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CRITICAL SKILLS FOR NATIONAL SECURITY AND THE HOMELAND SECURITY FEDERAL WORKFORCE ACT—S. 1800

HEARING

BEFORE THE

INTERNATIONAL SECURITY, PROLIFERATION AND FEDERAL SERVICES SUBCOMMITTEE

OF THE

COMMITTEE ON GOVERNMENTAL AFFAIRS
UNITED STATES SENATE

ONE HUNDRED SEVENTH CONGRESS

SECOND SESSION

MARCH 12, 2002

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CRITICAL SKILLS FOR NATIONAL SECURITY AND THE HOMELAND SECURITY FEDERAL WORKFORCE ACT—S. 1800

TUESDAY, MARCH 12, 2002

U.S. SENATE,
INTERNATIONAL SECURITY, PROLIFERATION,
AND FEDERAL SERVICES SUBCOMMITTEE,
OF THE COMMITTEE ON GOVERNMENTAL AFFAIRS,
Washington, DC.

The Subcommittee met, pursuant to notice, at 2:33 p.m., in room SD–342, Dirksen Senate Office Building, Hon. Daniel Akaka, Chairman of the Subcommittee, presiding.

Present: Senators Akaka, Thompson, Cochran, and Voinovich.

OPENING STATEMENT OF SENATOR AKAKA

Senator AKAKA. The Subcommittee will please come to order. I want to thank our witnesses for joining us this afternoon. We are beginning to find that many of our colleagues as well as others in the community are finding much interest in what we are going to be talking about today.

The terrorist attacks of September 11 exposed the strengths and weaknesses of our great country. We saw firsthand the impact of critical personnel and needed skills in our national security agencies. These events also gave us a preview of the problems we will face tomorrow if these skills are not strengthened.

Federal agencies did not have the critical personnel with the language capabilities needed to investigate the attacks. Some agencies, like the FBI, were forced to post urgent job announcements for foreign language speakers to translate and investigate crucial evidence. According to the President's Science Advisor, there is not enough scientific expertise in government to evaluate proposals to combat terrorism in a timely fashion.

In today's *Washington Post,* we are reminded that agencies have a shortage of analysts to translate and analyze the large volumes of intelligence data acquired since U.S. forces entered Afghanistan. This has led some officials to admit that there is a risk that information valuable to our efforts against terrorism could slip through.

The importance of national security critical skills in government has been recognized for some time. Congress passed a National Defense Education Act of 1958 in response to the Soviet Union's first space launch. We were determined to win the space race and make certain that the United States never came up short again in the areas of math, science, technology, or foreign languages.

Members of this Subcommittee have worked on this issue more recently. Under the guidance of Senator Cochran, this Subcommittee held a hearing a year and a half ago to define more clearly the United States' need for foreign language proficiency and to examine whether appropriate resources were made available to strengthen these skills among Federal workers.

At that time, we heard that the intelligence community lacked individuals with the translating skills needed to respond in times of crisis. Last March, Senator Voinovich held a hearing on the national security implications of the human capital crisis. Witnesses from that hearing sent a strong message that strengthening math, science, and foreign language capabilities in government is a precondition for fixing virtually everything else in our U.S. national security complex.

Let me thank Senator Cochran and Senator Voinovich for their leadership in these areas. Senator Voinovich has also asked me to announce that he thinks this hearing is very important, and although he has been unavoidably delayed, he expects to be here later.

I also want to thank Senator Thompson who has been one of the leaders on this issue, and I want to thank him for his leadership.

Our math, science and foreign language capabilities in the Federal Government are at risk and there is no quick solution. It has taken years of neglect to reach this deficit in trained workers, and it will take sustained efforts to hire, retain, and retrain employees with critical skills.

We must use every tool at our disposal to defend America against present and future threats. To do this, we must ensure that the talented people in government have the right expertise to meet their changing missions.

Senators Durbin, Thompson, and I introduced S. 1800, the Homeland Security Federal Workforce Act, as a comprehensive, long-term approach to addressing these shortfalls in government. I am pleased that the Ranking Member of this Subcommittee, Senator Cochran, as well as Senators Voinovich and Collins, are cosponsors of S. 1800. This bipartisan approach takes an important step toward recruiting more people into government with critical national security skills.

Complementing this legislation is S. 1799, the Homeland Security Education Act, which addresses shortages of those students pursuing degrees in math, science, and critical foreign languages. The Homeland Security Education Act proposes several measures to ensure that government preserves its expertise in matters of national security.

This bill increases student loan forgiveness programs for those who work in positions of national security and offers fellowships for existing Federal employees and those who commit to serve in Federal national security positions.

It offers a rotational assignment program for mid-level Federal employees and provides training and professional development opportunities. We must make certain that those entering Federal service have the needed skills and that our existing workforce has the opportunity to acquire specialized training. As we seek new

government employees, we cannot ignore the people whose expertise and talents guide agencies daily in meeting their missions.

With our witnesses' help, we will explore the skills that agencies need to accomplish their current national security missions and how the Homeland Security Federal Workforce Act can help meet the challenges of strengthening these skills in the future.

I want to thank our witnesses for being here today and I look forward to an interesting and lively discussion. And now I would like to yield to my friend and colleague and one of the leaders in this effort, Senator Thompson.

OPENING STATEMENT OF SENATOR THOMPSON

Senator THOMPSON. Thank you very much, Mr. Chairman. I appreciate your holding this hearing today. It is becoming more and more obvious that you are dealing with a very important issue and one that is vital to our national security.

I think when the Hart-Rudman report came out, for example, we all became even more acutely aware, and, of course, the events of last fall, that we cannot be where we need to be without the right kind of people, and we are losing too many of the right kind of people that we are going to need in the future, especially with regard to some of these particularly vital areas.

That, of course, is what our bill that you referred to tries to do. I think some legitimate points have been made concerning overlap and duplication and how it all fits together, and those are valid points. We need to work our way through all that. Hopefully, this will be an opening opportunity, a first step, to start the discussion as to where we need to wind up. So I am looking forward to hearing what our witnesses have to say, and so with that, I will cease and desist and ask that my full statement be made a part of the record.

Senator AKAKA. Without objection, it will be included in the record.

[The prepared statement of Senator Thompson follows:]

OPENING STATEMENT OF SENATOR THOMPSON

Thank you, Mr. Chairman. I commend you for holding this hearing, and for your efforts to ensure that the Committee and the Subcommittee both continue to focus on Federal workforce issues. I can think of few who deserve our consideration more right now than those are making and will continue to make our country safe.

Clearly, in today's environment, national security and the battle against terrorism enjoy substantial attention and support. And it is gratifying to know that many Federal employees who have long toiled in relative obscurity are now getting the recognition they deserve.

But as experts have noted and as common sense will tell you, these sentiments are not enough to guarantee a robust, capable national security workforce. Instead, it is our job to make sure that the right incentives, programs, and laws are in place to give this workforce the people it needs to get the job done. As the frightening events of last fall highlighted, there are critical shortages among our national security employees, and these will get worse—not better—with inaction. This is the thrust of the Homeland Security Federal Workforce Bill.

We should also realize that, despite the rapt focus by all Americans on serious events here and overseas, any successful workforce strategy must address the long term. And in the long term, the Federal Government must worry about its ability to attract employees who can be romanced away by higher salaries and better opportunities for advancement.

Therefore, this bill takes an important step in providing the incentives to make careers in national security appealing. Young people may be attracted to help defend the country because of patriotism, and I hope they are. But we realize that

exactly because they are some of the best and brightest, they are presented with attractive and lucrative offers from private business, and will weigh financial concerns and the potential for advancement in their final decision. Our bill does not just look to new hires, because they constitute an investment in the distant future. In the near future, the national security workforce will depend on retaining the experienced people already on the job. That is why the bill establishes the National Security Service Corps, which will provide an exciting and professionally rewarding opportunity for middle managers. And finally, because the inability of agencies to set goals and to drive towards those goals is a chronic problem, the bill tells agencies to address their national security human capital needs in their performance and strategic plans. I believe that, if agencies are pushed in the planning direction long enough, some of them may eventually get it.

This bill really is just the first step in a long march, because the Federal workforce's national security problems are truly disturbing. The General Accounting Office, in a report released 2 months ago, found that "all four of the agencies it surveyed reported shortages of translators and interpreters as well as shortages of staff, such as diplomats and intelligence specialists, with foreign language skills that are critical to successful job performance. Agency officials stated that these shortfalls have adversely affected agency operations and hindered U.S. military, law enforcement, intelligence, counterterrorism, and diplomatic efforts."

But our problems are not confined to the area of language expertise. The specter of nuclear terrorism looms, but we face it with an Nuclear Regulatory Commission and an Energy Department with that are having human capital problems. Bioterrorism directed at the food chain would be dealt with by the Department of Agriculture, which is also in the midst of personnel shortfalls. For example, the GAO found that "food safety, in which USDA plays a major role, continues to suffer from inconsistent oversight, poor coordination, and inefficient deployment of resources."

At the same time, it is important to get the answer right. Though the issues I've outlined are real, I'm not sure the solution is to pile new programs on top of existing programs if these have not been successful. Before we throw dollars at these workforce problems, we need to look at whether we should consider blending our initiatives with the other proposals—legislative and otherwise—that are currently in play.

After all, the issue of personnel reform is not new. True, this is a serious problem, and we don't have the luxury of endless debate. But I suspect that if you could tear away some of the layers here, you would see an age-old discussion about how to attract the best talent to government.

So today, I'm looking forward to beginning a process. We have representatives from some of the agencies this bill would affect, and I'm eager to hear from them about the health of their national security workforces and what it may take to fix them. We'll also hear science and language experts tell us, governmentwide, where the shortcomings are in our most important jobs. And I look forward to listening to the Office of Personnel Management, which will ultimately bear responsibility for implementing our plan.

Senator AKAKA. I would like to welcome our first panel. I want to thank Donald Winstead from the Office of Personnel Management, Sheri Farrar of the FBI, Ruth Whiteside of the Department of State, Ginger Groeber of the Department of Defense, and Harvey Davis of the National Security Agency for being with us this afternoon.

Mr. Winstead, you may proceed with your statement and your full statements will be included in the record. Thank you.

TESTIMONY OF DONALD J. WINSTEAD,[1] ASSISTANT DIRECTOR, COMPENSATION ADMINISTRATION, OFFICE OF PERSONNEL MANAGEMENT

Mr. WINSTEAD. Mr. Chairman and Members of the Subcommittee, good afternoon. I am Don Winstead. I serve as Assistant Director for Compensation Administration for the Office of Personnel Management. I appreciate the opportunity to appear before you

[1] The prepared statement of Mr. Winstead appears in the Appendix on page 40.

today to discuss S. 1800, the Homeland Security Federal Workforce Act.

The events of September 11 forever changed the Federal Government's personnel requirements. Every agency must now consider its work and mission in a new context, one that was nearly unimaginable before. The skills needed by agencies to fulfill their expanded homeland security missions are diverse and in many cases unique to the particular mission of the agency.

The administration is committed to addressing the human capital needs of the national security agencies, working with this Subcommittee, and supports the concept underlying S. 1800.

We strongly support efforts to ensure that the Federal workforce has the people it needs to fulfill homeland security missions and we stand ready to work with the sponsors of this legislation to achieve our mutual goals.

S. 1800 would provide special new programs for those components of the Executive Branch that have traditionally been designated as national security agencies. For those agencies, it would provide an enhanced student loan repayment program, a fellowship program comparable to the recently implemented Scholarship for Service Program, and a program to encourage details of employees between national security agencies. These are all concepts worth studying further.

We would urge consideration of these concepts within the context of existing programs and flexibilities. For example, the current program for the repayment of student loans for Federal employees has been operating only for a relatively brief period. As agencies become more familiar with the program and its framework, we expect to see greater and more effective use. We believe any consideration of enhancements to the program should reflect those experiences.

The administration is concerned about the establishment of a separate fund for this worthy purpose. We are continuing to work with agencies to assist them in using their individual salaries and expenses funding to target the recruitment and retention incentives that will be most effective for their specific needs. We believe allowing agencies to make these decisions is appropriate since we are ultimately holding them accountable.

Title II of S. 1800 creates a fellowship program for graduate students to enter Federal service in national security positions. While we question the necessity and effectiveness of creating a new board to administer the program, we support the concept of this title, which resembles that of the Scholarship for Service Program currently operating to bolster the government's information assurance infrastructure.

The National Security Corps concept also parallels existing authorities. The option of broadening an employee's perspective through rotational assignments among organizations is one we include in many of our current programs including the highly regarded Presidential Management Intern Program.

Typically, the programs that include such opportunities are not limited to a particular area such as national security. However, it is important to note in turn that the administration's concept of national security is a broad one. Every agency must be concerned with how its role and mission links to national security concerns.

Personnel in the Centers for Disease Control working on bioterrorism solutions, Customs inspectors developing new strategies to assure the safety of containers imported into the United States, and Federal Emergency Management Agency personnel working on improving evacuation procedures and fire safety precautions—these are just a few of the Federal employees whose work involves national security, but who have traditionally not been thought of as part of the national security workforce.

We believe S. 1800 should be considered within the context of other human resource management proposals such as those in the administration's Managerial Flexibility Act. That act offers a number of initiatives that would help address the human capital needs related to national security in the broader sense.

Senators Thompson and Voinovich have introduced bills containing these important governmentwide proposals, which will benefit all Federal agencies, even those whose roles in national security matters have not previously been given recognition.

The administration looks forward to the upcoming hearings to be held on the President's legislative proposal. As a package, these new and expanded authorities will empower Federal managers to make the decisions and cultivate a workforce that can lead to increased efficiency and effectiveness in Federal programs and which can respond to the changing dynamics of the economy and the challenges of a changing world, and we believe all of this can be accomplished without changing the veterans' preference laws that have long been a cornerstone of the civil service.

This concludes my remarks and I would be happy to answer any questions.

Senator AKAKA. Thank you very much, Mr. Winstead. Before I call on Ms. Farrar, I would like to yield to my friend, Senator Cochran.

OPENING STATEMENT OF SENATOR COCHRAN

Senator COCHRAN. Mr. Chairman, thank you very much. I especially appreciate your kind remarks during your opening statement. I welcome the witnesses who are testifying before our Subcommittee today. I think this legislation will provide some needed incentives to help deal with the problems we have in foreign language education and recruitment, training of people who are essential if we are to achieve success in our effort to provide security for our citizens.

Following the tragic events of September 11, I think our earlier concerns that we had discussed in previous hearings and efforts to attract attention to this serious problem have been magnified, and the reality has set in now, and we need to get busy and do something. I think the time for talking about the problem is over. We need action and your presence here and your support for our efforts are deeply appreciated. Thank you.

Senator AKAKA. Thank you very much. Ms. Farrar, will you please give your statement.

TESTIMONY OF SHERI A. FARRAR,[1] ASSISTANT DIRECTOR, ADMINISTRATIVE SERVICES DIVISION, FEDERAL BUREAU OF INVESTIGATION, ACCOMPANIED BY MARGARET R. GULOTTA, CHIEF OF THE LANGUAGE SERVICES UNIT, AND LEAH MEISEL, DEPUTY ASSISTANT DIRECTOR AND PERSONNEL OFFICER, FEDERAL BUREAU OF INVESTIGATION

Ms. FARRAR. Good afternoon, Mr. Chairman, distinguished Members of the Subcommittee. I, too, want to thank you for the opportunity to come before you today to talk about the Homeland Security Federal Workforce Act. My name is Sheri Farrar, and I am the Assistant Director of the Administrative Services Division of the FBI.

I am here today representing Director Mueller. I am joined today on my left by Margaret Gulotta, who is the Section Chief of our Language Services Section, and sitting directly behind me is Leah Meisel, who is the Deputy Assistant Director and Personnel Officer for the FBI.

You have my written statement before you. Today I only want to take a few moments to highlight some of the points in that statement.

First, there is no question that the critical skill needs of the FBI have changed over the last several years, and those critical needs have been further heightened by the events of September 11. The FBI faces the same challenges of all agencies in keeping pace with advances in technology. Our challenge is twofold: To support our day-to-day computer and information technology needs, and to advance our technical and scientific programs to ensure our ability to exploit the advances in technology that confront us in our investigative and intelligence collection and exploitation initiatives.

We have always needed foreign language capabilities, but the languages deemed most critical have certainly changed. Obviously, Middle Eastern and Central Asian languages have now become our highest priorities. We have emphasized these skill needs in our recruiting strategies. For agents we have placed at the highest priority for both recruiting and processing those who have computer science and information technology abilities, physical and natural sciences, engineering, and foreign languages.

For our support employees, we are seeking to recruit individuals who have the analytical capability to serve in our intelligence research specialist positions. Again, those with foreign language capabilities and with computer and information technology skills.

The FBI has an aggressive hiring recruiting plan this year. We are seeking to bring over 900 agents and over 1,400 support employees on board this year. Now, as never before, our recruitment strategies are focused on hiring people with the critical skills I have mentioned.

We are cautiously optimistic. At our recruiting results so far, we have received an extraordinary number of applications, and as we review those, we are finding highly qualified candidates. Of course, we still need to get them through our background process.

Let me speak briefly about S. 1800. Like all agencies confronting today's new challenges, we welcome any program that enhances

[1] The prepared statement of Mr. Farrar appears in the Appendix on page 46.

our competitiveness in attracting and retaining talent so that we do certainly support the concept of the legislation.

In that regard, I would like to make a few observations concerning the student loan repayment provisions in the bill. As you know, the FBI is in the excepted service. Consequently, as drafted, we are concerned that many of our employees may not be eligible under the provisions of the bill.

The FBI is fortunate to already have existing guidance allowing for repayment of student loans, and it is not limited to solely national security positions. Although we have just recently received this ability, therefore it has made it difficult for us to tell whether or not it is going to help us to recruit and retain individuals.

We also remain concerned that the bill as written creates additional levels of bureaucracy to include the administration of the funding, which may have the tendency to inhibit the use of these flexibilities. We are grateful, however, that the Subcommittee is interested in supporting our national security mission by developing programs to enhance our ability to attract the skills we need to be successful. And we look forward to working with you as these programs are developed.

In that regard, we strongly encourage you to also consider the flexibilities available under the administration's proposed Managerial Flexibility Act. This act as written provides agencies with greater ability to address today's complex workforce issues.

I thank you again for the opportunity to address you. This concludes my formal testimony. Mrs. Meisel, Mrs. Gulotta and I are happy to answer your questions at the appropriate time. Thank you.

Senator AKAKA. Thank you very much, Ms. Farrar. Ms. Whiteside, please present your statement.

TESTIMONY OF RUTH A. WHITESIDE,[1] PRINCIPAL DEPUTY ASSISTANT SECRETARY, BUREAU OF HUMAN RESOURCES, DEPARTMENT OF STATE

Ms. WHITESIDE. Thank you, sir. I welcome this opportunity to appear before the Subcommittee on behalf of the Department of State. A year or so ago I was privileged to appear before a similar hearing chaired by Senator Cochran on language issues in my former job as the Deputy Director of the Foreign Service Institute at the State Department, and we are keenly aware of the need to emphasize languages and the leadership shown well before September 11 and certainly the interest of the Congress now.

My prepared statement, sir, is also a part of the record, but the most important point I would like to make today is to underscore our view that our diplomats and our diplomacy all around the world are indeed, as this legislation indicates, a part of the national security strategy of the United States as well as our foreign policy strategy.

Secretary Powell has provided us terrific leadership on these issues over the last year. With his very strong support, the strong support of the administration, and of the Congress, we are in the first year of what we hope will be a 3-year diplomatic readiness ini-

[1] The prepared statement of Ms. Whiteside appears in the Appendix on page 53.

tiative which will allow us to begin to fill the personnel gaps we have across the board at the State Department in all of our categories.

We have a very aggressive recruiting campaign underway now, and we are already eagerly using the tools available to us, the current student loan program, and we are interested in the concepts that underlie this legislation and an increased use of those tools. For the current student loan repayment program, we are only now designing our program under the new legislation, but I think I would simply underscore the fact that agencies will want to have as much flexibility as we can in designing these programs so that we can be sure that they focus on our particular recruitment and retention needs.

We would also want to be sure that the legislation allows us a way to include the Foreign Service in this. Currently our student loan program will address both Foreign Service and civil service requirements, and so we would hope that would be the case with any new legislation.

We were also very interested in the various fellowship concepts that are in this legislation. We have some excellent experience with fellowship programs now. On the Foreign Service side, we have a Pickering Fellows Program which does underwrite undergraduate and graduate education for promising Foreign Service candidates. We are using the National Security Education Program as a recruitment pool for very talented young men and women who have done studies in languages or other national security areas. These, I think, are exactly the kinds of programs we need to identify the best and the brightest for our Nation's foreign service.

On the student loan program, I would simply say one of the things that is clear to us since September 11, sir, is interest in public service and interest in the Foreign Service and the civil service at the State Department has never been higher.

When we gave the Foreign Service written exam in September, 13,000 people showed up on a Saturday morning to take the test, just a few weeks after the tragic September 11 events. That was the largest number of takers of the Foreign Service exam in recent years. We are giving that exam again in April. The registration closes today, and we have an even greater registration than we had in September. So I think the point is young men and women are very interested in careers in public service, careers in foreign affairs, or in the other agencies.

They do arrive on our doorstep in many cases with a terrific education, but one that they have paid a very high price to get, and I think the tools that helps us offset those loans, the tools that help us give them some competitive ability for us to reach them—one of the problems with the National Security Education Program is these young men and women have an obligation to work in the Federal Government, but they must apply and come into the Federal Government through the normal application procedures, and it would be great to find some ways that we could reach them more quickly.

In all of these areas, we are very eager to work with the Congress, to work with OPM and our other colleagues to design as

many tools as we can to meet these critical national requirements. Thank you, sir.

Senator AKAKA. Thank you for your statement, Ms. Whiteside. Ms. Groeber, you may give your opening statement now.

TESTIMONY OF GINGER GROEBER,[1] ACTING DEPUTY ASSISTANT SECRETARY, CIVILIAN PERSONNEL POLICY, DEPARTMENT OF DEFENSE

Ms. GROEBER. Thank you, Mr. Chairman. It is a privilege to appear before you and the Subcommittee today to discuss your legislation. I have limited my remarks to 5 minutes and ask that my prepared testimony be included in the Subcommittee's record.

At this pivotal time, we certainly share the Subcommittee's interest in ensuring that this and other Federal agencies have language, science, mathematics, and engineering expertise that is needed to support our national security.

We appreciate the strategic approach that you and your cosponsors and the Subcommittee have taken on this issue. We also appreciate the persistent and collaborative efforts of Senator Voinovich and his staff in addressing human resource management issues.

Mr. Chairman, your legislation is timely. As you know, the Department of Defense is emerging from a decade of downsizing. Our workforce is smaller and better educated. While the number of employees in science, mathematics, and engineering occupations has decreased since 1989, their percentage measured against other occupational disciplines is increasing. The challenge of building and maintaining a diverse language proficient workforce continues.

With respect to the legislation, we support increases in the annual loan for the repayment amount and in the overall cap on repayment of student loans. We believe that proposals for loan payments and graduate fellowships are very useful incentives in recruiting and retaining a highly qualified workforce.

We are concerned that a centralized program of loan repayment and a single authority for determining positions eligible for graduate fellowship would diminish the flexibilities we need to implement these programs.

In addition, we want to harmonize any new programs with those career development activities the department now operates. We would also strongly urge the Subcommittee and indeed the Congress to provide favorable consideration to the expanded and streamlined improvements in the administration's Managerial Flexibility Act.

While I am not an expert in science, mathematics, engineering, and language disciplines, I would like to respond in general to the questions posed by the Subcommittee.

Expertise in science, math, and engineering skills is a cornerstone of our national security capabilities. These skills are needed to ensure the quality of the work performed in our laboratories as well as our interaction with the industrial base.

Foreign language expertise is an essential factor in the national security readiness. With respect to the future, there will be an in-

[1] The prepared statement of Mr. Groeber appears in the Appendix on page 62.

creasing demand in all areas of electrical engineering and computer science. All key service platforms, ships, planes, and tanks are using more complex systems. System engineering will be an increasingly important skill for both technical and non-technical positions.

Translation and interpretation skills and knowledge are increasingly important combat force multipliers and mission enhancers.

Financial assistance is always helpful when competing for the best and the brightest and in retaining them in our workforce. There is some question as to whether financial incentives can fully ensure the quality of science and engineering employees we seek.

Often truly innovative scientists and engineers are driven by strong intellectual curiosity rather than economics. In addition, we have found that the flexibility in hiring these scientists expeditiously is equally important.

With respect to language proficiency, we believe that a more coordinated approach in providing financial assistance and career development would be very useful.

There have been a number of changes over the last several years. Prior to the year 2000, the military departments generated their requirements for language and skill areas based upon two major theater war scenarios, largely focusing on language and area tasks within the intelligence services.

Requirements in special operations, foreign affairs, and field units will now be incorporated. The Department of Defense's foreign language program strategy is changing the way we recruit, the list of languages that we train in, and the language task to be performed in our management of these valuable assets.

In summary, we look forward to working with the Subcommittee to address these critical challenges in a strategic, flexible, and balanced approach. Thank you again for the opportunity to testify. This concludes my remarks and I would be glad to answer any questions.

Senator AKAKA. Thank you very much, Ms. Groeber. Mr. Davis, you may proceed with your statement.

TESTIMONY OF HARVEY A. DAVIS,[1] ASSOCIATE DIRECTOR, HUMAN RESOURCES SERVICES, NATIONAL SECURITY AGENCY

Mr. DAVIS. Thank you very much, Mr. Chairman, Members of the Subcommittee, for the opportunity to appear before you today. My name is Harvey Davis. I am Director of Human Resources at the National Security Agency.

The NSA is the Nation's cryptologic organization, and as such employs this country's premier codemakers and codebreakers. A high technology organization, NSA is on the cutting edge of information technology. Founded in 1952, NSA is a separately organized agency within the Department of Defense and supports military customers and national policymakers.

I would like to begin my statement by addressing the significance of strong math, science, and foreign language expertise at NSA, how the events of September 11 have affected our need for technical and analytic skills and the skills required for the future.

[1] The prepared statement of Mr. Davis appears in the Appendix on page 68.

NSA's workforce possesses a wealth of critical skills and expertise and is composed of mathematicians, intelligence analysts, linguists, computer scientists, and engineers.

In the spring of 1999, the Director of NSA initiated transformation of our workforce designed to focus our employees on the mission, change our ethos, and maintain staffing levels in critical areas. The events of September 11 reinforced our need to transform the agency, confirmed that we were on the right path, showed that we must increase the pace of that transformation, and ultimately underscored the value of people and their contribution to producing intelligence.

If nothing else, the events of September 11 highlighted the fact that there is no single solution to the threats facing our Nation. Therefore, a balanced multidisciplinary approach is the only answer. Teams of individuals with varied skills working together employing the latest technology in a collaborative and creative manner are our best defense against the threats of the 21st Century.

To create collaborative teams, NSA relies on the unique combination of specialties. Analysts, engineers, physicists, mathematicians, linguists, and computer science are key to that mix. These individuals team as necessary to meet ever-changing requirements.

For example, cryptanalysts use mathematics, computer programming, engineering, and language skills as well as new technologies and creativity to solve complex intelligence problems.

Certainly these skills will always be critical requirements for the NSA. With the increased volume, velocity, and variety of globalized network communications, there has been a growing need for our technical employees to have expertise in new skill areas.

Among these key areas are network security, vulnerability analysis, and public key infrastructure. There has been a similar broadening in the scope of contributions of our language analysts, who are now going well beyond their traditional applications to tackle network exploitation and signals intelligence development.

The blurring of the lines between technical and analytic disciplines is an ongoing and inevitable outcome of the increasing technical nature of our work and the sophistication and complexity of the target. The continued need for competent and near-native language capability is also critical to our success.

How have our skill needs changed over the last several years? Well, in the mid 1990's, NSA looked to technology as the solution for many of the complex challenges and focused its hiring and development initiatives on technical skills at the expense of language and analysts.

However, the loss over the last several years of experienced linguists and analysts has created difficulties for the agency in the areas of target knowledge, less commonly taught languages and training for the next generation.

As we strive for a better balance, we have tried to maintain a robust and fairly consistent mathematics hiring program, looked more to private industry and contracting for technical skills, reenergized our linguist and analyst hiring, and revitalized our cryptologic reserve program.

The Department of Defense and its components develop and maintain strategies and programs for ensuring the recruitment and

professional development of its employees, and NSA is taking full advantage of a wide variety of these programs under our existing authorities. NSA has hired approximately half its fiscal year 2002 hiring program to date, building on the successes of a successful last year.

Like many other agencies, NSA has struggled in the past to attract top talent to the government, yet we have had success in attracting new recruits with the quality, complexity, depth, and scope of our work, our commitment to continuing education and development, paying of foreign language bonuses and incentives, targeted hiring and retention bonuses, continuing education opportunities and work life initiatives. All those benefits and programs notwithstanding, the market continues to be a challenge for us.

In conclusion, our people remain the key to NSA's future. We are committed to recruiting, hiring, and retaining highly educated, technically sophisticated and readily adaptable core of skilled individuals required to meet the mission challenges posed by the new targets and technologies. Thank you, Mr. Chairman, and Members of the Subcommittee, for giving us the opportunity to speak to you today.

Senator AKAKA. Thank you, Mr. Davis. I would like to thank all of you for your statements. I have some questions for you and the Subcommittee has questions. Nearly a year ago, OPM issued regulations for the current Student Loan Repayment Authority after Senators Durbin, Voinovich and I added an amendment to the DoD Authorization Act to ensure the program's implementation.

As you know, departments now have the authority to provide this recruitment and retention incentive using funds from their existing salary and expense accounts. Mindful of agencies' expanded homeland security missions, our bill would establish funding separate from S&E accounts for student loan repayment.

The question is how are your agencies using this new flexibility and would your agencies increase the use of this authority if there was funding apart from the S&E accounts? Mr. Winstead.

Mr. WINSTEAD. As you pointed out, the regulations on this new program were implemented last year, and in fact the final regulations were not issued until I believe August or late July. So there was really only a couple of months left in the fiscal year for agencies to put together their plans. We know that several agencies have, in fact, used this new authority, and we have information about how those agencies have used the authority.

It has been used so far in only a handful of cases. We are confident, however, that as agencies become more familiar with the use of this program that their use of this flexibility will continue to increase.

I would have to defer to other agencies regarding the question about how they would use this program if separate funding were available. My only observation on that point is that our belief is that it is important if we are going to be holding agencies accountable for how they are using their resources to make sure that they make the case for the use of additional funds, to build that into their own budget request, so that we can hold them accountable for the use of their salaries and expenses funding for that purpose, and that is the way that we would prefer to see this program operated.

Senator AKAKA. Ms. Farrar.

Ms. FARRAR. As I said, we just recently again got our provisions in place, so it would be very difficult for me to answer. I do not know yet how what we have now is going to assist us, whether the money came from some other place or from the FBI's funding. It would be difficult now to know whether or not the difference, being able to manage it ourselves, using our own money, how that would counter with using someone else's money, but also having to follow the guidance and regulations there. It is just too soon for me to know the answer.

Senator AKAKA. Ms. Whiteside.

Ms. WHITESIDE. As I mentioned, sir, we are only just now designing our program under this. We have identified in our current S&E account $2 million for this fiscal year for the program. It is already clear to us what the demand is and the categories of positions we will be considering for student loan repayments—which are less than the maximum allowed under this legislation. We are also still in the very early stages of defining our target populations and organizing our implementation.

Senator AKAKA. Ms. Groeber.

Ms. GROEBER. The department issued its student loan repayment plan in October of last year. Both the Army and the Navy have published their plans and the other components are working on them. We particularly are interested in your plans on increasing those amounts because we do think that is going to be key for the future. So we support that initiative in the legislation.

Senator AKAKA. Mr. Davis.

Mr. DAVIS. Yes. We are in the early stages also of looking at that tool, though it can prove to be a very good tool in the toolbox in terms of recruitment and hiring.

Senator AKAKA. GAO will testify this afternoon that, "Foreign Service officers must be placed in language designated positions at lower than desired levels of proficiency." S. 1800 would help break the cycle of having a shortfall of applicants who are fully language qualified.

Rather than having to increase staff to train people in languages, our bill and its companion, S. 1799, would train and provide incentives for individuals to obtain the necessary skills before joining the State Department and not after.

Is that the goal in the Department of State's diplomatic readiness initiative and, if not, shouldn't it be?

Ms. WHITESIDE. I think, sir, it is a combination of goals of which that is certainly one. We do very much focus our recruiting on individuals who already have language skills. We do not in the Foreign Service make that a requirement for entry. There are a variety of reasons for that. The Foreign Service is a worldwide service. We expect our Foreign Service officers over the course of a 30-year career not just to serve in one country or even in one region, but to be available, as our foreign policy requirements are, to be available for worldwide service.

So most of them over the course of a career often will bring one language into the Service with them, but then will acquire another language or perhaps two other languages in the course of their careers. So I think the answer is targeted recruiting to people with

language skills is a very key component, and that is why a program such as the National Security Education Act or the kinds of fellowship programs envisioned here would be very helpful.

But as our foreign policy requirements change from year to year, I think we also believe we need to keep this flexible capacity to train our people as well and to retrain them and to strengthen their skills. We often find people who have not served in a country where they have the language for some years will spend 3, 4, or 6 months back at the Foreign Service Institute getting that skill back up to the level of proficiency that they require.

So we support both the goal of increasing the pool of talent that can bring languages into the service, but we also believe that we need to continue to meet our requirements by being able to move quickly to train people in languages as those needs emerge.

Senator AKAKA. Mr. Winstead, S. 1800 establishes the National Security Service Board made up of OPM and certain Federal agencies. The board's function is to coordinate the bill's fellowship and employee rotation programs with workforce planning goals. By doing so, we hope to ensure that National Security Fellows locate meaningful and appropriate positions in the Federal Government.

I understand that existing fellowship and recruitment programs are experiencing high attrition levels. This is particularly true of the President's Management Internship Program. Would you provide for the record what fellowship opportunities now exist, governmentwide, as well as those that target specific national security skills and include the number of participants in each program as well as the individual program recruitment retention and attrition levels?

Mr. WINSTEAD. We certainly can provide that information for the record. I did mention in my prepared testimony the Scholarship for Service Program that was initiated about 4 years ago. And that is an example of the kind of fellowship program that I think does have the potential to be very successful. It was created in order to deal with information security issues, and it is one that is jointly operated, managed by the National Science Foundation and the Office of Personnel Management, and I think it has potential for being very successful in that regard, but we can provide information about all of the programs that are available at the present time for the record.[1]

Senator AKAKA. Ms. Farrar, in your testimony, you state that because FBI is in the excepted service, many of its employees would not be eligible for the loan repayment provisions in S. 1800. However, with the exception of the limitation on national security positions, S. 1800 mirrors the language of 5 U.S.C. Section 5379(a)(2), regarding ineligible employees.

In addition, OPM has issued regulations on this provision which state that excepted service employees, those excepted from the competitive service, with the exception of Schedule C employees, may receive student loan repayment benefits if they are otherwise eligible.

With this in mind, let me ask the following: (1) could you explain how S. 1800 would not be applicable to the majority of employees

[1] The information referred to from Mr. Winstead appears in the Appendix on page 124.

at the FBI; (2) if technical amendments are required to include the FBI under the provisions of this bill, do you have any suggested language; and (3) assuming then that you are included under S. 1800, how would the provisions of this bill assist you in recruiting and retaining highly qualified employees?

Ms. FARRAR. OK. It does sound—excuse me for one second—if the language is exactly the same as it is in the other bill, then it may be that the majority of our employees would be included as they are. Perhaps that is our misreading of the way that S. 1800 was written.

If our employees were included in S. 1800, I think, as I said in my testimony, I believe it would expand the amount of money that would be available. Our question is we believe right now that we have been very successful in our recruiting campaign. That is at least our initial indications. We would want to save these kinds of flexibilities to recruit where we do find that we are having problems. Right now, because we are still in the early stages of our recruiting, we are not certain what those positions are going to be.

They may well be in the foreign language area, but we have gotten so many applications, and as we are going through those, we are hopeful that we are going to be able to recruit the employees we need. I suspect S. 1800 and the other flexibilities that we have are going to be most useful for us for retention purposes than for recruiting.

I would agree there is a big desire nowadays to join in public service, so I think that is helping our recruiting. As we move a couple of years down the road, these may be very helpful to us in our retention abilities.

Senator AKAKA. This is a question for FBI, Department of Defense, and NSA. How do your agencies identify which skills are needed, develop recruitment strategies, and make your agencies attractive to individuals with science and technology backgrounds? Ms. Farrar.

Ms. FARRAR. The Administrative Services Division is responsible for developing the FBI's hiring strategies, our recruiting strategies and identifying what our skill needs are, and we do that by working with our field managers and also working with the individual program managers at FBI Headquarters to tell us what particular skills they believe are needed to make their program successful.

For instance, I would go to Mrs. Gulotta in the Language Services Section to find out what the demands have been. She would be working with the program managers to see what foreign languages are in most need for us to be successful in our investigative programs, and then we design our recruiting strategies around what our program managers tell us are the needed skills.

Senator AKAKA. Ms. Groeber.

Ms. GROEBER. We identify the skills necessary based upon what we have projected is going to occur in the world and looking at it from the mission perspective of the two theater war initiatives that we would be able to support.

New things that crop up, such as September 11, add something to our planning scenario, and we try to overlay that into what skills would be necessary at that time and add that into the mix. We receive all of that information from the components, and at the

Secretary's level, we assist in them figuring out how we can indeed provide those employees with those skills.

Senator AKAKA. Mr. Davis.

Mr. DAVIS. Yes. We do a skills mix analysis against our strategic goals and that transformation that we talked about, taking into account those people that are attriting and leaving the agency and those skills that are necessary to prosecute our future mission. To go after these folks we have an aggressive hiring campaign. We are out at over 100 schools during the recruiting season, and one of the things that we found that is really attracting people is the nature of the work itself, and we have taken to bringing a lot of our technical experts, our actual operational people, to talk to the students so they can understand the nature of the work that needs to be done, and that hooks people in.

Senator AKAKA. Thank you very much. And I would like to yield to Senator Cochran for his questions.

Senator COCHRAN. Mr. Chairman, thank you. Mr. Winstead, it is clear that this legislation would place some new requirements on the Office of Personnel Management. Do you know or could you advise us at this point whether you would need additional resources to accomplish the demands of the new workload?

Mr. WINSTEAD. Well, I think it is clear that if we were to be administering a fund, clearly there would have to be additional resources that would have to be devoted to funding the payments, and in addition I think there would be some additional administrative expenses associated with doing that. Exactly how much at this point I am not in a position to say.

Senator COCHRAN. Ms. Farrar, the FBI was recently singled out in a study by the General Accounting Office entitled "Human Capital Approach Needed to Correct Staffing and Proficiency Shortfalls." In that reference, they talked about your use of the OPM workforce planning model. Could you tell us how you find that process helpful to you? Are you familiar with the workforce planning model of OPM?

Ms. FARRAR. I did not have an opportunity to read that report, but Mrs. Gulotta is familiar with it, and she is in charge of the Language Services.

Ms. GULOTTA. Actually it has been very helpful. It all starts with the FBI strategic plan, and we have a foreign language program plan that goes along with it that sets actual milestones and strategic objectives. We poll our field managers and our program managers at headquarters to find out what the crime or intelligence objectives are, and then we set our language goals and we measure them against workload measurements that we have.

Every year, we set targeted hiring goals by language. And we do that for special agents where we actually have targeted languages that we are looking for for special agents, and also for our language specialists where we have a funded staffing level, and we have a specific amount of people that we can hire.

Senator COCHRAN. I congratulate you for winning the praise of the GAO.

Ms. GULOTTA. Thank you very much, sir. We are very happy about that.

Senator COCHRAN. Let me ask if you have any suggestions about additional measures that would be useful in improving our ability to recruit and retain personnel with skills that are critical to national security needs? You or Ms. Farrar or Mr. Winstead?

Mr. WINSTEAD. Sure. I can respond to that. We mentioned the President's Managerial Flexibility Act in our testimony. There are a number of provisions in that proposed legislation that I think would be helpful to national security agencies as well as to other Federal agencies.

For example, we would like to build on the recruitment, relocation, and retention payments that are currently in law to make them more flexible and easier to use and also to permit them to be delivered in more effective ways to current employees and to candidates for employment.

In addition, we have in that legislation authority to directly hire candidates for certain kinds of positions for which there is a shortage of candidates or a critical hiring need, and also the ability if that legislation were to be enacted to use alternative ranking and selection procedures which would also facilitate hiring not only for national security agencies and employees but also for other employees as well.

Senator COCHRAN. This is the legislation the president has recommended?

Mr. WINSTEAD. Yes.

Senator COCHRAN. Is it not? And that has been introduced. I think some witnesses have already referred to the legislation.

Mr. WINSTEAD. That is correct.

Senator AKAKA. I think Senator Thompson and Senator Voinovich have introduced that bill at the request of the administration, and I am sure it will be a measure that will be carefully considered in this Subcommittee as we move forward in our effort to try to do something legislatively to help improve the situation.

We really do need to find ways to improve recruitment and retention. Ms. Whiteside, you talked about some of these challenges in your statement. We appreciate your being here. Do you have any comments now about what you think the bill itself would or would not do? Are we overstating it or should we include something that we have left out? What are your views?

Ms. WHITESIDE. I think, sir, my views, to echo what my colleagues have said there really is a war for talent out there, and we know that many, many young people want to join and do the work we do. We need ways to shorten our own process for getting them in the door. We are working very hard on that internally. We have reduced our own Foreign Service process from the time someone takes the exam to entering the Foreign Service from 27 months to about 10 months, and we are moving that down even more.

But I think tools, for example, that might give fellowship participants some sort of non-competitive eligibility. It takes us still nearly a year to bring a new Foreign Service employee in the door. That is partly because we, like most agencies, have very serious and exacting security clearance requirements that may not be there for other agencies, but we find that some of the folks who would like to join the Department are quite young and in many cases just out of school and not particularly experienced. For them, the sort of

normal civil service competitive process becomes something that they are just not particularly willing to invest the time to do.

So anything that shortens that process gives agencies more flexibility to reach out and find the people they need. I would also emphasize our concern right now probably more than recruitment are retention issues: For example, as people move through their careers into the mid-ranks, have families, particularly for overseas employees, where family issues and the inability of spouses often to work, means that many of our Foreign Service employees cannot really have a two-income family overseas that is often the norm here. Our retention issues really are increasingly as or more important for us than recruiting.

Senator COCHRAN. Ms. Groeber, I was going to ask you particularly about the high attrition rate among Army language specialists, and am wondering whether or not you have an opinion about the issues that lead to that high attrition rate and whether you have thoughts about what could be done to curb the exodus of skilled personnel?

Ms. GROEBER. You are talking about the military specialist?

Senator COCHRAN. Yes.

Ms. GROEBER. I would have to get back to you and provide that for the record since I am not an expert on the military side.[1]

Senator COCHRAN. OK. Mr. Davis, you mentioned in your statement, the market—and I quote here—"The market continues to be a challenge for us."

I wonder if you have any plans or past practices in developmental programs with universities to improve your ability to recruit qualified personnel for the National Security Agency?

Mr. DAVIS. Yes. And, sir, we use our math program as really an example of that, and what we found is that the sooner you get in contact with students, the better chance you have to employ them. So, in terms, for example, in our mathematics area, we have things called the Mathematics Education Partnership Program, where we have a math speakers bureau, an NSA partnership with schools, we have summer institutes, camps for teachers and students, educational partnerships and grants, excess equipment program, USA Math Talent Search, and we are—in the math community, we are locked in with key professors who make decisions at the universities as well as the math community throughout the country.

So using that as a model and moving that to other skills, that would be the direction that we would be moving in.

Senator COCHRAN. Thank you very much. Thank you, Mr. Chairman.

Senator AKAKA. Thank you very much, Senator Cochran. I want to thank you for your statements and your responses. All of that will be useful to this Subcommittee. Thank you very much.

I am pleased to welcome the Hon. Lee H. Hamilton, Director of the Woodrow Wilson International Center for Scholars, as our second panelist.

Mr. Hamilton served for 34 years as a U.S. Congressman from Indiana, where he was chairman of the Committee on International

[1] Requested information from Ms. Groeber appears in the Appendix on page 148.

Relations. Mr. Hamilton was also chairman of the Joint Economic Committee and the Permanent Select Committee on Intelligence.

In his own State of Indiana, Mr. Hamilton has worked hard to improve the education, job training, and infrastructure programs of its citizens, and is now Director of the Center on Congress Project at Indiana University. It is a pleasure to welcome a friend that I had the privilege to serve with in the U.S. House of Representatives. So thank you very much for being here today, and you may proceed with your statement.

TESTIMONY OF HON. LEE H. HAMILTON,[1] DIRECTOR OF THE WOODROW WILSON CENTER FOR INTERNATIONAL SCHOLARS, FORMER MEMBER OF THE HOUSE OF REPRESENTATIVES

Mr. HAMILTON. Mr. Chairman and Senator Cochran, thank you for the opportunity. I really do commend you and your Subcommittee and its Members for tackling this problem of the human dimension to national security. I think I am here largely not so much because of my congressional experience but because I served on the U.S. Commission on National Security for the 21st Century, and they devoted a considerable part of their report to the problems that you are addressing here in S. 1800 and S. 1799.

You may know that two of your former colleagues headed that commission, Senators Rudman and Hart, and that it was initially established by the Secretary of Defense, Mr. Cohen and I think the idea for the commission arose with Speaker Gingrich, and he served on the commission. But one of the unanimous points of the commission—we really had no disagreement on this at all—it was a principal conclusion, was that the Federal Government must focus more attention and resources on the human requirements for national security.

There was a real sense of urgency among members of the commission on that. You look at so many things when you consider national security, and all of them are important I guess, but anybody who operates any kind of an organization will tell you that in the end, it is the people that count. Are they qualified, committed people? And I do not care how good your technology is or how good your system is, if you do not have good people you are not going to get good results.

We said that the maintenance of American power in the world depends on the quality of U.S. Government personnel, civil and military at all levels. And we said that we must take immediate action in the personnel area to ensure that the United States can meet future challenges.

We considered this business of qualified personnel to be of fundamental importance to the national security of the United States. And we felt that the need of the U.S. Government in both civilian and military capacities, but particularly people in science, math, engineering, and languages, was not being met by the present system and that something had to be done.

We emphasized the importance of promoting high quality education in these areas, which we deemed critical to the national se-

[1] The prepared statement of Mr. Hamilton appears in the Appendix on page 73.

curity, and we concluded that the capacity of our educational system to create a 21st Century workforce second to none in the world is a national security issue of the first order.

And if we do not reverse the negative trends—the general teaching shortage, the downward spiral in science and math education and performance, we will not be able to maintain our position of global leadership.

So that is the principal point. There was among all of us with all of our different political views and ideologies a unanimous, strongly felt conclusion of the urgency of this problem. And in today's world, we need those kind of people. We found that the U.S. Government has not focused sufficiently on the fit between the missions it has, on the one hand and the personnel it needs, on the other.

Now, I do not want to in any way cast doubt upon the people who preceded me. They are all experts on government personnel, and I am not. I know they are very well intentioned, and I am sure they have a good many suggestions to make to Members of this Subcommittee, but I think what we find missing here something that cuts across departments and agencies and gives overall direction to our personnel needs now and in the future.

The national security workforce—let me focus on that for just a minute—we face, as they said a moment ago, a serious problem in attracting and retaining talented people. I am not sure I heard enough of the testimony, but I got the impression that they are at least moderately satisfied with the way the present systems are working.

We would not agree with that. We do not think that the present system, however described, is working satisfactorily. Part of the problem, of course, is that the private sector can attract these talented people with higher salaries.

An additional problem, we think, is that the civil service today simply does not offer the kind of opportunities for growth and development that you get in the private sector today. And we supported the idea that, I think, is incorporated in S. 1800 of a National Security Service Corps. We recommended the establishment of that corps to broaden the experience base of departmental managers and to develop leaders who are skilled at producing integrated solutions to the national security problems.

So I strongly support S. 1800 for the establishment of that National Security Service Corps. I think that it correctly points out that it would help to invigorate the national security community.

One of the things we said in our report, and I am paraphrasing now, is that there is no place in the U.S. Government where science and technology personnel assets, as a whole, are assessed against the changing needs. We have had a lot of studies made of this in the government. The General Accounting Office has looked at it. The Congressional Research Service has looked at it. The now defunct Office of Technology Assessment has explored the issue.

They look at individual departments and individual agencies, and indeed it is interesting that the people preceding me were, I think, from five or six different agencies or departments all looking at the problem as they should from their particular perspective, the

FBI's perspective, the Office of Personnel Management perspective, and so forth.

But we felt that no one above the departmental level examines the appropriateness of this fit between missions and personnel in the area as a whole. I cannot speak for all of the commissioners obviously, but your proposals with regard to student loan payment and fellowships, I think are on the mark.

We made very similar recommendations in the National Security Commission Report. We recommended the deferral of student loan repayments for individuals who serve in government for a period of time. And we proposed the Congress expand the National Security Education Act to include broad support for social sciences, humanities and foreign languages.

Now I am not sure, Mr. Chairman, whether you are also interested in my comments on S. 1799 as well, or do you just want me to confine my remarks to S. 1800?

Senator AKAKA. Why do you not proceed with that?

Mr. HAMILTON. OK. I will try to be quick with regard to S. 1799. We concluded here that the need for trained people in science and math, computer sciences, and engineering is simply not being met, and we found, for example, that more than 240,000 new and qualified science and math teachers are needed in our K through 12 classrooms over the next decade. That is out of a total of 2.2 million new teachers.

We found that some 34 percent of public school mathematics teachers and nearly 40 percent of science teachers lack even an academic minor in their primary teaching fields. We found that in 1997, Asia alone accounted for more than 43 percent of all science and engineering degrees granted worldwide; Europe, 34 percent; and North America, 23 percent.

In that same year, China produced 148,000 engineers. We produced 63,000 engineers. So something has to be done to accelerate the development of more qualified people in these areas. We all understand why students do not go into science and math—they are hard subjects, and you have to work hard in college to tackle those subjects, and I think you have admired, as I have admired, people that do that, and you have also, each of you, I am sure, sat on university platforms and watched students receiving engineering, mathematics, computer science degrees, and said to yourself a large proportion of those folks are non-American.

Senator AKAKA. Absolutely.

Mr. HAMILTON. Are foreigners. And they are the ones that are getting the degrees, the advanced degrees in these difficult subjects. That is to their credit and not to our credit that it is happening.

So, we need to produce significantly more scientists and engineers to meet our anticipated demand, not just for the economy but also for the national defense of the country, and they have to be produced, I think, fairly quickly.

I might note when I talked about the private sector a moment ago that the average salary of an entering science and math professional in the private sector today is $50,000. That compares with $25,000 for the average starting teacher, and keep in mind, as you very well know, that almost all these students today that are grad-

uating from college do so with considerable bills to pay, loans to be repaid. So the salary level makes a bigger difference than you might initially think when you look at it.

S. 1799, you forgive the interest payments on student loans for undergraduates that are pursuing these degrees. The only criticism I would make of that is that I do not think you go far enough. Just forgiving the interest payments, I do not think is going to help that much. I am for it, but I think you ought to consider forgiving some of the principle as well.

I know that costs more money and you have to wrestle with the priority question, but I think this is an urgent matter. And I would like to see the student loan repayments extended to the graduate as well as the undergraduate students, and I think your bill just extends them to the undergraduates. But I support S. 1799 because I think it is aimed at this exceedingly difficult problem that we confront.

Now, let me just comment, if I may, on the testimony here. They took the view that there are numerous programs in place that promote the goals of this legislation. They say that there are rotations within the Federal agencies, and that they have student loan repayments and fellowships to encourage people to go into the government service.

They also argue that the legislation that is pending before this Subcommittee creates a centralized program that would increase the bureaucracy and reduce the flexibility of individual agencies. There is something to that, but I think I take the opposite view, and that is given the urgency that exists in the country, we need someone in this government at a pretty high level asking the question what are the needs in terms of national security personnel and how do we get the personnel to meet those needs, rather than to look at it on an individual agency or department level.

That is important, but you need more central direction. Now they make the point that you have to have some flexibility, and I think we would all agree with that. So you have got to strike the right balance here in your legislation. Overall, I think, as I read the testimony that was presented to you a moment ago, what comes through to me is a lack of urgency, and I think what the commission members felt, look, you can talk all you want about missiles and armaments and new weapon systems and everything else, but we had better begin to focus in this country on getting qualified people forward in these tough disciplines, including, may I say, the foreign languages where we are woefully deficient.

So I think more money is needed. Now they claim that they have incentive programs, and they do in these departments and agencies, but the incentives have to be drawn, as I understand it, from the pool of money that is there for salaries and so the administrator has to make tradeoffs, incentives for salaries, and I think you need additional resources so you do not put the administrator in that kind of a box.

In other words, you need to give him money to provide additional incentives, and that money must not come out of the pool for salaries. We have got a wave of Federal Government retirements coming up. We have this tremendous need for people with these skills, and so I think, to conclude, it is a matter of the highest importance

to the national security of the United States, nothing is any of higher importance than to resolve this shortage of qualified people in the technical skills without which your national security apparatus cannot function well. Thank you.

Senator AKAKA. Thank you very much, Mr. Hamilton. You and I have known one another for awhile, and my only question for you is that having listened to or read the testimony of our first panel, how would you answer those who fault S. 1800 and S. 1799 for making math, science, and engineering a priority?

Mr. HAMILTON. Well, I just think that is where we are short of talent and not just mildly short. We are desperately short of talent. One of the witnesses a moment ago used a phrase I thought was pretty good. We have got "a war for talent" going on out there, and believe you me, the private sector needs these people. You all know how diligently top math and science engineering, computer science people are recruited by the private sector.

They have got this problem figured out. They know they have got to have a steady stream of talented people coming into their organization or they are not going to be able to perform, and we are not either.

Now, I was not a math or a science or an engineering student for abundant reasons, but I know that is the talent that makes our technology go, and I know that technology is needed for our national security.

Senator AKAKA. I thank you for your——

Mr. HAMILTON. We have to give favor. We have to provide an additional incentive to those people.

Senator AKAKA. I thank you for pointing out what was missing. I take this is coming from all of your experiences in important positions for government, and thank you for pointing out that we need something that can cut across all agencies. I appreciate your support for setting up a national security service corps. All these things/ideas will be useful to this Subcommittee.

And as I said, I had only one question to ask you so I am going to yield to my colleagues.

Senator COCHRAN. Do you want to recognize George before you recognize me?

Senator AKAKA. Yes. May I recognize——

Senator VOINOVICH. I just came in. Let Thad ask a question.

Senator COCHRAN. I think you ought to.

Senator AKAKA [continuing]. Senator Voinovich for any statement he wishes to make.

OPENING STATEMENT OF SENATOR VOINOVICH

Senator VOINOVICH. I am going to ask that my statement be put in the record.

[The prepared statement of Senator Voinovich follows:]

OPENING STATEMENT OF SENATOR VOINOVICH

Thank you, Mr. Chairman, and I would like to commend you for holding this hearing on "Critical Skills for National Security and the Homeland Security Federal Workforce Act." I would also like to welcome our witnesses and thank them for being here today.

As you know, Mr. Chairman, reforming the Federal Government's human capital management has been one of my highest priorities as a Member of this Committee,

and I know that you share my concern with the human capital crisis. You have also been an important leader on this issue, and I want to thank you personally for attending all of the hearings I held on human capital during the time I chaired the Oversight of Government Management Subcommittee.

In addition to today's hearing on S. 1800, you have scheduled two days of hearings next week on my legislation, S. 1603, The Federal Human Capital Act of 2001, and the proposal I introduced on behalf of the Bush Administration with Senator Thompson, S. 1639, the Federal Employee Management Reform Act of 2001, and I would like to further thank you for agreeing to hold these hearings.

In addition to the Committee's activities, other government offices and agencies are addressing the human capital crisis. Indeed, David Walker, Comptroller General of the United States, designated strategic human capital management as a governmentwide high-risk area in January 2001, and has also made elevating the profile of and developing solutions to this problem a top priority. In August of last year, the Bush Administration designated strategic management of human capital as its number one governmentwide management initiative.

In short, a great deal of action has been taken to address this issue over the last several years, and we are daily building momentum for the passage of reform legislation in Congress.

It is my sincere hope that we can advance legislation through the Governmental Affairs Committee this spring that will incorporate the best elements of the various legislative proposals that are before us. I am extremely optimistic that we can enact legislation this year that will really make a difference to the Federal workforce.

However, we do so knowing that this is but a down payment on reform, and that a comprehensive examination of issues such as pay, health care benefits, outsourcing (which, as you know, the Committee examined this issue last week), and the operations of Federal agencies is an urgently needed next step.

Mr. Chairman, last March, the Subcommittee on Oversight of Government Management held a similar hearing on the national security implications of the human capital crisis. As the former Chairman of that Subcommittee, I had hoped to hold more hearings on the issue, but I am pleased you have called this hearing to carry-on this important discussion.

At the hearing last March, witnesses from the Hart-Rudman Commission, the Department of Defense and the General Accounting Office testified about how the Federal Government's human capital challenges were endangering America's national security establishment and the ability of the government to defend our Nation and its interests around the world.

Former Defense Secretary James Schlesinger, in discussing the conclusions of the Hart-Rudman Commission, made the following insightful observation:

> "As it enters the 21st Century, the United States finds itself on the brink of an unprecedented crisis of competence in government. The maintenance of American power in the world depends on the quality of U.S. Government personnel, civil and military, at all levels. We must take immediate action in the personnel area to ensure that the United States can meet future challenges."

Secretary Schlesinger added further:

> ". . . it is the Commission's view that fixing the personnel problem is a precondition for fixing virtually everything else that needs repair in the institutional edifice of U.S. national security policy."

Who would dispute Dr. Schlesinger's assertion?

We know all too well that there are nations and organizations around the world that have evil intentions against the United States.

The best way for the United States to address our national security is to first and foremost confront our personnel deficit in the Armed Forces, the intelligence community, Federal law enforcement and our "front line" of defense—our state and local police, fire and emergency services.

Other committees are looking at why our intelligence establishment failed to predict or prevent the attacks of September 11, but I fully believe that when you peel away the layers, it will come down to the fact that we had people with inadequate skills minding the store.

We need to work overtime, Mr. Chairman, to bring the right mix of people into the Federal Government if we are to confront and defeat terrorism. Our nation's security literally hangs in the balance.

Mr. Chairman, you and I have joined Senators Durbin, Thompson and other Members of this Committee in introducing S. 1799 and S. 1800, bills which are based, in part, on the recommendations of the Hart-Rudman panel.

These bills include important flexibilities and innovative programs designed to make the Federal Government a more attractive employer for applicants with academic and professional background in areas critical to national security.

For example, CIA Director Tenet recently noted that, within 3 years, between 30 and 40 percent of his workforce will have been there for 5 years or less. He proposed overhauling the compensation system to help keep the "best and brightest," and those with more experience at the Agency.

Perhaps the most disturbing aspect of Director Tenet's statement is that the CIA already has many more personnel flexibilities than most other Federal agencies in the national security community. One can only imagine how much worse the condition of the workforce is at such agencies.

In recent months, we have received ample evidence of one such deficiency (which has been examined previously by Senator Cochran). Federal agencies—from the State Department to the FBI—have a severe shortage of employees who are proficient in foreign languages that are critical to U.S. national security.

A recent article in *Government Executive* stated that, because of problems with its personnel databases, the State Department did not even know how many Foreign Service Officers lack the language skills that their positions required. However, their estimates ranged from 16 to 50 percent!

Mr. Chairman, I still think it's incredible that in the aftermath of September 11, we had to advertise for people who speak Arabic and Farsi.

Ambassador Whiteside, given your background as the former director of the Foreign Service Institute where FSOs receive language training, I will be interested in learning what the State Department is doing to address this problem.

Congress *has* taken some action to alleviate the skills imbalances in the civilian workforce at the Department of Defense. Over the last 2 years, I have successfully amended the Department of Defense authorization act to provide the Department with separation incentives and early retirement authority to reshape its civilian workforce to meet future challenges.

I am particularly eager to hear from Ms. Groeber on how the Defense Department is managing this program, and I would like to compliment her office on its recent release of the implementation guidelines which provide the military departments and base leaders significant flexibility in the use of these authorities. The Defense Department's use of this authority may well become an example for the entire government.

In closing, Mr. Chairman, I would note that over a decade has passed since the first Volcker Commission met and declared that the Federal Government has a "quiet crisis" in the area of human capital. Still, little has been done to address this problem.

The events of September 11 demonstrate that the United States doesn't have the luxury of another decade before our government moves to comprehensively address the human capital crisis—particularly in our security agencies.

It is encouraging that Mr. Volcker is convening a second commission to further examine this problem, and I look forward to that panel's analysis.

However, that is not a reason to wait. We must act.

The swift passage of human capital legislation, building on the base of such bills as S. 1800 and S. 1603, is needed this year, and I look forward to working with you, Mr. Chairman, in order to make it happen.

Thank you, Mr. Chairman. I look forward to today's discussion.

Senator VOINOVICH. Senator Akaka knows and so does Senator Cochran, I have been working on this human capital crisis now for 3 years since I came to the Senate and we have comprehensive legislation that we introduced along with the administration's, and I am so pleased that Senator Akaka has put together this special piece of legislation that deals with our national security agencies.

Congressman Hamilton, you have been around here a long time, and I am sorry I am late for this hearing, but I was in another hearing with Senator Jeffords. We had Joe Allbaugh in there, and he is going to have this new first responder initiative in FEMA. So everybody is talking about what he should do, and I asked him, Joe, where are you in terms of your personnel? He said I am in awful shape. I do not have enough people. And he said many people are coming to me and they are retiring early. He said that, after September 11, they decided they wanted to spend more time

with their wives and their families. And now that they have a chance, they are going to retire, and they are leaving.

And we have ourselves a really difficult situation. And it is not only in national security, but it is right across the board. The question is how do we light a fire under this issue and underscore the urgency of our vulnerability right now? I have read the Hart-Rudman Commission's report. Senator Cochran, you have been around here for many years. How do we get our colleagues to understand how urgent this is?

I mean we are talking about, for example, spending billions of dollars on a National Missile Defense System. It seems to me that the No. 1 thing that we should be concentrating our attention on is how do we keep "the best and the brightest," and how do we attract "the best and the brightest" to the Federal Government in terms of say, intelligence agents and diplomats and a lot of other positions?

So the question is: How in the world do we get this government to understand how important it is that we do something about it?

Mr. HAMILTON. Well, I believe you have to pay more for people, and I am all for the other incentives.

Senator VOINOVICH. Let me just say this. We have had a comparability study around here, and we have not done anything with it because it costs money.

Mr. HAMILTON. That is correct.

Senator VOINOVICH. And so you are saying we ought to look at that?

Mr. HAMILTON. Absolutely. And I think, look, we all know the civil service is rigid, and it discourages talent, and so one of the members of our commission was Norman Augustine, who headed Lockheed, and he said, look, we are spending a lot of time talking about terrorism, and we are talking about missile defense, and we are talking about all these fancy things, and difficult solutions. He said you have got to consider the civil service reform as a fundamental part of national security. Managers cannot manage today. They cannot hire. They cannot fire.

And you have great rigidity in the system. I think Mr. Augustine was exactly right in it. Now, you have got to have other incentives, but these people that excel in the sciences, we know them to be very bright people. They are going to succeed no matter what happens. They are going to find a way to succeed.

Senator VOINOVICH. Congressman Hamilton, the issue is how do we communicate to the members of Appropriations committees, to the Armed Services Committee, and to some of these other committees around here that we have this very terrible problem in terms of people?

Mr. HAMILTON. Well, you persuade your colleagues by conversation.

Senator VOINOVICH. I am just saying you can answer better than I can.

Mr. HAMILTON. Yes. You persuade your colleagues by conversation. You do not persuade them by speeches. And it just takes persistence again and again and again. You have got a good case to make, and I think you can make it with your colleagues.

That is the best I can say. You have just got to talk to them one on one. But, look, the National Security Commission is not by itself with these recommendations. You have had a half a dozen other commissions all make the same recommendations. You have had all of these experts about government who are preaching a common theme here, and maybe eventually that will get through to your colleagues. I think it will.

It takes time to move this government, but it moves over time. I think that puts the burden on you, Senator, and your two colleagues here, but it can be done.

Senator AKAKA. Senator Cochran.

Senator COCHRAN. Mr. Chairman, thank you very much. I think you make an excellent point, Congressman Hamilton, when you say that we need somebody to take the broad overview of the situation, somebody to look at the broad needs of the government for personnel that can help protect our security. I think that is what the President has stepped forward and recommended.

As a matter of fact, he has brought into the government someone who has just that role, the Advisor to the President for Homeland Security, and that is one of the missions, as I understand it. So I think that we are seeing a very important step in that direction being made by President Bush.

But we do need, I think, the underpinning of new authorities for Federal departments to use incentives to go after people who they want and need and they have to compete for, and with the incentives of forgiveness of student loans, scholarship programs designed to bring the graduates as they come out of college into the National Security Agency or whatever agency it is. We do that in the military, as a matter of fact.

We have scholarship programs for ROTC students trying to recruit talented young men and women who will commit to service in the military after they graduate from college, and these were programs that were begun back when you and I were in—well, you were maybe a year older or two. I remember you were a basketball star. You had a good excuse for not going to engineering lab when you were in college. [Laughter.]

You had other responsibilities and talents.

Mr. HAMILTON. I was not smart enough to get into engineering. That is the fact of the matter.

Senator COCHRAN. I think we do need to marshal our resources and to have someone at the highest level of our government to help ensure that is done. That is an excellent point.

And your other observations are very helpful to the Subcommittee. I know you are in demand, and you have a lot of places you could be, but we appreciate very much your taking time to come testify before our Subcommittee today.

Mr. HAMILTON. Thank you, Senator Cochran. It is more than just financial incentives. I mean scientists need collegiality. They need to be able to talk with one another. That is the way the world of science moves forward, and so you have to create an environment for them in which they can consult not only with their colleagues in their particular area, but to consult with similar scientists all over the world.

These scientific meetings are enormously important, because we do not have a monopoly on science in this country. That is part of it to create that collegiality, and I think that one of the good things that may have come out of September 11 is the sense of mission, and I think the people that preceded us here talked about that, that they now find much more interest in serving the national security of the United States, and that is an important factor. We want to take advantage of that.

I very much hope that Governor Ridge, whom I consider as you do to be an excellent choice, will make this among his priorities. Homeland defense needs these kinds of people very much, and I think he will. I am pleased to hear that.

Senator COCHRAN. Thank you.

Senator AKAKA. Well, if there are no further questions for Mr. Hamilton, I want to say thank you so much for being here, Congressman Hamilton.

Mr. HAMILTON. My pleasure. Thank you.

Senator AKAKA. And we thank you for your statements.

I would like to welcome our third panel, and ask you to take your places. I want to thank Dr. Susan Westin, Managing Director for International Affairs and Trade Issues at the General Accounting Office, and Dr. Ray Clifford, Chancellor of the Defense Language Institute, for being with us today.

I would like to thank GAO for their report on foreign language proficiencies in the Federal Government. So Dr. Westin, will you please proceed with your statement? Your full statements will be made a part of the record.

TESTIMONY OF SUSAN S. WESTIN,[1] MANAGING DIRECTOR FOR INTERNATIONAL AFFAIRS AND TRADE ISSUES, U.S. GENERAL ACCOUNTING OFFICE

Ms. WESTIN. Thank you, Mr. Chairman and Members of the Subcommittee. I am pleased to be here today to discuss our recently completed report on foreign language proficiency and personnel shortfalls at four Federal agencies: The U.S. Army, the Department of State, the Foreign Commercial Service, and the FBI.

Federal agencies' foreign language needs have grown significantly over the past decade with increasing globalization and a changing security environment in light of such events as the breakup of the Soviet Union and the terrorist attacks of September 11. Foreign language skills are increasingly needed to support traditional diplomatic efforts and public diplomacy programs, military and peacekeeping missions, intelligence collection, counterterrorism efforts, and international trade.

At the same time that Federal agencies find their needs for staff with foreign language skills increasing, these agencies have experienced significant reductions in force and no growth or limited growth environments during the last decade.

As a result, some agencies must now contend with an aging core of language capable staff while recruiting and retaining qualified new staff in an increasingly competitive job market.

[1] The prepared statement of Ms. Westin appears in the Appendix on page 79.

Today, I will discuss three topics: (1) the nature and impact of foreign language proficiency and personnel shortages in these four Federal agencies; (2) the strategies that are being used to address these shortages; and (3) the efforts that have been made to address current and projected foreign language shortages.

Let me address each of these in turn. First, all four Federal agencies covered in our review reported shortages of staff with foreign language skills that are critical to successful job performance. These staff include diplomats and intelligence specialists as well as translators and interpreters.

The shortfalls varied significantly depending on the agency, job position, language, and skill level. To give just one example, the Army had a shortfall of 146 translators/interpreters in the critical languages of Arabic, Korean, Mandarin Chinese, Persian-Farsi, and Russian.

These shortfalls can have a significant impact on agency operations. For example, the FBI has thousands of hours of audio tapes and pages of written material that have not been reviewed or translated due to the lack of qualified translators.

In addition, the State Department has long suffered from a language proficiency shortfall whereby Foreign Service officers must be placed in language designated positions at lower than desired levels of proficiency. According to officials from all four agencies, these types of shortfalls have hindered the prosecution of criminal cases, limited the ability to identify, arrest and convict violent gang members, weaken the fight against international terrorism and drug trafficking and resulted in less effective representation of U.S. interests overseas.

Second, the agencies we reviewed reported using a range of workforce strategies to fill their specific foreign language needs. These strategies included providing staff with language training and pay incentives, recruiting employees with foreign language skills or hiring contractors, or taking advantage of information technology.

This technology includes using network computers and contractor databases to optimize existing foreign language resources. While these assortive efforts have had some success, current agency strategies have not fully met the need for some foreign language skills.

Third, to help fill existing skill shortages, some agencies have begun to adopt a strategic approach to human capital management and workforce planning. OPM has issued a workforce planning model that illustrates the basic tenets of strategic workforce planning.

We used this model to assess the relative maturity of workforce planning at the four agencies we reviewed. As shown in Figure 2 of my written statement [1] and as reproduced here for you to see, this model suggests that agencies follow a 5-step process that includes setting a strategic direction, documenting the size and nature of skills gaps, developing an action plan to address these shortages, implementing the plan, and evaluating implementation progress on an ongoing basis.

[1] Figure 2 appears in the Appendix on page 89.

This is a model that could be used to guide workforce planning efforts as they relate to other skills needed in the Federal Government such as math, science, and information technology.

We found that the FBI had made an effort to address each of the five steps in OPM's model. For example, the FBI has instituted an action plan that links its foreign language program to the Bureau's strategic objectives and program goals. This action plan defines strategies, performance measures, responsible parties, and resources needed to address current and projected language shortages.

In contrast, the other three agencies have yet to pursue this type of comprehensive strategic planning, and have only completed some of the steps outlined in OPM's planning model.

In closing, I would like to note that foreign language shortages have developed over a number of years. It will take time, perhaps years, to overcome this problem. Effective human capital management and workforce planning, however, offer a reasonable approach to resolving such long-standing problems.

Mr. Chairman and Members of the Subcommittee, this concludes my prepared statement. I will, of course, be happy to answer any questions you have.

Senator AKAKA. Thank you very much. Dr. Clifford, please give your statement now.

TESTIMONY OF DR. RAY T. CLIFFORD,[1] CHANCELLOR, DEFENSE LANGUAGE INSTITUTE

Dr. CLIFFORD. Thank you very much for this opportunity. I would like to provide a historical context for Dr. Westin's report. The first question faced by the founders of this Nation, I think, was what is important for the Nation to provide? Should, for instance, the teaching and learning of foreign languages be of national concern?

Yes. Even the preamble to the Constitution of the United States specifically says that the Union was formed to insure domestic tranquility and to provide for the common defense.

Many people in the world today speak English, but it is a reality that our enemies do not speak English when they are talking to each other about us. In today's world, national defense requires capability in foreign languages.

Now, the shortage of citizens with foreign language skills in the United States is not a new phenomenon. The problem has been identified many times in the past, but interest has waned before systemic improvements have been implemented.

Very few people know that in 1923, because of the distrust that had been created by World War I, that it was necessary for the Supreme Court to overturn laws in 22 states that restricted foreign language instruction.

In 1940, the National Report, "What the High Schools Ought to Teach," found that high schools' "overly academic" curriculum was causing too many student failures. Foreign language instruction was among the subjects recommended for elimination. Foreign language instruction was not only difficult, it took so much time that new courses could not be added.

[1] The prepared statement of Dr. Clifford appears in the Appendix on page 92.

1954. The publication "The National Interest in Foreign Languages" reported that only 14.2 percent of high school students were enrolled in foreign languages and most United States public high schools offered no foreign language instruction at all.

1958. In response to Sputnik, the National Defense Education Act was passed to prepare more and better foreign language teachers. Immediate improvement was evident. Then funding waned and progress ceased.

1975. The International Association for the Evaluation of Educational Achievement published the results of a research study titled "The Teaching of French as a Foreign Language in Eight Countries." In the United States, the researchers could not find enough 12th grade students with 4 years of language study to complete the study as they had originally designed it.

Still, the study found that the primary factor in the attainment of proficiency in any foreign language is the amount of instructional time provided.

1979. The President's Commission on Foreign Language and International Studies reported Americans' incompetence in foreign languages is nothing short of scandalous, and it is becoming worse.

1983. The Commission on Excellence in Education heard testimony that in the United States foreign language instruction had yet to attain mediocrity.

1999 and forward, we have heard repeatedly from government agencies, including from the panel today, that these national needs are still with us. I am personally pleased to see that the bills S. 1800 and S. 1799 include several initiatives designed to improve U.S. readiness in foreign language skills.

While the demand for competency in foreign language shifts occasionally in terms of the specific languages required, two trends have remained constant over time. First, the total number of linguist requirements has grown.

Second, the levels of proficiency required of those linguists has increased. Therefore, the central challenges facing all segments of our society, including the government today, are recruiting more employees with language skills and then building on those language skills.

In most other developed nations, the educational system provides the foundation language courses, and the government language school or schools builds on those skills.

Whereas, currently more than 90 percent of the enrollments at the Defense Language Institute, for instance, are in beginning language courses, Germany's counterpart to the Defense Language Institute, the Bundessprachenamt, has nearly 100 percent of its students enrolled in advanced language courses.

The provisions of the Homeland Security Federal Workforce Act and the Homeland Security Education Act will help correct our national shortage I feel in qualified linguists by: Encouraging language majors to accept Federal employment; recognizing that second language skills are as necessary to our national defense as our skills in math and science; and producing graduates with advanced levels of language proficiency.

I would suggest that the programs described in the Homeland Security Federal Workforce Act include all Federal employees, be-

cause most of the linguist assignments are in the excepted service or are exempt from the requirements of the competitive service.

I believe I understand where the confusion is on this point because page 9, line 20, appears to have exclusionary language that if eliminated would then clarify this point.

In closing, all of the Nation's problems preparing, recruiting, and retaining scientific personnel apply to the problems with language skills in the United States. The major difference is that the situation in languages is even worse. Thank you.

Senator AKAKA. Thank you very much, Dr. Clifford. I have some questions for both of you. Dr. Westin, your testimony forecasts substantial Federal retirements of those with key math and science backgrounds within 5 years.

Why do you believe there are not more individuals entering government with math and science backgrounds?

Ms. WESTIN. Mr. Chairman, we did not take that up specifically in the report. The report you are referring to talked about the retirement across the Federal Government in general, and we cited some statistics from that, but I believe the first panel spoke to that very well, and also Mr. Hamilton. It is a very competitive market. It is particularly competitive for staff personnel who have these skills, have majored in math, have degrees in math or science, or in engineering, and I think that one of the issues is people coming out with student loans, and many students do graduate today with student loans, and need to consider what their compensation is going to be when they take those first jobs.

And I think right now we have seen that the Federal Government is not competitive in areas where many companies are competing to get these students.

Senator AKAKA. Your testimony emphasizes how Federal agencies can use workforce strategies to address shortfalls in foreign language capabilities. Has GAO looked at how workforce strategies can be used to ease shortages in math, science, and engineering within the Federal Government?

Ms. WESTIN. We checked on prior GAO work, and we do not believe that there was anything in the very near past that addressed this, but I would like to point out that the reason that we brought the OPM workforce planning model, and think it is important to put up as a special board, is that this is a workforce planning model that is not designed just to address foreign language shortfalls.

I think that it really starts with any agency setting a strategic direction, and then very importantly looking to see what skills you have on hand, how long people are going to be there, and identifying your gaps and then coming up with an action plan for filling the gaps. I can speak, if I can, to what GAO has done in this area.

As you know, we have put together a strategic plan. We have conducted an inventory of staff knowledge and skills which is available to managers. We do pay attention to what percentage of our workforce is likely to retire and in what areas. We are instituting the student loan program. That is under development in our agency right now, and we expect to offer that to some staff this fiscal year.

With regard to the student loan program, we have analyzed carefully where it should be targeted, not just areas where we have had trouble recruiting, but we are looking at one overall workforce, do we have more trouble recruiting or do we have more trouble retaining? So we have been looking at our past experience and seeing where we are most likely to lose staff and hope to target our program to help retain staff in those areas.

Senator AKAKA. Dr. Clifford.

Dr. CLIFFORD. Yes, sir.

Senator AKAKA. What is the best way to ensure that someone has a foreign language and technical background capable of analyzing highly technical intelligence? Is it better to start with someone with a science background and teach them a foreign language, and does the Defense Language Institute have programs for this?

Dr. CLIFFORD. Actually, experience would indicate that if you have a scientist who needs to learn a foreign language and you have someone who speaks a foreign language who needs to learn about its science, it is easier to take the person with the language skills and teach them science skills.

Now, we have at our institute language programs that are quite specialized. We have courses for scientists. I remember looking at one curriculum where there were topics such as learning about the tensile strength of turbine blades in that foreign language. We can get quite technical.

Underneath that technical language, there is a requirement for accurate communication skills in language in general. If one focuses without those foundation skills on the technical language, we find that we produce individuals who are able to miscommunicate about very technical things.

Senator AKAKA. Thank you. I yield to Senator Voinovich.

Senator VOINOVICH. Dr. Westin, you said that the FBI in your opinion has done the best job of developing a workforce planning model. One of the provisions contained in my legislation would require Federal agencies to develop succession planning models so that they have an adequate understanding of what human capital needs they have—both currently in the future.

Do you think it would be a good idea if this Subcommittee in putting together this legislation and the legislation I am working on would suggest that they follow this model so that we indeed end up with some document that clearly states what the needs are, and then put a dollar figure on what it would cost in order to get something like this done?

Ms. WESTIN. We have found this model useful, not only for GAO itself, but also in looking as we did at these four agencies and where they are with respect to the model. Senator, I would say that in their response to our draft report, two of the agencies that we sent the draft report to for their comments thought that the original way we had stated our recommendation was too rigid, and so we revised that to say that we were not telling them exactly how to do it, but suggesting that the principles that are illustrated in such a model would be very helpful.

So I would just say when you might use the word "suggest," that might be more helpful to agencies than to use the word "require."

Senator VOINOVICH. Senator Akaka, it seems to me—and I was talking to Representative Hamilton about the issue of urgency—that perhaps the only way that we are going to be able to deal with this in some of these agencies that deal with national security is to require them to develop these plans, so that we really have a handle on what is going on.

For example, I asked Administrator Allbaugh today to come back with his evaluation of FEMA's human capital problems, and I am going to suggest that we submit your recommendation to him to have him go about doing his study that way. Maybe if we have that information, we might be able to start to underscore what an urgent need there is for all kinds of people in various agencies.

I have another question for you, Dr. Westin. Your testimony highlights a critical deficiency plaguing the government—language. However, the problem is deeper than the shortfalls of the Federal Government. Only a fraction of American college students even study a foreign language. I went to college at Ohio University in the 1950's, and you could not get out of there without having 2 years of a foreign language. And I will never forget. I tried to get out of Russian after the first year, and the dean, who I thought was my buddy, said stay in there, and so I took it for 3 years.

But what is your observation across the country in terms of whether or not liberal arts institutions require foreign language as part of their programs, and how much of a requirement is there?

Ms. WESTIN. We did not address that in this study. I could only speak to what I have read. I know my experience going through college and graduate school in terms of foreign language requirements seems to be different than it is today. I know that it was important for us to make sure that our daughters had foreign language in high school, but we have not undertaken a study to look at this comprehensively across the United States.

Senator VOINOVICH. Dr. Clifford, do you have some information for us on that?

Dr. CLIFFORD. Yes, not specific statistics, but it is clear, and that I work with many of the universities nationally, the trend is to eliminate or at least reduce foreign language requirements across the board.

There are a few countercurrents that I believe would be worthy of support, programs where there is, for instance, a specific emphasis on creating dual majors, scientists with a major perhaps in chemistry and a major in a foreign language. Those programs exist, and they exist at those institutes that would probably be the primary candidates for recognition under S. 1799 with the flagship programs.

Senator VOINOVICH. There is a National Security Education Program. Are you familiar with NSEP?

Dr. CLIFFORD. Yes, I am.

Senator VOINOVICH. OK. And it has been effective in offering language emersion opportunities in foreign countries to students in return for some Federal Service. I guess you want to study a language. We will send you overseas. You can really get into it, and come back, but in consideration for that, you are going to have to give us some time.

Do you think that the expansion of such a program or the institution of a fellowship program, as proposed in S. 1800, might be a good way to attract additional linguists to the Federal service?

Dr. CLIFFORD. Absolutely. We have also found—I will just add to that general perception—that the way to learn a foreign language is to go overseas. The research shows that the way to learn a foreign language is to learn a foundation capability in the language in a classroom first, and then once overseas you have all the skills to take advantage of the experience and not just observe it.

So that combination, though, of preparation and then overseas experience, followed by a commitment, an obligation, is a great combination to focus our limited resources and see a return.

Senator VOINOVICH. In other words, make sure that the foundation is in place so that they are not just going over and having a little joy ride.

Dr. CLIFFORD. My statement might be interpreted that way, yes.

Senator VOINOVICH. OK.

Dr. CLIFFORD. And I would agree.

Senator VOINOVICH. OK. The other thing that we all know—and I would be interested in your comments on this—is that the earlier one learns a language, the better off they are. I mean it is not going to deal with our immediate shortage of linguists, but do you think in the long term that some consideration to that should be given to early language training for children? Either one of you?

Ms. WESTIN. Well, again, I am not speaking to work the GAO has done on this, but it does seem to me that one of the things that we could take more advantage of is the children of immigrants and to make sure that they keep that ability in their first language as they are learning English and learning to function in this country, which is equally important, but I think that it is too bad if those other language skills are lost along the way.

Senator VOINOVICH. OK. That is interesting. What you are basically saying is we do have a lot of immigrants that come here and then they raise their families, but a lot of times, the children of those immigrants do not learn the native language?

Ms. WESTIN. Well, that is my understanding that they may speak it at home. From some experience, I know as they grow older, they want to communicate in English with their friends, and I think also that we might not have made the efforts to make sure they are instructed in that language as well as just maintaining conversational level skills.

Senator VOINOVICH. Well, it is interesting, Mr. Chairman, that we do not really encourage that. We talk about just learning English. My mother spoke fluent Slovenia and my father spoke fluent Serbian, but the only time they ever spoke in the native tongues was at home. They were both first generation college graduates and they knew their languages, but they only used them when they did not want us to know what they were saying. I can tell you all the swear words. [Laughter.]

But again there is a kind of perception in the country that this is not a good thing to do. We should maybe try to change that attitude towards that issue.

Dr. CLIFFORD. I would add to the comments made that indeed this is a national resource. With proper attention paid to the lan-

guage skills of these families, we would have more individuals prepared when it came to hiring. Now, there are a few programs that Members of the Subcommittee might be interested in looking into. They are generally referred to as two-way immersion programs, which provide an opportunity for the English speaking students to spend half of their day in the language of what we call the heritage speakers, and the heritage speakers to spend half of their day in English.

They seem to have found that to be a very useful and beneficial combination.

The other point to be made, I believe, is that one thing we can say for sure about early learning of foreign languages is that if you start learning early, there is an opportunity for an extended sequence of language instruction.

In some assignments, I spent some time working with NATO and Partnership for Peace Nations, and it is rather amazing that, for instance, I was—let me tell an anecdote. I was asked to provide some advice for the service academy for the Finnish armed forces. I was in Helsinki, visited their site, and as I learned further, their major problem was that their junior officers' capability in their fourth language was not as good as in the other three. [Laughter.]

And the reason was that they did not start learning that fourth language until junior high.

Senator VOINOVICH. Is that not something?

Dr. CLIFFORD. That is the rest of the world. If we want a world-class educational system, we might consider doing what the rest of the world does.

Senator VOINOVICH. I may be wrong on this, but maybe one of the reasons why Americans do not have great facility in foreign languages is that people keep saying that English has become the universal language, and you do not need to learn other languages. I go to NATO and OSCE meetings, and I meet people from all over. They all can speak English. Rarely does anyone—Jim Oberstar—you remember Jim—speaks fluent French, and he will sometimes speak in that language. But there are very few of us that can speak another language. I tried to bumble along when I was in St. Petersburg a couple of years ago, but there is a feeling that we do not need to learn another language because, around the world, the universal language is English.

Do you think that is one of the things discouraging people or not providing them the incentive they need to study another language?

Ms. WESTIN. I think that might be the case. I would like to point out, though, that I head the International Affairs and Trade team at GAO, and we have been doing a fair amount of recruiting, and I have been very impressed with the number of applicants that we get who want to work in my team who have real proficiency in a second language and sometimes a third.

I often ask them how did you get so good, and it seems that there are two things. One is somehow they got excited about it studying, whether they started in grade school or whether they started in junior high or high school, and then they took advantage of a foreign exchange program, and spent some time overseas, and that is where they felt they really learned the language, and we have

found these skills are very important to us in our oversight function.

For example, as you know, we have been looking at the reconstruction projects from Hurricane Mitch hitting Central America. On almost every one of those monthly trips, we have been able to send a fluent Spanish speaker and it has made a difference when looking at these projects that somebody can understand the idiomatic Spanish and communicate with the people where the money is going.

Senator VOINOVICH. Well, it would be interesting to go back and check on some of those incentives, how they got involved, and see if we could not start to encourage that to happen. Thank you.

Senator AKAKA. Well, thank you very much, Senator Voinovich, one of the leaders in this effort, and thank you for making a stimulating discussion. I want to thank our witnesses for their testimony this afternoon. They have told us in many different ways that individuals with strong backgrounds in science, math, and foreign languages are vital if the Federal Government is going to meet our national security needs.

In addition to having jurisdiction over the civil service, this Subcommittee also has oversight over international security and proliferation. Over the past year, we have held hearings on a number of different international security and proliferation issues. Whether the topic was monitoring multilateral treaties, assistance to Russia to prevent the loss, theft, or diversion of weapons of mass destruction, or responding to acts of bioterrorism on our own soil, one thing was clear: Our success in any of these areas will depend upon having the right people in the right place.

The Hart-Rudman Commission's final report states the excellence of American public servants is the foundation upon which an effective national security strategy must rest. The report notes that future successes will require the mastery of advanced technology from the economy to combat, as well as leading edge concepts of governance.

The workforce concerns facing the Federal Government did not come about overnight, as we all know. They are the result of years of neglect and focusing on short-term needs rather than long-term strategies. It will take sustained effort and support to hire and retain, and retrain employees with the critical skills needed to ensure homeland and national security.

The legislation that I and my colleagues have introduced is an effort to ensure that we have those public servants. We are in a sense in a state of national emergency. We have no further questions for this panel at this time. However, Members of this Subcommittee may submit questions in writing for any of the witnesses, and we would appreciate a timely response to any questions.

Do you have any further comments to make?

Senator VOINOVICH. No, thank you, Mr. Chairman. Thank you.

Senator AKAKA. Well, if not, I would like to again express my appreciation once again for your time. This Subcommittee stands adjourned.

[Whereupon, at 4:40 p.m., the Subcommittee was adjourned.]

APPENDIX

PREPARED STATEMENT OF SENATOR DURBIN

Last January, members of the Hart-Rudman Commission on National Security for the 21st Century testified before our Governmental Affairs Subcommittee outlining their recommendations for ensuring the security of our nation. As we will hear from Congressman Hamilton, a Hart-Rudman Commissioner and one of our witnesses today, the Commission's recommendations centered around the most highly skilled Federal workforce possible, and reforming the nation's education system to ensure that every young person has the tools needed to succeed in the 21st Century.

Senators Akaka, Thompson and I have retold the tale of 1957 many times. In that year, the Soviet Union launched Sputnik into orbit. We were caught off guard as a nation. The start of the space race revealed to us that major changes had to be made to preserve our national security and to pull ahead in scientific and technological innovation.

It took Congress just 1 year to pass landmark legislation—the National Defense Education Act. The stated purpose of the act was to "strengthen the national defense and to encourage and assist in the expansion and improvement of educational programs to meet critical national needs" This legislation established a coordinated national effort in education, training, and the fortification of our Federal workforce, and it helped our Nation meet its goals.

Within 10 years of the passage of the National Defense Education Act, American astronauts landed on the moon—years ahead of schedule. The United States was the most technologically advanced nation in the world. A new generation of highly skilled mathematicians, scientists, and technology experts staffed our laboratories, universities, and Federal agencies. Our colleges and universities had the resources they needed to support the most advanced levels of foreign language, international studies, science, math, and engineering.

Yesterday marked the 6-month anniversary of the attacks on the World Trade Center and the Pentagon. While the outpouring of volunteerism and goodwill that followed is a testament to the strength of the American people in the wake of devastating circumstances, I fear that this wave of interest in public service may already be on the wane.

If last September taught us anything, it is that we can't afford to let this period of heightened awareness of our national security needs pass without reform.

Today we are here to discuss the Homeland Security Federal Workforce Act. This legislation will establish a collaborative and strategic approach to our Federal workforce—especially that part of the workforce charged with our nation's security.

This legislation builds on the existing Federal student loan forgiveness program. Every Senator who is a cosponsor of the Homeland Security Federal Workforce Act also worked long and hard to ensure that all Federal agencies have the authority to create a loan repayment program for their employees. With this legislation, we will give specific funds to key Federal agencies engaged in national security to permit enhanced loan forgiveness to employees in critical national security positions.

The National Security Fellowship Program in the bill will pay for graduate study in math, science, engineering, or foreign languages for students who agree to serve in a position of national security upon the completion of their degree. This fellowship program will also be open to current Federal employees, encouraging the enhancement and development of the skills of our current workforce.

The legislation also creates a National Security Service Corps to give Federal employees more flexibility and experience within the national security community.

Our Nation has spent billions dealing with the aftermath of September 11. The human cost of the tragedies was absolutely unbearable.

This legislation, along with a companion bill we introduced—the Homeland Security Education Act, which has been referred to the HELP Committee—will help our nation's Federal workforce and education system rise to a level that will go a long way to ensure that such tragedies will never happen again.

We owe it to the American people to ensure that our Federal workforce is the best-educated, best-prepared, and best-qualified in the world. The Homeland Security Federal Workforce is an essential part of this ongoing goal.

STATEMENT OF
DONALD J. WINSTEAD
ASSISTANT DIRECTOR FOR COMPENSATION ADMINISTRATION
OFFICE OF PERSONNEL MANAGEMENT

before the

SUBCOMMITTEE ON INTERNATIONAL SECURITY, PROLIFERATION,
AND FEDERAL SERVICES
COMMITTEE ON GOVERNMENTAL AFFAIRS
UNITED STATES SENATE

on

THE HOMELAND SECURITY FEDERAL WORKFORCE ACT

MARCH 12, 2002

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

GOOD AFTERNOON. I AM DON WINSTEAD. I SERVE AS ASSISTANT DIRECTOR FOR COMPENSATION ADMINISTRATION FOR THE OFFICE OF PERSONNEL MANAGEMENT. I APPRECIATE THE OPPORTUNITY TO APPEAR BEFORE YOU TODAY TO DISCUSS S. 1800, THE HOMELAND SECURITY FEDERAL WORKFORCE ACT.

THE EVENTS OF SEPTEMBER 11TH FOREVER CHANGED THE FEDERAL GOVERNMENT'S PERSONNEL REQUIREMENTS. EVERY AGENCY MUST NOW CONSIDER ITS WORK AND MISSION IN A NEW CONTEXT, ONE THAT WAS NEARLY UNIMAGINABLE BEFORE. THE SKILLS NEEDED BY AGENCIES TO FULFILL THEIR

EXPANDED HOMELAND SECURITY MISSIONS ARE DIVERSE AND IN MANY CASES UNIQUE TO THE PARTICULAR MISSION OF THE AGENCY.

THE ADMINISTRATION IS COMMITTED TO ADDRESSING THE HUMAN CAPITAL NEEDS OF THE NATIONAL SECURITY AGENCIES, WORKING TOGETHER WTH THIS SUBCOMMITTEE, AND SUPPORTS THE CONCEPT UNDERLYING S. 1800. WE STRONGLY SUPPORT EFFORTS TO ENSURE THAT THE FEDERAL WORKFORCE HAS THE PEOPLE IT NEEDS TO FULFILL HOMELAND SECURITY MISSIONS, AND WE STAND READY TO WORK WITH THE SPONSORS OF THIS LEGISLATION TO ACHIEVE OUR MUTUAL GOALS.

S. 1800 WOULD PROVIDE SPECIAL NEW PROGRAMS FOR THOSE COMPONENTS OF THE EXECUTIVE BRANCH THAT HAVE TRADITIONALLY BEEN DESIGNATED AS NATIONAL SECURITY AGENCIES. FOR THOSE AGENCIES, IT WOULD PROVIDE AN ENHANCED STUDENT LOAN REPAYMENT PROGRAM, A FELLOWSHIP PROGRAM COMPARABLE TO THE RECENTLY IMPLEMENTED "SCHOLARSHIP FOR SERVICE" PROGRAM, AND A PROGRAM TO ENCOURAGE DETAILS OF EMPLOYEES BETWEEN NATIONAL SECURITY AGENCIES. THESE ARE ALL CONCEPTS WORTH STUDYING FURTHER.

WE WOULD URGE THAT CONSIDERATION BE IN THE CONTEXT OF BUILDING ON EXISTING PROGRAMS AND FLEXIBILITIES. FOR EXAMPLE, THE CURRENT

PROGRAM FOR THE REPAYMENT OF STUDENT LOANS FOR FEDERAL EMPLOYEES HAS BEEN ACTUALLY OPERATING FOR A RELATIVELY BRIEF PERIOD. AS AGENCIES BECOME MORE FAMILIAR WITH THE PROGRAM AND ITS FRAMEWORK, WE EXPECT TO SEE GREATER AND MORE EFFECTIVE USE. WE BELIEVE ANY CONSIDERATION OF ENHANCEMENTS TO THE PROGRAM SHOULD REFLECT THOSE EXPERIENCES.

THE ADMINISTRATION IS ALSO CONCERNED ABOUT THE ESTABLISHMENT OF A SEPARATE FUND FOR THIS WORTHY PURPOSE. WE ARE CONTINUING TO WORK WITH AGENCIES TO ASSIST THEM IN USING THEIR INDIVIDUAL SALARIES AND EXPENSES FUNDING TO TARGET THE RECRUITMENT AND RETENTION INCENTIVES THAT WILL BE MOST EFFECTIVE FOR THEIR SPECIFIC NEEDS. WE BELIEVE ALLOWING AGENCIES TO MAKE THOSE DECISIONS IS APPROPRIATE, SINCE WE ARE ULTIMATELY HOLDING THEM ACCOUNTABLE.

TITLE II OF S. 1800 CREATES A FELLOWSHIP PROGRAM FOR GRADUATE STUDENTS TO ENTER FEDERAL SERVICE IN NATIONAL SECURITY POSITIONS. WHILE WE QUESTION THE NECESSITY AND EFFECTIVENESS OF CREATING A NEW BOARD TO ADMINISTER THE PROGRAM, WE SUPPORT THE CONCEPT OF THIS TITLE WHICH RESEMBLES THAT OF THE SCHOLARSHIPS FOR SERVICE PROGRAM CURRENTLY OPERATING TO BOLSTER THE GOVERNMENT'S INFORMATION ASSURANCE INFRASTRUCTURE.

THE NATIONAL SECURITY CORPS CONCEPT ALSO PARALLELS EXISTING AUTHORITIES. THE OPTION OF BROADENING AN EMPLOYEE'S PERSPECTIVE THROUGH ROTATIONAL ASSIGNMENTS AMONG ORGANIZATIONS IS ONE WE INCLUDE IN MANY OF OUR CURRENT PROGRAMS, INCLUDING THE HIGHLY REGARDED PRESIDENTIAL MANAGEMENT INTERN PROGRAM. TYPICALLY, THE PROGRAMS WHICH INCLUDE SUCH OPPORTUNITIES ARE NOT LIMITED TO A PARTICULAR AREA SUCH AS NATIONAL SECURITY.

HOWEVER, IT IS IMPORTANT TO NOTE, IN TURN, THAT THE ADMINISTRATION'S CONCEPT OF NATIONAL SECURITY IS A BROAD ONE. EVERY AGENCY MUST BE CONCERNED WITH HOW ITS ROLE AND MISSION LINKS TO NATIONAL SECURITY CONCERNS. PERSONNEL IN THE CENTERS FOR DISEASE CONTROL WORKING ON BIO-TERRORISM SOLUTIONS, CUSTOMS INSPECTORS DEVELOPING NEW STRATEGIES TO ASSURE THE SAFETY OF CONTAINERS IMPORTED INTO THE UNITED STATES, AND FEDERAL EMERGENCY MANAGEMENT AGENCY PERSONNEL WORKING ON IMPROVING EVACUATION PROCEDURES AND FIRE SAFETY PRECAUTIONS ARE JUST A FEW OF THE FEDERAL EMPLOYEES WHOSE WORK INVOLVES NATIONAL SECURITY, BUT WHO HAVE TRADITIONALLY NOT BEEN THOUGHT OF AS PART OF THE NATIONAL SECURITY WORKFORCE.

WE BELIEVE S.1800 SHOULD BE CONSIDERED IN THE CONTEXT OF HUMAN RESOURCES MANAGEMENT PROPOSALS. IN OUR OPINION, IT MERITS

CONSIDERATION ALONG WITH OTHER CURRENT PROPOSALS FOR CHANGES IN HUMAN RESOURCES MANAGEMENT PROVISIONS, INCLUDING THE PRESIDENT'S MANAGERIAL FLEXIBILITY ACT.

THAT ACT OFFERS A NUMBER OF INITIATIVES THAT WOULD HELP ADDRESS THE HUMAN CAPITAL NEEDS RELATED TO NATIONAL SECURITY IN THE BROADER SENSE. SENATORS THOMPSON AND VOINOVICH HAVE INTRODUCED BILLS CONTAINING THESE IMPORTANT, GOVERNMENT-WIDE PROPOSALS. WE ENCOURAGE THE CONGRESS TO CONSIDER THE PRESIDENT'S PROPOSALS WHICH WILL BENEFIT ALL FEDERAL AGENCIES -- EVEN THOSE WHOSE ROLES IN NATIONAL SECURITY MATTERS HAVE NOT PREVIOUSLY BEEN GIVEN RECOGNITION. THE ADMINISTRATION LOOKS FORWARD TO THE UPCOMING HEARINGS TO BE HELD ON THE PRESIDENT'S LEGISLATIVE PROPOSAL.

THE PRESIDENT'S "MANAGERIAL FLEXIBILITY ACT OF 2001" IS PART OF THE "FREEDOM TO MANAGE" INITIATIVE OUTLINED IN THE "PRESIDENT'S MANAGEMENT AGENDA" ISSUED IN LATE AUGUST. SPECIFICALLY, THE BILL WOULD EQUIP AGENCIES WITH ENHANCED AUTHORITY TO USE RECRUITMENT, RETENTION, AND RELOCATION INCENTIVES, AS WELL AS OTHER TOOLS THAT ARE AVAILABLE TO THE PRIVATE SECTOR. AGENCIES WOULD ALSO BE GIVEN AUTHORITY TO DIRECTLY HIRE CANDIDATES FOR CERTAIN POSITIONS FOR WHICH THERE IS A SHORTAGE OF CANDIDATES OR A CRITICAL HIRING NEED, AS

WELL AS PERMITTING THE USE OF ALTERNATIVE RANKING AND SELECTION PROCEDURES IN THE HIRING PROCESS.

WE WISH TO MAKE IT PERFECTLY CLEAR THAT THE ADMINISTRATION'S SUPPORT FOR VETERANS' PREFERENCE HAS NOT ABATED IN ANY WAY. THIS ADMINISTRATION PLACES GREAT IMPORTANCE ON VETERANS' EMPLOYMENT ISSUES – IN PARTICULAR ENSURING THAT VETERANS RECEIVE THE EMPLOYMENT PREFERENCES THEY HAVE EARNED. THE VETERANS' PREFERENCE LAWS HAVE LONG BEEN A CORNERSTONE OF THE CIVIL SERVICE, AND OPM HAS BEEN AT THE FOREFRONT OF EFFORTS TO PRESERVE AND PROTECT VETERANS' PREFERENCE IN FEDERAL EMPLOYMENT. WE SHARE THE VIEW HELD BY VETERANS' SERVICE ORGANIZATIONS THAT THE NATION OWES A DEBT OF GRATITUDE TO ITS VETERANS. VETERANS' PREFERENCE PROVIDES A MEASURE OF COMPENSATION FOR THOSE BRAVE YOUNG MEN AND WOMEN WHO LEFT THEIR FAMILIES, HOME, AND HEARTH TO ANSWER THE NATION'S CALL TO ARMS.

AS A PACKAGE, THESE NEW AND EXPANDED AUTHORITIES WILL EMPOWER FEDERAL MANAGERS TO MAKE THE DECISIONS AND CULTIVATE A WORKFORCE THAT CAN LEAD TO INCREASED EFFICIENCY AND EFFECTIVENESS IN FEDERAL PROGRAMS AND CAN RESPOND TO THE CHANGING DYNAMICS OF THE ECONOMY AND THE CHALLENGES OF A CHANGING WORLD.

THIS CONCLUDES MY REMARKS. I WILL BE HAPPY TO ANSWER ANY QUESTIONS.

TESTIMONY OF SHERI A. FARRAR
ASSISTANT DIRECTOR
ADMINISTRATIVE SERVICES DIVISION
FEDERAL BUREAU OF INVESTIGATION

Before the Governmental Affairs Subcommittee
International Security, Proliferation and Federal Services
United States Senate

March 12, 2002

Mr. Chairman, distinguished Senators of the Subcommittee, thank you for the opportunity to come before you on the subject of Critical Skills for National Security and the Homeland Workforce Act (S. 1800).

My name is Sheri Farrar. I am currently assigned as the Assistant Director, Administrative Services Division, Federal Bureau of Investigation. I have served in the FBI for over 20 years in assignments in several field offices as well as at FBI headquarters. The FBI's Administrative Services Division, is responsible for working with the FBI's program managers to identify our workforce needs and develop our hiring plan. Our hiring plan and recruitment strategies for both Special Agent and professional support employees for FY 2002 is designed to ensure that we are recruiting and hiring people who have the critical skills needed to enable the FBI to successfully achieve its mission.

I am joined here today by Mrs. Leah Meisel, the Deputy Assistant Director of Administrative Services and one of the FBI's Personnel Officers and Mrs. Margaret Gulotta, Section Chief of the FBI's Language Services Section. At the conclusion of the formal testimony, we are all available to answer your questions.

The FBI currently has significant requirements for Special Agent and Support employees with critical skills in science, engineering, computer science and a number of foreign languages. We expect these needs to continue for at least the next several years. This year alone we expect to hire approximately 960 new Agents. Of these, we have determined, based on our assessment of skill needs that approximately 20 percent should have backgrounds in computer science and information technology, approximately 10 percent should have education and experience in physical and natural sciences, and another 10 percent should possess a background in various fields of engineering. Further, it would be advantageous for another approximately 20 percent to have a foreign language proficiency in our priorities of Arabic, Farsi, Pashtu, Urdu, all dialects of Chinese, Japanese, Korean, Russian, Spanish and Vietnamese. The remainder of our Special Agent candidates will be drawn from other such priority backgrounds as foreign counterintelligence, counterterrorism and military intelligence, in addition to recruiting candidates with the more traditional background of law enforcement, law and accounting. The FBI's Special Agent Hiring Plan focuses on recruiting to these specialty needs and has prioritized the processing of those candidates who possess these critical skills. The FBI recently implemented its on-line application capability on the internet. Since the implementation of this system approximately one month ago, we have received over 11,000 applications for the Special Agent position. The system allows candidates to "self -identify" their skill areas. Those candidates who "self identify" a critical skill are immediately sent to the appropriate field office for priority processing. These applicants are in addition to those who are recruited by our field offices. While we are early in the process of implementing our targeted recruitment strategy for Special Agent candidates possessing these particular skills, we are cautiously optimistic about

our ability to recruit sufficient numbers of qualified candidates.

Our hiring plan for professional support personnel requires that we hire over 1400 personnel. This number is comprised of newly funded positions from our FY 2002 Appropriations and the Counterterrorism supplemental as well as replacement of personnel lost through attrition. The majority of the new positions (204 from FY 02 enhancements and 526 from the CT supplemental) are in specialized categories supporting our intelligence mission as well as our information technology, language and technical programs. The FBI is aggressively recruiting to fill these position using our on-line application system as well as targeted recruiting activities. To date, the FBI has received over 8600 applications for the over 1200 support positions which have been advertised to date. While we are still early in the hiring process, all indications are that the candidate pool includes highly qualified candidates for the advertised positions.

Not only do we need personnel who have these skills and experience, but we must hire those who can meet our rigorous requirements for professional and personal maturity, have the requisite communication and leadership skills, and be able to successfully pass our background investigation process to determine suitability and trustworthiness.

For the FBI, the number one priority for skills from those I have mentioned thus far, and across all investigative and supporting programs, is that of computer and information technology literacy. This is true regardless of what an individual's educational, primary skill set and experience base is. This is being driven by several factors: the pervasive use of computer-based technologies in all areas of our lives and, certainly by those seeking more innovative ways to engage in criminal activity; the continuing rapid advancement of computer, information, wireless

and telecommunications technology by their respective industries; the ready availability of this technology for use by the FBI and other law enforcement agencies, as well as by the subjects of our investigations in all programs and environments, including those which involve national and homeland security; and the absolute requirement of the FBI to be able to fully exploit such for intelligence and evidentiary purposes, by lawful means for lawful purposes. Certainly, our ability to utilize technology to manage the information we obtain also improves our ability to share that information with our law enforcement and intelligence community counterparts. We expect that our demand for computer skills will continue to increase in the years to come.

Let me now specifically address the questions you posed:

First, "How have the events of September 11th affected the skills needed at the FBI? What is the significance of strong math, science and foreign language expertise in the FBI and what combinations of these skills are most useful to the Bureau's mission?" Actually, for some years, we have seen the need emerging to hire a greater percentage of employees with the skills noted previously. We have been aggressively pursuing the hiring of scientists and engineers for some time. The events of September 11th galvanized us into an action plan to enhance our recruitment focus on identifying Special Agent applicants with the skills noted earlier. Certainly our need for Agents with experience in computer and information technology as well as engineers is critical to enable our efforts to exploit digital evidence and the technologies that collect, convey or process digital information. As our Agents deploy both domestically and internationally to collect evidence at crime scenes, our successes are also enhanced with personnel who have an expertise

in physical and natural sciences. The FBI's responsibilities in the areas of domestic preparedness had already heightened our awareness to the need for fully training hazardous materials experts, often individuals with science background, but this need has intensified in the wake of the anthrax investigation and the necessity for Agents to respond to potentially hazardous crime scenes. Equally as important are the necessary language skills to assist in collecting and analyzing evidence, interviewing witnesses and subjects and the ability to effectively communicate while working cooperatively with our law enforcement and intelligence counterparts overseas. As you would expect, our greatest language need at the present time is in Middle Eastern and Central Asian languages. It became readily apparent to us that we no longer have the luxury of borrowing these skills from others, who may or may not have them to loan, to meet our needs or satisfy our time constraints.

I would add that another significant reason for the FBI to enhance its efforts to hire increased numbers of personnel with the necessary critical skills is to ensure our ability to quickly and effectively respond to major crime scenes and to reinforce our ability to sustain adequate resources for multiple long term investigations. When our level of resources in a particular area of expertise is limited, it is obviously more difficult to effectively staff all aspects of an investigation. Having adequate pools of personnel with these critical skills permits us to plan and prepare for, as well as prevent future events, not just provide a reactive response after the fact.

Second, "How can the student loan repayment provisions in S.1800 be most beneficial for the FBI to recruit those with requisite expertise?" Any program that enables the FBI to be more

competitive in recruiting and retaining the necessary skills is beneficial, so we certainly support the concept of the legislation. In that regard, we would, however, like to make a few observations concerning the language of the bill. As you know, the FBI is in the excepted service. Consequently, as drafted, many of our employees would not be eligible under the provisions of

S. 1800. The FBI is currently covered by existing guidance which allows repayment of student loans to be used as a recruitment and retention tool and are not restricted to only national security positions. Since we only recently have developed our loan repayment policy, it is too early to determine if it will be beneficial to our recruitment and retention efforts. We are also concerned that S. 1800 could create additional, unnecessary levels of bureaucracy, to include the management and administration of the funding, which have a tendency to inhibit the use of flexibilities. We are grateful that this subcommittee is interested in supporting the National security mission by developing programs to enhance our ability to attract the critical skills that we need. In that connection, we strongly encourage you to also consider the flexibilities available under the Administration's proposed Managerial Flexibility Act of 2001, which would provide agencies with greater ability to address workforce issues. The FBI looks forward to working with the members of your subcommittee and the other agencies to continue to address ways to enhance our ability to recruit and retain the skills needed to successfully achieve our missions.

3) "How has the FBI's needs for math, science and foreign language skills changed over the last several years?" In the past, the FBI sought Agents and support employees with scientific and

technical backgrounds to work in the FBI Laboratory and to support our Engineering Research Facility and technical programs. However, the FBI maintained its emphasis on recruiting attorneys, accountants and former law enforcement personnel for the majority of its Agent positions. Changes in technology, the enhancement of our information technology needs, the establishment of the National Infrastructure Protection Center at FBIHQ, our growing responsibilities and increased work in the areas of domestic preparedness, computer crimes, and most significantly, our expanded terrorism responsibilities to include the enhanced responsibilities to coordinate information sharing have all impacted on our need to seek different critical skills. The FBI has adjusted its recruiting strategies and enhanced the use of all available recruitment and retention flexibilities to shape our workforce for the future.

Mr. Chairman, this concludes my testimony. Mrs. Meisel, Mrs. Gulotta and I will be happy to answer the Subcommittee's questions at the appropriate time.

DR. RUTH A WHITESIDE

ACTING DIRECTOR GENERAL OF THE FOREIGN SERVICE AND

DIRECTOR OF HUMAN RESOURCES

STATEMENT FOR THE RECORD

SENATE GOVERNMENT AFFAIRS COMMITTEE

SUBCOMMITTEE ON INTERNATIONAL SECURITY, PROLIFERATION, AND

FEDERAL SERVICES

MARCH 12, 2002, Dirksen Senate Office Building, Room 342

Good afternoon, Mr. Chairman.

I welcome the opportunity to appear before this subcommittee on behalf of Under Secretary for Management Grant Green and the Director General of the Foreign Service and Director of Human Resources Amb. Ruth A. Davis. Mr. Green is making a long-planned trip to Africa, and Director General Davis is in the hospital. I am therefore appearing on their behalf.

Mr. Chairman, in commenting on the particular bill under consideration by this subcommittee, I would like to provide you with a few general comments about what the State Department is doing – right now, with money Congress appropriated last fall – to

improve our ability to recruit and retain the top talent we require to further our nation's diplomatic interests.

The most important point I would like to make, Mr. Chairman, is that our diplomacy must be seen as part of the U.S. national security strategy. If anyone had any doubt about this, I hope that the events of September 11 have erased them permanently.

Our diplomats and our diplomacy are an essential part of our great nation's security and prosperity. Whether it is in Afghanistan or Zimbabwe, our diplomats are defending our interests and telling America's story. Secretary Powell likes to say that our diplomats are the country's "first line of offense." As you know, he doesn't like to play defense.

Secretary Powell has also said that we can not subordinate the needs of people to the demands of policy. He pays enormous attention to the management and morale of our people, from presiding at swearing-in ceremonies for new officers to swearing in our ambassadors. The Secretary is a very visible presence among his "troops," and the energy and sense of loyalty and commitment his leadership has generated is palpable throughout the Department.

Last winter, when the Secretary looked over our "corporate balance sheet," he saw that the Department faced a serious shortage of people. There were not enough

people to give the Department a "training float," something the military has built into its staffing pattern, for example.

If you will allow me a brief personal digression here, I can tell you that as deputy director of the Foreign Service Institute from 1997 to 2001, I was constantly faced with the problem of ambassadors or deputy chiefs of mission calling up to ask that someone be pulled out of training in order to fill an urgent staffing gap in the Department or overseas. I long ago concluded that this "rob Peter to pay Paul" approach is neither healthy for the institution nor good for the officer's effectiveness and morale, so I was delighted to see the Secretary tackle this issue from his very first weeks in office.

The Secretary also determined that we didn't have enough people to deal with the cutting edge issues of diplomacy, such as the environment, transnational crime, narcotics, HIV/AIDS, critical infrastructure protection, and of course terrorism.

Last spring, well before the events of September 11, he sent the Congress a three-year plan -- the Diplomatic Readiness Initiative -- to deal with the problem. The Congress responded favorably, passing Year One of the Initiative last fall. All of us in the Department thank you for this.

We are now busy implementing that program. It has meant ramping up our recruitment, hiring, and training effort. It has meant finding more mentors and guides for our new officers. It means thinking of innovative ways to make the Department more

family friendly, and to help spouses who accompany our people overseas to find employment opportunities. It has allowed us to do what we have long wanted to do – train more in such vital areas as languages, tradecraft, science and technology, and leadership and management. This latter issue is one which is getting attention like never before.

We are eager to show you that this vote of confidence in the Department is fully justified. We are determined to use the new resources wisely to recruit widely, train more effectively, represent U.S. interests appropriately, and be prepared to meet new challenges.

Mr. Chairman, this is the context in which the Student Loan Repayment Program fits, at least with regard to the State Department. It has to be seen as part of our overall recruitment and retention effort.

The Department continues to attract a large pool of patriotic, talented, and committed people. It is a source of particular pride and satisfaction that the events of September 11 have if anything increased the number of people willing to serve our country. I can report to you that over 12,000 people took last September's Foreign Service entrance exam, including the largest number of minority applicants ever. For this April's iteration of the exam, we are also experiencing a high level of interest.

It is clear that some of these applicants come to us with fairly heavy education bills. We all know that a first-class education in the U.S. can be very expensive. Many of our applicants and employees have student loans, and the prospect of assistance with those obligations is indeed a valuable and useful tool for us, especially as we work to implement the Secretary's goal of making the Department of State "look more like America" by increasing access to the Foreign Service for Americans from modest financial backgrounds. At present, we are designing our Student Loan Repayment Program to target recruiting and retention in chronically difficult to staff skills and positions.

We support fully this Committee's efforts to help Federal agencies attract and retain certain skilled employees through a student loan repayment program. We would also like to urge you to give consideration to the following factors:
First, it may be simpler and more efficient to modify the existing Student Loan Repayment Program rather than create new or overlapping different programs. Second, for the legislation to be really effective, it needs to give the respective agencies sufficient discretion to frame their eligibility and participation criteria, and administer their programs in order to deal with their unique recruitment and retention problems. This is one area where one size definitely does not fit all.

Mr. Chairman, with regard to the graduate fellows program in the legislation we applaud the intention; I would like to describe how we use current such programs for recruitment. On the Foreign Service side, we have the Pickering Foreign Affairs

Fellows. The Secretary likes to call this his "ROTC for the Foreign Service." It allows us to fund education for outstanding young people who then commit to serving in the Foreign Service. It has been a very effective recruitment tool for us, especially in attracting minorities into the Foreign Service. We also have the Fascell Fellows program which allows Fellows at the graduate school level in certain foreign languages and area studies to serve in Embassies abroad on limited appointments. We consider this a recruitment tool and encourage Fascell Fellows to seek permanent employment with the Department in both the Foreign Service and Civil Service. We also draw heavily on the Presidential Management Intern program, which produces outstanding new Civil Service employees who have relevant masters degree-level education.

I would like to refer you to another outstanding current program--the National Security Education Program (NSEP). The NSEP has an international focus, and the program includes a foreign language requirement. One in four of the awards is in areas such as engineering, the applied sciences, or health.

In considering the intention of the legislation before the committee, and our experiences, we believe that the key to these programs is for there to be Department control over the process so that selection of positions and employees can be best tailored to the Department's needs. We also note that programs which pay for education are better benefits for the agency when they are linked to permanent employment.

With regard to the National Security Service Corps portion of the legislation, we believe the concept of the proposal is sound. We do have authorities to allow for and encourage cross-pollination between the national security agencies. We believe this is important and therefore send our employees on details to other agencies - as advisors to regional Commanders in Chief, to the National Security Council, to Congress - as well as participate in exchange agreements, such as with the Department of Defense, so that we benefit from having their employees here. We believe that these are very beneficial programs that should continue to be encouraged.

You asked us to address the Department's needs in the areas of math, science and languages. Language skills are essential for many of our thousands of overseas American positions, and to a much lesser, but growing, extent science expertise is important. However, because of the generalist nature and worldwide availability required for all candidates, these particular skills are not a requirement for hiring of our Foreign Service employees. However, we do recruit heavily among groups where language-qualified Americans are likely to be found, such as at universities with strong language programs, and at annual meetings of the Foreign Language Association.

Likewise, we are now recruiting actively people with science and technology credentials to strengthen S&T literacy in our diplomatic corps. We work closely with the Department's Science Advisor to identify recruitment targets. For example, we recently sent recruiters to the annual career fair in Boston of the American Association for the Advancement of Science. The response was overwhelming. As we recruit, we also seek

applicants for domestic Civil Service positions at the Department, where we do have some positions that require language skills and some that require science skills as a prerequisite for employment.

I would note, however, that the proposed legislation singles out the physical sciences but excludes many areas of study critical to national security, some of which are particularly relevant to the Department of State's needs, in areas of study such as international affairs, political science, and economics. In the coming decades, we believe that we will need not only people with certain special skills, but also people with the critical general skills for diplomacy: creativity, flexibility, leadership. This is what we are seeking in an increasingly complex world with changing requirements.

Further, I would like to remind the committee that these creative approaches to Federal workforce management sometimes unintentionally leave out the considerations of the Foreign Service. We are always available to discuss the particular needs of our workforce.

Finally, I would like to encourage the Congress to pass promptly the Administration's Managerial Flexibility Act, which will benefit the State Department and other Federal agencies. We are already using to great effect the available recruitment and retention incentives; in fact, OPM has cited our IT recruitment and retention program as a "best practice." We would welcome and benefit from further flexibility in these programs. We could potentially benefit from a streamlined and simplified process for

human resources demonstration projects as we look for ways to further integrate Secretary Powell's team, which consists of employees in three different personnel systems.

Mr. Chairman, I end my remarks with the following: A request for your continuing support for Year Two of the Diplomatic Readiness Initiative. This is Secretary Powell's top human resources priority. It is essential that we get the new people we require if America is going to retain its first-class diplomatic capabilities. Our leadership role in the world faces us with many challenges, some of which did not exist when I joined the Department in 1978. I can assure you that we in the Department of State are eager to meet these challenges, but to do so requires new people and adequate resources. Thank you very much.

Prepared Statement of

Ginger Groeber

Acting Deputy Assistant Secretary of Defense (Civilian Personnel Policy)

before the
Subcommittee on International Security, Proliferation, and Federal Services

Committee on Governmental Affairs

United States Senate

on
S. 1800, The Homeland Security Federal Workforce Act

March 12, 2002

Not for public release until released by the Subcommittee

Mr. Chairman and members of the subcommittee. Good afternoon. I am Ginger Groeber. I serve as Acting Deputy Assistant Secretary of Defense for Civilian Personnel Policy. I appreciate the opportunity to appear before you today to discuss S. 1800, the Homeland Security Federal Workforce Act.

We share the subcommittee's interest in encouraging Government service in support of the nation's security and look forward to working with the subcommittee on this legislation. We support the intent of this legislation to take a strategic approach to ensure that agencies with national security responsibilities are prepared to meet the challenges of this challenging security environment. To that end, the Under Secretary of Defense for Personnel and Readiness, Dr. David S. C. Chu, in cooperation with the Defense Components, is developing a Civilian Human Resources Strategic Plan to guide efforts in managing the human capital of the Department.

At the outset, I would like to offer some general observations that are important to the Department in considering statutory changes in workforce management. First, we support a collaborative approach with other agencies in addressing critical national concerns that does not erode the essential authority and responsibility of the Secretary of Defense to manage our national security workforce or complicate execution of programs already addressing these concerns within the Department. In addition, we urge consideration of workforce management strategies that do not fragment or complicate the ability of the Secretary to manage that workforce as the result of disparate personnel programs or policies.

In taking the strategic approach that the subcommittee has in this matter, we would also urge the subcommittee to consider the merits of the Administration's Managerial Flexibility Act in increasing essential flexibilities in

recruiting and retaining not only national security positions but other critical positions as well. We urge the Congress to give favorable consideration to the expanded and streamlined improvements in the Managerial Flexibility Act. In considering a more comprehensive approach, the subcommittee may wish to consider expanding the reach of the legislation to other government organizations with national security responsibilities. In short, we want to ensure that a collaborative approach neither reduces necessary flexibility in managing national security human resources assets nor fragments the Department's ability to manage those assets. We support a strategic, flexible, and balanced approach to the critical human resources challenges that this legislation addresses.

We support increases in the annual loan repayment amount, and in the overall cap on repayment of student loans. We believe that the proposals for loan payment and graduate fellowships are very useful incentives in recruiting and retaining a highly qualified workforce. However, we believe that the bill, in its present form, would complicate the Department's ability to manage its national security workforce. We are concerned that the approach taken by this bill – a centralized program of loan payment and a single authority for determining positions eligible for graduate fellowships limited largely to the disciplines of foreign languages, science, mathematics, engineering – does not permit the necessary flexibility in implementation we would like to see. In this regard, we would like to work with the subcommittee in striking a better balance in these matters.

I would like to address the specific questions that the subcommittee asked us to consider.

What is the significance of strong math, science and foreign language expertise in the Department of Defense? Their significance will be increasingly

important to the Department in future years. Technology will become even more complex. We will need this expertise to ensure the quality of our own laboratories as well as in our interactions with an industrial base where jobs requiring technical skills could likely grow as much as fifty percent in the next decade. Turning to foreign language expertise, we believe it is critical in supporting every foreign intelligence discipline and is an essential factor in national security readiness, information superiority, and coalition peacekeeping or warfighting missions.

What specific skills will the Department of Defense need over the next few decades? We believe that there will be an increasing demand in the areas of electrical engineering and computer science. All key service platforms (planes, ships, tanks) are using more complex electrical and electronic systems. The area of macromolecular science, which is a merger of polymer science and molecular biology, is expanding rapidly. There will likely need to be some shifts in the way scientists and engineers are trained with more training in building support hardware and upkeep of more reliable, affordable, easily operable, and maintainable software. There could be reduced demands in some traditional areas, such aeronautical engineering as it is presently constituted. This will likely be partially offset by the need for engineers who have specialty training in various hypersonics-related areas. Systems engineering will be an increasingly important skill for both technical and non-technical endeavors. With respect to foreign language skills, translation and interpretation skills and knowledge are increasingly important combat force multipliers and mission enhancers in the context of force protection, counter-terrorism, and coalition operations as well as critical to information operations and foreign intelligence collection and production.

How can the student loan repayment provisions in S. 1800 be used by the Department of Defense to increase math, science and foreign language

expertise? There are some questions as to whether financial incentives can fully ensure the quality of science and engineering that we seek. Often, the truly innovative scientists and engineers are driven by strong intellectual curiosity rather than economics. However, financial assistance is always helpful when competing for the best and brightest. In addition, we have found that flexibility to hire these scientists expeditiously is equally important. With respect to foreign language positions, we believe they can greatly assist the Department in attracting needed personnel with the language skills we require. One of the goals of the Department's foreign language strategic plan is to provide policy and program guidance leading to targeted and coordinated recruiting programs across Departmental Components.

How has the Department of Defense's need for math, science and foreign language skills changed over the last several years? With respect to math and science skills, some of the needs discussed in response to the second question have already manifested themselves over the last several years. With respect to foreign language skills, prior to 2000, the Military Departments generated their requirements for language and area skills based on the two Major Theater Wars and illustrative planning scenarios with little regard to language and area tasks outside the intelligence services. Requirements in Special Operations, Foreign Affairs, and field units will now be incorporated.

The Defense Foreign Language Program strategy 2000-2020 is transforming the way we recruit, the list of languages we train in, the language tasks to be performed, and our management of these valuable and costly assets. We are seeking to mitigate our language shortfalls with a strategy that provides for realistic requirements determination based on our projected international engagement at all levels, career management for active, reserve military and

civilian language and area specialists, modernized language and foreign area education, and improved productivity in using emerging technologies.

As I mentioned earlier, the Department has a number of ongoing initiatives to improve the management of our human capital. We already have statutory authority to provide student loan repayment and to provide fellowships for undergraduate and graduate students. The Department has or participates in several established career development rotational assignment programs, including the Defense Leadership and Management Program, the Intelligence Community Assignment Program, and various Component-specific career development programs. In the Defense Civilian Intelligence Personnel System, the Department already has a flexible personnel system that couples the freedom to manage the Department's national security human resources assets that perform intelligence functions with the authorities already available in current law to provide scholarships and fellowships as well as targeted career development opportunities, such as training and rotational assignments. In view of these efforts, we should do nothing to reduce or diminish the flexibilities we have today.

We appreciate the Chairman's and the subcommittee's interest in improving the management of our national security workforce and look forward to working with you on this legislation. Thank you again for the opportunity to testify. This concludes my remarks. I will be happy to answer your questions.

TESTIMONY OF HARVEY A DAVIS, ASSOCIATE DIRECTOR
HUMAN RESOURCES SERVICES, NATIONAL SECURITY AGENCY

Thank you very much Mr. Chairman, Ranking Member, and Members of the Committee on Governmental Affairs for the opportunity to appear at this hearing on "Critical Skills for National Security and The Homeland Security Federal Workforce Act."

The National Security Agency (NSA) is the nation's cryptologic organization and, as such, employs this country's premier codemakers and codebreakers. A high-technology organization, NSA is on the cutting edge of information technology. Founded in 1952, NSA is a separately organized Agency within the Department of Defense and supports military customers and national policymakers.

NSA's mission is to exploit secret foreign communications and produce foreign intelligence information while protecting U.S. communications. "Exploiting" communications is referred to as signals intelligence (SIGINT); "protecting" is known as information assurance (IA). These are capabilities in which the United States leads the world. NSA's greatest strength lies in its highly talented civilian and military workforce. Possessing a wealth of critical skills and expertise, this workforce includes mathematicians, intelligence analysts, linguists, computer scientists, and engineers. In fact, NSA is said to be the largest employer of mathematicians in the United States and perhaps the world. NSA is also one of the most important centers of foreign language analysis and research within the Government.

As we address the serious challenges facing our nation today, it is imperative that we remember that our people are key to constructing the unified, end-to-end enterprise needed to achieve and maintain information superiority for America. The intelligence business is fundamentally about skills and expertise, and this means people – people in whom we need to invest to prepare them to deal with the array of complex issues they will tackle over the next generation. No system or technology by itself will enable us to master the new threat environment or manage the glut of information we will face in the years ahead. We need a skilled and expert workforce enabled by technology and armed with the best analytic tools. We have spent significant sums of money acquiring technology and developing technical solutions. Our employees must use that technology to maximum benefit, particularly those individuals with expertise and training in mathematics, science, foreign languages, and the other analytic disciplines, as capabilities in those fields are at the very core of our critical intelligence mission and are vital to our future success.

Upon reporting for duty in the Spring of 1999, the Director of NSA initiated a transformation of our workforce designed to focus our employees

on the mission, to strip away needlessly bureaucratic processes, to change our ethos, and to maintain staffing levels in critical areas. The events of September 11th reinforced our need to transform the Agency, confirmed we were on the right path, showed that we must increase the pace of transformation, and ultimately underscored the value of people and their contributions to producing intelligence. If nothing else, the events of September 11th highlighted the fact that there is no single solution to the threats facing our nation. Therefore, a balanced, multidisciplinary approach is the only answer. Teams of individuals with varied skills, working together and employing the latest technology, in collaborative and creative ways, are our best defense against the threats of the 21st Century.

To create these collaborative teams, NSA relies on a unique combination of specialties. Analysts, engineers, physicists, mathematicians, linguists, and computer scientists are key to that mix. These individuals team as necessary to meet ever-changing requirements. Our Director describes the modern day employee not so much as a football player, with a set position, playing offense or defense, but rather as a soccer player, moving to the spot where opportunity presents itself, shifting from offense to defense on the same play, throughout the game, as required. So, while there are certainly specific roles that our employees play, we gain great advantage from their ability to adapt to new situations and fill a number of different needs. For example, cryptanalysts (those individuals working at the very core of our SIGINT and IA missions) use mathematics, computer programming, engineering, and language skills, as well as new technologies and creativity, to solve complex intelligence problems. That is why NSA is looking for people who are intelligent and imaginative critical thinkers who can contribute original ideas to the solution of our most difficult challenges. In fact, no single field of academic study is targeted for cryptanalysis; NSA hires people with technical and non-technical degrees, ranging from mathematics to music, engineering to history, and computer programming to chemistry.

Our workforce today includes many individuals representing the best in their chosen fields. We have numerous subject matter experts who have a wealth of indepth knowledge to bring to bear in service of the nation. In addition, among our communities of mathematicians, engineers, computer scientists, linguists, analysts, and those in related technical fields, we count those who have chosen to apply their skills across the intelligence disciplines. Many of our most successful computer scientists and signals analysts hold advanced mathematical degrees; a number of our analysts have computer science and telecommunications backgrounds; mathematicians contribute directly to both of our missions by designing cipher systems to protect U.S. information systems and searching for weaknesses in our adversaries'

systems; engineers apply their skills in a number of critical cryptologic areas; language analysts make some of our best intelligence analysts; and, in fact, everyone is encouraged to gain experience across organizations and missions. We also encourage participation in interdisciplinary assignments and training to provide additional professional breadth. This range of experience allows virtually seamless interface among many of our disciplines.

Certainly, mathematics, science, foreign language, and analysis will always be critical requirements for NSA. With the increased volume, velocity, and variety of globalized network communications, there has been a growing need for our mathematicians, engineers, computer scientists and those in related technical disciplines to have expertise in new skill areas. Among those areas are Network Security, Vulnerability Analysis, Public Key Infrastructure, Data and Fiber Optics Communications, Image Processing, Encryption, Biometrics, Database Management, and Data Visualization. There has been a similar broadening in the scope of contributions of our language analysts, who are now going well beyond their more traditional applications of language expertise and target analysis to tackle network exploitation and SIGINT development. The blurring of the lines between the technical and the analytic disciplines is an ongoing and inevitable outcome of the increasingly technical nature of our work and the sophistication and complexity of our targets.

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. Although we cannot resolve this on our own, we are taking steps to address it. We are now sponsoring a new outreach program for language to incentivize such a capability in partnership with flagship schools. This initiative will be modeled after our successful math program where we have established relationships with faculty and students at a number of institutions, funded research, provided grants and scholarships and encouraged mathematics programs at all levels.

In the mid-1990s, NSA focused heavily on technology as the solution for many of its complex challenges. Facing massive technological advances, while downsizing and trying to maximize our return on investment, the Agency focused its hiring and development initiatives on computer science, engineering and mathematics at the expense of language and analysis. This was largely due to the belief that better technology would increase the capability of analysts to process large amounts of data more effectively and

efficiently. While that has undoubtedly been the case, the loss over the last several years of experienced linguists and analysts has created difficulties for the Agency in target knowledge, less commonly taught languages, and in training of the next generation of analysts. As we strive for better balance, we have tried to maintain a robust and fairly consistent mathematics hiring program, looked more to private industry and contracting for technical skills, reenergized our linguist and analyst hiring and revitalized our cryptologic reserve program. These cryptologic reservists, former employees who are brought back into Agency service to augment our workforce for short periods of time, play a key role in meeting surge requirements and providing particular technical or target expertise.

While a strong analytic and technical skill base is an absolute requirement, we must also augment these skills with managers, systems engineering experts, project managers, and support personnel. The leaders who shape the technical and analytic working environment over the next decade must have superior skills for developing and mentoring our workforce at all levels and mission areas. They must apply sound business practices, coupled with innovative personnel management and ensure that all segments of the workforce succeed in meeting our national mission requirements.

Technology and the world change rapidly, and great emphasis is placed on staying ahead of these changes with employee training and development programs. The Department of Defense and its components develop and maintain strategies and programs for ensuring the recruitment and professional development of its employees, and NSA is taking full advantage of a wide variety of these programs. Just 5 months into the fiscal year, NSA has hired approximately half of its FY2002 target of 800 new employees and we are finishing up an extraordinarily successful FY2001 hiring program. Like many other Agencies, NSA has struggled over the years to attract top talent to Government, yet we have had success attracting new recruits with the quality, complexity, depth, and scope of our work; our commitment to continuing education and development (as evidenced by our Cooperative Education Program, and our Skills Enhancement Recruitment Incentive Program—a scholarship program for new hires in mathematics and the sciences); the payment of Foreign Language incentives; targeted hiring and retention bonuses; continuing education opportunities; and our work life initiatives. All of those benefits and programs notwithstanding, the market continues to be a challenge for us, especially to meet our goals in the sciences and less commonly taught languages. As a result, we continuously pulse the market with the goal of being as competitive as possible.

Our people remain the key to NSA's success in achieving information superiority in the 21st century and beyond. As our Signals Intelligence

Director recently stated before Congress, "I would be remiss if I did not emphasize here that our most valuable asset – our engineers, mathematicians, linguists, analysts and all the rest – have made the difference. And it is the talent and will of our people that continue to give me confidence." We remain dedicated to those efforts that will ensure that we have a work force, with the right people with the right skills in the right jobs. We have made progress shaping our workforce, shifting our skill mix, and deploying our people as effectively as possible. We are committed to recruiting, hiring, and retaining the highly educated, technically sophisticated, and readily adaptable corps of skilled individuals required to meet the mission challenges posed by new targets and new technologies. As we transform the Agency, we will continue to provide the vital information that will enable the United States to maintain a decisive edge in information superiority.

Thank you Mr. Chairman and Members of the committee for giving me the opportunity to testify before you today.

Talking Points on Strengthening the National Security Workforce and Promoting Education in Areas Critical to National Security

The Honorable Lee H. Hamilton
Testimony before the Senate Committee on Governmental Affairs
Subcommittee on International Security, Proliferation and Federal Services
March 12, 2002

-- Draft --

- Thank you for inviting me to testify before you this afternoon.

- I commend you for taking up these issues of critical importance to our national security.

- In order for the United States to exercise international leadership, America must have a highly educated population and a national security workforce of the highest caliber. The Homeland Security Federal Workforce Act (S. 1800) and the Homeland Security Education Act (S. 1799) would make a major contribution towards strengthening our nation and our national security workforce -- by:

  -- encouraging talented people to go into government service;

  -- promoting exchanges and collaboration among national security agencies;

  -- and encouraging young people to study the fields, such as math, science and foreign languages, that are critical to our nation's success.

- Over the past few years, I served on the United States Commission on National Security/21st Century, which was commissioned by former Defense Secretary Cohen to look at the long-term national security challenges facing the nation and to propose policies and reforms to meet those challenges.

- One of our principal conclusions was that the federal government must focus more attention and resources on the human requirements for national security. We concluded that, "The maintenance of American power in the world depends upon the quality of U.S. government personnel, civil and military, at all levels... The U.S. faces a broader range of national security challenges today, requiring policy analysts and intelligence personnel with expertise in more countries, regions, and issues... We must take immediate action in the personnel area to ensure that the United States can meet future challenges."

- Our commission also emphasized the importance of promoting high-quality education in areas, including the sciences, math, information technology, engineering, and foreign languages, which are critical to national security. We concluded that, "The capacity of America's educational system to create a 21st

century workforce second to none in the world is a national security issue of the first-order... If we do not reverse negative educational trends -- the general teaching shortage, and the downward spiral in science and math education and performance -- we will be unable to maintain our position of global leadership... We believe strongly that America's future depends upon the ability of its educational system to produce students who constantly challenge current levels of innovation and push the limits of technology and discovery".

- In today's world of both great danger and great opportunities, we need a multifaceted and comprehensive approach to national security challenges. We need all instruments of national power at our disposal -- including diplomatic, economic, and military tools, and our nation's unmatched expertise in many areas. We need to organize our national security apparatus so that diplomatic, economic and military efforts are integrated and synchronized.

- The ability to carry out effective foreign and national security policies requires talented professionals in many levels of government. We need engineers, biologists, physicists, computer specialists, and linguists every bit as much as soldiers and politicians.

- America's strength has always been tied to the innovation and entrepreneurial talent of its people. Only a well-trained and educated population can thrive economically in the 21st century, thereby creating the national prosperity that provides the foundation for national strength.

- The government needs to encourage the education necessary for developing the skills that are critical to our 21st century national security, and it must attract and retain a top-flight national security workforce.

1. The national security workforce

- May I say a few words about our national security workforce.

- Although there has been a renewed public interest in national security work since September 11, the U.S. government faces a serious problem in attracting and retaining talented people for key jobs in national security departments and agencies.

- Part of the problem is that jobs in the private sector often carry higher salaries and provide greater opportunities for advancement and career development.

- An additional problem is that the civil service does not provide sufficient opportunities for people to work in various departments and agencies and thereby gain exposure to a broader range of issues and gain greater experience in the interagency process.

- In today's world, traditional national security agencies, such as State, Defense, and the NSC, need to work together in new ways, and economic agencies, such as Treasury and Commerce, need to work closely with the national security community. People working in these agencies should be given greater opportunities to move from one agency to another.

- **National Security Service Corps**: To promote greater interagency movement and collaboration, the National Security Commission recommended the establishment of a National Security Service Corps that would broaden the experience base of senior departmental managers and develop leaders skilled at producing integrated solutions to U.S. national security policy problems. We recommended that participating departments should include Defense, State, Treasury, Commerce, Justice, and Energy -- but not the intelligence community so that the firewall that exists between intelligence support and policymaking would be preserved.

- I strongly support the provision in S. 1800 for the establishment of a National Security Service Corps. The bill correctly points out that such a corps would help to invigorate the national security community by providing for more exciting and professionally rewarding opportunities. The corps would strengthen the government's capacity to protect and promote our national security.

- **Student loan repayment and fellowships**: I also support strongly the provisions in S. 1800 that would:

  -- 1) establish a pilot program for student loan repayment for federal employees in national security positions;

  -- and 2) establish fellowships for graduate students in fields critical to national security who commit to government service.

- The National Security Commission made recommendations similar to these proposals. We recommended the deferral of student loan repayments for individuals who serve in government after completing their education in fields related to work in national security. We additionally proposed that Congress should expand the National Security Education Act to include broad support for social sciences, humanities, and foreign languages in exchange for military or civilian service to the nation.

- Enactment of these proposals would encourage more people to enter national security positions by easing the financial sacrifices often associated with graduate study and with government service. The measures would encourage more people to study math, science, foreign languages, and other fields critical to national security, and they would make it easier for people who enter government service to pay off their student debts.

2. Elementary, secondary, and undergraduate education

- Now, may I say a brief word about education at the elementary, secondary, and undergraduate levels.

- **Science and technology**: The National Security Commission concluded that America's need for many well-trained people in science, math, computer science, and engineering is not being met, and that if we do not address this problem, America's position as a global leader will be challenged.

- As the internationalization of science and technology activities, assets, and capabilities is accelerating, U.S. advantages in many critical fields are shrinking and may be eclipsed in the years ahead.

- One reason for the problem is that American students know that professional careers in math and science require considerable preparation and effort, while salaries are often more lucrative in areas requiring less demanding training. Non-U.S. nationals, however, find these professions attractive and they increasingly fill American university graduate seats and jobs slots in these areas.

- The American education system needs to produce significantly more scientists and engineers to meet our nation's anticipated demand and maintain our global leadership in science and technology.

- Expertise in science, math, and engineering is especially critical for the defense industry, which must simultaneously develop and defend against the most advanced technologies.

- Expertise in these fields is also critical to American success in the global economy. The continuing advance of globalization puts a premium on expertise in a wide range of areas, including science, technology, and engineering.

- To address this challenge, we need educational incentives to encourage students to pursue careers in science and technology, and we need to develop more qualified math and science teachers in our elementary and secondary classrooms.

- The National Security Commission recommended a National Security Science and Technology Education Act, which would provide:

  -- reduced interest loans and scholarships for students to pursue degrees in science, math, and engineering;

  -- loan forgiveness and scholarships for people in these fields entering government or military service;

-- a national security teaching program to foster science and math teaching at the elementary and secondary levels;

-- and increased funding for the professional development of science and math teachers.

- The commission also recommended special efforts to promote math, science, and engineering education among minorities and in low-income communities.

- The commission's recommendation to increase funding for the professional development of science and math teachers deserves to be underscored. The National Commission on Mathematics and Science Teaching for the 21st Century (known as the Glenn Commission) estimated that the nation will need 240,000 new science and math teachers over the next decade. The National Security Commission supported the Glenn Commission's finding that $174 million in new funding is needed to bring additional science and math teachers into the profession.

- The National Security Commission further recommended substantial increases in the salaries of public secondary school science and math teachers to make their salaries more comparable to what science and math professionals could earn in the private sector. Currently the average salary of an entering science and math professional in the private sector is $50,000, while the average starting teacher earns $25,000.

- **Foreign languages**: Also critical for success in today's world is proficiency in foreign languages. After 9/11, it is more clear than ever that we need people who speak foreign languages and understand other peoples and cultures. We simply do not have enough people trained in the languages spoken in many parts of the world, including the Middle East and Central and South Asia. Language proficiency is essential to understand the threats -- and the opportunities -- facing us across the globe.

- Language proficiency is not just essential for intelligence collection -- though it is critical for that; it is also essential for the pursuit of the vast array of U.S. political, economic, and military goals.

- We need Americans with experience developing relationships with people of other cultures and languages in order to strengthen political ties with other nations, advance free trade, and improve military-to-military cooperation. When crises develop or conflicts erupt in far-flung places, we need people that are knowledgeable about those places and can help us understand what is happening there.

- The U.S. government already requires more than 34,000 employees with foreign language skills, and it is unable to fill all of those positions with well-qualified people. The need for people with foreign language skills will only grow in the coming years.

- **S. 1799**: Given our nation's need for more expertise in math, the sciences, and foreign languages, I strongly support S. 1799. I particularly support its provisions to:

  -- provide loans to undergraduates in engineering, science, math, or foreign languages;

  -- strengthen science and math instruction in elementary and secondary schools;

  -- and promote foreign-language education by encouraging greater training of foreign-language teachers and the development of more rigorous foreign language education, particularly in less-commonly taught languages that few Americans are proficient in.

- These measures could have a significant impact on strengthening our nation's expertise in areas critical to national security.

Conclusion

- The many and complex challenges of the war on terrorism underscore the need for the U.S. to have a top-flight national security workforce, and to remain at the forefront of trends in science and technology. The devotion of greater attention and resources to the human requirements for national security is an essential part of a successful U.S. strategy to win the war on terrorism and advance our many other foreign policy goals.

- I commend you for your consideration of these critical issues, and strongly support the Homeland Security Federal Workforce Act and the Homeland Security Education Act.

United States General Accounting Office

GAO

Testimony

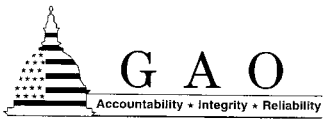
Before the Subcommittee on International Security, Proliferation, and Federal Services, Committee on Governmental Affairs, U.S. Senate

For Release on Delivery
Expected at
2:30 p.m., EST
Tuesday,
March 12, 2002

FOREIGN LANGUAGES

Workforce Planning Could Help Address Staffing and Proficiency Shortfalls

Statement of Susan S. Westin, Managing Director,
International Affairs and Trade



GAO-02-514T

Mr. Chairman and Members of the Subcommittee:

I am pleased to be here today to discuss our recently completed report on foreign language proficiency and personnel shortfalls at four federal agencies.[1] Federal agencies' foreign language needs have grown significantly over the past decade with increasing globalization and a changing security environment in light of such events as the breakup of the Soviet Union and the terrorist attacks of September 11. Foreign language skills are increasingly needed to support traditional diplomatic efforts and public diplomacy programs, military and peacekeeping missions, intelligence collection, counterterrorism efforts, and international trade. One sign of this need is the budget devoted to hiring, training, and paying language-skilled staff. For example, the Department of Defense estimates that it currently spends up to $250 million annually to meet its foreign language needs.

At the same time that federal agencies find their needs for staff with foreign language skills increasing, these agencies have experienced significant reductions-in-force and no-growth or limited-growth environments during the last decade. As a result, some agencies must now contend with an aging core of language-capable staff while recruiting and retaining qualified new staff in an increasingly competitive job market.

Today I will discuss (1) the nature and impact of foreign language proficiency and personnel shortages in selected federal agencies, (2) the strategies that are being used to address these shortages, and (3) the efforts that have been made to address current and projected foreign language shortages. My observations are based on the results of our January 2002 report on the foreign language needs of the U.S. Army, the Department of State, the U.S. Foreign Commercial Service, and the Federal Bureau of Investigation (FBI). This work was initiated at the request of the House-Senate International Education Study Group, which includes Senators Thad Cochran and Christopher Dodd and Representatives James Leach and Sam Farr.

Finally, I would like to note that two other products supplement our recently issued report on federal agency foreign language needs. One is a "For Official Use Only" version of this report that includes information on

[1]U.S. General Accounting Office, *Foreign Languages: Human Capital Approach Needed to Correct Staffing and Proficiency Shortfalls*, GAO-02-375 (Washington, D.C.: Jan. 31, 2002).

the National Security Agency/Central Security Service and its foreign language operations.[2] The other is a classified report providing detailed foreign language staffing information about two of the agencies covered in our review—the National Security Agency/Central Security Service and the FBI.[3] I encourage government staff with a need to know and the appropriate clearance to read these supplemental products.

Before discussing the specifics of our work, let me provide a brief summary of our findings.

Summary

All four federal agencies covered in our review reported shortages of translators and interpreters as well as shortages of staff, such as diplomats and intelligence specialists, with foreign language skills that are critical to successful job performance. These shortfalls varied significantly depending on the agency, job position, language, and skill level. Agency officials noted that these shortfalls have resulted in workload backlogs which, in turn, affect the agency's performance. For example, the FBI has thousands of hours of audio tapes and pages of written material that have not been reviewed or translated due to the lack of qualified translators. In addition, the State Department has long suffered from a language proficiency shortfall whereby Foreign Service officers must be placed in language-designated positions at lower-than-desired levels of proficiency. According to agency officials, these types of shortfalls have hindered the prosecution of criminal cases; limited the ability to identify, arrest, and convict violent gang members; weakened the fight against international terrorism and drug trafficking; and resulted in less effective representation of U.S. interests overseas.

The agencies we reviewed reported using a range of workforce strategies to fill their specific foreign language needs. These strategies included providing staff with language training and pay incentives, recruiting

[2]U.S. General Accounting Office, *Foreign Languages: Five Agencies Could Use Human Capital Strategy to Handle Staffing and Proficiency Shortfalls*, GAO-02-237 (Washington, D.C.: Jan. 31, 2002).

[3]U.S. General Accounting Office, *Foreign Languages: Staffing Shortfalls and Related Information for the National Security Agency and Federal Bureau of Investigation*, GAO-C-02-258R (Washington, D.C.: Jan. 31, 2002).

employees with foreign language skills or hiring contractors, or taking advantage of information technology. This technology includes using networked computers and contractor databases to optimize existing foreign language resources. While these assorted efforts have had some success, current agency strategies have not fully met the need for some foreign language skills.

To address current and projected foreign language needs, one of the four agencies we reviewed has adopted a strategic approach to its workforce planning efforts. The Federal Bureau of Investigation has instituted an action plan that links its foreign language program to the Bureau's strategic objectives and program goals. This action plan attempts to define the Bureau's strategies, performance measures, responsible parties, and resources needed to address foreign language shortages. In contrast, the other three agencies have yet to pursue overall strategic planning in this area. The Army, the State Department, and the Foreign Commercial Service's foreign language initiatives and programs are not part of a coordinated plan of action in regard to recruitment, training, pay incentives, and workforce restructuring.

In our report, we recommend that the Army, the State Department, and the Foreign Commercial Service develop a comprehensive strategic approach to human capital management and workforce planning in order to better address current and projected shortages in foreign language skills. In their responses, the agencies generally agreed with our findings and recommendation.

Background

Although more than 70 federal agencies have foreign language needs, some of the largest programs are concentrated in the Army, the State Department, the Central Intelligence Agency, and the Federal Bureau of Investigation. Office of Personnel Management (OPM) records indicate that the government employs just under a thousand translators and interpreters in the job series reserved for this group. The government also employs tens of thousands of individuals who use foreign language skills in positions such as FBI special agents and legal attachés, State Department Foreign Service officers, and Department of Commerce Foreign Commercial Service (FCS) officers.[4] For the four agencies we reviewed, a

[4]OPM does not maintain comprehensive records on the number of federal employees serving in positions requiring foreign language skills.

total of nearly 20,000 staff are employed in positions that require some foreign language proficiency.

Agency management of these resources takes place against the backdrop of an emerging federal issue—strategic human capital management. The foreign language staffing and proficiency shortfalls we discuss in our report can be seen as part of a broader pattern of human capital weaknesses and poor workforce planning that has impacted the operations of agencies across the federal government. In fact, GAO recently designated human capital management as a governmentwide high-risk area on the basis of specific problem areas identified in prior GAO reports.[5] For example, GAO previously testified that the Department of Defense faces looming shortages of intelligence analysts, computer programmers, and pilots.[6] In a subsequent report on trends in federal employee retirements, we found that relatively large numbers of individuals in key math and science fields will be eligible to retire by the end of fiscal year 2006: These include physics (47 percent); chemistry (42 percent); computer specialists (30 percent); and electronics and electrical engineering (27 percent and 28 percent, respectively).[7]

In response to these risks, the administration, the Office of Management and Budget (OMB), OPM, and GAO have issued guidance on how agencies can begin the process of strategically managing their staffing resources. For example, OPM has developed a five-step workforce planning model that outlines the basic tenets of effective workforce planning.[8] The president and OMB's guidance stresses that agencies should seek to address shortages of skills by conducting thorough workforce analyses, by using existing personnel flexibilities available to federal agencies, and by identifying additional authorities or flexibilities they might need to remove

[5]U.S. General Accounting Office, *High Risk Series: An Update*, GAO-01-263 (Washington, D.C.: Jan. 2001).

[6]U.S. General Accounting Office, *Human Capital: Major Human Capital Challenges at the Departments of Defense and State*, GAO-01-565T (Washington, D.C.: Mar. 29, 2001).

[7]U.S. General Accounting Office, *Federal Employee Retirements: Expected Increase Over the Next 5 Years Illustrates Need for Workforce Planning*, GAO-01-509 (Washington, D.C.: Apr. 27, 2001).

[8]U.S. Office of Personnel Management, *Strategic Human Resources Management: Aligning With the Mission*, (Washington, D.C.: Sept. 1999).

current obstacles and barriers to effective workforce management.[9] GAO guidance emphasizes the use of a self-assessment checklist for better aligning human capital with strategic planning and core business practices.[10]

Agencies Reported Varied Foreign Language Shortages

Officials in the four agencies we reviewed reported varied types and degrees of foreign language shortages depending on the agency, job position, language, and skill level. They noted shortages of translators and interpreters and people with skills in specific languages, as well as a shortfall in proficiency level among people who use foreign language skills in their jobs. The Army's greatest foreign language needs were for translators and interpreters, cryptologic linguists,[11] and human intelligence collectors.[12] The State Department has not filled all of its positions requiring foreign language skills. And, although the Foreign Commercial Service has relatively few positions that require foreign language proficiency, it had significant shortfalls in personnel with skills in six critical languages. While the FBI does not have a set number of positions for its special agent linguists, these agents must have some level of foreign language proficiency that they can use in conducting investigations. (When identified by language, FBI staffing and proficiency data are classified and are discussed in the classified report mentioned earlier.)

While our report provides detailed staffing and proficiency shortfall data for four agencies, I would like to use the data we obtained for the U.S. Army to illustrate the nature and extent of some of these shortfalls.

The Army provided us data on translator and interpreter positions for six languages it considers critical: Arabic, Korean, Mandarin Chinese, Persian-Farsi, Russian, and Spanish (our analysis excluded Spanish because the Army has a surplus of Spanish language translators and interpreters). As

[9]OMB, Bulletin No. 01-07 (Washington, D.C.: May 8, 2001).

[10]U.S. General Accounting Office, *Human Capital: A Self-Assessment Checklist for Agency Leaders*, GAO/OGC-00-14G (Washington, D.C.: Sept. 2000).

[11]Cryptologic linguists specialize in intercepting and interpreting intelligence information collected electronically.

[12]These employees work with individuals rather than interpret information intercepted electronically or by other means.

shown in table 1, the Army had authorization for 329 translator and interpreter positions for these five languages in fiscal year 2001 but only filled 183 of them, leaving a shortfall of 146 (44 percent).

Table 1: Shortfalls of Army Translators and Interpreters, by Language, Fiscal Year 2001

Language	Authorized positions	Filled positions	Unfilled positions	Percent shortfall
Arabic	84	42	42	50%
Korean	62	39	23	37
Mandarin Chinese	52	32	20	38
Persian-Farsi	40	13	27	68
Russian	91	57	34	37
Total	**329**	**183**	**146**	**44**

Source: U.S. Army response to GAO data collection instrument.

In addition to its needs for translators and interpreters, the Army also has a need for staff with applied language skills. We obtained detailed information on two key job series involving military intelligence—cryptologic linguists and human intelligence collectors. As shown in table 2, the Army had a shortfall of cryptologic linguists in two of the six foreign languages it viewed as most critical—Korean and Mandarin Chinese. Overall, there were 142 unfilled positions, which amounted to a 25 percent shortfall in cryptologic linguists in these two languages.

Table 2: Shortfalls of Army Cryptologic Linguists, by Language, Fiscal Year 2001

Language	Authorized positions	Filled positions	Unfilled positions	Percent shortfall
Korean	434	331	103	24%
Mandarin Chinese	144	105	39	27
Total	**578**	**436**	**142**	**25**

Source: U.S. Army response to GAO data collection instrument.

The Army also had a shortfall of human intelligence collectors in five of the six foreign languages it viewed as most critical in this area—Arabic, Russian, Spanish, Korean, and Mandarin Chinese.[13] Overall, there were 108 unfilled positions, which amounted to a 13 percent shortfall in these five languages. The greatest number of unfilled human intelligence collector positions was in Arabic, but the largest percentage shortfall was in Mandarin Chinese. Table 3 provides data on these shortfalls, by language.

Table 3: Shortfalls of Army Human Intelligence Collectors, by Language, Fiscal Year 2001

Language	Authorized positions	Filled positions	Unfilled positions	Percent shortfall
Arabic	209	170	39	19%
Russian	205	197	8	4
Spanish	181	163	18	10
Korean	174	149	25	14
Mandarin Chinese	58	40	18	31
Total	**827**	**719**	**108**	**13**

Source: U.S. Army response to GAO data collection instrument.

Impact of Language Shortages on Agency Operations

The shortages that agencies reported can have a significant impact on agency operations. Although it is sometimes difficult to link foreign language skills to a specific outcome or event, foreign language shortages have influenced some agency activities. Here are a few examples:

- The Army has noted that a lack of linguists is affecting its ability to conduct current and anticipated human and signal intelligence missions. As a result, the Army said that it does not have the linguistic capacity to support two concurrent major theaters of war.

- The need for Spanish speakers has been an issue in pursuing Florida health care fraud cases. The assistant U.S. attorney in Miami in charge of health care fraud investigations recently advised the FBI that his office would decline to prosecute health care fraud cases unless timely

[13]There was no shortfall in Persian-Farsi speakers.

translations of Spanish conversations were available. This situation has important implications, since the Miami region has the nation's largest ongoing health care fraud investigation. The FBI estimates that Medicare and Medicaid losses in the region are in excess of $3 billion.

- The FBI's Los Angeles office has also cited a critical need for Spanish language specialists and language monitors for cases involving violent gang members. According to the Bureau, being able to target these gang members will save lives in Los Angeles but is contingent on the availability of Spanish linguists to assist with these investigations.

- The need for foreign language speakers has hindered State Department operations. The deputy director of the State Department's National Foreign Affairs Training Center recently testified on this topic.[14] She said that shortfalls in foreign language proficiency have contributed to a lack of diplomatic readiness. As a result, the representation and advocacy of U.S. interests abroad has been less effective; U.S. exports, investments, and jobs have been lost; and the fight against international terrorism and drug trafficking has been weakened.

- Finally, the lack of translators has thwarted efforts to combat terrorism. For instance, the FBI has raised concern over the thousands of hours of audio tapes and pages of written material that have not been reviewed or translated due to a lack of qualified linguists.

Agencies Use a Variety of Strategies to Meet Their Foreign Language Needs

Our second objective was to examine federal agencies' strategies to address these foreign language shortages. The agencies we reviewed are pursuing three general strategies to meet their foreign language needs. First, agencies are focusing on staff development by training staff in foreign languages, providing pay incentives for individuals using those skills, and ensuring an attractive career path for linguists or language-proficient employees. Second, agencies are making use of external resources. This effort can include contracting staff as needed; recruiting native or U.S.–trained language speakers; or drawing on the expertise of other agency staff, reservists, or retirees. Third, several agencies have begun to use technology to leverage limited staff resources, including developing

[14]Senate Subcommittee on International Security, Proliferation, and Federal Services, Committee on Governmental Affairs, *Statement by the deputy director, National Foreign Affairs Training Center, Department of State,* 106th Cong., 2nd sess., 14 September 2000.

databases of contract linguists, employing language translation software, and performing machine screening of collected data. Figure 1 provides an overview of these categories and related strategies.

Figure 1: Strategies That Four U.S. Agencies Use to Address Foreign Language Shortages and Shortfalls

Agency	Staff development			External management of workforce				Other
	Language training	Pay incentives	Attractive career path for linguists	Recruiting [illegible]	Recruiting [illegible]	Recruiting [illegible]	Other [illegible]	Technology
Army	●	●		●	●	●	●	●
State	●	●	●	●	●	●	●	●
FCS	●	●	NA	●	●	●	●	
FBI	●	●	●	●	●	●	●	●

● Agency uses strategy

[a]State's Office of Language Services recruits and hires skilled linguists; however, foreign language skills are not required to apply for Foreign Service positions.

[b]At the Foreign Commercial Service, hard-to-fill language-designated positions are sometimes filled by individuals who are recruited and hired as noncareer limited appointees who have the needed language skills.

Source: GAO analysis.

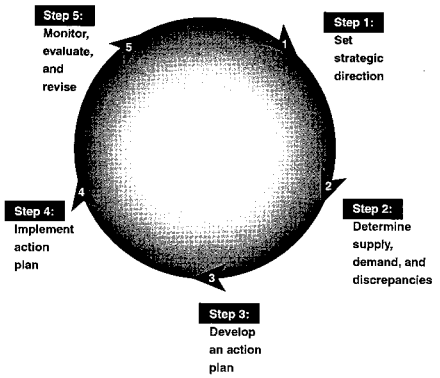
While these assorted efforts have had some success, current agency strategies have not fully met the need for some foreign language skills, as evidenced by the continuing staffing and proficiency shortfalls that each agency we reviewed faces.

Limited Progress Made on Workforce Planning

Our third objective was to analyze federal agencies' efforts to implement an overall strategic workforce plan to address current and projected foreign language shortages. To help fill existing skills shortages, some agencies have begun to adopt a strategic approach to human capital management and workforce planning. As I mentioned earlier, OPM has issued a workforce planning model that illustrates the basic tenets of strategic workforce planning. We used this model to assess the relative maturity of

workforce planning at the four agencies we reviewed. As shown in figure 2, this model suggests that agencies follow a five-step process that includes setting a strategic direction, documenting the size and nature of skills gaps, developing an action plan to address these shortages, implementing the plan, and evaluating implementation progress on an ongoing basis. This is a model that could be used to guide workforce planning efforts as they relate to other skills needed in the federal government such as math, science, and information technology.

Figure 2: OPM Workforce Planning Model



Source: OPM's Workforce Planning Model (http://www.opm.gov/workforceplanning/wfpmodel.htm).

We found that the FBI has made an effort to address each of the five steps in OPM's model. For instance, the FBI has instituted an action plan that links its foreign language program to the Bureau's strategic objectives and program goals. This action plan defines strategies, performance measures, responsible parties, and resources needed to address current and projected language shortages. We found that the FBI's work in the foreign language area was supported by detailed reports from field offices that documented the Bureau's needs. The FBI reviewed these reports along with workload statistics from its regional offices. FBI officials noted that implementation progress is routinely tracked and adjustments to the action plan are made as needed.

In contrast, the other three agencies have yet to pursue this type of comprehensive strategic planning and had only completed some of the steps outlined in OPM's planning model. The Army has limited its efforts to developing a plan partially outlining a strategic direction and identifying its available supply and demand for staff with foreign language skills (addressing only steps 1 and 2 of the OPM model). The State Department has not yet set a strategic direction for its language program; however, the department has addressed step 2 in the workforce planning model through its annual survey of ambassadors regarding foreign language needs at their posts on a position-by-position basis. State has yet to develop an action plan and the related implementation and monitoring steps described in OPM's model. Finally, the status of the Foreign Commercial Service's language program closely mirrored the situation we found at the State Department. One difference, however, is that the agency surveys senior officers regarding a post's foreign language needs every 3 years instead of annually. Another difference is that FCS officials indicated that they have begun a workforce planning initiative that is designed to address the key components outlined in the OPM model.

In closing, I would like to note that foreign language shortages have developed over a number of years. It will take time, perhaps years, to overcome this problem. Effective human capital management and workforce planning, however, offer a reasonable approach to resolving such long-standing problems.

Mr. Chairman and members of the Subcommittee, this concludes my prepared statement. I will be happy to answer any questions the Subcommittee members may have.

Contacts and Acknowledgements

For future contacts regarding this testimony, please call Susan S. Westin or Phillip R. Herr at (202) 512-4128. Mike ten Kate also made key contributions to this testimony.

TESTIMONY OF RAY T. CLIFFORD, Ph.D.
CHANCELLOR, DEFENSE LANGUAGE INSTITUTE

Addressing U.S. Foreign Language (FL) Shortcomings

Testimony before the Senate Committee on Governmental Affairs -- March 12, 2002

1. **Should the teaching and learning of foreign languages be of national concern?** Yes, the preamble to the Constitution of the United States specifically states that the Union was formed to "insure domestic Tranquility" and "provide for the common defence."
   - Our enemies do **not** speak English when they are talking to each other about us.
   - In today's world, national defense requires capabilities in foreign languages.

2. **The shortage of citizens with FL skills is not a new phenomenon. The problem has been identified many times in the past, but interest has waned before systemic improvements have been implemented.**
   - 1923. WWI had created a distrust of things foreign, including foreign languages. The Supreme Court overturned laws in twenty-two states that restricted FL instruction, but enrollments remain low.
   - 1940. The national report, *What the High Schools Ought to Teach,* found that high schools' overly "academic" curriculum was causing too many student failures. FL instruction was among the subjects recommended for elimination. It was not only difficult, but took so much time that new courses could not be added.
   - 1954. *The National Interest and Foreign Languages* reported that only 14.2% of high school students were enrolled in FLs, and most U.S. public high schools (56%) offered **no** foreign language instruction at all.
   - 1958. In response to Sputnik, the National Defense Education Act was passed to prepare more and better Foreign Language teachers. Immediate improvements were evident. Then funding waned, and progress ceased.
   - 1975. The International Association for the Evaluation of Educational Achievement published the results of a study titled, *The Teaching of French as a Foreign Language in Eight Countries.* In the U.S., the researchers could not find enough 12th grade students with four years of language study to complete the study as designed, and the U.S. students ranked last in competence. The study found that "...the primary factor in the attainment of proficiency in ...any foreign language... is the amount of instructional time provided."
   - 1979. The President's commission on Foreign Language and International Studies reported, "Americans' incompetence in Foreign Languages is nothing short of scandalous, and it is becoming worse."

- 1983. The Commission on Excellence in Education heard testimony that in the U.S. FL instruction had yet to attain mediocrity, and recommended in *A Nation at Risk* longer course sequences.
- 1999. A senior DOD official summarized the situation with the statement, "We face a number of challenges in meeting the immediate and long-range language needs in the Department of Defense – and these are mirrored in every federal and state government, in the courts, in NGOs, and in corporations doing business overseas. Perhaps the greatest challenge we face is the general apathy toward learning foreign languages."

3. **Comments on S. 1800 and S. 1799.** I am pleased to see that these bills include several initiatives designed to improve U.S. readiness in foreign language skills. While the demand for competency in specific languages has shifted from one language to another, two trends have remained constant over time:
    a. The total number of linguist requirements has grown.
    b. The levels of proficiency required of those government linguists has increased.

Therefore, the central challenges facing the government are recruiting more employees with language skills and then building on those language skills. In most other developed nations, the educational system provides the foundation language courses, and the government language school builds on those skills. Whereas more than 90% of the enrollments at the Defense Language Institute (DLI) are in beginning language courses, Germany's counterpart to DLI, the Bundessprachenamt, has nearly 100% of its students enrolled in advanced language courses.

The provisions of the Homeland Security Federal Workforce Act and the Homeland Security Education Act will help to correct our national shortage in qualified linguists by:

a. Encouraging language majors to accept federal employment.
b. Recognizing that second language skills are as necessary to our national defense as are skills in math and science.
c. Producing graduates with advanced levels of language proficiency.

I would suggest, however, that the programs described in the Homeland Security Federal Workforce Act include all federal employees, because most of the linguist assignments are in the "excepted service" or are "exempt" from the requirements of the "competitive service."

Ray T. Clifford, PhD

II

107TH CONGRESS
1ST SESSION

S. 1800

To strengthen and improve the management of national security, encourage Government service in areas of critical national security, and to assist government agencies in addressing deficiencies in personnel possessing specialized skills important to national security and incorporating the goals and strategies for recruitment and retention for such skilled personnel into the strategic and performance management systems of Federal agencies.

IN THE SENATE OF THE UNITED STATES

DECEMBER 11, 2001

Mr. DURBIN (for himself, Mr. THOMPSON, Mr. AKAKA, and Ms. COLLINS) introduced the following bill; which was read twice and referred to the Committee on Governmental Affairs

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A BILL

To strengthen and improve the management of national security, encourage Government service in areas of critical national security, and to assist government agencies in addressing deficiencies in personnel possessing specialized skills important to national security and incorporating the goals and strategies for recruitment and retention for such skilled personnel into the strategic and performance management systems of Federal agencies.

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

1 **SECTION 1. SHORT TITLE.**

2 This Act may be cited as the "Homeland Security
3 Federal Workforce Act".

4 **SEC. 2. FINDINGS, PURPOSE, AND EFFECT OF LAW.**

5 (a) FINDINGS.—Congress makes the following find-
6 ings:

7 (1) The security of the United States requires
8 the fullest development of the intellectual resources
9 and technical skills of its young men and women.

10 (2) The security of the United States depends
11 upon the mastery of modern techniques developed
12 from complex scientific principles. It depends as well
13 upon the discovery and development of new prin-
14 ciples, new techniques, and new knowledge.

15 (3) The United States finds itself on the brink
16 of an unprecedented human capital crisis in Govern-
17 ment. Due to increasing competition from the pri-
18 vate sector in recruiting high-caliber individuals,
19 Government departments and agencies, particularly
20 those involved in national security affairs, are find-
21 ing it hard to attract and retain talent.

22 (4) The United States must strengthen Federal
23 civilian and military personnel systems in order to
24 improve recruitment, retention, and effectiveness at
25 all levels.

(5) The ability of the United States to exercise international leadership is, and will increasingly continue to be, based on the political and economic strength of the United States, as well as on United States military strength around the world.

(6) The Federal Government has an interest in ensuring that the employees of its departments and agencies with national security responsibilities are prepared to meet the challenges of this changing international environment.

(7) In January 2001, the General Accounting Office reported that, at the Department of Defense "attrition among first-time enlistees has reached an all-time high. The services face shortages among junior officers, and problems in retaining intelligence analysts, computer programmers, and pilots." The General Accounting Office also warned of the Immigration and Naturalization Service's "lack of staff to perform intelligence functions and unclear guidance for retrieving and analyzing information."

(8) The United States Commission on National Security also cautioned that "the U.S. need for the highest quality human capital in science, mathematics, and engineering is not being met." The Commission wrote, "we must ensure the highest cal-

1 iber human capital in public service. U.S. national
2 security depends on the quality of the people, both
3 civilian and military, serving within the ranks of
4 government."
5 (9) The events on and after September 11th
6 have highlighted the weaknesses in the Federal and
7 State government's human capital and its personnel
8 management practices, especially as it relates to our
9 national security.
10 (b) PURPOSES.—It is the purpose of this Act to—
11 (1) provide attractive incentives to recruit capa-
12 ble individuals for Government and military service;
13 and
14 (2) provide the necessary resources, account-
15 ability, and flexibility to meet the national security
16 educational needs of the United States, especially as
17 such needs change over time.
18 (c) EFFECT OF LAW.—Nothing in this Act, or an
19 amendment made by this Act, shall be construed to affect
20 the collective bargaining unit status or rights of any Fed-
21 eral employee.

TITLE I—PILOT PROGRAM FOR STUDENT LOAN REPAYMENT FOR FEDERAL EMPLOYEES IN AREAS OF CRITICAL IMPORTANCE

SEC. 101. STUDENT LOAN REPAYMENTS.

Subchapter VII of chapter 53 of title 5, United States Code, is amended by inserting after section 5379, the following:

"§ 5379A. Pilot program for student loan repayment for Federal employees in areas of critical importance

"(a) DEFINITIONS.—In this section:

"(1) AGENCY.—The term 'agency' means an agency of the Department of Defense, the Department of State, the Department of Energy, the Department of the Treasury, the Department of Justice, the National Security Agency, and the Central Intelligence Agency.

"(2) NATIONAL SECURITY POSITION.—The term 'national security position' means an employment position determined by the Director of the Office of Personnel Management for the purposes of the Pilot Program for Student Loan Forgiveness in Areas of Critical Importance established under this

1 section, in consultation with an agency, to involve
2 important homeland security applications.
3 "(3) STUDENT LOAN.—The term 'student loan'
4 means—
5 "(A) a loan made, insured, or guaranteed
6 under part B of title IV of the Higher Edu-
7 cation Act of 1965 (20 U.S.C. 1071 et seq.);
8 "(B) a loan made under part D or E of
9 title IV of the Higher Education Act of 1965
10 (20 U.S.C. 1087a et seq., 1087aa et seq.); and
11 "(C) a health education assistance loan
12 made or insured under part A of title VII of the
13 Public Health Service Act (42 U.S.C. 292 et
14 seq.) or under part E of title VIII of such Act
15 (42 U.S.C. 297a et seq.).
16 "(b) ESTABLISHMENT AND OPERATION.—
17 "(1) IN GENERAL.—The Director of the Office
18 of Personnel Management shall, in order to recruit
19 or retain highly qualified professional personnel, es-
20 tablish a pilot program under which the head of an
21 agency may agree to repay (by direct payments on
22 behalf of the employee) any student loan previously
23 taken out by such employee if the employee is em-
24 ployed by the agency in a national security position.

1 "(2) TERMS AND CONDITIONS OF PAYMENT.—
2 Payments under this section shall be made subject
3 to such terms, limitations, or conditions as may be
4 mutually agreed to by the agency and employee con-
5 cerned.

6 "(3) PAYMENTS.—The amount paid by the
7 agency on behalf of an employee under this section
8 may not exceed $10,000 towards the remaining bal-
9 ance of the student loan for each year that the em-
10 ployee remains in service in the position, except that
11 the employee must remain in such position for at
12 least 3 years. The maximum amount that may be
13 paid on behalf of an employee under this paragraph
14 shall be $80,000.

15 "(4) LIMITATION.—Nothing in this section
16 shall be considered to authorize an agency to pay
17 any amount to reimburse an employee for any repay-
18 ments made by such employee prior to the agency's
19 entering into an agreement under this section with
20 such employee.

21 "(5) RULE OF CONSTRUCTION.—Nothing in
22 this section shall be construed—

23 "(A) to affect student loan repayment pro-
24 grams existing on the date of enactment of this
25 section;

1 "(B) to revoke or rescind any such existing
2 law;
3 "(C) to authorize the Office of Personnel
4 Management to determine national security po-
5 sitions for any other purpose other than to
6 make such determinations as are required by
7 this section in order to carry out the purposes
8 of this section; or
9 "(D) as a basis for determining the exemp-
10 tion of any position from inclusion in a bar-
11 gaining unit pursuant to chapter 71 of title 5,
12 United States Code, or from the right of any
13 incumbent of a national security position deter-
14 mined by the Office of Personnel Management
15 pursuant to this section, from entitlement to all
16 rights and benefits under such chapter.
17 "(6) FUND.—As part of the program estab-
18 lished under paragraph (1), the Director shall estab-
19 lish a fund within the Office of Personnel Manage-
20 ment to be used by agencies to provide the repay-
21 ments authorized under the program.
22 "(c) GENERAL PROVISIONS.—
23 "(1) COORDINATION.—The Director of the Of-
24 fice of Personnel Management shall coordinate the
25 program established under this section with the

1 heads of agencies to recruit employees to serve in
2 national security positions.
3 "(2) REPORTS.—
4 "(A) ALLOCATION AND IMPLEMENTA-
5 TION.—Not later than 6 months after the date
6 of enactment of this section, the Director of the
7 Office of Personnel Management shall report to
8 the appropriate committees of Congress on the
9 manner in which the Director will allocate
10 funds and implement the program under this
11 section.
12 "(B) STATUS AND SUCCESS.—Not later
13 than 4 years after the date of enactment of this
14 section, the Director of the Office of Personnel
15 Management shall report to the appropriate
16 Committees on Congress on the status of the
17 program and its success in recruiting and re-
18 taining employees for national security posi-
19 tions.
20 "(d) INELIGIBLE EMPLOYEES.—An employee shall
21 not be eligible for benefits under this section if such
22 employee—
23 "(1) occupies a position that is excepted from
24 the competitive service because of its confidential,

1 policy-determining, policy-making, or policy-advo-
2 cating character; or
3 "(2) does not occupy a national security posi-
4 tion.
5 "(e) TERMS OF AGREEMENT.—
6 "(1) IN GENERAL.—An employee selected to re-
7 ceive benefits under this section shall agree in writ-
8 ing, before receiving any such benefit, that the em-
9 ployee will—
10 "(A) remain in the service of the agency in
11 a national security position for a period to be
12 specified in the agreement, but not less than 3
13 years, unless involuntarily separated; and
14 "(B) if separated involuntarily on account
15 of misconduct, or voluntarily, before the end of
16 the period specified in the agreement, repay to
17 the Government the amount of any benefits re-
18 ceived by such employee from that agency
19 under this section.
20 "(2) SERVICE WITH OTHER AGENCY.—The re-
21 payment provided for under paragraph (1)(B) may
22 not be required of an employee who leaves the serv-
23 ice of such employee's agency voluntarily to enter
24 into the service of any other agency unless the head
25 of the agency that authorized the benefits notifies

1 the employee before the effective date of such em-
2 ployee's entrance into the service of the other agency
3 that repayment will be required under this sub-
4 section.

5 "(3) RECOVERY OF AMOUNTS.—If an employee
6 who is involuntarily separated on account of mis-
7 conduct or who (excluding any employee relieved of
8 liability under paragraph (2)) is voluntarily sepa-
9 rated before completing the required period of serv-
10 ice fails to repay the amount provided for under
11 paragraph (1)(B), a sum equal to the amount out-
12 standing is recoverable by the Government from the
13 employee (or such employee's estate, if applicable)
14 by—

15 "(A) setoff against accrued pay, compensa-
16 tion, amount of retirement credit, or other
17 amount due the employee from the Government;
18 and

19 "(B) such other method as is provided for
20 by law for the recovery of amounts owing to the
21 Government.

22 "(4) WAIVER.—The head of the agency con-
23 cerned may waive, in whole or in part, a right of re-
24 covery under this subsection if it is shown that re-

1 covery would be against equity and good conscience
2 or against the public interest.
3 "(5) CREDITING OF ACCOUNT.—Any amount
4 repaid by, or recovered from, an individual (or an es-
5 tate) under this subsection shall be credited to the
6 appropriation account from which the amount in-
7 volved was originally paid. Any amount so credited
8 shall be merged with other sums in such account
9 and shall be available for the same purposes and pe-
10 riod, and subject to the same limitations (if any), as
11 the sums with which merged.
12 "(f) TERMINATION OF REPAYMENT.—An employee
13 receiving benefits under this section from an agency shall
14 be ineligible for continued benefits under this section from
15 such agency if the employee—
16 "(1) separates from such agency; or
17 "(2) does not maintain an acceptable level of
18 performance, as determined under standards and
19 procedures which the agency head shall by regula-
20 tion prescribe.
21 "(g) EQUAL EMPLOYMENT.—In selecting employees
22 to receive benefits under this section, an agency shall, con-
23 sistent with the merit system principles set forth in para-
24 graphs (1) and (2) of section 2301(b) of this title, take
25 into consideration the need to maintain a balanced work-

1 force in which women and members of racial and ethnic
2 minority groups are appropriately represented in Govern-
3 ment service.

4 "(h) ADDITIONAL BENEFIT.—Any benefit under this
5 section shall be in addition to basic pay and any other
6 form of compensation otherwise payable to the employee
7 involved.

8 "(i) APPROPRIATIONS AUTHORIZED.—For the pur-
9 pose of enabling the Federal Government to recruit and
10 retain employees critical to our national security pursuant
11 to this section, there are authorized to be appropriated
12 such sums as may be necessary to carry out this section
13 for each fiscal year.

14 "(j) LENGTH OF PROGRAM.—The program under
15 this section shall remain in effect for the 5-year period
16 beginning on the date of enactment of this section. The
17 program shall continue to pay employees recruited under
18 this program who are in compliance with this section their
19 benefits through their commitment period regardless of
20 the preceding sentence.

21 "(k) REGULATIONS.—Not later than 2 months after
22 the date of enactment of this section, the Director of the
23 Office of Personnel Management shall propose regulations
24 to carry out this section. Not later than 6 months after
25 the date on which the comment period for the regulations

1 proposed under the preceding sentence ends, the Secretary
2 shall promulgate final regulations to carry out this sec-
3 tion.".

4 TITLE II—FELLOWSHIPS FOR 5 GRADUATE STUDENTS TO 6 ENTER FEDERAL SERVICE

7 SEC. 201. FELLOWSHIPS FOR GRADUATE STUDENTS TO 8 ENTER FEDERAL SERVICE.

9 Subchapter VII of chapter 53 of title 5, United States
10 Code, as amended by section 101, is further amended by
11 inserting after section 5379A, the following:

12 "§ 5379B. Fellowships for graduate students to enter 13 federal service

14 "(a) DEFINITIONS.—In this section:
15 "(1) AGENCY.—The term 'agency' means an
16 agency of the Department of Defense, the Depart-
17 ment of State, the Department of Energy, the De-
18 partment of the Treasury, the Department of Jus-
19 tice, the National Security Agency, and the Central
20 Intelligence Agency, and other Federal Government
21 agencies as determined by the National Security
22 Service Board under subsection (f).
23 "(2) DIRECTOR.—The term 'Director' means
24 the Director of the Office of Personnel Management.

1 "(3) INSTITUTION OF HIGHER EDUCATION.—
2 The term 'institution of higher education' has the
3 meaning given to such term in section 101 of the
4 Higher Education Act of 1965 (20 U.S.C. 1001).
5 "(4) NATIONAL SECURITY POSITION.—The
6 term 'national security position' means an employ-
7 ment position determined by the Director of the Of-
8 fice of Personnel Management for the purposes of a
9 program established for Fellowships for Graduate
10 Students to Enter Federal Services as established
11 under this section, in consultation with an agency, to
12 involve important homeland security applications.
13 "(5) SCIENCE.—The term 'science' means any
14 of the natural and physical sciences including chem-
15 istry, biology, physics, and computer science. Such
16 term does not include any of the social sciences.".
17 "(b) IN GENERAL.—The Director shall establish and
18 implement a program for the awarding of fellowships (to
19 be known as 'National Security Fellowships') to graduate
20 students who, in exchange for receipt of the fellowship,
21 agree to employment with the Federal Government in a
22 national security position.
23 "(c) ELIGIBILITY.—To be eligible to participate in
24 the program established under subsection (b), a student
25 shall—

1 "(1) have been accepted into a graduate school
2 program at an accredited institution of higher edu-
3 cation within the United States and be pursuing or
4 intend to pursue graduate education in the United
5 States in the disciplines of foreign languages,
6 science, mathematics, engineering, or other inter-
7 national fields that are critical areas of national se-
8 curity (as determined by the Director);
9 "(2) be a United States citizen, United States
10 national, permanent legal resident, or citizen of the
11 Freely Associated States; and
12 "(3) agree to employment with an agency or of-
13 fice of the Federal Government in a national secu-
14 rity position.
15 "(d) SERVICE AGREEMENT.—In awarding a fellow-
16 ship under the program under this section, the Director
17 shall require the recipient to enter into an agreement
18 under which, in exchange for such assistance, the
19 recipient—
20 "(1) will maintain satisfactory academic
21 progress (as determined in accordance with regula-
22 tions issued by the Director) and provide regularly
23 scheduled updates to the Director on the progress of
24 their education and how their employment continues

1 to relate to a national security objective of the Fed-
2 eral Government;
3 "(2) will, upon completion of such education, be
4 employed by the agency for which the fellowship was
5 awarded for a period of at least 3 years as specified
6 by the Director; and
7 "(3) agrees that if the recipient is unable to
8 meet either of the requirements described in para-
9 graph (1) or (2), the recipient will reimburse the
10 United States for the amount of the assistance pro-
11 vided to the recipient under the fellowship, together
12 with interest at a rate determined in accordance
13 with regulations issued by the Director, but not
14 higher than the rate generally applied in connection
15 with other Federal education loans.
16 "(e) FEDERAL EMPLOYMENT ELIGIBILITY.—If a re-
17 cipient of a fellowship under this section demonstrates to
18 the satisfaction of the Director that, after completing their
19 education, the recipient is unable to obtain a national se-
20 curity position in the Federal Government because such
21 recipient is not eligible for a security clearance or other
22 applicable clearance necessary for such position, the Direc-
23 tor may permit the recipient to fulfill the service obligation
24 under the agreement under subsection (d) by teaching
25 math, science, or foreign languages, or by performing re-

1 search, at an institution of higher education, for a period
2 of not less than 3 years, in the area of study for which
3 the fellowship was awarded.

4 "(f) FELLOWSHIP SELECTION.—

5 "(1) IN GENERAL.—The Director shall consult
6 and cooperate with the National Security Service
7 Board established under paragraph (2) in the selec-
8 tion and placement of national security fellows under
9 this section.

10 "(2) NATIONAL SECURITY SERVICE BOARD.—

11 "(A) ESTABLISHMENT OF BOARD.—There
12 is established the National Security Service
13 Board.

14 "(B) MEMBERSHIP.—The Board shall be
15 composed of—

16 "(i) the Director of the Office of Per-
17 sonnel Management, who shall serve as the
18 chairperson of the Board;

19 "(ii) the Secretary of Defense;

20 "(iii) the Secretary of State;

21 "(iv) the Secretary of the Treasury;

22 "(v) the Attorney General;

23 "(vi) the Director of the Central Intel-
24 ligence Agency;

1 "(vii) the Director of the Federal Bu-
2 reau of Investigations;
3 "(viii) the Director of the National
4 Security Agency;
5 "(ix) the Secretary of Energy;
6 "(x) the Director of the Office of
7 Science and Technology Policy; and
8 "(xi) 2 employees, to be appointed by
9 each of the officials described in clauses
10 (ii) through (ix), of each Department for
11 which such officials have responsibility for
12 administering, of whom—
13 "(I) 1 shall perform senior level
14 policy functions; and
15 "(II) 1 shall perform human re-
16 sources functions.
17 "(C) FUNCTIONS.—The Board shall carry
18 out the following functions:
19 "(i) Develop criteria for awarding fel-
20 lowships under this section.
21 "(ii) Provide for the wide dissemina-
22 tion of information regarding the activities
23 assisted under this section.
24 "(iii) Establish qualifications for stu-
25 dents desiring fellowships under this sec-

1 tion, including a requirement that the stu-
2 dent have a demonstrated commitment to
3 the study of the discipline for which the
4 fellowship is to be awarded.
5 "(iv) Provide the Director semi-annu-
6 ally with a list of fellowship recipients, in-
7 cluding an identification of their skills, who
8 are available to work in a national security
9 position.
10 "(v) Not later than 30 days after a
11 fellowship recipient completes the study or
12 education for which assistance was pro-
13 vided under this section, work in conjunc-
14 tion with the Director to make reasonable
15 efforts to hire and place the fellow in an
16 appropriate national security position.
17 "(vi) Review the administration of the
18 program established under this section.
19 "(vii) Develop and provide to Con-
20 gress a strategic plan that identifies the
21 skills needed by the Federal national secu-
22 rity workforce and how the provisions of
23 this Act, and related laws, regulations, and
24 policies will be used to address such needs.

1 "(viii) Carry out additional functions
2 under section 301 of the Homeland Secu-
3 rity Federal Workforce Act of 2001.
4 "(g) SPECIAL CONSIDERATION FOR CURRENT FED-
5 ERAL EMPLOYEES.—
6 "(1) SET ASIDE OF FELLOWSHIPS.—Twenty
7 percent of the fellowships awarded under this section
8 shall be set aside for Federal employees who are
9 working in national security positions on the date of
10 enactment of this section to enhance the education
11 and training of such employees in areas important
12 to national security.
13 "(2) FULL- OR PART-TIME EDUCATION.—Fed-
14 eral employees who are awarded fellowships under
15 paragraph (1) shall be permitted to obtain advanced
16 education under the fellowship on a full-time or
17 part-time basis.
18 "(3) PART-TIME EDUCATION.—A Federal em-
19 ployee who pursues education or training under a
20 fellowship under paragraph (1) on a part-time basis
21 shall be eligible for a stipend in an amount which,
22 when added to the employee's part-time compensa-
23 tion, does not exceed $21,500 per year.
24 "(h) FELLOWSHIP SERVICE.—Any individual under
25 this section who is employed by the Federal Government

1 in a national security position shall be able to count the
2 time that the individual spent in the fellowship program
3 towards the time requirement for a reduction in student
4 loans as described in section 5379A.

5 "(i) AMOUNT OF AWARD.—A National Security Fel-
6 low who complies with the requirements of this section
7 may receive funding under the fellowship for up to 3 years
8 at an amount determined appropriate by the Director, but
9 not to exceed the sum of—

10 "(1) the amount of tuition paid by the fellow;
11 and

12 "(2) a stipend of $21,500 per year.

13 "(j) APPROPRIATIONS AUTHORIZED.—For the pur-
14 pose of enabling the Director to recruit and retain highly
15 qualified employees in national security positions, there
16 are authorized to be appropriated $100,000,000 for fiscal
17 year 2002, and such sums as may be necessary for each
18 subsequent fiscal year.

19 "(k) RULE OF CONSTRUCTION.—Noting in this sec-
20 tion shall be construed—

21 "(1) to authorize the Office of Personnel Man-
22 agement to determine national security positions for
23 any other purpose other than to make such deter-
24 minations as are required by this section in order to
25 carry out the purposes of this section; and

"(2) as a basis for determining the exemption of any position from inclusion in a bargaining unit pursuant to chapter 71 of title 5, United States Code, or from the right of any incumbent of a national security position determined by the Office of Personnel Management pursuant to this section, from entitlement to all rights and benefits under such chapter.".

TITLE III—NATIONAL SECURITY SERVICE CORPS

SEC. 301. NATIONAL SECURITY SERVICE CORPS.

(a) FINDINGS AND PURPOSES.—

(1) FINDINGS.—Congress finds that—

(A) a proficient national security workforce requires certain skills and knowledge, and effective professional relationships; and

(B) a national security workforce will benefit from the establishment of a National Security Service Corps.

(2) PURPOSES.—The purposes of this section are to—

(A) provide mid-level employees in national security positions within agencies the opportunity to broaden their knowledge through exposure to other agencies;

1 (B) expand the knowledge base of national
2 security agencies by providing for rotational as-
3 signments of their employees at other agencies;
4 (C) build professional relationships and
5 contacts among the employees and agencies of
6 the national security community; and
7 (D) invigorate the national security com-
8 munity with exciting and professionally reward-
9 ing opportunities.
10 (b) DEFINITIONS.—In this section:
11 (1) AGENCY.—The term "agency" means an
12 agency of the Department of Defense, the Depart-
13 ment of State, the Department of Energy, the De-
14 partment of the Treasury, the Department of Jus-
15 tice, and the National Security Agency.
16 (2) BOARD.—The term "Board" means the Na-
17 tional Security Service Board established under sec-
18 tion 5379B(f)(2) of title 5, United States Code.
19 (3) CORPS.—The term "Corps" means the Na-
20 tional Security Service Corps.
21 (4) CORPS POSITION.—The term "corps posi-
22 tion" means a position that—
23 (A) is a position—
24 (i) at or above GS–12 of the General
25 Schedule; or

1 (ii) in the Senior Executive Service;
2 (B) the duties of which do not relate to in-
3 telligence support for policy; and
4 (C) is designated by the head of an agency
5 as a Corps position.
6 (c) GOALS AND ADMINISTRATION.—The Board
7 shall—
8 (1) formulate the goals of the Corps;
9 (2) resolve any issues regarding the feasibility
10 of implementing this section;
11 (3) evaluate relevant civil service rules and reg-
12 ulations to determine the desirability of seeking leg-
13 islative changes to facilitate application of the Gen-
14 eral Schedule and Senior Executive Service per-
15 sonnel systems to the Corps;
16 (4) create specific provisions for agencies re-
17 garding rotational programs;
18 (5) formulate interagency compacts and cooper-
19 ative agreements between and among agencies relat-
20 ing to—
21 (A) the establishment and function of the
22 Corps;
23 (B) incentives for individuals to participate
24 in the Corps;
25 (C) professional education and training;

1 (D)(i) the process for competition for a
2 Corps position;
3 (ii) which individuals may compete for
4 Corps positions; and
5 (iii) any employment preferences an indi-
6 vidual participating in the Corps may have
7 when returning to the employing agency of that
8 individual; and
9 (E) any other issues relevant to the estab-
10 lishment and continued operation of the Corps;
11 and
12 (6) not later than 180 days after the date of
13 enactment of this section, submit a report to the Of-
14 fice of Personnel Management on all findings and
15 relevant information on the establishment of the
16 Corps.
17 (d) CORPS.—
18 (1) PROPOSED REGULATIONS.—Not later than
19 180 days after the date on which the report is sub-
20 mitted under subsection (c)(6), the Office of Per-
21 sonnel Management shall publish in the Federal
22 Register, proposed regulations describing the pur-
23 pose, and providing for the establishment and oper-
24 ation of the Corps.

1 (2) COMMENT PERIOD.—The Office of Per-
2 sonnel Management shall provide for—
3 (A) a period of 60 days for comments from
4 all stakeholders on the proposed regulations;
5 and
6 (B) a period of 180 days following the
7 comment period for making modifications to the
8 regulations.
9 (3) FINAL REGULATIONS.—After the 180-day
10 period described under paragraph (2)(B), the Office
11 of Personnel Management shall promulgate final
12 regulations that—
13 (A) establish the Corps;
14 (B) provide guidance to agencies to des-
15 ignate Corps positions;
16 (C) provide for individuals to perform peri-
17 ods of service of not more than 2 years at a
18 Corps position within agencies on a rotational
19 basis;
20 (D) establish eligibility for individuals to
21 participate in the Corps;
22 (E) enhance career opportunities for indi-
23 viduals participating in the Corps;

1 (F) provide for the Corps to develop a
2 group of policy experts with broad-based experi-
3 ence throughout the executive branch; and
4 (G) provide for greater interaction among
5 agencies with traditional national security func-
6 tions.
7 (4) ACTIONS BY AGENCIES.—Not later than
8 180 days after the promulgation of final regulations
9 under paragraph (3), each agency shall—
10 (A) designate Corps positions;
11 (B) establish procedures for implementing
12 this section; and
13 (C) begin active participation in the oper-
14 ation of the Corps.
15 (e) ALLOWANCES, PRIVILEGES, ETC.—An employee
16 serving on a rotational basis with another agency pursuant
17 to this section is deemed to be detailed and, for the pur-
18 pose of preserving allowances, privileges, rights, seniority,
19 and other benefits with respect to the employee, is deemed
20 to be an employee of the original employing agency and
21 is entitled to the pay, allowances, and benefits from funds
22 available to that agency.
23 (f) AUTHORIZATION OF APPROPRIATIONS.—There
24 are authorized to be appropriated to the Office of Per-

1 sonnel Management such sums as may be necessary to
2 carry out this section.

3 TITLE IV—MISCELLANEOUS 4 PROVISIONS

5 **SEC. 401. CONTENT OF STRATEGIC PLANS.**

6 Section 306(a)(3) of title 5, United States Code, is
7 amended by inserting before the semicolon the following:
8 ", a discussion of the extent to which specific skills in the
9 agency's human capital are needed to achieve the mission,
10 goals and objectives of the agency, especially to the extent
11 the agency's mission, goals and objectives are critical to
12 ensuring the national security".

13 **SEC. 402. PERFORMANCE PLANS.**

14 Section 1115(a)(3) of title 31, United States Code,
15 is amended by inserting before the semicolon the following:
16 ", and should give special attention to the extent to which
17 specific skills are needed to accomplish the performance
18 goals and indicators that are critical to ensuring the na-
19 tional security".

20 **SEC. 403. GOVERNMENTWIDE PROGRAM PERFORMANCE**
21 **REPORTS.**

22 Section 1116 of title 31, United States Code, is
23 amended—

24 (1) in subsection (b)(1), by inserting before the
25 period the following: ", and shall specify which per-

1 formance goals and indicators are critical to ensur-
2 ing the national security"; and
3 (2) in subsection (d)(3)—
4 (A) in subparagraph (B), by striking
5 "and" at the end;
6 (B) in subparagraph (C), by adding "and"
7 after the semicolon; and
8 (C) by adding at the end the following:
9 "(D) whether human capital deficiencies in
10 any way contributed to the failure of the agency
11 to achieve the goal;".

○

Response to Question asked for the Record of Mr. Winstead

Question:

S. 1800 establishes the National Security Service Board, made up of the Office of Personnel Management (OPM) and certain Federal agencies. The Board's function is to coordinate the bill's fellowship and employee rotation programs with workforce planning goals. By doing so, we hope to ensure that National Security Fellows locate meaningful and appropriate positions in the Federal Government. I understand that existing fellowship and recruitment programs are experiencing high attrition levels. This is particularly true of the Presidential Management Intern Program. Would you provide for the record, what fellowship opportunities now exist Government-wide, as well as those that target specific national security skills and include the number of participants in each program as well as the individual program recruitment, retention and attrition levels?

Answer:

The following is a list of the Government-wide fellowship programs of which we are aware. We have provided a description of each program (taken from program Web sites) as well as any available recruitment, retention, and attrition statistics. We have not included programs administered by private programs, such as the National Physical Science Consortium Graduate Fellowships, even though they may receive substantial support from the Federal Government.

National Security Targeted Programs

(1) *National Defense Science and Engineering Graduate Fellowships*

As a means of increasing the number of United States citizens trained in disciplines of military importance in science and engineering, the Department of Defense (DOD) plans to award approximately 200 new 3-year graduate fellowships in April 2002, based upon available funding. DOD will offer these fellowships to individuals who have demonstrated ability and special aptitude for advanced training in science and engineering. National Defense Science and Engineering Graduate (NDSEG) Fellowships will be awarded for study and research leading to doctoral degrees in mathematical, physical, biological, oceanic, and engineering sciences.

In the first 13 years of the program, approximately 1,600 fellowships have been awarded from about 26,500 applications received. New fellowships offered in April 2002, will be for tenured periods of 3 years. NDSEG Fellows do not incur any military or other service obligation.

(2) *National Security Education Program*

The National Security Education Program (NSEP) was established by the National Security Education Act of 1991. NSEP is composed of three program elements: The David L. Boren Graduate Fellowships, administered by the Academy for Educational Development; the David L. Boren Undergraduate Scholarships, administered by the Institute of International Education

(IIE); and an institutional grants program for United States colleges and universities to internationalize their curricula. The mission of the program is to lead in developing the national capacity to educate United States citizens to understand foreign cultures, strengthen the United States' economic competitiveness, and enhance international cooperation and security.

Recipients of NSEP scholarships and fellowships incur an obligation to work for an office or agency of the Federal Government involved in national security affairs or in higher education. These individuals, who are extraordinarily gifted students with strong international interests, have degrees in areas such as business, economics, law, agriculture, applied sciences, history, and social sciences. They all may be hired as full-time permanent employees, full-time temporary employees, paid interns, or, if they so desire, as unpaid interns.

Since the first competition in 1994, over 5,900 students attending more than 750 United States colleges, universities, and community colleges have submitted applications for NSEP scholarships to study abroad. These applicants proposed study of 75 languages and cultures in 80 countries not commonly chosen by Americans as study abroad destinations. From among these applicants, approximately 1,830 students in the first 8 competitions went on to earn NSEP scholarships to study more than 55 languages in more than 65 countries.

Other Programs

(1) *Fascell Fellowship Program*

In 1986, Congress authorized the Department of State to establish a limited number of Fellowship opportunities for service at United States diplomatic or consular missions in Eastern Europe and the former Soviet Union. This authority was expanded in 1990 to offer Fellowships worldwide, and they are now available in China. Due to limited funding, the program continues to be restricted to certain geographic areas. The purpose of the legislation, which is referred to as the "Fascell Fellowship Act," is to allow Fellows to serve on a short-term basis at United States diplomatic or consular missions in order to obtain first-hand exposure to the culture of those countries selected for participation in this program. Fellowships are intended for, but not necessarily limited to, teachers, scholars, academics, and other individuals currently enrolled in or recently graduated from a graduate level program focused on Eastern European, Slavic, or Mandarin languages.

(2) *Federal Career Intern Program*

Created in December 2000, agencies use this new program to recruit and attract exceptional individuals with a variety of experience, academic disciplines, or competencies necessary for the effective analysis and execution of public programs. Agencies hire at grades GS-5 through 9; persons are appointed for no more than 2 years. During the program, the intern must participate in a formal training program and job assignments to develop competencies appropriate to the

agency's mission and needs. Upon successful completion of the internship, the intern is eligible for permanent civil service employment. As of December 2001, 446 such interns were on board in Federal agencies.

(3) *Fulbright Program*

The United States Congress created the Fulbright Program in 1946, immediately after World War II, to foster mutual understanding among nations through educational and cultural exchange. The Fulbright Program has provided more than 234,000 participants, chosen for their leadership potential, with the opportunity to observe other countries' political, economic, and cultural institutions. The United States Student Program awards approximately 900 grants annually and currently operates in over 140 countries worldwide. The primary source of funding for the Fulbright Program is an annual appropriation made by Congress to the Department of State. The Bureau of Educational and Cultural Affairs of the Department of State, under policy guidelines established by the J. William Fulbright Foreign Scholarship Board and in cooperation with a binational Fulbright Commissions and Foundations and the Public Affairs Sections of United States Embassies abroad, sponsors the Program. The Institute of International Education coordinates the activities relevant to the United States Student Program and conducts an annual competition for the scholarships, most of which are for 1 academic year of study or research. In the United States' Student Fulbright Competition for 2001/2002, 4,014 applications were received for 960 available grants.

(4) *Jacob K. Javits Fellowship Program*

This program, established by section 701C of the Higher Education Act of 1965, as amended, provides financial assistance to students who have demonstrated (1) superior academic ability and achievement, (2) exceptional promise, and (3) financial need to undertake graduate study leading to a doctoral degree or Master of Fine Arts. The Department of Education awards fellowships in selected fields of study of the arts, humanities, and social sciences. No service obligation is incurred. In Fiscal Year 2002, 94 new fellowships were awarded and an estimated 245 fellowships continued.

(5) *National Academies of Science Fellowships*

The National Academies of Science administer the following fellowship programs: the Ford Foundation Predoctoral, Dissertation, and Postdoctoral Fellowships for Minorities; the Howard Hughes Medical Institute Predoctoral Fellowships in Biological Sciences; the Department of Energy Integrated Manufacturing and Processing Predoctoral Fellowship Program; and the Housing and Urban Development Urban Scholars Postdoctoral Fellowship Program.

(6) *National Science Foundation Graduate Fellowships*

The National Science Foundation (NSF) seeks to ensure the vitality of the human resources base of science, mathematics, and engineering in the United States and to reinforce its diversity. A

competition is conducted for Graduate Research Fellowships, with additional awards offered for women in engineering and computer and information science. NSF Graduate Fellowships offer recognition and 3 years of support for advanced study to approximately 900 outstanding graduate students in the mathematical, physical, biological, engineering, and behavioral and social sciences, including the history of science and the philosophy of science, and to research-based Ph.D. degrees in science education. Approximately 90 awards will be in the Women in Engineering and Women in Computer and Information Science components.

(7) *Presidential Management Intern Program*

The Presidential Management Intern (PMI) Program attracts outstanding master and doctoral level (or equivalent) students from a wide variety of academic disciplines. These individuals have an interest in, and a commitment to, a career in the analysis and management of public policies and programs. Individuals are nominated by their colleges and universities. Selection as a PMI finalist is based on the candidate's participation and performance in a structured assessment center process, which includes an evaluation of a candidate's oral and writing skills. No more than 400 PMIs may be hired each year (the number is based on the Executive order governing the PMI Program). PMIs are hired at the GS-9 level, and are promoted to the GS-11 after 1 year of service. Internships are 2 years in length. After satisfactory completion of the internship, PMIs are eligible for permanent civil service employment.

During the application period of September 1 - October 1, 2000, OPM received 1,801 PMI applications. The resulting PMI finalist class had 381 PMIs hired by Federal agencies by the end of Fiscal Year 2001. During this year's application period, 2,257 people applied. OPM expects between 350-400 hires from the PMI finalist pool. On average over the last 5 years, agencies have hired about 350 PMIs each year. Anecdotally, the retention for that period runs between 90-95 percent for most agencies, as low as 80 percent for some — depending on the agency and what experiences they have to offer the PMI.

In November 2001, the Merit Systems Protection Board issued a report, "Growing Leaders: The Presidential Management Intern Program." That report, while recognizing the many successes of the program, offered suggestions for improvement. In addition, suggestions for strengthening the program in the face of the Government's need for future leaders have come from a variety of sources. Responding to these suggestions, Director James has requested a top-to-bottom review of the program. Recommendations are being prepared for the Director's consideration that would strengthen OPM's management of the program, revitalize the internship experience itself, and create a clearer set of agency and supervisory expectations about the program and its operations. Once decided, enactment of these recommendations will result in a stronger, more focused Presidential Management Intern Program for the future.

(8) *Student Educational Employment Program*

Agencies use this program to attract talented students to Federal public service. It provides students an opportunity to earn money and continue their education, to train with people who manage the day-to-day business of the Federal Government, and to combine the students'

academic studies with on-the-job experiences. Students who participate in the Student Career Experience component (or "co-op") part of the program are eligible for permanent civil service employment after they complete education requirements and work at least 640 hours. As of December 2001, OPM's Central Personnel Data File (CPDF) indicates that 24,600 such students were on board in Federal agencies. (This number does not reflect those students who work only during certain parts of the year — for example, during spring or summer breaks.)

(9) *White House Fellows*

Since 1964, White House Fellowships have offered outstanding young Americans the opportunity to participate in the day-to-day business of governing the Nation. After a highly competitive selection process, 11 to 19 men and women are chosen to serve for a year as White House Fellows. Each fellow works full time as a Special Assistant to a Cabinet member or senior Presidential advisor and also participates in an education program designed to nurture his or her development as a leader.

**GOVERNMENTAL AFFAIRS SUBCOMMITTEE
ON INTERNATIONAL SECURITY, PROLIFERATION
AND FEDERAL SERVICES HEARING ON
CRITICAL SKILLS FOR NATIONAL SECURITY:
THE HOMELAND SECURITY FEDERAL WORKFORCE ACT (S. 1800)**

**QUESTIONS FOR MR. DONALD J. WINSTEAD
FROM CHAIRMAN DANIEL AKAKA**

QUESTION 1
The agencies represented at the hearing on March 12, 2002, testified that they need additional people with critical skills in math, science and foreign languages to meet current and future missions. The Homeland Security Federal Workforce Act would establish a National Security Service Board, chaired by the Office of Personnel Management (OPM), to identify the skills needed most by the Government. This Board would also establish a plan to recruit some of the people agencies need with those skills.

Does OPM currently monitor national security workforce requirements, and if so how?

ANSWER
OPM does not currently monitor national security workforce requirements.

QUESTION 2
Your testimony states that the National Security Service Corps concept already exists and the option for rotational assignments is included in current programs. However, according to the Hart-Rudman Commission's Phase III Report, an OPM survey of Senior Executives indicated that only 9 percent of those interviewed had worked in other agencies since entering the Senior Executive Service.

What are the current rotational programs, how often are they used, and how are they coordinated?

What mechanism is in place that encourages Federal workers to participate in such programs?

ANSWER
The option for rotational assignments is included in the Presidential Management Intern program and in many agency Senior Executive Service candidate development programs. Statistics are not kept on the number of employees who actually rotate outside of their employing agencies. Rotations are coordinated by the employing agencies themselves. There is no particular mechanism in place to encourage Federal workers to participate in such programs.

**GOVERNMENTAL AFFAIRS SUBCOMMITTEE
ON INTERNATIONAL SECURITY, PROLIFERATION
AND FEDERAL SERVICES HEARING ON
CRITICAL SKILLS FOR NATIONAL SECURITY:
THE HOMELAND SECURITY FEDERAL WORKFORCE ACT (S. 1800)
MARCH 12, 2002**

**QUESTIONS FOR MR. DONALD J. WINSTEAD
FROM SENATOR RICHARD DURBIN**

The existing National Security Education Program (NSEP) provides fellowships and scholarships for the study of foreign languages, foreign area studies, and other international disciplines critical to national security in exchange for a period of Federal service.

Placement of these trained fellows in Federal agencies following their educational experience has proved challenging.

QUESTION 1
What is the Office of Personnel Management's role and responsibility to address problems with securing appropriate opportunities for these talented and skilled individuals to fulfill their obligation to Federal service?

ANSWER
The Office of Personnel Management (OPM) created a data base specifically designed to help match agencies with NSEP scholars. OPM has also established a Government-wide hiring authority that agencies can use to employ NSEP scholars. Agencies may employ NSEP scholars for up to 4 years under this authority.

QUESTION 2
How will requiring OPM's involvement in the National Security Fellowship Programestablished under our bill better facilitate the availability and accessibility of Federal positions for those enrolled in the program?

ANSWER
Requiring OPM involvement in the National Security Fellowship Program established under S. 1800 would not better facilitate the availability and accessibility of Federal positions for those enrolled in the program. There is little more that OPM could do that would change the staffing and budgetary realities that largely determine the availability and accessibility of positions within an agency.

Questions for the Record Submitted to Ms. Farrar

U.S. Department of Justice

Federal Bureau of Investigation

Washington, D. C. 20535-0001

May 30, 2002

Honorable Daniel K. Akaka
Chairman
Subcommittee on International
Security, Proliferations, and
Federal Services
United States Senate
Washington, DC 20510

Dear Mr. Chairman:

Thank you for your letter of March 28 regarding my testimony before the International Security, Proliferations, and Federal Services Subcommittee on March 12, 2002. I believe the information provided below responds to the questions you raised in referenced letter.

The principal challenge in developing our current student loan repayment program has been the restrictive nature of the qualifications for student loan repayment. Regulations require that the employee be likely to leave federal service in the absence of offering student loan repayment and that the agency would have difficulty in filling the position with a highly qualified candidate. At this point, we cannot estimate the number of employees who would meet this criteria. We do not currently track the number of employees with student loans nor can we estimate the number of employees we may lose if they do not receive repayment of their student loan. Historically, we have not had a retention problem for most of our positions, including the Special Agent position.

Since S. 1800 will allow agencies to offer student loan repayments to those in national security positions without waiting for the employee to contemplate leaving federal service, we believe its greater flexibility will assist the FBI to further its national security mission. If passed, S. 1800 would enable us to consider Special Agent applicants/employees in national security positions for this incentive where they would not be eligible under the current repayment authority.

Honorable Daniel K. Akaka

While we cannot estimate the number of employees in national security positions who would be eligible for this repayment incentive, it seems unlikely that we can identify sufficient resources to make loan repayments to all such employees within our current budget situation. For the current repayment authority, our review process is based upon individual recommendations that will require a check with the Finance Division before approval of any such student loan repayment to ensure the availability of funds. At this time, we do not plan to exclude any positions from receiving student loan repayments. We determined that the best approach is to approve/deny recommendations based upon the individual's qualifications and available funding. For these reasons, the other flexibilities found in S. 1800, i.e., the larger repayment benefit and a pool of funds, are also of specific interest to us.

You also wished to know some of the challenges the FBI has faced in convincing those with science and engineering backgrounds to make a career in government.

While we face hiring challenges, the nature of our mission, culture, and job opportunities allows us to attract applicants for all fields including scientific and engineering positions. After September 11th, we had an overwhelming response from prospective employees who wished to help the fight against terrorism. Through streamlining of lengthy employment processes, the Bureau is making headway in hiring the employees we need to meet our mission goals despite some initial delays in receipt of fiscal year 2002 funding.

One of our biggest competitive disadvantages remains, however, the compensation packages offered by private sector employers as compared to General Schedule pay. We are encouraged by some of the new recommendations being proposed for federal compensation such as pay banding and pay for performance as well as the recently approved authorities for repayment of student loans. FBI management encourages Congress and the Office of Personnel Management to continue efforts to provide more flexibilities to enhance compensation for federal employees.

Sincerely yours,

Sheri A. Farrar
Assistant Director
Administrative Services Division

Questions for the Record Submitted to
Ms. Ruth A. Whiteside by
Chairman Daniel Akaka (No. 1)
Senate Governmental Affairs Subcommittee on International
Security, Proliferation, and Federal Services
March 12, 2002

Question:

Like other Departments, funding for the Department of State's student loan repayment program would be drawn from salary and expense accounts. During the hearing, you mentioned that the Department of State requested $7 million for its student loan repayment program this year, but you had received only $2 million.

How will this shortfall affect the State Department's student loan repayment program currently under development, and how many people do you predict will be left out as a result?

As you know, S. 1800 would provide funding for student loan repayment separate from agency budgets and would increase loan repayment amounts from what is currently authorized. Do you believe this would complement the program currently under development at State? How could it reach more of your workforce?

Answer:

Our request was based on initial assumptions that the program could be made available to all employees with outstanding student loans. We recognize now that not all employees with loans will be eligible under the language of the legislation and OPM's regulations. Eligibility will be based on categories of employees which have posed recruitment or retention challenges. Limited funding may mean that if the benefit is provided equally to all who meet the eligibility requirements, it will result in our providing less than the annual maximum.

Funding - not just authorization - is important to the ability of agencies to offer these kinds of incentives. We believe, however, that it is more effective to have agencies manage the programs and the funding themselves, by requesting appropriations if necessary.

We are concerned that creation of another set of criteria for employees to qualify for loan repayments and a different repayment amount under S. 1800 may result in perceptions of inequity and confusion that could negatively impact our efforts to recruit and retain employees. We believe expansion of existing authorities would be more useful.

Questions for the Record Submitted to
Ms. Ruth A. Whiteside by
Chairman Daniel Akaka (No. 2)
Senate Governmental Affairs Subcommittee on International
Security, Proliferation, and Federal Services
March 12, 2002

Question:

During the hearing you mentioned the National Security Education Program (NSEP) and the challenges it faces in placing its graduates into federal jobs. In S. 1800, OPM would establish and implement a program to award National Security Fellowships, in part, to better ensure the placement of its graduates into the federal government.

What do you believe are some of the reasons NSEP has had problems in placing its graduates into government positions?

Do you believe OPM's involvement in our proposed fellowship program could better ensure the placement of college graduates in the Department of State?

Answer:

We are not aware that there are difficulties in the initial placement of fellows.

However, if agencies wish to attract NSEP candidates and retain them for a career in that agency, the lack of non-competitive eligibility can be a disincentive to both managers and NSEP fellows. The existing regulations permit the non-career appointment, for a maximum of four years, of NSEP fellows who have completed their education. For interim needs, this kind of program can be very useful.

OPM has been very involved in facilitating the placement of NSEP graduates. They developed and help maintain a database of the resumes of all the NSEP graduates available for placement. This database can be accessed by human resources staff and line managers in federal agencies, to identify graduates with the specific skills required by their agencies.

If the decision were made to modify the existing NSEP program, we believe that placement into permanent positions would be best managed by agencies which would be in the best position to determine their needs.

Questions for the Record Submitted to
Ms. Ruth A. Whiteside by
Chairman Daniel Akaka (No. 3)
Senate Governmental Affairs Subcommittee on International
Security, Proliferation, and Federal Services
March 12, 2002

Question:

Your testimony identifies the lack of science and math expertise as a growing problem at the Department of State. Like the State Department, the U.S. Army has recognized the need for more science and math experts. This is an immediate challenge for the U.S. Army, as it expects to lose half of its scientists and engineers over the next two to five years.

What measures does the Department of State currently have in place to recruit and train its science and technology workforce?

How does the Department of State intend to avoid the problems other government agencies are experiencing in retaining individuals with science and math expertise?

Answer:

Some domestic Civil Service positions have always placed a premium on scientific or engineering credentials, and this practice will continue. Our "Science at State" initiative - led by the Secretary's Science and Technology Adviser - is less than two years old, but substantial progress has been made to augment science and technology capacity across the Department.

To jump-start the initiative, the Adviser arranged for additional detailees from technical agencies and initiated new fellowship programs from professional scientific societies to place experts in the Department and embassies for 1-3 year assignments. A traditional mainstay for augmenting our scientific workforce - the Science and Diplomacy Fellowship Program organized by the American Association for the Advancement of Science (AAAS)- has been expanded to benefit regional bureaus, agricultural, economic, intelligence and functional offices other than the traditional AAAS beneficiary, the Bureau of Oceans and International Environmental and Scientific Affairs. We expect to at least double our AAAS Fellows from 12 to 24 this year.

Also, our voluntary internship program for college students now includes aspiring young scientists and engineers. Like the AAAS Fellows, many are so enthusiastic about the experience that they aspire to continue their careers with the Department.

Finally, as noted in my testimony on March 12, 2002, we are also actively recruiting people with science and technology credentials to serve in the diplomatic corps. With a 21st century foreign policy agenda permeated with science and technology, employees with scientific and technical skills are valuable assets when we deal with complex issues such as genetically modified foods or export control systems.

Training for the modern science and technology workforce is evolving on several fronts. The Foreign Service Institute is augmenting its curriculum on global and transnational issues, which have their foundations in science and technology, and continuing traditional courses on environment, science and technology tradecraft. To help educate both Department scientists and other personnel, the Adviser co-sponsors with other State bureaus and intelligence community counterparts workshops, roundtables and seminars on specific issues such as invasive species, remote sensing technologies, biotechnology and nanotechnology.

The retention of such expertise is a constant challenge to all Federal agencies, the State Department included. We believe that more can be done to demonstrate to new employees that the total Federal career package - including health insurance and retirement - actually provides significantly stronger benefits in many cases than a career in the private sector.

Questions for the Record Submitted to
Ms. Ruth A. Whiteside by
Chairman Daniel Akaka (No. 4)
Senate Governmental Affairs Subcommittee on International
Security, Proliferation, and Federal Services
March 12, 2002

Question:

With respect to the language program, the General Accounting Office testified that the State Department has yet to "pursue overall strategic planning in this area" and that foreign language initiatives at the Department of State are not part of a coordinated plan of action in regard to recruitment, training, pay incentives, and workforce restructuring. Yet in your testimony you seem to indicate that you are satisfied with these programs.

Would you respond to GAO's assessment?

Answer:

Languages are integral to our work and are important to our mission. We do not have a separate workforce plan for languages because each of our employees is required to do much more than use a foreign language. We do not need linguists who are also diplomats, we need diplomats who are also linguists. We have a comprehensive, coherent approach to meeting our language needs that fits with our unique Foreign Service system. It addresses many of the elements of workforce planning in the OPM model GAO references, but is tailored to our system.

- We have targeted outreach to attract candidates for the Foreign Service who have language skills. We hire Foreign Service employees based on a wide range of skills that are carefully selected to predict success in this career. Language skills are not a primary focus, but we actively seek candidates who possess language skills in addition to the required skills.

- Language needs vary from year to year based on international realities and policy priorities. Long-term projections are difficult and hiring to those projections would not be responsive enough to the changing needs. We do not believe that rigid planning in the sense of projecting needs and

hiring to them would help meet our staffing and proficiency shortfalls.

- We do work to anticipate coming broad trends in language needs and build needed capacity. For example, we are preparing to produce increasing numbers of Chinese and Arabic speakers that will be increasingly in demand in the coming years, even though we do not have current assignments for them. What we will also need in coming years as the international environment continues to shift is not just language skills but relevant experience and diplomatic skills -- for that we must turn to our employees who are already on board. For that reason we have a system that is responsive and relies on internal resources.

- To identify those changing needs on the ground, every year we undergo a detailed and comprehensive review of language needs by posts. This process begins with posts identifying new or changed needs. Requests are reviewed in Washington.

- Employees are selected for positions based on a range of qualifications, including language.

- The Foreign Service Institute is able to flexibly adjust training to meet needs and produce the language skills in employees that the service requires.

- We instituted a new language incentive pay plan in 1999 to create incentives for the study and use of hard languages. It is too early to assess its effectiveness because many employees assigned under the new system have only recently arrived at their posts.

- Finally, with regard to Civil Service and domestic language needs, we do very targeted recruitment for those positions - many of which are for interpreters and translators - and also rely on contractors - a flexibility that allows us to respond to rapidly changing needs.

Questions for the Record Submitted to
Ms. Ruth A. Whiteside by
Chairman Daniel Akaka (No. 5)
Senate Governmental Affairs Subcommittee on International
Security, Proliferation, and Federal Services
March 12, 2002

Question:

One of the points you made on S.1800 is that individual agencies need to have sufficient control over the proposed loan repayment program and National Security Fellowships.

What additional controls would you recommend?

Answer:

We believe that primary responsibility to implement incentive programs for recruitment and retention should reside in each agency. Within broad statutory and regulatory guidelines, agencies should designate eligible employees or positions, request or identify funding, and design implementation. This would put the responsibility on agencies which are in the best position to know what their needs are and to change the programs as their needs change. In addition, it would provide accountability for the use of funds. The current student loan repayment program is operating in this fashion.

Questions for the Record Submitted to
Ms. Ruth A. Whiteside by
Senator Richard Durbin (No. 1)
Senate Governmental Affairs Subcommittee on International
Security, Proliferation, and Federal Services
March 12, 2002

Question:

Can you please elaborate and share what the State Department has done in response to the law permitting loan repayments?

Answer:

The State Department has drafted a policy and has begun work to develop procedures that will implement a broadly based student loan repayment program. Our objective has been to structure the program to include as many employees as possible under criteria that are fair, objective, and transparent. We have focused on categories of employees which have posed recruitment or retention challenges, rather than on individuals.

Questions for the Record Submitted to
Ms. Ruth A. Whiteside by
Senator Richard Durbin (No. 2)
Senate Governmental Affairs Subcommittee on International
Security, Proliferation, and Federal Services
March 12, 2002

Question:

How have you addressed a concern that without additional funding, agencies must deplete otherwise scarce resources in your budgets and trade off other priorities in order to underwrite the cost of offering loan forgiveness in appropriate circumstances?

Answer:

Initially, the Department plans to allocate available funds budgeted for this program equally to all eligible employees, even if it results in our providing less than the annual maximum. We did not reallocate funds from other programs to augment the student loan program. Once we have the program implemented, we plan to adjust our budget request for this program based on actual requirements rather than on estimates.

Questions for the Record Submitted to
Ms. Ruth A. Whiteside by
Senator Richard Durbin (No. 3)
Senate Governmental Affairs Subcommittee on International
Security, Proliferation, and Federal Services
March 12, 2002

Question:

Could you please give us more insight into the Secretary's Diplomatic Readiness Initiative and how our legislation complements or conflicts with that endeavor?

Answer:

The Diplomatic Readiness Initiative is one of the Secretary's top priorities. Without adequate staffing to allow for training and to respond to crises, we will not be able to carry out the foreign policy priorities of the President.

The Diplomatic Readiness Initiative is a multi-year plan to recruit, hire, train, and deploy the additional people we need around the world. This is above hiring to attrition and other specific hiring such as for security, consular, or IT needs.

These new positions will help us meet our mission by providing: overseas staffing increases to meet emerging and long-neglected needs, "bench strength" to respond to crises without taking resources from other important work, a personnel float to allow training and to prevent staffing gaps.

The concept underlying S.1800 echoes the intent of the Secretary's Diplomatic Readiness Initiative--to bring the best into government service. We support efforts to ensure that the federal workforce has the people it needs to fulfill homeland security missions.

Questions for the Record Submitted to Ms. Groeber

Senate Committee on Governmental Affairs
Hearing on Critical Skills for National Security and
the Homeland Security Federal Workforce Act (S. 1800)
March 12, 2002

Question from Senator Akaka

Question 1: Your testimony stressed that while the Department of Defense fully supports collaborative approaches with other agencies, S. 1800 would complicate the ability of the Department to manage its national security workforce and may not allow for necessary flexibilities. What additional flexibilities would you like to see?

Answer: In general, we believe that program effectiveness and accountability are best served when agencies retain essential executive and managerial responsibilities.

Under Title I (Student Loan Repayment Pilot Program), we would urge that the legislation allow the agency head to establish, implement, and report on a pilot program, identify eligible national security positions, and recruit for those positions under regulations issued by the Office of Personnel Management. However, for purposes of equity, it would be far more useful to expand the existing student loan repayment program.

Similarly, under Title II (Fellowships for Graduate Students), we would urge that the legislation allow the agency head to establish, implement, and report on a program, determine eligible positions critical to the national security mission of the agency (e.g., information assurance positions) under governmentwide implementation guidance. We also believe that a National Security Service Board should provide only general guidance and oversight rather than programmatic direction and be chaired by an agency with national security responsibilities, possibly on a rotating basis. We address more specific questions about the Board in the next question of the subcommittee.

As a technical matter, under sections 101, 201, and 301, the National Security Agency does not need to be listed separately since it is a component of the Department of Defense.

Senate Committee on Governmental Affairs
Hearing on Critical Skills for National Security and
the Homeland Security Federal Workforce Act (S. 1800)
March 12, 2002

Question from Senator Durbin

Question 2: In your testimony, you express concern about the structure of the National Security Service Board and its role in determining which specific positions will be eligible for enhanced loan forgiveness. As provided in our bill, representatives from each of the relevant national security agencies would serve on this board, which we envision to be an interagency working group to address how the federal government can build and retain a skilled workforce. 1) What aspects of the National Security Board are problematic? 2) What would you suggest as an alternative way to achieve a better balance and broad representation?

Answer: We appreciate the opportunity to expand on our initial concerns. We agree as the bill says that "the Federal Government has an interest in ensuring that (employees) are prepared to meet the challenges of this changing international environment." That responsibility presently lies with agency heads and we believe should remain there. They are accountable for managing human, fiscal, and technological resources and cooperating with other organizations in order to accomplish the mission. We are concerned that the proposed powers of the board would complicate, duplicate or dilute that responsibility by mediating assignments, evaluating civil service rules, determining legislative changes, creating requirements for agencies regarding rotational programs, developing incentives for individuals to participate, designing professional education and training, and brokering return assignments.

It may be useful to consider the experience of this Department in implementing a program of joint officer management for military personnel. It created a new specialty and rotational assignments, was based on an existing and highly systematic approach to officer development, included a new educational program, and relied on administrative mechanisms rather than a board structure.

We believe that creation of a board and a corps requires addressing a broad range of critical issues. These issues, which would guide the development of a career management model, include strategic clarity, organizational readiness, resource sufficiency, and employee investment. Such a program needs to be very clear in its intent, grounded on systematic programs of employee development and advancement within participating organizations, facilitated by fiscal, human, technological and communications resources, and supported by employees. The challenge is great as the purpose is good. However, without a lot more discussion, we are concerned that the corps and the board could miss the mark and prove to be either too big or too exclusive, too costly or underfunded.

Questions for the Record Submitted to Mr. Davis

QFRs from 12 March 2002 Governmental Affairs Subcommittee hearing on critical skills for National Security and NSA's answers:

Your written testimony mentions that at times former employees are brought back to NSA as "cryptologic reservists" to augment your workforce for short periods and play a key role in meeting "surge requirements" and providing technical expertise. When are these "surge requirements" needed most?

(U//FOUO) Surge requirements exist during times of crisis when expertise in our critical skill areas and experience in time sensitive operations are most needed. The best example of a surge requirement where cryptologic reservists have proven their worth has been in the aftermath of September 11th. Prior to that time, cryptologic reservists were used sparingly, primarily in the areas of Signals Intelligence, Information Assurance and technical disciplines.

Are there instances where NSA, despite the participation of theses "reservists" may not have enough of the people and skills it needs to respond?

(U//FOUO) Even with the augmentation of the cryptologic workforce with former employees serving in the cryptologic reserve, NSA continues to have requirements for linguists and analysts that it attempts to fill through redeployment of existing resources, training, hiring, and contracting. As mission priorities change, the workforce must be constantly reconfigured to meet the most pressing requirements. While the cryptologic reserve is not the long-term answer to meeting these needs, participants are a valuable addition to the workforce and provide a wealth of knowledge and expertise that can be brought to bear immediately on pressing problems as longer term solutions are identified and implemented.

Question: Can you further describe NSA's successful math program and how your support of this initiative ensures that NSA has the requisite skilled staff?

(U//FOUO) Mathematics at the National Security Agency is the core discipline and its technical health is one of our highest priorities. The Agency mathematics community is led by senior mathematicians from the Signals Intelligence Directorate, the Information Assurance Directorate, and Associate Directorate of Research. They work in close collaboration to ensure that every aspect of a mathematician's career development meets the highest professional standards. Major elements of our strategic plan for mathematics were set in motion in 1987 and this long-term planning has had a dramatic effect on the quality of our program. Essential elements of the plan include:

(U//FOUO) A Mathematics Hiring Committee (MHC) composed of mathematicians who carefully interview all math hiring candidates. The committee is chaired by a

mathematician who devotes a year, full-time, to the post. Candidates are interviewed by three committee members and present a technical talk on their work. The MHC reviews all transcripts, three letters of recommendation, interview reports, and technical presentation to arrive at an overall score. Final hiring decisions are made by the Mathematics Hiring Approval Board, a group of senior mathematicians chaired by the Chief of the Mathematics Research Group. This process has ensured that the mathematicians hired at NSA over the past decade are of the highest quality.
Over the past six years numerous mathematicians have been hired; 60% at the PhD level, 20% at the Masters level, 20% at the Bachelors level. This involvement of the Agency mathematics community in the hiring process is unique and vital.

(U) In order to attract top mathematical talent, the Agency mathematics community sends a large contingent to the annual meetings of the American Mathematical Society and the Mathematical Association of America each January. At these meetings we interview well over 100 new PhDs in mathematics for employment at NSA.

(U//FOUO) All new NSA mathematicians begin their career in one of the Agency mathematics development programs. These are three year programs that allow mathematicians to spend 6-8 month tours working in technical offices across the Agency. In addition to providing a diverse set of work experiences, these tours allow new mathematicians to meet and interact with many colleagues and select an area where their skills and interests fit for extended assignments after graduation. A large number of formal courses are taken by program participants over the course of the three years, including courses in cryptologic mathematics, computer network exploitation, telecommunications, and information assurance.

(U//FOUO) In addition to the Mathematics Research, the Signals Intelligence Directorate sponsors Research Pods that allow mathematicians from all across the Agency to collaborate on special projects for 6-12 month periods. Over 30 Pods have taken place in recent years, covering a broad range of topics in cryptology, network analysis, emerging technology, and information processing. These opportunities for mathematicians to participate in research activities have ensured that the mathematics community at large is continually educated on the latest technical advances and that they can respond with great agility to mission-critical problems.

(U//FOUO) Work and success on mathematical problems at NSA is characterized by extensive cross-organizational teamwork and by multi-disciplinary teams in which mathematicians collaborate with computer scientists, engineers, and intelligence analysts. Mathematicians are problem solvers, and NSA mathematicians are famous for taking on any type of technical challenge.

Question: Based on your success, what recommendations or lessons learned can you share with other agencies which may benefit their efforts to recruit employees with specific skill levels?

(U) We ensure the future success of mathematics at NSA by a number of key outreach efforts to the greater U.S. mathematics community. These efforts include funding of Research Experiences for Undergraduates (REUs) at major universities and a Mathematical Sciences Program that provides individual researcher grants to U.S. mathematics professors. Our most important outreach effort is the nationally famous Director's Summer Program. This program attracts the very best undergraduate mathematics majors in the country to work at NSA, fully cleared, on some of our hardest problems. This program is not a recruitment effort - it is our way of making contact with the future professorship of the major U.S. universities. The program is in its 13th year and the results have been outstanding. Former participants are now at major universities across the country and many of them consult for the Agency. They will help to ensure that the next generation of students is aware of the Agency as an excellent career option and that the importance of our mission is appreciated by all.

(U) The Mathematics Education Partnership Program is a National Security Agency outreach program to promote mathematics and science education at non-profit educational institutions. Working within the Office of the NSA Chief Technical Officer, the MEPP staff coordinates the activities of hundreds of Agency volunteers. Selected MEPP activities include:

- The Mathematics Speakers Bureau: NSA volunteers author and present a variety of interactive mathematics and science talks in local schools.

- Excess Equipment Program: NSA transfers excess computers and laboratory equipment to non-profit educational institutions to support mathematics and science education.

- Summer Institutes: NSA provides funding, planning, and staffing for one or two week workshops and camps designed to encourage the learning of mathematics, the adoption of advanced teaching techniques, and the use of technology in the classroom.

- Project TEAM Grants: NSA provides funding for equipment and materials in the instruction of mathematics, science, and technology. All teachers, who have attended one of the summer institutes, are eligible for these grants.

Dr. Susan Westin of GAO's Response
to Question from Governmental Affairs Subcommittee
On International Security, Proliferation and Federal
Services Hearing on
Critical Skills for National Security:
The Homeland Security Federal Workforce Act (S. 1800)
March 12, 2002

Question from Senator Daniel Akaka

1. Your testimony mentions pending federal retirements of employees with key math and science backgrounds by the end of FY 2006.

Why do you believe there aren't more individuals with math and science backgrounds entering government?

Answer

The federal government must compete for talented individuals with state and local governments as well as with the private sector. Generally speaking, individuals with math and science backgrounds must consider a range of factors when deciding among employers: salary, work environment, the nature of the job, location, mobility, opportunities for advancement and how quickly that is likely to occur, and employer stability. Other factors, such as prior internships with an employer, are also likely to influence individual decisions about employment. Taking these factors into consideration, individuals with math and science backgrounds may not necessarily consider the federal government to be their employer of choice.

Consequently, as noted in my testimony and a recent GAO report, *Federal Employee Retirements: Expected Increase Over the Next 5 Years Illustrates Need for Workforce Planning* (GAO-01-509, Apr. 27, 2001), federal agencies should identify both current and projected employment requirements in all areas, including positions requiring math and science expertise. As part of these efforts, agency officials should explore what additional actions may be needed in order to attract and retain individuals with math and science backgrounds.

Information submitted for the Hearing Record in response to questions asked during the course of the hearing

Ginger Groeber, Acting Deputy Assistant Secretary,
Civilian Personnel Policy, Department of Defense

The primary reason why these particular soldiers do not reenlist is because they possess highly desirable skills in both the government and civilian sector at substantially higher salaries than they get in uniform. Additionally, many of the soldiers in these specialties have college educations and joined the service under the college loan repayment program or joined to receive the GI Bill in order to finish their education. One other factor that must be taken into consideration is the high OPTEMPO, especially among the 97E population. Currently, 54% of all 97E's are deployed in support of operations in the Balkans, Afghanistan, and Cuba.

The Deputy Chief of Staff, G-1, has addressed the reenlistment issue and he has agreed to maintain maximum Selective Reenlistment Bonuses and Targeted Reenlistment bonuses for these language specialty MOSs. Recent increases in Foreign Language Proficiency Pay (FLPP) incentives may have a positive retention impact, but it is too early to draw a correlation.

The following data reflects the reenlistment rates of soldiers in language dependant MOS's (97E Interrogator & 98G Crypto-linguist) in comparison with the Army Average (AA). It is broken down by Initial term (< 6 years), Mid-term (6-10 years), and Careerists (10 years and >). The FY 02 data is calculated through the 2nd QTR.

	FY 00 AA Initial	FY00 Mid	FY 00 Career
All MOS's	44%	73%	73%
97E Interrogator	43%	63%	74%
98G Crypto-linguist	37%	65%	66%

	FY 01 AA Initial	FY 01 Mid	FY 01 Career
All MOS's	37%	69%	66%
97E Interrogator	28%	47%	67%
98G Crypto-linguist	32%	55%	64%

	FY 02 AA Initial	FY 02 Mid	FY 02 Career
All MOS's	51%	76%	68%
97E Interrogator	23%	68%	56%
98G Crypto-linguist	39%	57%	64%

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