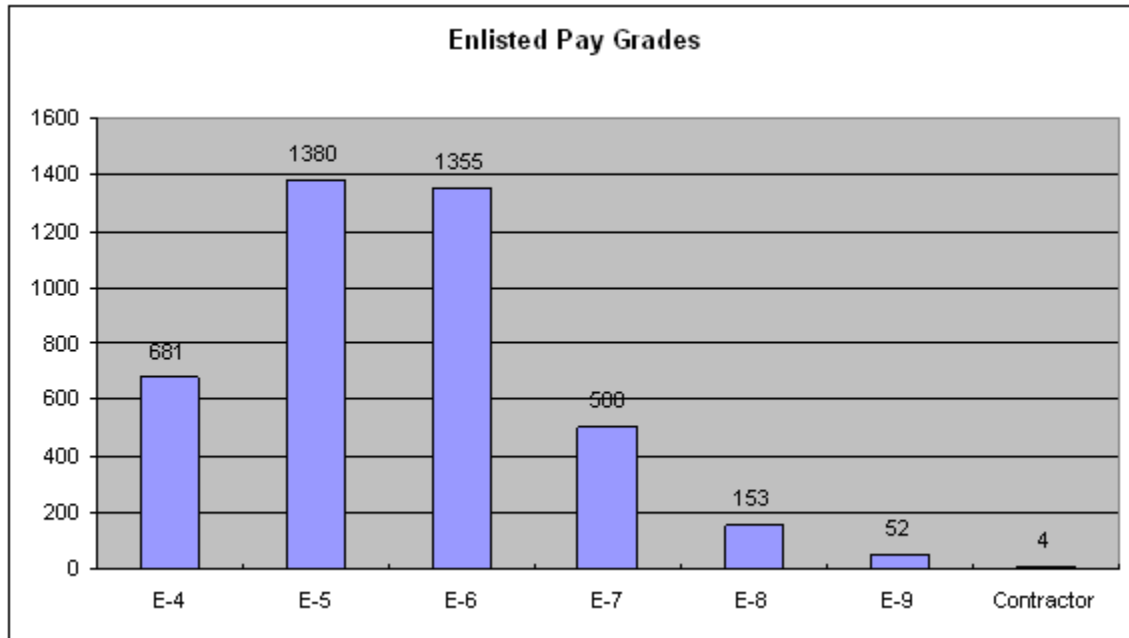


Figure 11. Enlisted Pay Grades. Source: Navy Foreign Language Billet List, April 30, 2009.

Between FY-05 and FY-10 CTI Enlisted Program Authorization (EPA) will increase by 21 percent due to the CYBER Workforce Initiative (CTI Community Manager Brief). The CYBER Initiative is a plan to build Cyber Warfare Workforce of Navy Information Warfare (IW) Officers, CTI and other enlisted personnel that could result in up to 2,236 CTI personnel by FY-14.

An analysis of data the CTI Community Manager Presentation of July 2008 shows that the inventory (INV) of CTI personnel has steadily decreased since FY-04 while the CTI EPA has continued to rise and is projected to grow through FY-14. The Reserve Holding Account (RHA) has been removed from the EPA. The Manning data is from the end of July 2008. Figure 12 shows the CTI enlisted authorizations and inventory projections through FY-14.

CTI Manning Profile

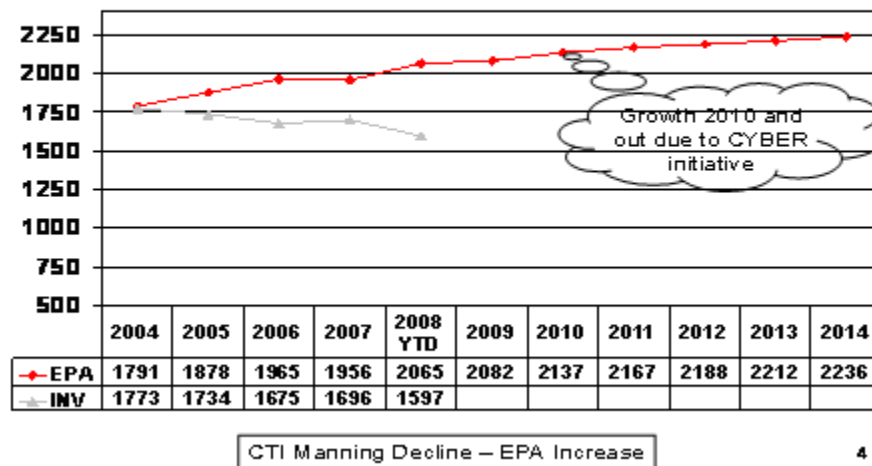


Figure 12. CTI Manning FY-04 through FY-14. Source: CTI Community Manager Presentation, July 2008.

Note: The EPA and Inventory are Spring 2008.

The CTI enlisted community management is currently satisfied with CTI retention numbers, but it has expressed concerns that with the approved increases in CTI enlisted program authorizations (EPA), CTI recruiting may not be able to keep pace with billet growth. Selective Reenlistment Bonuses (SRB) have been utilized but higher retention may lead to lower SRB levels. The new and more difficult language proficiency test, DLPT V, has resulted in higher attrition rates in the CTI training pipeline. The TECHAD and ECM are following the situation to determine if policy changes are necessary (CTI Community Manager Presentation, July 2008).

The CTI reenlistment rates for Zone A (less than 6 years of active duty), Zone B (more than 6 but less than 10 years of active duty), and Zone C (more than 10 years but less than 14 years of active duty) compared to all other Navy rates for the same reenlistment zones are shown in Figure 13. It shows that CTI reenlistment rates for Zone A and Zone B have been close to or above the

reenlistment rates of all other ratings in the same zones. It also shows that CTI Zone C reenlistment rates have lagged behind the reenlistment rates for all of the other ratings in the Navy.

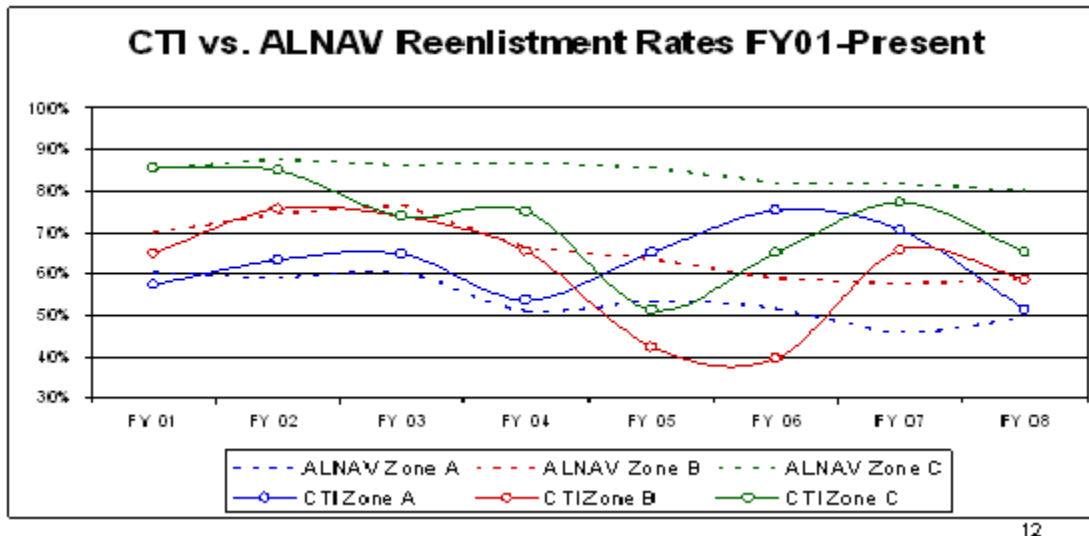


Figure 13. CTI Reenlistment Rates Compared to All Others. Source: CTI Community Manager Presentation, July 2008.

2. Officer

An analysis of the officer language-designated billets showed three are flag officers (O-7 or O-8), 100 O-6, 176 O-5, 214 O-4, 337 O-3, 125 O-2, 18 O-1, 18 CWO-4, 11 CWO-3, and 18 CWO-2. There are no WO-1 billets. The majority of the officer foreign language billets are found in SPECWAR/EOD billets (33 percent), FAO billets (16 percent) and Non-FAO Attaché billets (8 percent). Of the officer coded billets, 31 are reserve officer billets. Almost all (92 percent) of the CWO billets belong to the Special Warfare community. There are no WO-1 billets since the Navy does not currently use that rank. If TI Warrant Officers are appointed, they should fill WO-1 billets for a minimum of six years before being eligible for promotion to CWO-2. Figure 14 shows the distribution of officer billets by pay grade (Navy Foreign Language Billet List, April 30, 2009).

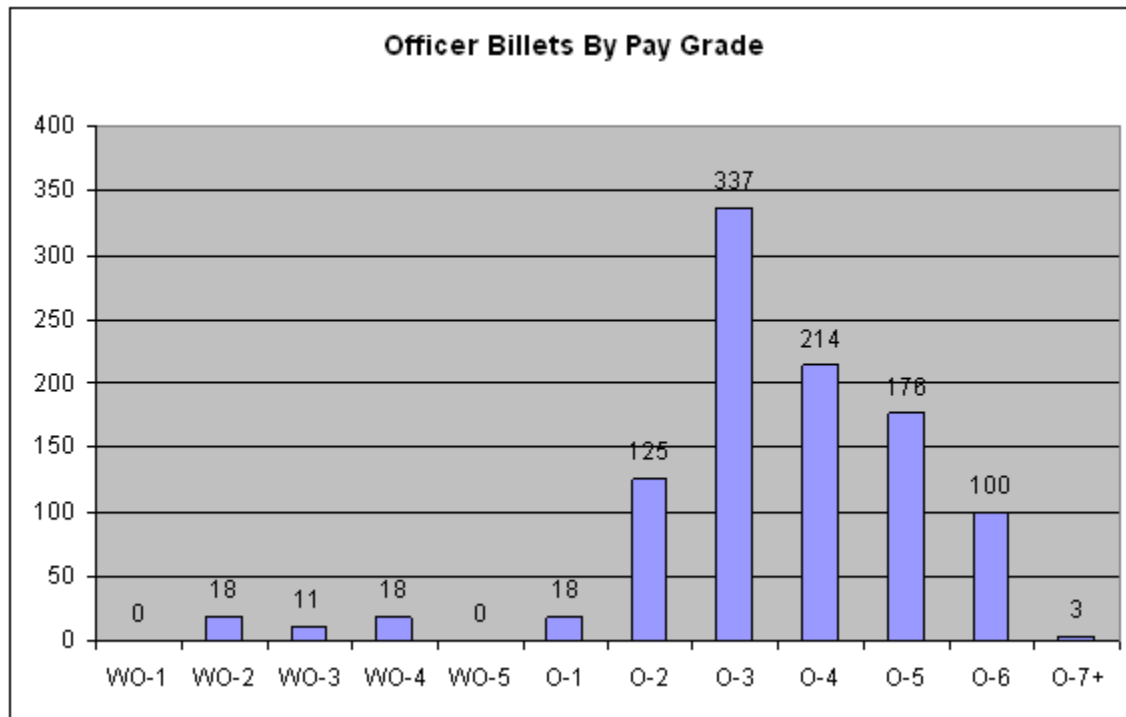


Figure 14. Officer Billets by Pay Grade. Source: Navy Foreign Language Billet List, April 30, 2009.

C. SUMMARY

The Department of the Navy has designated 5,366 billets as requiring some degree of foreign language capability. The overwhelming majority of the billets requiring foreign language capability, 4,125, are designated as enlisted and 1,020 billets are designated as officer. Another 225 billets do not specify a rate or rank and are assigned to either an officer or an enlisted person.

An examination of the enlisted billets shows that 3,770 billets (91 percent) belong mainly to two communities, Cryptologic and Special Warfare/EOD. CTI personnel are assigned to 2,201 or 53 percent of the billets and SPECWAR/EOD personnel to 1,570 or 38 percent of the billets. The remaining language billets are distributed among miscellaneous security, PEP and training assignments. The major claimants for the enlisted foreign language billets are Commander, Fleet Forces Command (CFFC) with 2,113 billets and SPECWAR with 1,506

billets. Many CTI and EOD billets belong to CFFC, but CTI billets are also distributed throughout the DTRA, NSA, NETC, and Defense Intelligence Agency (DIA) claimants.

Introducing a new Translator/Interpreter (TI) rating, which would be composed of personnel with native, or near-native, foreign language skills, would fill a gap in the Navy's LREC capabilities. As previously noted, most of the Navy's foreign language capabilities reside in the CTI, SPECWAR/EOD, or FAO communities, none of which should be utilized for lower level translation or interpretation duties on a routine basis.

IV. ISSUES AFFECTING THE NAVY'S FOREIGN LANGUAGE AND CULTURAL AWARENESS NEEDS

A. INTRODUCTION

Since the 9/11 attacks, the Department of Defense (DoD) recognized that foreign language capability and cultural understanding is, “critical to prevail in the long war and to meet twenty-first century challenges.” The *2006 Quadrennial Defense Review (QDR) Report* (pp. A2–A3), issued February 6, 2006, called for the Department to increase the number of military personnel proficient in Arabic, Farsi, and Chinese and to have language capability at all levels from the strategic to the tactical (p. 78). The QDR also recommended that the Defense Department encourage the growth of cultural intelligence and understanding of the Middle East and Asia to match the level developed about the Soviet Union during the Cold War (pp. 79–80).

The Defense Department, which had already begun to work toward meeting these objectives, had developed the Defense Language Transformation Roadmap that was released in February 2005 (Defense Language Transformation Roadmap, p.1). This was a result of earlier directives from the Under Secretary of Defense for Personnel and Readiness, in response to the Strategic Planning Guidance (SPG) for FY 2006–2011, for each Military Department to review its requirements for language professionals. The SPG required the DoD to develop a comprehensive roadmap to:

- Create cultural awareness in all ranks of the military AC and RC.
- Create language and cultural awareness surge capability.
- Establish a cadre of language specialists with L3/R3/S3 capabilities.
- Establish a process to track linguist and FAO accession, separation, and promotion rates (Defense Language Transformation Roadmap, February 2005, p.1).

To meet these requirements, as well as to align with the Navy's *Cooperative Strategy for the 21st Century Seapower, Department of the Navy Objectives for FY 2008 and Beyond, Chief of Naval Operations Guidance, the Navy Strategic Plan, the Naval Operations Concept 2006 and the Navy Strategy for Our People*, the Navy developed the *U.S. Navy Language Skills, Regional Expertise and Cultural Awareness (LREC) Strategy* (Navy LREC Strategy, January 2008, p.2).

The purpose of the LREC Strategy is to provide guidance for the development, alignment, management, and transformation of LREC capability and capacity in the fleet. This serves as the baseline for all future Navy foreign language and cultural awareness initiatives, policies, processes, and desired end-state.

The Navy established the Center for Language, Regional Expertise, and Culture (CLREC) Directorate at the Center for Information Dominance (CID) on Corry Station, Pensacola, Florida. It serves as a focal point for Navy LREC training. Since 2006, its responsibilities have grown to include producing country and regional training customized for fleet operations (Holloway, September 10, 2008, p.8).

B. CRYPTOLOGIC TECHNICIAN INTERPRETIVE (CTI) CORE COMPETENCIES

The scope of the CTI rating, as described in NAVPERS 18068F Chapter 20, page 1 is to translate, interpret, and transcribe foreign languages. However, a CTI must also be able to operate sophisticated computer-assisted information systems, prepare technical reports, statistical studies, and provide analysis and guidance to the fleet, on foreign language matters, in support of national security requirements. As the CTI progresses, in his or her career, the CTI must acquire increasing knowledge and expertise in the functional areas of Automated Information Systems (AIS) Operations, Security, Cryptologic Operations, Management and Supervision, and Training. This expertise is gained by

attending various technical training courses at the Navy Center for Information Dominance Detachments, National Cryptologic School, and through on the job training. Many CTI personnel also attend Naval Aircrewman Candidate School; Survival, Evasion, Resistance, and Escape (SERE) training; Submarine School, as well as intermediate and advanced foreign language training.

A typical CTI in a Category IV language such as Arabic can expect to spend two years in training before being sufficiently qualified to perform the duties required of a CTI. The CTI is not only required to maintain his or her foreign language skills while learning the technical and operational aspects of the cryptology field, they are also expected to improve their foreign language skills.

C. CTI REQUIREMENTS

The Navy considers a Cryptologic Technician Interpretive to be a professional linguist. However, CTI personnel are more than just translators or interpreters. They are highly skilled cryptologic language analysts whose core competencies emphasize the passive language skills. Conversely, Translator Interpreters (TI) must be active listeners who should be able to conduct continuous or simultaneous translation at a native or near-native level. A CTI will not normally be assigned to roles requiring significant speaking requirements or billets not identified as a CTI billet. However, due to shortages of personnel with the foreign language skills, CTI personnel might be used to carry out other *ad hoc* emergent foreign language roles if there no alternatives. Utilization of CTI personnel to meet TI requirements would not adequately fill the TI requirement and, at the same time may harm the CTI mission by taking away valuable assets.

D. INCREASING USE OF CTI PERSONNEL IN NON-CORE COMPETENCY EMPLOYMENT

Since the end of the Cold War, the foreign language skill set required by CTI personnel has evolved from a transcriber role, which utilized mainly passive

skills such as listening, to a “global” linguist role. The global skill set requires a linguist to be able to use active skills such as speaking and requires greater proficiency than the scenario driven requirements of the past.

E. TRANSLATOR / INTERPRETER SKILLS

According to the Monterey Institute of International Studies (MIIS), a TI must possess the skills listed in Figure 15 (MIIS, TI Skills, May 20, 2009, p. 2).

- Active Listening-Giving full attention to what other people are saying, taking time to understand the points being made, asking questions as appropriate, and not interrupting at inappropriate times.
- Speaking-Talking to others to convey information effectively.
- Reading Comprehension - Understanding written sentences and paragraphs in work related documents.
- Writing-Communicating effectively in writing as appropriate for the needs of the audience.
- Service Orientation-Actively looking for ways to help people comprehend language conversions.
- Foreign Language-Knowledge of the structure and content of a foreign (non-English) language including the meaning and spelling of words, rules of composition and grammar, and pronunciation.
- English Language-Knowledge of the structure and content of the English language including the meaning and spelling of words, rules of composition, and grammar.
- Communications and Media-Knowledge of media production, communication, and dissemination techniques and methods. This includes alternative ways to inform and entertain via written, oral, and visual media.
- Oral Comprehension-The ability to listen to and understand information and ideas presented through spoken words and sentences.
- Oral Expression-The ability to communicate information and ideas, in speaking, so others will understand.
- Written Comprehension-The ability to read and understand information and ideas presented in writing.
- Speech Recognition-The ability to identify and understand the speech of another person.
- Written Expression-The ability to communicate information and ideas in writing so others will understand.
- Speech Clarity-The ability to speak clearly so others can understand.
- Memorization-The ability to remember information such as words, numbers, pictures, and procedures through mind retention and shorthand note taking.
- Selective Attention-The ability to concentrate on a task over a period of time without being distracted.
- Near Vision-The ability to see details at close range (within a few feet of the observer).
- Auditory Attention-The ability to focus on a single source of sound in the presence of other distracting sounds.

Figure 15. MIIS Translator/Interpreter Competencies. Source: Monterey Institute of International Studies Website, May 20, 2009.

Translation and Interpretation (TI) skills can be subdivided into four categories: Translators, Interpreters, Sight Interpreters, and Transcribers. Translators convert written words in one language into written words in another language. Interpreters convert spoken words in one language into spoken words in another language. Sight Translators convert written words in one language into spoken words in another language. Transcribers convert spoken words in one language into written words in another language.

Often Interpreters must be able to interpret consecutively or simultaneously. Consecutive interpretation means that the Interpreter waits for the speaker to pause before interpreting what has already been said. Simultaneous interpretation means that the Interpreter converts one language simultaneously while the speaker is still speaking. This skill is much more difficult than consecutive interpretation because the interpreter must be able to intuitively anticipate what the first speaker will say while listening, converting the language, and speaking in the second language at the same time. This requires a near native knowledge of both languages as well as an in-depth knowledge of the subject matter being discussed (Occupational Outlook Quarterly, Summer 2002, pp. 22–25).

Recruiting high quality TI personnel, those who possess the L3/R3/S3 skills called for by the QDR, will be difficult but not impossible. The Bureau of Labor Statistics (BLS) of the U.S. Department of Labor notes that as of May 2008, there are 36,610 persons employed as Translators or Interpreters (Standard Occupational Classification Code 273091). The BLS does not indicate how many of the Translators or Interpreters are U.S. citizens. The salary range for TI personnel was between \$69,190 (90th percentile) to \$22,170 (10th percentile), with an annual median wage of \$38,850, and an annual mean wage of \$43,130 (BLS Website, extracted May 6, 2009).

The Navy could allow TI recruiting to use the Direct Procurement Enlistment Program (DPEP), which authorizes the enlistment of applicants who have civilian-acquired, postsecondary, vocational or technical training in pay

grades up to E-6. A high quality TI, with L3/R3/S3 skills, could enlist at an advanced pay grade of E-6 and would make, with pay and benefits, \$44,306 per year, (base pay, basic allowance for subsistence, single basic allowance for housing, and Foreign Language Proficiency Bonus (FLPB) for one language). This does not include the higher married rates for housing, additional FLPB for a second foreign language, medical benefits, tax advantages, and other special pays for which the Sailor may earn. A high quality, entry level, TI could easily make over \$50,000 per year. This is more than the civilian Translator/Interpreter annual mean wage of \$43,130 and well above the annual median wage of \$38,850. Even enlisting at E-5 would result in a minimum annual salary of \$41,332 (DFAS Military Pay Scales, 2009).

To improve enlistment of civilians who possess foreign language skills, in November 2005, the Navy instituted the Heritage Language Recruiting Program (HLRP). The stated purpose of the HLRP is to expand the overall force capacity in critical foreign languages. Applicants must score at least L2/R2 on the Defense Language Proficiency Test (DLPT) or Level 2 on the Oral Proficiency Interview (OPI). The HLRP limits its languages to 26 Global War on Terror (GWOT) critical languages or dialects, a subset of the Navy Strategic Language List. Sailors enlisted through HLRP must meet a minimum AFQT of 21 for enlistment. They are eligible for FLPB and are considered volunteers for assignments requiring use of their particular foreign language ability, including Individual Augmentee (IA) assignments. HLRP applicants are eligible to enlist into any rating or program which they qualify. HLRP enlistees are encouraged to pursue ratings where they are most likely to use their language skills such as cryptology, information warfare, intelligence, and construction battalions (SEABEES) (COMNAVCRUITCOMINST 1130.8, Vol. IV, Chapter 3, section 2, May 2008, pp. 1-3).

The Navy established the Construction Battalion or Seabee community in 1942 to recruit Sailors in the construction trades to build advance bases in combat zones. Today Seabees continue to provide construction support to U.S.

forces overseas and in combat zones, the State Department, and in humanitarian missions around the world. There are currently seven Seabee source ratings, six of these Seabee ratings have billets requiring foreign language proficiency. They are the Construction Mechanic (CM), Builder (BU), Equipment Operator (EO), Utilitiesman (UT), Construction Electrician (CE), and Engineering Aid (EA) ratings. The Steelworker (SW) rating does not currently have any billets that require foreign language skills.

The Navy could also utilize the new Military Accessions Vital to National Interest (MAVNI) recruitment pilot program to recruit TI personnel. Under MAVNI, the military services are authorized to enlist persons in the U.S. legally, including students, who hold skills vital to the U.S. national interest. This includes proficiency in 36 strategic foreign languages. Applicants must demonstrate proficiency in English, have lived in the U.S. for at least two years and have not had a single absence from the U.S. for more than 90 days in the two years prior to enlistment (DoD News Release No. 1001-08, December 5, 2008).

An even more innovative option for recruiting extremely high quality TI personnel would be to directly appoint these candidates to the grade of Warrant Officer, pay grade WO-1. The Navy does not currently use the WO-1 rank, but has used it in the past. The Army uses this rank for its aviation warrant officer candidate program. The incentives of higher pay and warrant officer status might provide additional pay and compensation incentives for high quality native, foreign language speaking applicants to join the Navy. U.S. citizenship would be required for appointment to WO-1 rank.

CTI personnel are normally not trained in consecutive or simultaneous translation skills. However, some Russian language CTI personnel hold the 9520 Navy Enlisted Classification (NEC), Consecutive Foreign Language Translator. The 9520 NEC is only awarded to CTI Russian linguists who are assigned to, or have been assigned to, the On Site Inspection Agency (OSIA), now known as the Defense Threat Reduction Agency (DTRA). The NEC Manual

states that the NEC may only be awarded to personnel who have achieved Level 3 in listening and Level 3 in speaking on the DLPT and who have completed six months of translator duty. In order to retain the NEC, the CTI must qualify annually on the DLPT. After leaving DTRA, the NEC can be retained if the CTI achieves a Level 3 in listening and a Level 3 in at least one other functional area (speaking or reading). The NEC may be awarded to enlisted personnel serving in the rates of CTI3 through CTICM. The DLI Russian course, 71RU-OSIA Special, is required training for CTIs to receive the NEC (NAVPERS 18068F, Vol. II, April 2009, p. 206).

F. IN-SERVICE PROCUREMENT OF TRANSLATOR / INTERPRETERS

In addition to recruiting Translator/Interpreter (TI) personnel from the civilian population, provisions should be made for allowing Sailors from any rating who have pertinent foreign language and cultural awareness skills to make lateral transfers into the TI rating. The policies and procedures to “cross-rate” into the TI rating can be based upon current guidelines governing rating changes. The Military Personnel Manual (MILPERSMAN) delineates the requirements for changes of rating and requesting Class “A” School training (MILPERSMAN 1306-608, September 10, 2007, pp. 2–4). The MILPERSMAN 1306-608, lists procedures for a candidate who is a native speaker of a foreign language to convert to CTI. This would be a good template for processing a change of rating by a qualified applicant to the TI rating.

In-service requests for rating conversion should be required to take the DLPT in the target language and score a minimum of L2+/R2+/S2, or achieve a Level 2 on an Oral Proficiency Interview if there is not a DLPT in the target language, to be eligible to change rate to TI. Applicants who do not meet the R2+ minimum, but score at least Level 2+ in speaking and listening, or Level 2 OPI, should be considered for conversion to TI based upon DLAB scores. Many heritage language speakers are illiterate in the language, but a heritage speaker, who can already speak and understand the language, and has familiarity with the

culture, will likely succeed in learning to read the language. The NEC Manual already allows conversion to CTI for most languages based upon achieving scores of L2+/R2+ or Level 2 on an OPI if there no DLPT for the target language (see Appendix A. of this study). Conversion to TI should be based upon this standard but allow the Enlisted Community Manager (ECM) discretion to approve candidates in undermanned or GWOT critical languages who meet the DLPT S2 or OPI Level 2 requirement.

Since 2005, the Navy has implemented mandatory screening at all service entry points (recruit training, officer commissioning programs) to identify Navy personnel who have any foreign language capabilities. These self-identified, and self-measured skills, are entered into Navy personnel databases. This allows the Navy Foreign Language Office to identify and track the Sailors with these skills if an emergent need arises. Sailors who claim skills in a strategic language are administered a DLPT or OPI for that language. Those with qualifying scores can receive FLPB (Holloway, September 10, 2008, p. 6).

G. ISSUES RELATED TO ESTABLISHING A TRANSLATOR/INTERPRETER RATING OR NEC

Establishing a new rating or Navy Enlisted Classification code requires the initiator to submit a proposal package, via their chain of command, to the Executive Secretary of the Navy Enlisted Occupational Classification System (NEOCS) Board. The NEOCS Board reviews all proposals and provides pertinent information concerning the proposal to the decision makers. The NEOCS process is the vehicle for NEC establishment, revision, or deletion. It is also the method to change the structure of a Navy rating. The NEOCS Board Executive Secretary processes all changes to the rating structure. Figure 16 outlines the NEOCS Process (NAVPERS 18068F, Vol. II, Appendix A., April 2009, p. 5).

To establish a new rating, the proposal must have a Flag level sponsor and have the concept approved by Navy Manpower, Personnel, Training and Education (MPTE) stakeholders. After receiving Flag sponsorship and MPTE approval, the proposal package is submitted to the NEOCS Board Executive Secretary. The NEOCS Board, the Master Chief Petty Officer of the Navy, and the Naval Education and Training Professional Development and Technology Center (NETPDTC) will all review the proposal. If all concur, the proposal will be forwarded, recommending approval, to OPNAV N13 and Deputy Chief of Naval Operations (Manpower, Personnel, Training, and Education) (DCNO) (MPTE) N1 for approval or additional action. Once approved the proposed rating is forwarded to the appropriate Enlisted Community Manager (ECM) who develops and tracks the Plan of Action and Milestones (POA&M) for implementation. The DCNO (MPTE) N1 approves modifications to existing ratings. Under the authority of Title 10 U.S.C. 6013, the Secretary of the Navy approves the establishment and disestablishment of Navy ratings (NAVPERS 18068F, April 2009, Appendix A., p. 5).

Establishing a new NEC also requires forwarding a proposal approved by MPTE stakeholders to the Executive Secretary of the NEOCS Board via the chain of command. Unlike a rating proposal, no Flag sponsor is required. The NEOCS Board reviews the proposal. If the NEOCS Board concurs with the proposal to establish the NEC, the proposal is forwarded to the Executive Secretary for final approval of the new NEC, and for changes to the NEC Manual (NAVPERS 18068F, Vol. II, Appendix A., April 2009, p. 5).

Proposals for NEC modification or disestablishment are forwarded via the chain of command to the NEOCS Board Executive Secretary, who forwards them to the respective ECM, Technical Advisor (TECHAD), and Primary Advisors. The proposal is also forwarded to the training commands responsible for the NEC training. If all concur with the proposed changes, the package is forwarded to the Executive Secretary for final approval and NEC Manual changes (NAVPERS 18068F, Vol. I, Appendix A., April 2009, p. A-1).

To establish a TI rating, a Flag sponsor would have to be identified. The logical choice would be the Commander, Naval Network Warfare Command (NETWARCOM). NETWARCOM is the Navy's type commander for network and information technology requirements, intelligence, network and information operations, and space. The Navy's service cryptologic element, the former Naval Security Group Command, falls under NETWARCOM. The majority of the current inventory of Navy enlisted linguists, the CTIs, are already part of NETWARCOM. Adding the responsibilities for oversight, training, and management of the TI rating to the CTI ECM and TECHAD would also be a logical choice, since they already manage the Navy's cryptologic linguist requirements. The TI rating could eventually become a source for highly skilled CTI personnel, if TI personnel later become eligible for or receive Top Secret clearance and SCI access.

Another Flag sponsor could be the Deputy Chief of Naval Operations for Plans, Policy, and Operations (N3/N5), the current FAO Program sponsor. Although the FAO community is only composed of commissioned officers, enlisted personnel in the TI rating, depending on individual skills, could fill FAO "like" assignments. The Army enlisted attaché program could be a basis for developing a similar Navy enlisted FAO assistant program. The Navy already has some attaché support foreign language billets. Sailors in the TI rating, in addition to serving as Translators and Interpreters, could fill support roles to the attachés and the FAO community upon receiving the requisite security clearances.

This could lead to the eventual establishment of a FAO Warrant Officer designator for enlisted TI personnel who could also augment Marine Corps units, which require organic linguists in the same way that Navy medical personnel and chaplains already support the Marine Corps. Figure 16 shows the steps to change a rating structure, and establish, delete or revise NECs through the

NEOCS Process. Appendix C of this study, includes sample proposals to revise, delete, or establish Navy Enlisted Classification codes, enlisted ratings, or officer designator codes.

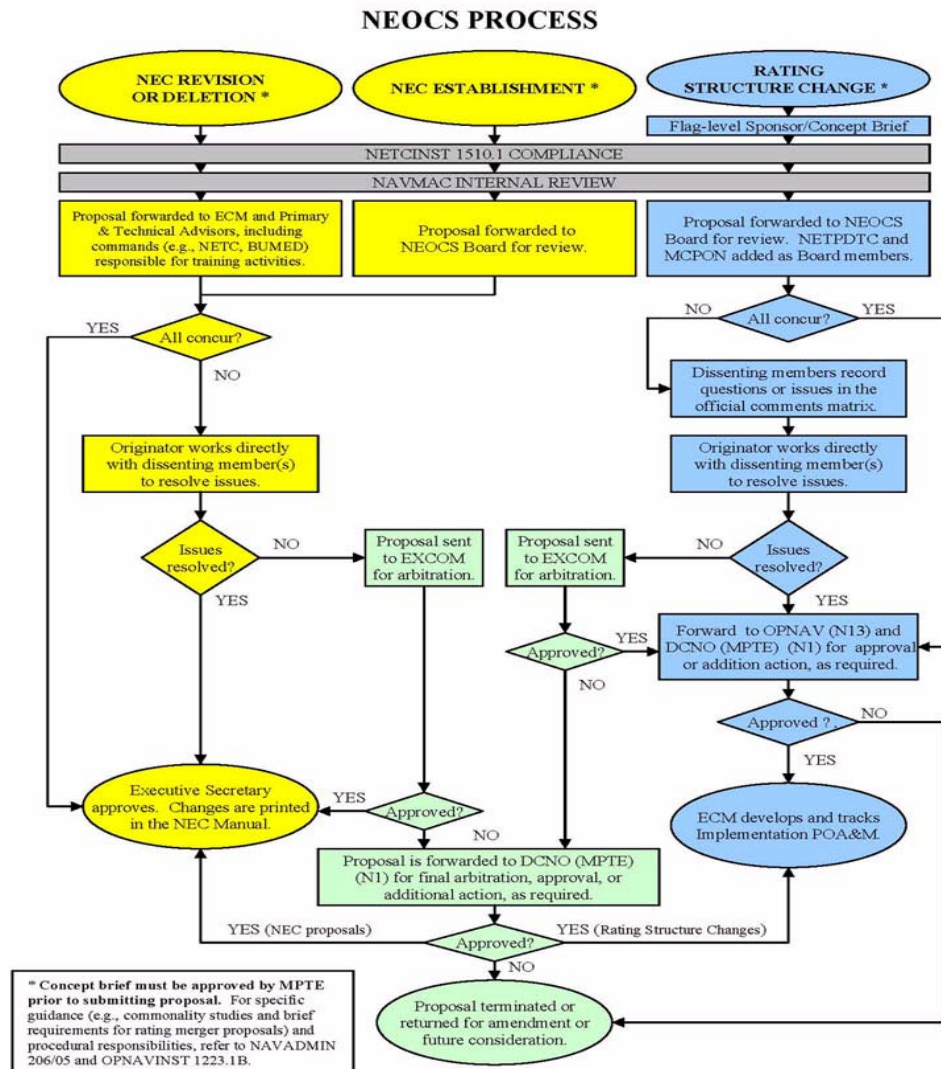


Figure 16. NEOCS Process. Source: NAVPERS 18068F, Vol. II, Appendix A., April 2009, p. 5.

H. ISSUES RELATED TO ESTABLISHING A WARRANT OFFICER DESIGNATOR AND CAREER PATH

According to OPNAVINST 1120.12, a Navy Warrant Officer is a technical specialist who performs duties which:

- Require extensive knowledge of a specific occupational field.
- Are technically oriented through experience/specialized training.
- Are repetitive in nature.
- Whose assignability is not significantly affected by advancement in rank and who are, therefore, amendable to successive tours of duty in the same technical area (OPNAVINST 1120.12, Enclosure (2), December 24, 2005, p.1).

Although the concept of reestablishing the Warrant Officer 1 (WO-1) pay grade and creating a new Warrant Officer designator or Translator/Interpreter or Foreign Area Officer Technician may seem unnecessary, it is an option that Navy leadership should consider. There have been Warrant Officers in the U.S. Navy since the Revolutionary War and the scope of responsibilities of the rank has evolved over the centuries. Prior to World War II, there were eight warrant specialties. Warrant Officers were selected from among First Class and Chief Petty Officers who had the potential to be good officers. After passing a series of examinations, those remaining candidates were placed on a waiting list for a vacancy. The Secretary of the Navy had, and continues to hold, the authority to appoint Warrant Officers. Upon appointment, a Warrant Officer had to serve six years in that role before becoming eligible for Commissioned Warrant Officer status (Reilly, March 16, 1999, pp. 2–3).

The Navy stopped using the WO-1 rank in 1975. Part of the rationale was WO appointees were required to serve as Chief Petty Officers, or they would be forced out of the Navy under “High Year Tenure” rules. Since 1975, all Warrant Officer selectees are Commissioned in the rank of Chief Warrant Officer 2 (CWO-2) or higher (OPNAVINST 1420.1A, May 2, 2003 pp. 1-6–1-7). Using the WO-1 rank to directly appoint highly qualified foreign language specialists would

provide additional incentives to join the Navy, (i.e., pay, benefits, and status), without encountering the restrictions associated with high year tenure rules. The procedures for establishing a new officer designator are outlined in the *Manual of Navy Officer Manpower and Personnel Classifications (NOC), Vol. 1, Major Code Structures*, (NAVPERS 15389I, April 2009, pp. A-3–A-4). Currently, the Navy has a Flying Chief Warrant Officer Program (NAVADMIN 067/09, March 2, 2009). This program appoints qualified Petty Officers in pay grades E-5 through E-7 to the rank of CWO-2. The argument behind this program is that in order to be promoted, Naval aviation officers must fill managerial and administrative jobs that will take them out of the cockpit. Flying CWO personnel will not have those career requirements; they will spend the majority of their career flying. Linguist WO personnel would also fill a similar need in the foreign language arena. They will spend the majority of their career as foreign language specialists. They could also move into Attaché Technician roles, similar to the Army 350L Warrant Officers if they become eligible for a Top Secret clearance and SCI access (AR 611-60, August 13, 2001, pp. 1-9).

According to OPNAVINST 1210.2B, to establish a new Navy officer designator a proposal must be forwarded via the chain of command to the Navy Manpower Analysis Center (NAVMAC). All via addressees should submit statements regarding their support or opposition to the proposal. Upon arrival at NAVMAC, the Navy Officer Occupation Classification System (NOOCS) Board will review the proposal. The NOOCS is the Navy's primary means of identifying the skills, education, training, experience, and capabilities for officer personnel and manpower requirements (p. 1). The NOOCS Board reviews all proposals for designator additions and the Executive Secretary forwards proposal changes via the chain of command to the Chief of Naval Operations (CNO) for review and then to the Secretary of the Navy for approval. Title 10 U.S.C 621 authorized the Secretary of the Navy to "establish competitive categories for promotion." Naval officer designators serve this purpose (p. 2).

I. THE NAVY FOREIGN LANGUAGE PROGRAM OFFICE

On November 25, 2002, the Navy announced the establishment of the Navy Foreign Language Office (NFLO) (NAVADMIN 388/02). The NFLO, designated CNO N13F, was chartered to manage the Navy Foreign Language Program to include linguist employment, developing operational requirements, and being responsive to fleet needs.

J. SHOULD THE MAJORITY OF INTERPRETER/TRANSLATOR BILLETS BE IN THE NAVAL RESERVE?

The Navy Reserve defines its mission as to “provide strategic depth and deliver operational capabilities to the Navy and Marine Corps team and Joint Forces, from peace to war (Navy Reserve Mission Statement, accessed May 20, 2009). With this mission in mind, locating a large portion of the TI rating billets in the Navy Reserve force structure should be considered. Trying to maintain an AC inventory of the potentially hundreds of needed languages “just in case” they are required would be costly and would impose a heavy administrative burden. However, since it would take up to two years to develop a qualified basic linguist, having trained available linguistic support is necessary. The Navy Reserve would be an ideal location for the bulk of the languages, not required in the near future, but which may be needed at some time in the future. There are many incentives for someone who has foreign language capabilities, but whose specific language may not be required in the AC, to affiliate with the RC. Like the AC Sailor who can enlist with an advanced pay grade, the RC TI Sailor could enlist with a higher pay grade, receive foreign language proficiency bonus pay, educational assistance, accelerated citizenship for non-citizens and additionally the opportunity for recall to active duty for training.

K. SUMMARY

The CTI rating is the primary source of the U.S. Navy's professional enlisted linguists. The SPECWAR/EOD communities have the next largest grouping of language coded enlisted billets. These enlisted career fields require years of specialized technical and warfare training to produce a fully qualified member of those communities.

The CTI, SPECWAR and EOD Sailors should not be reassigned from their primary military assignments to meet the growing foreign language requirements. These requirements are more similar to the Translator or Interpreter roles than the traditional CTI Transcriber. To fill these emergent requirements, the Navy has initiated the Heritage Language Recruiting Program. This program allows applicants with certain foreign language skills to enlist in the Navy. However, many do not qualify for CTI or other language related positions since many are not eligible for a Top Secret clearance or SCI access. Therefore, their names and skills are entered into a database and the Sailor is trained in a different rating. If the need arises for a specific language skill, the appropriate fill can hopefully be found.

To avoid much of this uncertainty, a Translator/Interpreter (TI) rating should be established to better utilize speakers of GWOT critical languages. They can also receive advanced translation skills, such as simultaneous or consecutive translation. For Sailors who cannot, or do not want to, hold the TI rating, a similar language translation NEC can be established. The Navy Foreign Language Program Office can track these Sailors and manage *ad hoc* requirements that call for employing these Sailors. The TI rating and NEC can also become sources for CTI cryptologic linguists with native or near-native foreign language skills. Any program that is established in the AC should have a comparable RC program. Perhaps the RC is the best location for many TI billets, especially languages not very likely to be needed in the near future. The Navy RC CTI program management had made a concerted effort to recruit native

speakers to the Reserve CTI rating. However, the recruits without prior military service did not have security clearances and could not perform the typical CTI duties. A TI rating would have been the perfect solution for this situation.

Besides establishing a TI rating and NEC, the Navy should also establish a Warrant Officer designator for the Translator/Interpreter specialty. Warrant Officers are technical experts who are expected to continue to be assigned to the same types of assignments throughout their careers. The new Warrant Officer designator should resume using the WO-1 rank and pay grade as an entry level or direct accession rank. This would make an attractive incentive for, what the Army classifies as Category III linguists, U.S. citizens with high quality language skills who are eligible for security clearances.

The Navy should participate in the MAVNI Recruiting Pilot to recruit non-citizens with critical GWOT languages. United States laws 10 USC Sec. 504 and 8 USC Sec. 1440 delineate when non-citizens may join the U.S. military and how they may apply for citizenship because of that service. Expedited citizenship is a benefit of military service and the Navy should continue to recruits eligible for the HLRP or MAVNI programs.

Navy leadership, from the Chief of Naval Operations downward, has recognized LREC capabilities as crucial to victory in the GWOT. The Navy should take the next step and not only match the other services' LREC initiatives but go further and make the changes necessary to fully meet the Navy's future foreign language, regional expertise, and cultural awareness requirements.

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V. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

A. SUMMARY

This research conducted an analysis of the historical use of foreign language speaking Sailors, Translators, and Interpreters from the earliest days of the Navy to the present. The study also reviewed Department of Defense (DoD) and Department of the Navy (DON) pronouncements that foreign language, regional expertise, and cultural awareness (LREC) capabilities are vital to winning the Global War on Terror (GWOT). It described the Navy's professional language cadres, Foreign Area Officers (FAO) and enlisted Cryptologic Technician Interpretive (CTI) personnel, focusing on enlisted linguists and their associated required specialized training. It detailed the occupational standards and functional areas of all CTI rates.

The study analyzed all of the foreign language "coded" billets for officers, enlisted, and other claimants. The study compared and contrasted the policies of the Navy and the other U.S. Armed Forces *vis-à-vis* linguist utilization and recruiting for the Active Components (AC) and Reserve Components (RC).

The study compared CTI core competencies to civilian Translator Interpreter (TI) skills and discussed incentives for highly qualified foreign language speakers to join the Navy. It analyzed the options, policies and processes of establishing a new TI rating, establishing a TI Navy Enlisted Classification (NEC), or establishing a TI Warrant Officer (WO) designator and the role of the Navy Foreign Language Office (NFLO) and the Center for Language, Regional Expertise, and Culture (CLREC).

B. CONCLUSIONS AND RECOMMENDATIONS

1. How Can the Navy Optimize the Existing Cultural Diversity of the United States, Especially Among Sailors Already in the Navy, in Order to Satisfy Current and Future Foreign Language and Cultural Expertise Requirements?

a. Conclusion

This study concludes that the Navy has begun several significant initiatives to meet current and future Foreign Language, Regional Expertise, and Cultural Awareness requirements. The Navy Heritage Language Recruiting Program (HLRP) is designed to optimize the nation's cultural diversity by recruiting civilians who possess critical foreign language skills and diverse cultural awareness backgrounds. The Navy performed a one-time self-assessment of foreign language capability in the Fleet and continues to test new personnel at all accession points. Sailors who claim foreign language skills relevant to the Global War on Terror, or who are on the Strategic Language List, are tested via the Defense language Proficiency Test (DLPT) or an Oral Proficiency Interview (OPI). Those who achieve qualifying scores are eligible for Foreign Language Proficiency Bonus (FLPB) and are tracked for possible *ad hoc* employment as Interpreters or Translators. The Navy expanded the FLPB Program to pay Sailors with qualifying scores who are not in foreign language coded billets. Even Sailors who do not qualify for FLPB constitute a base of linguists capable of handling low-level translation/interpretation duties on an *ad hoc* basis. The Navy also established the Navy Foreign Language Office (NFLO) to centrally manage the Navy Foreign Language Program and to track and validate foreign language requirements as well as the Center for Language, Regional Expertise, and Culture to provide fleet training for deploying units.

b. Recommendation

This thesis recommends that the Navy expand existing programs to recruit people who already possess vital foreign language and cultural awareness skills. It also recommends that the Navy continue and expand the HLRP and adopt the Military Accessions Vital to National Interest (MAVNI) Program to recruit civilians with needed foreign language and cultural skills. The Navy should continue the policy of assessing foreign language skills at all initial entry points and maintain current and accurate databases of Sailors who have the foreign language and cultural awareness skills which may be needed in the future. This thesis also recommends that the Navy continue to pay the FLPB to all Sailors who maintain qualifying scores in languages on the Strategic language List, regardless of rating. The NFLO should also monitor Sailors who test in strategic languages but who do not meet scores which qualify for FLPB. Training should also be provided to improve the deficient skills.

2. Is the Navy's Current Rating Structure, Specifically Concentrating Linguists in the Cryptologic Technician Interpretive Rating, the Most Effective Way to Provide the Fleet With the Sailors Possessing Critical Foreign Language and Cultural Awareness Skills?

a. Conclusion

This study concluded that the current rating structure is not the most effective means of providing the fleet with Sailors possessing critical foreign language and cultural awareness skills. Currently, the Navy depends on the CTI rating to provide most of the Fleet's foreign language capability. The Special Warfare and Explosive Ordinance Disposal communities also have many foreign language designated billets. The foreign language skills used by these Sailors are often focused on military and technical vocabulary. Sailors in all of these fields undergo years of specialized technical and warfare training and should not be detailed away from their primary occupations to perform Translator or

Interpreter duties. The skills necessary to be an effective Translator or Interpreter are not typically taught in the Defense Language Institute's (DLI) basic language courses. The foreign language skills needed by the Navy will likely be those that are not commonly taught by the U.S. education system but that are often spoken by recent immigrants to the United States. CTI, SPECWAR and EOD personnel are too specialized and highly trained to engage in routine translation and interpretation duties. The Navy alone, among the U.S. Armed Services does not have a separate Translator/Interpreter enlisted occupational specialty. The establishment of a new rating of linguists who can provide native or near-native translation and interpretation skills will help the Navy successfully accomplish its mission.

b. Recommendation

This thesis recommends that the Navy expand the CTI, SPECWAR and EOD communities to satisfy the current and future GWOT needs and to effectively meet Intelligence, Special Warfare, and LREC requirements. This study recommends that the Navy establish a new Translator/Interpreter foreign language rating.

3. Should Other Options Such as a Separate Translator/Interpreter Rating, a Navy Enlisted Classification Outside of the CTI Rating, or Warrant Officer Designator be Considered?

a. Conclusion

This study concludes that the Navy needs and will continue to need Sailors who possess foreign language and cultural awareness skills. Currently, enlisted CTI, SPECWAR, and EOD personnel account for over 93 percent of the enlisted foreign language billets. In order to most effectively meet foreign language and cultural awareness requirements, without taking personnel from the enlisted CTI, SPECWAR, or EOD communities, the Navy should establish a Translator/Interpreter enlisted rating. Candidates must score a minimum of

L2+/R2+/S2, using Interagency Language Roundtable Criteria (ILR) (see Appendix B of this study) or achieve a Level 2 on an OPI, if there is no DLPT in the target language, to be eligible to change rating to TI.

Applicants who do not meet the R2+ minimum, but who score at least Level 2+ in listening (L2+), and Level 2 in speaking (S2), or Level 2 on the OPI, should be considered for conversion to TI based upon potential to learn to read and write the language. The Defense Language Aptitude Test (DLAB) scores should be used to measure this potential. If a heritage speaker can speak and understand the language, and has familiarity with the culture, they will likely succeed in learning to read and write the language. This philosophy was used to justify teaching the *Nisei* students Japanese during World War II and should be revived for the current war.

Currently the Navy utilizes the direct Procurement Enlistment Program (DPEP) and the Advanced Pay Grade (APG) program to recruit Sailors into the Navy who have civilian acquired post secondary vocational/technical training and/or significant work experience. They can enlist at pay grades from E-3 through E-6 depending on an evaluation of their skills. The Navy even auditions and enlists musicians for the Navy band at advanced pay grades. Allowing applicants with superior foreign language skills to enlist at advanced pay grades would be a justifiable and cost-effective technique to expand language and cultural capabilities in the enlisted force.

Foreign Area Officer, attachés and SPECWAR officers account for over 57 percent of the officer billets requiring foreign language skills. Currently only CTI personnel are awarded a NEC for foreign language capability. Nearly all (92 percent) of the current Chief Warrant Officer foreign language billets belong to SPECWAR. The Navy has previously used the WO-1 rank to appoint Warrant Officers from the enlisted ranks. The Army and the Marine Corps presently use this rank. The Army even allows applicants to enlist to become WO-1 upon completion of aviator training. The Navy should use this rank as an enlistment incentive for applicants who are U.S. citizens possessing Level 3

foreign language skills, or to promote enlisted TI personnel who meet the requirements for appointment to Warrant Officer. After serving six years as a WO-1, the Warrant officer would be eligible for promotion to Chief Warrant Officer (CWO-2) and above.

b. Recommendation

This study recommends that the Navy establish a Translator/Interpreter (TI) enlisted rating open to all applicants and Sailors who demonstrate high-quality foreign language skills. The skill level will be determined by testing in the target language using the Defense Language Proficiency Test or an Oral Proficiency Interview. Since the TI rating should be composed of Sailors who have proven, native or near native, foreign language skills, utilize the HLRP and MAVNI recruiting initiatives to populate the rating. Additionally, since the high-quality foreign language skills that the TI personnel should possess, are not commonly found, this thesis recommends that the Navy authorize qualified TI applicants to enter the Navy at advanced pay grades.

Since not all Sailors with foreign language skills may want to be or qualify for the TI rating, the NFLO should use NECs to track Sailors with foreign language proficiency. The TI NECs could be awarded to Sailors achieving qualifying scores on the DLPT or OPI. The Navy should utilize NECs to distinguish Apprentice, Journeyman, and Master skill levels based on tested proficiency.

This thesis recommends that the Navy reestablish the WO-1 rank as a tool to meet the Navy's LREC needs. The Navy has utilized this rank, in the past, as a means to promote qualified enlisted technical specialists into the officer ranks. It would serve as a method to help retain qualified TI personnel in the Navy. This rank could also be an effective recruiting tool to encourage U.S. citizens with foreign language skills vital to the GWOT to join the Navy.

4. How Will Lateral Moves Into the New Translator/Interpreter Rating, for Those Sailors Already Possessing the Necessary Foreign Language Skills, be Governed?

a. Conclusion

This study concludes that there is already a good process in place which governs enlisted changes of rating. The NEC Manual allows conversion to CTI for most languages, based upon achieving scores of L2+/R2+ or Level 2 on an OPI, if there no DLPT for the target language (see Appendix A).

b. Recommendation

Conversion to a new TI rating should be based upon the standard in the NEC Manual, but allow the Enlisted Community Manager (ECM) discretion to approve candidates in undermanned or GWOT critical languages who meet the DLPT S2 or OPI Level 2 requirement.

5. How Much of the Interpreter / Translator Rating Should be in the Navy Reserve Component Structure?

a. Conclusion

This study concludes that too few foreign language billets are located in the Navy Reserve Component structure. Currently, only 242 RC enlisted foreign language billets, representing less than five percent of all of the foreign language billets and approximately six percent of the enlisted billets, are in the Navy RC structure. Additionally, only 31 officer billets are RC billets. The RC officer foreign language billets accounted for less than one percent (0.57 percent) of the billets and three percent of the total officer foreign language billets.

While TI is a critical skill, it would be costly to maintain the pay and benefits of all of the TI personnel with language skills that may not be needed on an immediate or consistent basis. The Reserve force can provide a “Bullpen” for “relief” linguists who can be called to active duty as needed.

The Navy Strategic Language List is revised frequently and keeps track of which are “dominant in the fleet” and is used to determine which languages should receive Foreign Language Proficiency Bonus pay. Sailors proficient in languages not eligible for the TI rating will be assigned a NEC and tracked by the NFLO for *ad hoc* utilization.

b. Recommendation

This thesis recommends that the Navy assign many of the TI billets to the Navy Reserve Component. Another option would to limit the TI rating to only GWOT languages that are not “dominant in the fleet.” Personnel performing *ad hoc* linguist duties should be paid FLPB while performing duties requiring the use of the language. Lastly, the study recommends that no changes be made, that will diminish the LREC capabilities already present in the Navy, or negatively affect the CTI, SPECWAR or EOD communities, such as reducing the number of existing billets in those communities to compensate for the newly established TI billets.

C. FURTHER RESEARCH AREAS

There have not been many in-depth studies of Navy Foreign language, Regional Expertise, and Culture requirements and capabilities. Areas of future study should include:

- An analysis of the utilization, advancement, and retention rates of Sailors enlisted under the Heritage Language Recruiting Program. This program recruits personnel because they have critical foreign language skills, but does not assign all of them to language billets because of issues such as Armed Services Vocational Aptitude

Battery (ASVAB) scores or security clearance eligibility. Does the HLRP properly manage these Sailors? Do *ad hoc* linguist assignments hurt their advancement opportunities? How do the HLRP reenlistment rates compare to other Sailors in the same ratings?

- An analysis of Navy DLPT V achievement by CTI and non-CTI personnel. The DLPT V was introduced in 2006 to more accurately measure foreign language proficiency. How well have Navy personnel performed on the new, more difficult test? How do CTI test scores compare to non-CTI personnel, officer and enlisted? How do DLI graduates compare to native speakers?
- An analysis of Navy DLI graduation rates. Graduation from DLI requires passing all coursework with a 2.00 Grade Point Average or higher and achieving a L2/R2/S1+ on the DLPT. Has the Navy DLI graduation rate changed since the DLPT V was adopted? How does the Navy graduation rate compare against the other military services? How do Navy enlisted graduation rates compare to Navy officer graduation rates? Should those who meet all requirements except the DLPT scores be retained as CTIs?

In testimony before Congress on March 12, 2002, Mr. Harvey A. Davis, of the National Security Agency stated:

No discussion of resources would be complete without a specific mention of our continued need for qualified linguists. The need for competent and near-native language capability is critical to our success, today, and tomorrow. However, there has been a significant de-emphasis within the United States in the instruction of foreign languages, which makes it increasingly difficult to recruit new hires to keep the language pool healthy. (Davis, March 12, 2002)

As recently as May 13, 2009, Admiral Eric T. Olson, Commander, U.S. Special Operations Command, commenting on language training, noted that his command is slightly ahead of the conventional forces in that respect. Pointing out that every Green Beret has to learn a non-English language. He said:

We are victims of a culture that does not recognize those types of skills as essential to fighting, he said, referring to the military's failure to value foreign languages adding that on his 12-man special forces teams. (I would) rather have one excellent speaker of the native language than 12 with basic language competency. (U.S. Naval Institute Website, May 13, 2009)

This study concludes that in order to meet the present and future challenges facing the U.S., the Departments of Defense and Navy must look at non-traditional methods to recruit, train, and retain Sailors who possess the foreign language, regional expertise, and cultural awareness skills that will be needed in the Global War on Terror. The Navy should establish a Translator/Interpreter rating, develop Navy Enlisted Classification codes to track Sailors who have proven foreign language skills, and reinstitute the Warrant Officer (WO-1) rank to facilitate recruiting and retaining highly qualified linguists. Finally, the Navy must pay the Foreign Language Proficiency Bonus to all Sailors who have qualifying test scores in languages deemed to be vital to meeting the Navy's requirements in the post 9/11 security environment.

APPENDIX A. CTI NAVY ENLISTED CLASSIFICATIONS (NEC) FROM NAVPERS 18068F

CTI-9192-9216 Basic Linguists

Performs duties requiring proficiency in a foreign language including use of grammar, basic, vocabulary, specialized technical and military vocabularies, and language working aids. Operates electronic equipment relating to audio digital files, computerized databases, and analytical systems.

NOTES:

1. DEFENSE LANGUAGE PROFICIENCY TEST (DLPT) FOR CTI RATING:

a. The DLPT is a Performance Test and CTIs must achieve a minimum language proficiency standard of level 2 in both reading and listening portions of the DLPT in the language that reflects their primary duty as determined by the member's Commanding Officer. To be eligible for promotion, all candidates competing for CTI2 through CTICS must achieve minimum proficiency at least once per pay grade. This requirement must be met prior to the actual advancement examination date.

b. Materials: Test materials, instructions and grading criteria are held by designated command DLPT control officers or may be obtained as required from NETPDTC, Code N321, 6490 Saufley Field Road, Pensacola, FL 32509-5237. The CNO Navy Foreign Language Office (N13F) can be contacted for additional information on obtaining appropriate examinations.

2. NEC AWARD CRITERIA:

a. CTI Obtaining a Second Language NEC: For obtaining second language NECs, a score of L2+/R2+ or better on a DLPT in the NEC language or completion of the basic language course is required. Demonstrated operational experience may also be necessary before approval of second NEC is granted. For primary language NECs 9197, 9201, 9203, and 9211 through 9213, 9215, and 9216, the requisite Secondary Basic Language Courses (Phase I & II) must be completed.

3. **CTI CONVERTEE OBTAINING FIRST LANGUAGE NEC:** Convertees will be awarded language NECs 9201, 9203, 9209, 9211, 9212, or 9216 upon completion of the requisite Basic Language Course. Technical Advisor may authorize awarding NECs based on demonstrated language proficiency; in these cases a score of L2+/R2+ or better on a DLPT in the NEC language is required.

4. **WAIVER REQUIREMENTS:** Waivers for scores on a DLPT less than L2/R2 will not be routinely granted. However, waiver requests will be considered on a case-by-case basis in view of personnel requests that may exist at time of request. Request should be submitted via PERS-4013D2, info CNO N13.

CTI-9192 Basic Thai Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: See Note	CIN: A-232-5029	CDP: 889N
Sequence Code: 4		NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor: NETWARCOM N17	ECM: BUPERS-326

NOTE: Course is mandatory unless applicant already possesses proficiency in the subject language. Applicant may be awarded this NEC by achieving a minimum Listening and Reading proficiency of level 2+ (L2+/R2+) on the DLPT or level 2 on an Oral Proficiency Interview (OPI) if no DLPT exists for this language.

CTI-9193 Basic Indonesian Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: See Note	CIN: A-232-5087	CDP: 048C
Sequence Code: 4		NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor: NETWARCOM N17	ECM: BUPERS-326

NOTE: Course is mandatory unless applicant already possesses proficiency in the subject language. Applicant may be awarded this NEC by achieving a minimum Listening and Reading proficiency of level 2+ (L2+/R2+) on the DLPT or level 2 on an Oral Proficiency Interview (OPI) if no DLPT exists for this language.

CTI-9194 Basic Cambodian Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: See Note	CIN:	CDP:
Sequence Code: 4		NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor: NETWARCOM N17	ECM: BUPERS-326

NOTE: Course is mandatory unless applicant already possesses proficiency in the subject language. Applicant may be awarded this NEC by achieving a minimum Listening and Reading proficiency of level 2+ (L2+/R2+) on the DLPT or level 2 on an Oral Proficiency Interview (OPI) if no DLPT exists for this language.

CTI-9195 Basic Burmese Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: See Note	CIN:	CDP:
Sequence Code: 4		NR Ind: R
Component NEC:	Related NEC:	Open to Woman: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: Course is mandatory unless applicant already possesses proficiency in the subject language. Applicant may be awarded this NEC by achieving a minimum Listening and Reading proficiency of level 2+ (L2+/R2+) on the DLPT or level 2 on an Oral Proficiency Interview (OPI) if no DLPT exists for this language.

CTI-9196 Basic Malay Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: See Note	CIN:	CDP:
Sequence Code: 4		NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: Course is mandatory unless applicant already possesses proficiency in the subject language. Applicant may be awarded this NEC by achieving a minimum Listening and Reading proficiency of level 2+ (L2+/R2+) on the DLPT or level 2 on an Oral Proficiency Interview (OPI) if no DLPT exists for this language.

CTI-9197 Basic Serbo-Croatian Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: See Note	CIN: A-232-5024	CDP: 890G
Sequence Code: 4		NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: Course is mandatory unless applicant already possesses proficiency in the subject language. Applicant may be awarded this NEC by achieving a minimum Listening and Reading proficiency of level 2+ (L2+/R2+) on the DLPT or level 2 on an Oral Proficiency Interview (OPI) if no DLPT exists for this language.

CTI-9198 Basic Polish Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: See Note	CIN:	CDP:
Sequence Code: 4		NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: Course is mandatory unless applicant already possesses proficiency in the subject language. Applicant may be awarded this NEC by achieving a minimum Listening and Reading proficiency of level 2+ (L2+/R2+) on the DLPT or level 2 on an Oral Proficiency Interview (OPI) if no DLPT exists for this language.

CTI-9201 Basic Russian Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: See Note	CIN: A-232-6012, A-232-	CDP: 914F, 878A
Sequence Code: 4	5012	NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: Course is mandatory unless applicant already possesses proficiency in the subject language. Applicant may be awarded this NEC by achieving a minimum Listening and Reading proficiency of level 2+ (L2+/R2+) on the DLPT or level 2 on an Oral Proficiency Interview (OPI) if no DLPT exists for this language.

CTI-9202 Basic Tagalog Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: See Note	CIN: A-232-5015	CDP: 889D
Sequence Code: 4		NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: Course is mandatory unless applicant already possesses proficiency in the subject language. Applicant may be awarded this NEC by achieving a minimum Listening and Reading proficiency of level 2+ (L2+/R2+) on the DLPT or level 2 on an Oral Proficiency Interview (OPI) if no DLPT exists for this language.

CTI-9203 Basic Spanish Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: See Note	CIN:A-232-6013,A-232-5013	CDP: 914G, 878B
Sequence Code: 4		NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: Course is mandatory unless applicant already possesses proficiency in the subject language. Applicant may be awarded this NEC by achieving a minimum Listening and Reading proficiency of level 2+ (L2+/R2+) on the DLPT or level 2 on an Oral Proficiency Interview (OPI) if no DLPT exists for this language.

CTI-9204 Basic French Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: See Note	CIN: A-232-6008, A-232-5006	CDP: 914B, 877W
Sequence Code: 4		NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: Course is mandatory unless applicant already possesses proficiency in the subject language. Applicant may be awarded this NEC by achieving a minimum Listening and Reading proficiency of level 2+ (L2+/R2+) on the DLPT or level 2 on an Oral Proficiency Interview (OPI) if no DLPT exists for this language.

CTI-9206 Master Cryptologic Linguist

Personnel perform duties requiring near professional proficiency in foreign language, including use of grammar, vocabulary, specialized military and technical vocabularies, and language working aids. They supervise language-processing missions and perform quality control on language-derived materials.

Rating: CTI	Billet Pay grades: E5-E8	Personnel Pay grades: E4-E8
Course: See Notes	CIN:	CDP:
Sequence Code: 3		NR Ind: N/A
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2C	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTES:

1. Achieve L3/R3 on Defense Language Proficiency Test (DLPT) within one year of applying for NEC.

2. Successfully complete the three-year Military Linguist Program, or successfully pass the NSA/CSS Professional Qualification Examination for their base language.
3. Must have TS/SCI Security Clearance.

CTI-9207 Basic German Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: Mandatory	CIN: A-232-5017	CDP: 889F
Sequence Code: 4		NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: NECs may also be awarded based on DLPT L2+/R2+ or better.

CTI-9208 Basic Albanian Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: See Note	CIN:	CDP: 0485
Sequence Code: 4	Related NEC:	NR Ind: R
Component NEC:	Technical Advisor:	Open to Women: Yes
Primary Advisor: CNO N2	NETWARCOM N17	ECM: BUPERS-326

NOTE: NECs may also be awarded based on DLPT L2+/R2+ or better.

CTI-9209 Basic Persian (Farsi) Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: Mandatory	CIN: A-232-6011, A-232-	CDP: 914E, 877Z
Sequence Code: 4	5011	NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: NECs may also be awarded based on DLPT L2+/R2+ or better.

CTI-9211 Basic Chinese (Mandarin) Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: Mandatory	CIN: A-232-6007, A-232-	CDP: 914A, 877V
Sequence Code: 4	5007	NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: NECs may also be awarded based on DLPT L2+/R2+ or better.

CTI-9212 Basic Korean Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: Mandatory	CIN: A-232-6010, A-232-	CDP: 914D, 877Y
Sequence Code: 4	5010	NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: NECs may also be awarded based on DLPT L2+/R2+ or better.

CTI-9213 Basic North Vietnamese Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: Mandatory	CIN: A-232-6014, A-232-	CDP: 914H, 878C
Sequence Code: 4	5014	NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: NECs may also be awarded based on DLPT L2+/R2+ or better.

CTI-9215 Basic Hebrew Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: Mandatory	CIN: A-232-6009, A-232-	CDP: 914C, 877X
Sequence Code: 4	5009	NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: NECs may also be awarded based on DLPT L2+/R2+ or better.

CTI-9216 Basic Arabic Linguist

Source Rating: CTI	Billet Pay grades: E3-E9	Personnel Pay grades: E3-E9
Course: Mandatory	CIN: A-232-6006, A-232-	CDP: 913Z, 877U
Sequence Code: 4	5006	NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: NECs may also be awarded based on DLPT L2+/R2+

CTI-9231 Basic Cryptolinguist

Possesses the ability to proficiently perform basic cryptologic language functions and missions.

Source Rating: CTI	Billet Pay grades: E4-E6	Personnel Pay grades: E4-E6
Course:	CIN:	CDP:
Sequence Code: 2	Related NEC: 9201, 9203,	NR Ind: A
Component NEC:	9209, 9211, 9212., 9216	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: Awarded through OJT.

CTI-9234 Multilingual-Cryptolinguist

Possesses the ability to proficiently perform cryptologic language analyst functions and missions in at least two languages.

Source Rating: CTI	Billet Paygrades: E5-E8	Personnel Paygrades: E4-E9
Course:	CIN:	CDP:
Sequence Code: 4	Related NEC: 9201, 9203,	NR Ind: A
Component NEC: 9231	9209, 9211, 9212, 9216	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTE: Awarded based on more than one language proficiency based on DLPT.

9520 Consecutive Foreign Language Translator

Performs duties requiring an advanced proficiency in a foreign language, including grammar; extensive vocabulary necessary to translate complex conversations finite vocabulary of specialized technical and treaty related terms; ability to use bilingual dictionary and ability to write and translate bilingual reports.

Source Rating:	Billet Paygrades: E5-E9	Personnel Paygrades: E4-E9
Course: Mandatory	CIN: A-232-5072	CDP: 929G
Sequence Code: 3		NR Ind: R
Component NEC:	Related NEC:	Open to Women: Yes
Primary Advisor: CNO N2	Technical Advisor:	ECM: BUPERS-326
	NETWARCOM N17	

NOTES:

1. Currently only Russian linguists serving, or have served at OSIA are eligible. NEC may be awarded by BUPERS upon achieving advanced level qualifications (Level 3) in listening and speaking on the Defense Language Proficiency Test

(DLPT) and upon successful completion of six months translator duty. Continued NEC qualification requires annual recertification by means of the DLPT. Personnel no longer serving at OSIA must achieve advance qualifications (Level 3) in listening and in one functional area (i.e., reading or speaking) to retain the NEC.

2. Currently only course offered is in Russian (71RU-OSIA Special) in Defense Language Institute Foreign Language Center Catalog.

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APPENDIX B. INTERAGENCY ROUNDTABLE LANGUAGE SKILL LEVEL DESCRIPTIONS

Listening 0 (L0) No Proficiency. No practical understanding of the spoken language. Understanding is limited to occasional isolated words with essentially no ability to comprehend communication.

Listening 0+ (L0+) Elementary Proficiency. Sufficient comprehension to understand a number of memorized utterances in areas of immediate needs. Slight increase in utterance length understood but requires frequent long pauses between understood phrases and repeated requests on the listener's part for repetition. Understands with reasonable accuracy only when this involves short memorized utterances or formulae. Utterances understood are relatively short in length. Misunderstandings arise due to ignoring or inaccurately hearing sounds or word endings (both inflectional and non-inflectional), distorting the original meaning. Can understand only with difficulty even such people as teachers who are used to speaking with non-native speakers. Can understand best those statements where context strongly supports the utterance's meaning. Gets some main ideas.

Listening 1 (L1) Elementary Proficiency. Sufficient comprehension to understand utterances about basic survival needs and minimum courtesy and travel requirements in areas of immediate need or on very familiar topics, can understand simple questions and answers, simple statements and very simple face-to-face conversations in a standard dialect. These must often be delivered more clearly than normal at a rate slower than normal with frequent repetitions or paraphrase (that is, by a native used to dealing with foreigners). Once learned, these sentences can be varied for similar level vocabulary and grammar and still be understood. In the majority of utterances, misunderstandings arise due to overlooked or misunderstood syntax and other grammatical clues. Comprehension vocabulary inadequate to understand anything but the most elementary needs. Strong interference from the candidate's native language

occurs. Little precision in the information understood owing to the tentative state of passive grammar and lack of vocabulary. Comprehension areas include basic needs such as meals, lodging, transportation, time and simple directions (including both route instructions and orders from customs officials, policemen, etc.). Understands main ideas.

Listening 1+ (L1+) Elementary Proficiency, Plus. Sufficient comprehension to understand short conversations about all survival needs and limited social demands. Developing flexibility evident in understanding a range of circumstances beyond immediate survival needs. Shows spontaneity in understanding by speed, although consistency of understanding is uneven. Limited vocabulary range necessitates repetition for understanding. Understands more common time forms and most question forms, some word order patterns, but miscommunication still occurs with more complex patterns. Cannot sustain understanding of coherent structures in longer utterances or in unfamiliar situations. Understanding of descriptions and the giving of precise information is limited. Aware of basic cohesive features (e.g., pronouns, verb inflections) but many are unreliably understood, especially if less immediate in reference. Understanding is largely limited to a series of short, discrete utterances. Still has to ask for utterances to be repeated. Some ability to understand facts.

Listening 2 (L2) Limited Working Proficiency. Sufficient comprehension to understand conversations on routine social demands and limited job requirements. Able to understand face-to-face speech in a standard dialect, delivered at a normal rate with some repetition and rewording, by a native speaker not used to dealing with foreigners, about everyday topics, common personal and family news, well-known current events and routine office matters through descriptions and narration about current, past and future events; can follow essential points of discussion or speech at an elementary level on topics in his/her special professional field. Only understands occasional words and phrases of statements made in unfavorable conditions, for example through

loudspeakers outdoors. Understands factual content. Native language causes less interference in listening comprehension. Able to understand facts; i.e., the lines but not between or beyond the lines.

Listening 2+ (L2+) Limited Working Proficiency, Plus. Sufficient comprehension to understand most routine social demands and most conversations on work requirements as well as some discussions on concrete topics related to particular interests and special fields of competence. Often shows remarkable ability and ease of understanding, but under tension or pressure may break down. Candidate may display weakness or deficiency due to inadequate vocabulary base or less than secure knowledge of grammar and syntax. Normally understands general vocabulary with some hesitant understanding of everyday vocabulary still evident. Can sometimes detect emotional overtones. Some ability to understand implications.

Listening 3 (L3) General Professional Proficiency. Able to understand the essentials of all speech in a standard dialect including technical discussions within a special field. Has effective understanding of face-to-face speech, delivered with normal clarity and speed in a standard dialect on general topics and areas of special interest; understands hypothesizing and supported opinions. Has broad enough vocabulary that rarely has to ask for paraphrasing or explanation. Can follow accurately the essentials of conversations between educated native speakers, reasonably clear telephone calls, radio broadcasts, news stories similar to wire service reports, oral reports, some oral technical reports and public addresses on non-technical subjects; can understand without difficulty all forms of standard speech concerning a special professional field. Does not understand native speakers if they speak very quickly or use some slang or dialect. Can often detect emotional overtones. Can understand implications.

Listening 3+ (L3+) General Professional Proficiency, Plus. Comprehends most of the content and intent of a variety of forms and styles of speech pertinent to professional needs, as well as general topics and social conversation. Ability

to comprehend many sociolinguistic and cultural references. However, may miss some subtleties and nuances. Increased ability to comprehend unusually complex structures in lengthy utterances and to comprehend many distinctions in language tailored for different audiences. Increased ability to understand native speakers talking quickly, using nonstandard dialect or slang; however, comprehension is not complete. Can discern some relationships among sophisticated listening materials in the context of broad experience. Can follow some unpredictable turns of thought readily, for example, in informal and formal speeches covering editorial, conjectural and literary material in subject matter areas directed to the general listener.

Listening 4 (L4) Advanced Professional Proficiency. Able to understand all forms and styles of speech pertinent to professional needs. Able to understand fully all speech with extensive and precise vocabulary, subtleties and nuances in all standard dialects on any subject relevant to professional needs within the range of his/her experience, including social conversations; all intelligible broadcasts and telephone calls; and many kinds of technical discussions and discourse. Understands language specifically tailored (including persuasion, representation, counseling and negotiating) to different audiences. Able to understand the essentials of speech in some non-standard dialects. Has difficulty in understanding extreme dialect and slang, also in understanding speech in unfavorable conditions, for example through bad loudspeakers outdoors. Can discern relationships among sophisticated listening materials in the context of broad experience. Can follow unpredictable turns of thought readily, for example, in informal and formal speeches covering editorial, conjectural and literary material in any subject matter directed to the general listener.

Listening 4+ (L4+) Advanced Professional Proficiency, Plus. Increased ability to understand extremely difficult and abstract speech as well as ability to understand all forms and styles of speech pertinent to professional needs, including social conversations. Increased ability to comprehend native speakers

using extreme nonstandard dialects and slang, as well as to understand speech in unfavorable conditions. Strong sensitivity to sociolinguistic and cultural references. Accuracy is close to that of the well-educated native listener but still not equivalent.

Listening 5 (L5) Functionally Native Proficiency. Comprehension equivalent to that of the well-educated native listener. Able to understand fully all forms and styles of speech intelligible to the well-educated native listener, including a number of regional and illiterate dialects, highly colloquial speech and conversations and discourse distorted by marked interference from other noise. Able to understand how natives think as they create discourse. Able to understand extremely difficult and abstract speech.

Reading 0 (R0) No Proficiency. No practical ability to read the language. Consistently misunderstands or cannot comprehend at all.

Reading 0+ (R0+) Memorized Proficiency. Can recognize all the letters in the printed version of an alphabetic system and high-frequency elements of a syllabary or a character system. Able to read some or all of the following: numbers, isolated words and phrases, personal and place names, street signs, office and shop designations. The above often interpreted inaccurately. Unable to read connected prose.

Reading 1 (R1) Elementary Proficiency. Sufficient comprehension to read very simple connected written material in a form equivalent to usual printing or typescript. Can read either representations of familiar formulaic verbal exchanges or simple language containing only the highest frequency structural patterns and vocabulary, including shared international vocabulary items and cognates (when appropriate). Able to read and understand known language elements that have been recombined in new ways to achieve different meanings at a similar level of simplicity. Texts may include descriptions of persons, places or things: and explanations of geography and government such as those simplified for tourists. Some misunderstandings possible on simple texts. Can

get some main ideas and locate prominent items of professional significance in more complex texts. Can identify general subject matter in some authentic texts.

Reading 1+ (R1+) Elementary Proficiency, Plus. Sufficient comprehension to understand simple discourse in printed form for informative social purposes. Can read material such as announcements of public events, simple prose containing biographical information or narration of events, and straightforward newspaper headlines. Can guess at unfamiliar vocabulary if highly contextualized, but with difficulty in unfamiliar contexts. Can get some main ideas and locate routine information of professional significance in more complex texts. Can follow essential points of written discussion at an elementary level on topics in his/her special professional field. In commonly taught languages, the individual may not control the structure well. For example, basic grammatical relations are often misinterpreted, and temporal reference may rely primarily on lexical items as time indicators. Has some difficulty with the cohesive factors in discourse, such as matching pronouns with referents. May have to read materials several times for understanding.

Reading 2 (R2) Limited Working Proficiency. Sufficient comprehension to read simple, authentic written material in a form equivalent to usual printing or typescript on subjects within a familiar context. Able to read with some misunderstandings straightforward, familiar, factual material, but in general insufficiently experienced with the language to draw inferences directly from the linguistic aspects of the text. Can locate and understand the main ideas and details in material written for the general reader. However, persons who have professional knowledge of a subject may be able to summarize or perform sorting and locating tasks with written texts that are well beyond their general proficiency level. The individual can read uncomplicated, but authentic prose on familiar subjects that are normally presented in a predictable sequence, which aids the reader in understanding. Texts may include descriptions and narrations in contexts such as news items describing frequently occurring events, simple biographical information, social notices, formulaic business letters, and simple

technical material written for the general reader. Generally the prose that can be read by the individual is predominantly in straightforward/high-frequency sentence patterns. The individual does not have a broad active vocabulary (that is, which he/she recognizes immediately on sight), but is able to use contextual and real-world cues to understand the text. Characteristically, however, the individual is quite slow in performing such a process. Is typically able to answer factual questions about authentic texts of the types described above.

Reading 2+ (R2+) Limited Working Proficiency, Plus. Sufficient comprehension to understand most factual material in non-technical prose as well as some discussions on concrete topics related to special professional interests. Is markedly more proficient at reading materials on a familiar topic. Is able to separate the main ideas and details from lesser ones and uses that distinction to advance understanding. The individual is able to use linguistic context and real-world knowledge to make sensible guesses about unfamiliar material. Has a broad active reading vocabulary. The individual is able to get the gist of main and subsidiary ideas in texts that could only be read thoroughly by persons with much higher proficiencies. Weaknesses include slowness, uncertainty, inability to discern nuance and/or intentionally disguised meaning.

Reading 3 (R3) General Professional Proficiency. Able to read within a normal range of speed and with almost complete comprehension a variety of authentic prose material on unfamiliar subjects. Reading ability is not dependent on subject matter knowledge, although it is not expected that the individual can comprehend thoroughly subject matter which is highly dependent on cultural knowledge or which is outside his/her general experience and not accompanied by explanation. Text-types include news stories similar to wire service reports or international news items in major periodicals, routine correspondence, general reports, and technical material in his/her professional field; all of these may include hypothesis, argumentation and supported opinions. Misreading rare. Almost always able to interpret material correctly, relate ideas and "read between the lines," (that is, understand the writers' implicit intents in text of the above

types). Can get the gist of more sophisticated texts, but may be unable to detect or understand subtlety and nuance. Rarely has to pause over or reread general vocabulary. However, may experience some difficulty with unusually complex structure and low frequency idioms.

Reading 3+ (R3+) General Professional Proficiency, Plus. Can comprehend a variety of styles and forms pertinent to professional needs. Rarely misinterprets such texts or rarely experiences difficulty relating ideas or making inferences. Able to comprehend many sociolinguistic and cultural references. However, may miss some nuances and subtleties. Able to comprehend a considerable range of intentionally complex structures, low frequency idioms, and uncommon connotative intentions, however, accuracy is not complete. The individual is typically able to read with facility, understand, and appreciate contemporary expository, technical or literary texts that do not rely heavily on slang and unusual items.

Reading 4 (R4) Advanced Professional Proficiency. Able to read fluently and accurately all styles and forms of the language pertinent to professional needs. The individual's experience with the written language is extensive enough that he/she is able to relate inferences in the text to real-world knowledge and understand almost all sociolinguistic and cultural references. Able to "read beyond the lines" (that is, to understand the full ramifications of texts as they are situated in the wider cultural, political, or social environment). Able to read and understand the intent of writers' use of nuance and subtlety. The individual can discern relationships among sophisticated written materials in the context of broad experience. Can follow unpredictable turns of thought readily in, for example, editorial, conjectural, and literary texts in any subject matter area directed to the general reader. Can read essentially all materials in his/her special field, including official and professional documents and correspondence.

Recognizes all professionally relevant vocabulary known to the educated non-professional native, although may have some difficulty with slang. Can read reasonably legible handwriting without difficulty. Accuracy is often nearly that of a well-educated native reader.

Reading 4+ (R4+) Advanced Professional Proficiency, Plus. Nearly native ability to read and understand extremely difficult or abstract prose, a very wide variety of vocabulary, idioms, colloquialisms and slang. Strong sensitivity to and understanding of sociolinguistic and cultural references. Little difficulty in reading less than fully legible handwriting. Broad ability to "read beyond the lines" (that is, to understand the full ramifications of texts as they are situated in the wider cultural, political, or social environment) is nearly that of a well-read or well-educated native reader. Accuracy is close to that of the well-educated native reader, but not equivalent.

Reading 5 (R5) Functionally Native Proficiency. Reading proficiency is functionally equivalent to that of the well-educated native reader. Can read extremely difficult and abstract prose for example, general legal and technical as well as highly colloquial writings. Able to read literary texts, typically including contemporary avant-garde prose, poetry and theatrical writing. Can read classical/archaic forms of literature with the same degree of facility as the well educated, but non-specialist native. Reads and understands a wide variety of vocabulary and idioms, colloquialisms, slang, and pertinent cultural references. With varying degrees of difficulty, can read all kinds of handwritten documents. Accuracy of comprehension is equivalent to that of a well-educated native reader.

Speaking 0 (S0) No Proficiency. Unable to function in the spoken language. Oral production is limited to occasional isolated words. Has essentially no communicative ability.

Speaking 0+ (S0+) Memorized Proficiency. Able to satisfy immediate needs using rehearsed utterances. Shows little real autonomy of expression,

flexibility or spontaneity. Can ask questions or make statements with reasonable accuracy only with memorized utterances or formulae. Attempts at creating speech are usually unsuccessful.

Speaking 1 (S1) Elementary Proficiency. Able to satisfy minimum courtesy requirements and maintain very simple face-to-face conversations on familiar topics. A native speaker must often use slowed speech, repetition, paraphrase, or a combination of these to be understood by this individual. Similarly, the native speaker must strain and employ real-world knowledge to understand even simple statements/questions from this individual. This speaker has a functional, but limited proficiency. Misunderstandings are frequent, but the individual is able to ask for help and to verify comprehension of native speech in face-to-face interaction. The individual is unable to produce continuous discourse except with rehearsed material.

Speaking 1+ (S1+) Elementary Proficiency, Plus. Can initiate and maintain predictable face-to-face conversations and satisfy limited social demands. He/she may, however, have little understanding of the social conventions of conversation. The interlocutor is generally required to strain and employ real-world knowledge to understand even some simple speech. The speaker at this level may hesitate and may have to change subjects due to lack of language resources. Range and control of the language are limited. Speech largely consists of a series of short, discrete utterances.

Speaking 2 (S2) Limited Working Proficiency. Able to satisfy routine social demands and limited work requirements. Can handle routine work-related interactions that are limited in scope. In more complex and sophisticated work-related tasks, language usage generally disturbs the native speaker. Can handle with confidence, but not with facility, most normal, high-frequency social conversational situations including extensive, but casual conversations about current events, as well as work, family, and autobiographical information. The individual can get the gist of most everyday conversations but has some difficulty understanding native speakers in situations that require specialized or

sophisticated knowledge. The individual's utterances are minimally cohesive. Linguistic structure is usually not very elaborate and not thoroughly controlled; errors are frequent. Vocabulary use is appropriate for high-frequency utterances, but unusual or imprecise elsewhere.

Speaking 2+ (S2+) Limited Working Proficiency, Plus. Able to satisfy most work requirements with language usage that is often, but not always, acceptable and effective. The individual shows considerable ability to communicate effectively on topics relating to particular interests and special fields of competence. Often shows a high degree of fluency and ease of speech, yet when under tension or pressure, the ability to use the language effectively may deteriorate. Comprehension of normal native speech is typically nearly complete. The individual may miss cultural and local references and may require a native speaker to adjust to his/her limitations in some ways. Native speakers often perceive the individual's speech to contain awkward or inaccurate phrasing of ideas, mistaken time, space and person references, or to be in some way inappropriate, if not strictly incorrect.

Speaking 3 (S3) General Professional Proficiency. Able to speak the language with sufficient structural accuracy and vocabulary to participate effectively in most formal and informal conversations in practical, social and professional topics. Nevertheless, the individual's limitations generally restrict the professional contexts of language use to matters of shared knowledge and/or international convention. Discourse is cohesive. The individual uses the language acceptably, but with some noticeable imperfections; yet, errors virtually never interfere with understanding and rarely disturb the native speaker. The individual can effectively combine structure and vocabulary to convey his/her meaning accurately. The individual speaks readily and fills pauses suitably. In face-to-face conversation with natives speaking the standard dialect at a normal rate of speech, comprehension is quite complete. Although cultural references, proverbs and the implications of nuances and idiom may not be fully understood,

the individual can easily repair the conversation. Pronunciation may be obviously foreign. Individual sounds are accurate: but stress, intonation and pitch control may be faulty.

Speaking 3+ (S3+) General Professional Proficiency, Plus. Is often able to use the language to satisfy professional needs in a wide range of sophisticated and demanding tasks.

Speaking 4 (S4) Advanced Professional Proficiency. Able to use the language fluently and accurately on all levels normally pertinent to professional needs. The individual's language usage and ability to function are fully successful. Organizes discourse well, using appropriate rhetorical speech devices, native cultural references and understanding. Language ability only rarely hinders him/her in performing any task requiring language; yet, the individual would seldom be perceived as a native. Speaks effortlessly and smoothly and is able to use the language with a high degree of effectiveness, reliability and precision for all representational purposes within the range of personal and professional experience and scope of responsibilities. Can serve as an informal interpreter in a range of unpredictable circumstances. Can perform extensive, sophisticated language tasks, encompassing most matters of interest to well-educated native speakers, including tasks that do not bear directly on a professional specialty.

Speaking 4+ (S4+) Advanced Professional Proficiency, Plus. Speaking proficiency is regularly superior in all respects, usually equivalent to that of a well-educated, highly articulate native speaker. Language ability does not impede the performance of any language-use task. However, the individual would not necessarily be perceived as culturally native.

Speaking 5 (S5) Functionally Native Proficiency. Speaking proficiency is functionally equivalent to that of a highly articulate well-educated native speaker and reflects the cultural standards of the country where the language is natively spoken. The individual uses the language with complete flexibility and intuition,

so that speech on all levels is fully accepted by well-educated native speakers in all of its features, including breadth of vocabulary and idiom, colloquialisms and pertinent cultural references. Pronunciation is typically consistent with that of well-educated native speakers of a non-stigmatized dialect.

Source: Interagency Language Roundtable Foreign Language Proficiency Scales, accessed May 26, 2009 from: <http://www.govtilr.org/Skills/ILRscale1.htm>

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APPENDIX C. MANUAL OF NAVY ENLISTED MANPOWER AND PERSONNEL CLASSIFICATIONS AND OCCUPATIONS STANDARDS VOLUME 1 NAVY ENLISTED OCCUPATIONAL STANDARDS NAVPERS 18068F

APPENDIX A

GUIDELINES FOR PROPOSING CHANGES TO THE ENLISTED RATING STRUCTURE

A. INTRODUCTION

The Navy Enlisted Occupational Classification System (NEOCS) Board is a standing board and serves as the central monitoring and control point for system changes to ratings and overall system direction. The NEOCS Board formally reviews all proposals and supplies relevant data to the chain of command to assist in the review and approval process.

The Executive Secretary of the NEOCS Board processes all changes to the rating structure. Send proposals via your chain of command in accordance with OPNAVINST 1223.1 series to:

Executive Secretary NEOCS Board
Navy Manpower Analysis Center (NAVMAC)
5722 Integrity Drive
Millington TN 38054-5011

The Deputy Chief of Naval Operations (Manpower, Personnel, Training, and Education), approves modifications to existing ratings. Under the authority of Title 10 U.S.C. 6013, the Secretary of the Navy approves the establishment and disestablishment of Navy ratings.

B. CRITERIA FOR NAVY RATINGS

The following considerations are intended for use in developing proposals to establish new ratings. All ratings:

- must apply to the regular Navy and Naval Reserve in peacetime and wartime with no basic change in structure during mobilization;
- must provide necessary generalization in pay grades E-4 through E-6 to ensure the availability of broadly qualified senior petty officers capable of supervising any work in their rating;
- must provide the fleet with a rating that can, with other ratings, accomplish all necessary tasks, yet possess specific knowledge and skills different from other ratings;
- must be useful at sea, ashore, or at an overseas activity;
- should be composed of occupational (work) content in sufficient scope and range so that the rating comprises a family of related jobs;
- should require essentially the same basic experience, training, techniques, abilities and physical and mental capacities;

- should involve a sufficient number of personnel to establish the need for training programs and related administrative functions;
- should have a skill level and qualifications structure; and
- should provide workload equity among ratings as far as practicable.

C. PROPOSALS SHOULD ADDRESS THE FOLLOWING QUESTIONS

The following questions highlight some of the major issues evaluated by the NEOCS Board during the rating proposal review process.

1. Is the proposal for a general rating, or rating merger?
2. What are the operational requirements of the proposed rating; why is it necessary?
3. If the proposal is for a rating, what related service ratings, if any, are required?
4. If the proposed rating contains service ratings, what proportion should be assigned to each service rating?
5. What is the title of the proposed rating?
6. What tasks and duties will personnel in the proposed rating be required to perform?
7. How will the work requirements be assigned, among the pay grades?
8. To what extent will the level of skill and knowledge increase with each higher pay grade?
9. What degree of formal and on-the-job training is required?
10. What special personal qualifications are needed for the new rating (mental, physical or other requirements)?
11. To what Limited Duty Officer and Chief Warrant Officer classifications would personnel in the rating advance?

1221

From: Name of Activity Submitting Proposal

To: Executive Secretary, Navy Enlisted Occupational Classification System (NEOCS)

Via: Chain of Command

Subj: PROPOSAL TO MERGE (RATING AND RATING)

Ref: (a) Manual of Navy Enlisted Manpower and Personnel Classification and Occupational Standards, Volume II Navy Enlisted Classifications (NECs), NAVPERS 18068F of Latest Version Published

Encl: (1) Proposal to Merge Rating and Rating

1. In accordance with reference (a), enclosure (1) is submitted to Navy Manpower Analysis Center (NAVMAC) for review, consideration, and vote by the Navy Enlisted Occupational Classification System (NEOCS) Board. This proposal considers current and proposed billet structures, personnel inventory, training impact (to include the IA Account), career paths for the affected rating, advantages and disadvantages of a merger, advancement opportunity, sea/shore rotation, opportunities for women, clearance issues, NEC issues, reserve implications, Armed Services Vocational Aptitude and Batter Test (ASVAB) scores, rating badge, and rating name.

Enclosure (1) Sample

1. **Purpose:** Mention any steering committee meetings or groups that met to review rating issues and policies, project future requirements and make recommendations which would include the concept brief given to the Manpower, Personnel and Training Working Group (MPTWG) for concept development.
2. **Justification:** Explanation of how it will benefit the Navy and the Sailors. Examples of Sailors' benefits could be promotion opportunities, diversity of assignments and/or training, etc.
3. **Rating Scope:** To include existing/proposed. Individual Learning Centers or Enlisted Community Managers would provide this.
4. **Career Path:** To include existing/proposed. Current Career Path can be found in NAVPERS 18068F. Should include advancement opportunities.
5. **Billet Structure:** To include existing/proposed. Break-down Sea and Shore. This would be the Enlisted Programmed Authorization (EPA) Structure. Include Reserve EPA Tables (existing/proposed). Should include explanation how the new billet structure would be displayed. If excess billets will be achieved with the merger, should include explanation on how the excess billets would be recoded (sea/shore). If additional billets are required, include an explanation on where the compensation would come from. Is there workload to support additional billets? Who will pay for the additional billets?
6. **Personnel Inventory:** To include existing/proposed. Separate tables for active and reserve. Give total number of personnel and display percentage breakdown by pay grade. If all current personnel are not required in the new proposed rating, how will conversions be handled?
7. **Training:** To include existing/proposed (what schools, location, duration, CBT, OJT etc). Need to state who will absorb the cost if there is a training requirement increase. Will there be a different course (for the higher pay grades) offered when the merger is complete? Will CDs need to be developed? Will PCS be involved if training sites move or if a new training site is established? Has the PCS been planned for? Does the Navy have resources (trainers) to train at the new proposed site? Consider training sites that award an NEC. Is there going to be an Individual Accounts (IA) increase? Will these schools be consolidated?
8. **Resource/Warfare Sponsor/NOOT:** A statement to the effect they will ensure the cost associated with the rating merger will be programmed for as required.

9. NEC: Will a new NEC need to be established? Will NEC's need to be merged? Will NEC's need to be deleted. Will source ratings need to be changed or added? School producing NEC's should be addressed under Training.

10. Women: Open, etc.? Any concerns or issue regarding women if the ratings merge/disestablish/establish (example – bunks at sea)?

11. Clearance Issues/Naturalization Issues: To include existing. Will this change once the ratings are merged? How will the billets and personnel be affected? Due to the backlog of SCI security clearance adjudications, it is imperative to discuss any issues this backlog causes WRT to accomplishing the mission (i.e. junior Sailors may sit at a PCS duty station for over a year before getting a final TS SCI security clearance, so what are we going to do prior to their arrival to shorten this time lag?)

12. Reserves: Impact. How will they handle the conversion? Does anything pose a problem for the Reserves (i.e. cost, women, time requirements, etc)?

13. Facilities/Equipment: MILCON issues, equipment purchases, etc.

14. Sea/Shore Rotation: To include existing/proposed (ECM can give you this information). If the existing is changing, give an explanation.

15. Rating Badge: Will existing remain or will it change? If change is needed, notify the NEXCOM, and in the proposal state what it will be and if the name changes, add that as well.

16. Timeframe: Here you will need to explain the timeframe involved to implement the proposal. (example: Will you do E-9 & E-8, then E-7, and E-6 and below) or will the implementation occur all at one time? When will conversion be completed?

17. Summary: Pros and cons. Closing remarks

Recommendations to Establish, Delete, or Revise Officer Designators (from NAVPERS 15389I, April 2009, pp. A-3 – A-4).

a. Commands recommending establishing, deleting or revising codes within the designator structure should include the appropriate information as follows:

- (1) Recommendations to establish a designator code must include:
 - (a) Recommended code number and description
 - (b) Background
 - Innovations involved
 - Problem areas (current and future)
 - (c) Training and education
 - Current
 - Proposed
 - Savings - if any
 - Long range implications
 - (d) Funding implications
 - New costs
 - Programmed funds/billets
 - (e) Billet structure
 - Before change, number and grade spread
 - After change, number and grade spread
 - (f) Promotion
 - (g) Distribution
 - NOBC/AQD/SSP code implications
 - Women in the designator
 - (h) Reserve implications
 - (i) Personnel affected
 - (j) Advantages
 - (k) Disadvantages
 - (l) Recommendations
 - (m) Point of contact (include telephone (both commercial and DSN) number, fax number, and e-mail address)

- (2) Recommendations to delete a designator code must include:
- (a) Code number and title
 - (b) Background (reason for deletion)
 - (c) Training and education
 - Necessary retraining
 - Savings - if any
 - Long range implications
 - (d) Billet structure
 - Before change, number and grade spread
 - Information on how to recode personnel presently coded with this designator (include effective dates)
 - (e) Personnel affected (include inventory depletion)
 - (f) Information requested in paragraphs 5a(1)(h) and (j) through (m)

- (3) Recommendations to revise a designator code must include:
- (a) Current code number and title
 - (b) Proposed recoding, retitling and/or rewording of current designator
 - (c) Justification for proposed revision
 - (d) Information, as applicable, requested in paragraphs 5a(1)(c) through (m)

b. Submit all recommendations according to the procedures outlined in the introduction of this manual. Include BUPERS-31 as community managers for the designators in the "via addressees."

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LIST OF REFERENCES

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