

117TH CONGRESS
2D SESSION

S. 3492

To address the importance of foreign affairs training to national security,
and for other purposes.

IN THE SENATE OF THE UNITED STATES

JANUARY 12 (legislative day, JANUARY 10), 2022

Mr. CARDIN (for himself and Mr. HAGERTY) introduced the following bill;
which was read twice and referred to the Committee on Foreign Relations

A BILL

To address the importance of foreign affairs training to
national security, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SENSE OF CONGRESS.**

4 It is the sense of Congress that—

5 (1) the Department of State is a crucial na-
6 tional security agency, whose employees, both For-
7 eign Service and Civil Service, require the best pos-
8 sible training at every stage of their careers to pre-
9 pare them to promote and defend United States na-

1 tional interests and the health and safety of United
2 States citizens abroad;

3 (2) the investment of time and resources by the
4 Department with respect to the training and edu-
5 cation of its personnel is considerably below the level
6 of other Federal departments and agencies in the
7 national security field, and falls well below the in-
8 vestments many allied and adversarial countries
9 make in the development of their diplomats;

10 (3) the Department faces increasingly complex
11 and rapidly evolving challenges, many of which are
12 science and technology-driven, and which demand
13 continual, high-quality training and education of its
14 personnel;

15 (4) the Department must move beyond reliance
16 on “on-the-job training” and other informal
17 mentorship practices, which lead to an inequality in
18 skillset development and career advancement oppor-
19 tunities, often particularly for minority personnel,
20 and toward a robust professional tradecraft training
21 continuum that will provide for greater equality in
22 career advancement;

23 (5) the Department must clearly link training
24 to promotional opportunities, requiring officers to
25 take certain classes at institutions of the Depart-

1 ment (or equivalent courses at other institutions) at
 2 specific phases throughout their careers and to par-
 3 ticipate in fellowship programs that expose dip-
 4 lomats to other agencies, organizations, and cul-
 5 tures;

6 (6) the Foreign Service Institute and other
 7 training facilities of the Department should seek to
 8 increase substantially educational and training offer-
 9 ings to Department personnel, including by devel-
 10 oping new and innovative education and training
 11 courses, methods, programs, and opportunities; and

12 (7) consistent with gift acceptance authority of
 13 the Department and other applicable laws in effect
 14 as of the date of the enactment of this Act, the De-
 15 partment and the Foreign Service Institute should
 16 accept funds and other resources from foundations,
 17 not-for-profit corporations, and other appropriate
 18 sources to help the Department and the Institute en-
 19 hance the quantity and quality of training offerings,
 20 especially in the introduction of new, innovative, and
 21 pilot model courses.

22 **SEC. 2. DEFINITION OF APPROPRIATE CONGRESSIONAL**
 23 **COMMITTEES.**

24 In this Act, the term “appropriate congressional com-
 25 mittees” means—

1 (1) the Committee on Foreign Relations and
2 the Committee on Appropriations of the Senate; and

3 (2) the Committee on Foreign Affairs and the
4 Committee on Appropriations of the House of Rep-
5 resentatives.

6 **SEC. 3. TRAINING FLOAT STRATEGY.**

7 (a) IN GENERAL.—Not later than 90 days after the
8 date of the enactment of this Act, the Secretary of State
9 shall develop and submit to the appropriate congressional
10 committees a strategy to establish a “training float” to
11 allow for a minimum of 10 percent and up to 15 percent
12 of officers of the Civil Service of the Department of State
13 and the Foreign Service to participate in long-term train-
14 ing at any given time.

15 (b) IDENTIFICATION OF STEPS.—The strategy re-
16 quired by subsection (a) shall identify steps necessary to
17 ensure—

18 (1) implementation of the training priorities de-
19 scribed in section 4;

20 (2) sufficient training capacity and opportuni-
21 ties are available to Civil Service and Foreign Serv-
22 ice officers;

23 (3) the use of mechanisms to ensure equitable
24 distribution of long-term training opportunities to
25 Civil Service and Foreign Service officers; and

1 (4) the availability of resources and any addi-
2 tional authorities necessary to facilitate the training
3 float described in subsection (a), including through
4 programs at the Foreign Service Institute, the For-
5 eign Affairs Security Training Center, and other fa-
6 cilities or programs operated by the Department.

7 (c) IDENTIFICATION OF TRAINING.—The strategy re-
8 quired by subsection (a) shall identify—

9 (1) which types of training would be prioritized
10 under the training float;

11 (2) the extent to which such training is already
12 being provided to Civil Service and Foreign Service
13 officers by the Department;

14 (3) any factors in existence as of the date on
15 which the strategy is submitted that incentivize or
16 disincentive such training; and

17 (4) why such training cannot be achieved with-
18 out Foreign Service officers leaving the workforce.

19 (d) CONSIDERATIONS.—In developing the strategy
20 required by subsection (a), the Secretary of State shall
21 consider, in addition to training opportunities provided by
22 the Department, training that could be provided by other
23 United States Government training institutions and non-
24 governmental educational institutions.

1 **SEC. 4. TRAINING PRIORITIZATION.**

2 In order to provide the Civil Service of the Depart-
3 ment of State and the Foreign Service with the level of
4 education and training needed to effectively advance
5 United States interests across the world, the Secretary of
6 State shall—

7 (1) increase offerings provided by the Depart-
8 ment—

9 (A) of interactive virtual instruction to
10 make training more accessible and useful to
11 personnel deployed throughout the world; or

12 (B) at partner organizations, including
13 universities, industry entities, and nongovern-
14 mental organizations, throughout the United
15 States to provide useful outside perspectives to
16 Department personnel to provide such per-
17 sonnel—

18 (i) a more comprehensive outlook on
19 different sectors of United States society;
20 and

21 (ii) practical experience dealing with
22 commercial corporations, universities, labor
23 unions, and other institutions critical to
24 United States diplomatic success;

25 (2) offer courses using computer-based or com-
26 puter-assisted simulations, allowing civilian officers

1 to lead decision making in a crisis environment, and
2 encourage officers of the Department of State and
3 reciprocally officers of other Departments to partici-
4 pate in similar exercises held by the Department of
5 State or other government organizations and the pri-
6 vate sector; and

7 (3) increase the duration and expand the focus
8 of certain training courses, including by—

9 (A) extending the A-100 entry-level course
10 to not less than 12 weeks, better matching the
11 length of entry-level training provided to the of-
12 ficers in other national security departments
13 and agencies; and

14 (B) extending the chief of mission course
15 to not less than 6 weeks for first time chiefs of
16 mission and creating a comparable 6-week
17 course for new Assistant Secretaries and Dep-
18 uty Assistant Secretaries to more accurately re-
19 flect the significant responsibilities accom-
20 panying such roles.

21 **SEC. 5. FELLOWSHIPS.**

22 The Director General of the Foreign Service shall—
23 (1) establish new fellowship programs for For-
24 eign Service and Civil Service officers that include

1 short- and long-term opportunities at organizations
2 including—

3 (A) think tanks and nongovernmental or-
4 ganizations;

5 (B) the Department of Defense, the ele-
6 ments of the intelligence community (as defined
7 in section 3 of the National Security Act of
8 1947 (50 U.S.C. 3003)), and other relevant
9 Federal agencies;

10 (C) industry entities, especially such enti-
11 ties related to technology, global operations, fi-
12 nance, and other fields directly relevant to
13 international affairs; and

14 (D) schools of international relations and
15 other relevant programs at universities through-
16 out the United States; and

17 (2) expand the Pearson Fellows Program for
18 Foreign Service Officers and the Brookings Fellow
19 Program for Civil Servants at the Department of
20 State to allow fellows in those programs the oppor-
21 tunity to undertake a follow-on assignment within
22 the Department in an office that will benefit from
23 practical knowledge of the people and processes of
24 Congress.

1 **SEC. 6. CENTER FOR INNOVATION IN TRAINING AT THE**
2 **FOREIGN SERVICE INSTITUTE.**

3 (a) ESTABLISHMENT.—The Secretary of State shall
4 establish a center to be known as the “Center for Innova-
5 tion in Training” (in this section referred to as the “Cen-
6 ter”).

7 (b) PURPOSE.—The purpose of the Center shall be
8 to allow the Foreign Service Institute to cyclically evaluate
9 all courses and curriculum of the Institute in order to
10 identify updates to such courses and curriculum necessary
11 to meet the frequent changes in skillsets needed by officers
12 to aptly prepare them to address ever-changing global dy-
13 namics.

14 (c) SUPERVISION.—

15 (1) IN GENERAL.—The Center shall be led by
16 an official equivalent to the level of a Deputy Assist-
17 ant Secretary of State, who shall be appointed by
18 the Secretary of State.

19 (2) TERMS.—The official described in para-
20 graph (1) shall serve for a term of at least 2 years
21 and may be reappointed for 1 or more additional 2-
22 year terms.

23 (3) QUALIFICATIONS.—The official described in
24 paragraph (1) shall be appointed from among indi-
25 viduals with experience in technology, innovation,

1 human capital, metrics, and evaluation of adult
2 learning.

3 (4) **HIRING AUTHORITIES.**—The official de-
4 scribed in paragraph (1) shall be—

5 (A) a highly qualified expert appointed by
6 the Secretary;

7 (B) an individual detailed to the Depart-
8 ment under the Intergovernmental Personnel
9 Act of 1970 (42 U.S.C. 4701 et seq.); or

10 (C) an individual hired under a specialized
11 hiring authority equivalent to the authorities
12 described in subparagraphs (A) and (B), as de-
13 termined by the Secretary.

14 **SEC. 7. BOARD OF VISITORS OF THE FOREIGN SERVICE IN-**
15 **STITUTE.**

16 (a) **ESTABLISHMENT.**—Not later than 1 year after
17 the date of the enactment of this Act, the Secretary of
18 State shall establish a Board of Visitors of the Foreign
19 Service Institute.

20 (b) **DUTIES.**—The Board of Visitors established
21 under subsection (a) shall provide the Secretary of State
22 with independent advice and recommendations on organi-
23 zational management, strategic planning, resource man-
24 agement, curriculum development, and other matters of
25 interest to the Foreign Service Institute.

1 (c) MEMBERSHIP.—

2 (1) IN GENERAL.—The Board shall be—

3 (A) nonpartisan; and

4 (B) composed of 12 members of whom—

5 (i) 2 shall be appointed by the Chair-
6 person of the Committee on Foreign Rela-
7 tions of the Senate;

8 (ii) 2 shall be appointed by the Rank-
9 ing Member of the Committee on Foreign
10 Relations of the Senate;

11 (iii) 2 shall be appointed by the Chair-
12 person of the Committee on Foreign Af-
13 fairs of the House of Representatives;

14 (iv) 2 shall be appointed by the Rank-
15 ing Member of the Committee on Foreign
16 Affairs of the House of Representatives;
17 and

18 (v) 4 shall be appointed by the Sec-
19 retary of State.

20 (2) QUALIFICATIONS.—Members of the Board
21 shall be appointed from among individuals who are
22 not officers or employees of the Federal Government
23 and are eminent authorities in the fields of diplo-
24 macy, management, leadership, technology, and ad-
25 vanced international relations education.

1 (3) OUTSIDE EXPERTISE.—Not fewer than $\frac{1}{2}$
2 of the members of the Board shall have a minimum
3 of 10 years of expertise outside the field of diplo-
4 macy.

5 (d) TERMS.—A member of the Board shall be ap-
6 pointed for a term of 3 years, except that of the members
7 first appointed—

8 (1) $\frac{1}{3}$ shall be appointed for a term of 3 years;

9 (2) $\frac{1}{3}$ shall be appointed for a term of 2 years;

10 and

11 (3) $\frac{1}{3}$ shall be appointed for a term of 1 year.

12 (e) REAPPOINTMENT; REPLACEMENT.—A member of
13 the Board may be reappointed or replaced at the discre-
14 tion of the official who made the original appointment.

15 (f) CHAIRPERSON; CO-CHAIRPERSON.—

16 (1) APPROVAL.—The Chairperson and Co-
17 Chairperson of the Board shall be approved by the
18 Secretary of State based upon a recommendation
19 from the members of the Board.

20 (2) SERVICE.—The Chairperson and Co-Chair-
21 person shall serve at the discretion of the Secretary.

22 (g) MEETINGS.—The Board shall meet—

23 (1) at the call of the Chief Learning Officer ap-
24 pointed under section 11 in consultation with the

1 Director of the Foreign Service Institute and the
2 Chairperson; and

3 (2) not fewer than 2 times per year.

4 (h) COMPENSATION.—A member of the Board shall
5 serve without compensation, except a member of the
6 Board shall be allowed travel expenses, including per diem
7 in lieu of subsistence, at rates authorized for employees
8 of agencies under subchapter I of chapter 57 of title 5,
9 United States Code, while away from their homes or reg-
10 ular places of business in the performance of services for
11 the Board. Notwithstanding section 1342 of title 31,
12 United States Code, the Secretary of State may accept
13 the voluntary and uncompensated services of members of
14 the Board.

15 (i) APPLICABILITY OF FEDERAL ADVISORY COM-
16 MITTEE ACT.—The Federal Advisory Committee Act (5
17 U.S.C. App.) shall apply to the Board established under
18 this section.

19 **SEC. 8. ESTABLISHMENT OF PROVOST OF THE FOREIGN**
20 **SERVICE INSTITUTE.**

21 (a) ESTABLISHMENT.—There is established in the
22 Foreign Service Institute the position of Provost.

23 (b) APPOINTMENT; REPORTING.—The Provost
24 shall—

1 (1) be appointed by the Board of Visitors of the
2 Foreign Service Institute of the Department of State
3 established under section 7; and

4 (2) report to the Director of the Foreign Serv-
5 ice Institute.

6 (c) DUTIES.—The Provost shall—

7 (1) oversee, review, evaluate, and coordinate the
8 academic curriculum for all courses taught and ad-
9 ministered by the Foreign Service Institute;

10 (2) coordinate the implementation of a letter or
11 numerical grading system for the performance of
12 Foreign Service officers in courses of the Foreign
13 Service Institute; and

14 (3) report not less frequently than quarterly to
15 the Board of Visitors on curriculum developments
16 and the performance of Foreign Service officers.

17 (d) TERM.—The Provost shall serve for a term of not
18 fewer than 5 years and may be reappointed for 1 addi-
19 tional term.

20 (e) COMPENSATION.—The Provost shall receive a sal-
21 ary commensurate with the rank and experience of a mem-
22 ber of the Senior Foreign Service or the Senior Executive
23 Service, as determined by the Board of Visitors.

1 **SEC. 9. OTHER AGENCY RESPONSIBILITIES AND OPPORTU-**
2 **NITIES FOR CONGRESSIONAL STAFF.**

3 (a) OTHER AGENCIES.—National security agencies
4 other than the Department of State should increase the
5 enrollment of their personnel in courses at the Foreign
6 Service Institute and other training facilities of the De-
7 partment to promote a whole-of-government approach to
8 mitigating national security challenges.

9 (b) CONGRESSIONAL STAFF.—The Secretary of State
10 shall budget for and offer opportunities for congressional
11 staff to participate in education and training through the
12 Foreign Service Institute.

13 **SEC. 10. STRATEGY FOR RESIDENTIAL TRAINING.**

14 (a) IN GENERAL.—Not later than 180 days after the
15 date of the enactment of this Act, the Secretary of State
16 shall develop and submit to the appropriate congressional
17 committees a strategy for establishing residential training
18 for the A–100 orientation course administered by the For-
19 eign Service Institute.

20 (b) STRATEGY DEVELOPMENT.—In developing the
21 strategy, the Secretary of State shall—

22 (1) work with other national security depart-
23 ments and agencies that employ residential training
24 for their orientation course; and

1 (2) consider using the Foreign Affairs Security
2 Training Center in Blackstone, Virginia, a facility of
3 the Department of State.

4 **SEC. 11. ESTABLISHMENT OF CHIEF LEARNING OFFICER**
5 **POSITION.**

6 (a) **ESTABLISHMENT.**—There is established in the
7 Department of State the position of Chief Learning Offi-
8 cer of the Department.

9 (b) **APPOINTMENT; REPORTING.**—The Chief Learn-
10 ing Officer shall—

11 (1) be appointed by the Secretary of State; and

12 (2) report to the Secretary.

13 (c) **DUTIES.**—

14 (1) **PRINCIPAL ADVISOR.**—The Chief Learning
15 Officer shall be the principal advisor to the Sec-
16 retary of State and the Deputy Secretaries of State
17 on the intellectual preparation and development of
18 the entire workforce of the Department for 21st cen-
19 tury diplomacy, including all matters related to the
20 educational and training strategies, policies, plans,
21 activities, resources, personnel, and budget of the
22 Department.

23 (2) **OVERSIGHT.**—The Chief Learning Officer
24 shall oversee—

25 (A) the Foreign Service Institute;

1 (B) the executive fellowship programs of
2 the Department;

3 (C) all rotations and exchanges of per-
4 sonnel of the Department; and

5 (D) any educational components estab-
6 lished by the Department.

7 (3) RESPONSIBILITIES.—The Chief Learning
8 Officer shall—

9 (A) serve as the Executive for Education
10 and Training of the Department;

11 (B) be responsible for education manage-
12 ment, policy, facilities, and oversight on all edu-
13 cational matters of the Department;

14 (C) advise the Secretary, the Deputy Sec-
15 retary of State, and all Under Secretaries of
16 State and the staffs of such officials on all edu-
17 cational and training matters, and all matters
18 pertaining to human capital, including recruit-
19 ment, retention, promotion, supervision, and as-
20 signments;

21 (D) develop and execute a comprehensive
22 education and training strategy for the Depart-
23 ment;

1 (E) represent the Secretary and the Dep-
2 uty Secretary during the budget formulation
3 process for all education and related matters;

4 (F) formulate regulations, policies, strate-
5 gies, and guidance of the Department for diplo-
6 matic education and training;

7 (G) oversee the Foreign Service Institute
8 and the personnel, resources, and facilities of
9 the Institute, including by establishing an inde-
10 pendent Board of Overseers of the Foreign
11 Service Institute, appointing the members of
12 the Board, and serving as an ex officio member
13 of the Board;

14 (H) provide the Secretary and the Deputy
15 Secretary with proposed language for use in
16 promotion policies of the Department, including
17 setting education, professional development, and
18 leadership development attainment and per-
19 formance standards to be required or preferred
20 for promotion;

21 (I) establish and chair a Secretary's Man-
22 agement Council to coordinate and enforce poli-
23 cies relating to education and training and pro-
24 motion, supervision, and assignments, the mem-
25 bers of which shall be selected by the Secretary

1 and include the Under Secretary of State for
2 Administration and the Director General for
3 Global Talent Management, among others;

4 (J) serve as the liaison of the Department
5 to academia, learning enterprises within the
6 United States Government, and the education
7 and learning sectors of the private sector, and
8 establish partnerships and agreements for edu-
9 cational exchanges and experiential learning as-
10 signments;

11 (K) modify academic curricula, academic
12 research programs, and faculty-hiring policies,
13 and make key personnel decisions, as required;

14 (L) conduct or direct assessments of the
15 education and training system of the Depart-
16 ment to determine the quality and relevance of
17 academic programs;

18 (M) establish the academic standards for
19 selection and performance of faculty and stu-
20 dents within the Department;

21 (N) exercise decision authority on all addi-
22 tional matters designated by the Secretary and
23 Deputy Secretary; and

24 (O) designate an individual to be respon-
25 sible for learning and training at every bureau

1 of the Department and United States embassy,
 2 and organize those individuals into a network to
 3 collaborate on training and education activities
 4 developing in the field.

5 (d) TERM.—The Chief Learning Officer shall serve
 6 for a term of not fewer than 3 years, and may be re-
 7 appointed for 2 additional terms.

8 (e) COMPENSATION.—The rate of basic pay for the
 9 Chief Learning Officer shall be the greater of—

10 (1) the highest rate of basic pay payable for a
 11 noncareer appointee (as defined in section 3132(a)
 12 of title 5, United States Code); or

13 (2) the rate of basic pay payable for a highly
 14 qualified expert, as determined by the Secretary of
 15 State, in a position at level III of the Executive
 16 Schedule.

17 **SEC. 12. REPORT AND BRIEFING REQUIREMENTS.**

18 (a) REPORT.—Not later than 1 year after the date
 19 of the enactment of this Act, the Secretary of State shall
 20 submit to the appropriate congressional committees a re-
 21 port that includes—

22 (1) the strategy developed by the Chief Learn-
 23 ing Officer under section 11(c)(3)(D);

24 (2) the process used to implement the strategy
 25 throughout the Department; and

1 (3) the results and impact of the strategy on
2 the workforce of the Department, particularly the
3 relationship between training and promotions for
4 Department personnel, and including the measure-
5 ment and evaluation methods used.

6 (b) BRIEFING.—Not later than 1 year after the date
7 on which the Secretary of State submits the report re-
8 quired by subsection (a), and annually thereafter for 2
9 years, the Secretary shall provide to the appropriate con-
10 gressional committees a briefing on the information re-
11 quired to be included in the report.

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