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LOST IN TRANSLATION: A REVIEW OF THE FEDERAL GOVERNMENT'S EFFORTS TO DEVELOP A FOREIGN LANGUAGE STRATEGY

HEARING

BEFORE THE

OVERSIGHT OF GOVERNMENT MANAGEMENT, THE FEDERAL WORKFORCE, AND THE DISTRICT OF COLUMBIA SUBCOMMITTEE

OF THE

COMMITTEE ON HOMELAND SECURITY AND GOVERNMENTAL AFFAIRS UNITED STATES SENATE

ONE HUNDRED TENTH CONGRESS

FIRST SESSION

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LOST IN TRANSLATION: A REVIEW OF THE FEDERAL GOVERNMENT'S EFFORTS TO DEVELOP A FOREIGN LANGUAGE STRATEGY

THURSDAY, JANUARY 25, 2007

U.S. SENATE,
SUBCOMMITTEE ON OVERSIGHT OF GOVERNMENT
MANAGEMENT, THE FEDERAL WORKFORCE,
AND THE DISTRICT OF COLUMBIA,
COMMITTEE ON HOMELAND SECURITY
AND GOVERNMENTAL AFFAIRS,
Washington, DC.

The Committee met, pursuant to notice, at 2:44 p.m., in room 342, Dirksen Senate Office Building, Hon. Daniel K. Akaka, Chairman of the Subcommittee, presiding.

Present: Senators Akaka and Voinovich.

OPENING STATEMENT OF SENATOR AKAKA

Chairman AKAKA. I call this hearing of the Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia to order.

Before we begin, I want to say how much I have enjoyed working with Senator Voinovich. He has been a great leader.

I have worked very well with him, and I look forward to continue to work with him in a bipartisan manner and maybe I should say at this time even better than a bipartisan manner. We have been good friends and our goals are the same: To do whatever we can to help our country move forward.

I look forward to our continued partnership to improve government programs and make the Federal Government an employer of choice. He has been working real hard on that, and we will see what we can do together in the next few years.

Today's hearing, "Lost in Translation: A Review of the Federal Government's Efforts to Develop a Foreign Language Strategy," will examine a critical issue for both our national and economic security: What is the Federal Government's strategy for addressing the shortfall of Americans with foreign language proficiency?

The Federal Workforce Subcommittee has been looking at the Federal Government's ability to recruit and retain language-proficient individuals since the year 2000. For the last 6 years, I have tried along with colleagues on both sides of the aisle to encourage the Administration to address the government's foreign language needs.

It has become clear that while agencies can offer incentives for individuals with language skills to work for the Federal Government, it is increasingly more difficult to do so when there is a severe shortage of language skills in the American workforce. That is why today we are discussing the Federal Government's efforts to address this challenge from all fronts.

We know that proficiency in other languages is critical to ensuring our national security. The inability of law enforcement officers, intelligence officers, scientists, and military personnel to interpret information from foreign sources, as well as interact with foreign nationals, presents a threat to their mission and to the well-being of our Nation.

I remember FBI Director Robert Mueller shortly after the terrorist attacks of September 11, 2001, making a plea for speakers of Arabic and Farsi to help the FBI and national security agencies translate documents that were in U.S. possession but left untranslated because there were not enough employees with the right language skills.

Unfortunately, this is not surprising. The United States is well known for lagging far behind much of the world with respect to emphasizing foreign language education.

According to the 2000 census, only 9.3 percent of Americans speak both their native language and another language fluently, compared with 56 percent of citizens in the European Union. What is alarming is that 5 years after September 11, we are still falling behind.

In December, the Iraq Study Group reported that of the 1,000 embassy employees in Baghdad, there were only 33 Arabic speakers, of which only six are fluent, and recommend that language proficiency and cultural training be given the highest possible priority by the Director of National Intelligence and the Secretaries of Defense and State.

However, strengthening national security should not be the only reason for improving the country's language proficiency. The basic economic and career security of many Americans is now tied to foreign language capability.

Increased globalization allows Americans to compete for jobs in a marketplace that is no longer confined to the boundaries of the United States. One basic skill required to thrive in this new economic environment is fluency in foreign languages.

According to the Committee for Economic Development, the lack of foreign language skills and international knowledge can result in embarrassing and costly cultural blunders for individual companies. In fact, American companies lose an estimated $2 billion a year due to inadequate cultural understanding.

Although the Federal Government has worked to address language needs in the United States over the past 40 years, these efforts appear to be in reaction to international events. We do not have a proactive policy.

In 1958 the National Defense Education Act was passed 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 come up short again in areas of math, science, technology, or foreign languages.

NDEA was a great success, but in the late 1970s its language programs merged into larger education reform measures and lost their prominence.

The results are clear. In 1979 the President's Commission on Foreign Language and International Studies said that "American's incompetence in foreign languages is nothing short of scandalous and it is becoming worse."

After September 11, Congress and the Administration once again took action to address language shortfalls, but I fear that these efforts will prove to be only a band-aid and not a complete cure to the Nation's recurring foreign language needs.

To me the most interesting aspect of the problem is that both the 1979 Commission and the participants of the 2004 Department of Defense National Language Conference called for naming a senior government official to lead the government's foreign language education effort and establishing a council or commission representing a broad spectrum of stakeholders to report on the Nation's language needs and propose actions to address them.

In fact, both groups note that all interested parties must be involved as all sectors, government, industry, and academia, have a need for language-proficient individuals and no one sector has all of the solutions.

Despite the Administration's efforts to implement new programs and policies to address our language shortfalls, I fear that without sustained leadership and coordinated effort among all Federal agencies, State and local governments, the private sector and academia, the United States will remain where we are today: Scrambling to find linguists after another major international event.

The United States cannot afford to do this and cannot afford to wait. The failures of communication and understanding would have already done their damage.

I am pleased that the Administration's National Security Language Initiative is coordinating efforts among the Intelligence Director and the Departments of Defense, Education, and State to address our national security language needs.

However, I believe we must ensure that this effort will continue into future administrations, bring the advice of all Federal agencies and stakeholders, and address our economic security needs.

I look forward to hearing from our witnesses on how the Administration is meeting these objectives and addressing our broader language needs in both the short and long term. Only through a coordinated plan of action and long-term leadership will we accomplish our goal.

I now turn to my good friend, Senator Voinovich, for any opening statement he would like to make. Senator Voinovich.

OPENING STATEMENT OF SENATOR VOINOVICH

Senator VOINOVICH. Thank you, Senator Akaka. I congratulate you on being the Chairman of this Committee.

Chairman AKAKA. Thank you.

Senator VOINOVICH. Senator Akaka and I worked together for many years, and working together I am very proud that we have made the most significant changes in the Title 5 of the U.S. Code

since 1978, with the hope of making our Federal workforce competitive and, as Senator Akaka says, the workforce of choice.

We are very concerned about U.S. competitiveness, and we know that this subject today, "Lost in Translation," is a very serious issue and it has been kicking around for some time and we are going to hopefully bring it to a head and make some progress with it.

I want to thank all of the witnesses for joining us today. I am especially pleased to welcome back Diane Birckbichler, who is joining us from Ohio State University, my law school alma mater. Dr. Birckbichler chairs the Department of French and Italian and is also Director of the OSU Foreign Language Center, which I am proud to note comprises one of the finest language programs in the country.

The OSU Foreign Language Center includes the Chinese Flagship Program, one of only nine advanced programs in the Nation devoted to advanced instruction in critical languages. This program is funded by the Department of Defense National Security Education Program.

In September, I was pleased to announce a Federal grant which will allow the Chinese Flagship Program to develop a statewide system in Ohio of Chinese K–16 language programs which will serve as the national model for State school systems.

I was saying, Senator Akaka, to Dr. Birckbichler that I have seven grandchildren, and I want to know about the available language programs in Chinese because I would like them to begin their language instruction early on.

The significance of foreign language skills to our national security was emphasized after the terrorists attacks of September 11. I must say that I was outraged when it was announced that the U.S. Government needed people that could speak Farsi and Arabic.

I was the Chief Commanding Officer of the Ohio National Guard during Desert Storm. I would have thought that 10 years after we were engaged in that effort that we would have been so much farther ahead. Somebody in Washington, the State Department, or Defense Department, should have realized, "Hey, we better get some people that know Arabic and Farsi."

In response to that, Senator Akaka has pointed out that this Subcommittee held a series of hearings on the needs of our intelligence workforce, and we did pass the Intelligence Reform and Terrorism Prevention Act of 2004.

The legislation was aimed at improving the Federal Government's ability to recruit and train skilled translators and linguists to meet our national-security needs.

Several years later it is appropriate for Congress to take stock of these efforts and monitor progress. At the same time, the need to expand our knowledge of foreign languages, cultures and regions extends well beyond the critical needs of our national security force.

Without an educated applicant pool of Americans proficient in critical foreign languages, we cannot meet the needs of our 21st Century workforce, nor can we maintain America's position as a global leader.

One of the things that I keep talking about is that we are in this unbelievably competitive environment and what we should be doing is building the infrastructure of competitiveness so that our children and grandchildren will be able to have the same opportunities for our high standard of living. One of those tools for competitiveness has to do with developing foreign language skills.

According to the 2000 census—well, Senator Akaka gave you the statistics on that. I will not repeat them.

Being able to share a spoken language means so much. I speak [In Russian], and that is about all I can say. But it is amazing to me when I travel abroad how flattered foreign citizens are to even hear a few words of their native language. It is a way of letting them know that you think enough of them that you have made an effort to study Serbo-Croatian or Russian or whatever.

I can imagine how much richer interpersonal connections would be if we had more people that could speak foreign languages. Even a lot of our people that represent us in the State Department conduct U.S. affairs in countries and cannot speak the language.

The need for improved language skills is not an abstract deliberation. In order to maintain our competitive business edge and keep our country safe, Americans must learn to be global citizens and communicate effectively with other peoples around the world.

I am deeply concerned that Americans are lagging behind much of the world in crucial and critical foreign language, cultural awareness, and geographic knowledge. This lag can negatively impact our Nation in real ways, such as losing valuable business opportunities overseas, and the competition is keen; faulty intelligence from failing to properly translate critical documents; or a misunderstanding in diplomatic communications.

We had a recent hearing before the Foreign Relations Committee and we were talking about troops operating in Baghdad, and basically one of the witnesses says, "These are cabinieri," policemen in the neighborhoods.

And if they are going to be good cabinieri, they should be able to speak the language; yet most cannot. And people get information and they are not sure just what they are getting and whether the translation is accurate and so forth.

It pains me to consider whether we could have been more successful in winning the hearts and minds of people in Iraq, preventing an insurgency had U.S. soldiers and diplomatic personnel on the ground been able to communicate more effectively in Arabic with Arab citizens. Senator Akaka pointed out the statistics about how few people over in our embassy there can speak fluently. Can you imagine how successful we could have been if our soldiers could speak directly with the foreign citizens they are trying to protect and did not have to rely on translators?

Our success in public diplomacy has also been limited. The image of the United States abroad is at stake and is lower than any point in recent history. Just look at the studies by the Pew Foundation. We sorely need to improve our ability to communicate and connect with foreign audiences and explain American identity, values, and ideals.

This country needs language and cultural expertise more than ever before to combat the pervasive negative misconceptions about

America that have been created and spread by our enemies in certain critical regions around the world.

I think the President understands this, and I commend him for taking action by establishing the National Security Language Initiative. I look forward to learning more about the initiative from our first panel.

Each of us are gathered in this room today because we know that raising the national level of foreign language proficiency is absolutely critical to ensuring American national security and economic vitality.

I look forward to a productive conversation about our national strategy for achieving those goals, and I thank the Chairman so very much for holding this hearing.

Chairman AKAKA. Thank you very much, Senator Voinovich.

At this time I want to welcome to the Subcommittee our witnesses, Michael Dominguez, Principal Deputy Under Secretary of Defense for Personnel Readiness at the U.S. Department of Defense; Holly Kuzmich, the Deputy Chief of Staff to Secretary Spellings at the U.S. Department of Education; and Everette Jordan, Director of the National Virtual Translation Center.

As you know, it is the custom of the Subcommittee to swear in all witnesses, and so I would like to ask all of you to stand and raise your right hand.

Do you swear that the testimony you are about to give to this Subcommittee is the truth, the whole truth, and nothing but the truth, so help you, God?

Mr. DOMINGUEZ. I do.

Ms. KUZMICH. I do.

Mr. JORDAN. I do.

Chairman AKAKA. Thank you. Let it be noted in the record that the witnesses answered in the affirmative.

Mr. Dominguez, you may now proceed with your statement.

TESTIMONY OF HON. MICHAEL L. DOMINGUEZ,[1] PRINCIPAL DEPUTY UNDER SECRETARY OF DEFENSE (PERSONNEL AND READINESS), U.S. DEPARTMENT OF DEFENSE

Mr. DOMINGUEZ. Thank you, Mr. Chairman and Senator Voinovich. I am pleased to be able to appear before you today to discuss the actions the Department of Defense is taking to address the need for greater foreign language capability both in our force and, through our involvement in the National Security Language Initiative, in the Nation as a whole.

My written statement goes into some detail about these actions and I request that be entered into the record.

Chairman AKAKA. It will be included in the record.

Mr. DOMINGUEZ. Thank you, sir. Some of the actions we have taken, for example, are we made organizational and policy changes to support foreign language improvement for the long term. We reoriented our training to focus on the languages critical to our success today and important for the future, languages such as Arabic, Chinese, and Pashto.

[1] The prepared statement of Mr. Dominguez appears in the Appendix on page 39.

For the first time we are conducting an assessment of the language proficiency of our military and civilian personnel, and we have increased our payment for maintaining those language skills to encourage identification, sustainment and development of those languages.

We are providing just-in-time basic instruction in language and culture to our forces before they deploy. Our military academies are expanding language programs, and we are expanding the number of foreign area officers, our top-level professionals who possess not only foreign language but significant regional expertise.

But a very important point I wish to underscore today is the Defense Department cannot meet the full set of our national security needs solely though a strategy of teaching language to people after they have joined us.

We believe that this country, which supplies us with the people that we need, needs to rededicate itself to the study of foreign languages so that people arrive in our workforce already equipped with those skills.

A large part of our effort, therefore, has been reaching out to universities, school systems and our sister Federal agencies and to the American population to stimulate progress in this area.

In January 2006, the President announced the National Security Language Initiative, in which we joined with the Department of State, Department of Education, and the Office of the Director of National Intelligence in crafting an ambitious national agenda designed to increase the number of Americans speaking critical languages at advanced levels.

The Department committed funds in its fiscal year 2007 budget in support of our part of NSLI, and we embraced the initiatives as part of our Quadrennial Defense Review.

With the support of our Defense Oversight Committees, I am pleased to say that DOD is progressing toward the objectives the President set for us in NSLI. Our partner agencies were not so well supported, and those proposals deserve the Congress' support and funding.

Mr. Chairman, we appreciate your interest in this important area so vital to our national security and our future economic development. Thank you.

Chairman AKAKA. Thank you for your statement. Ms. Kuzmich, please proceed with your statement.

TESTIMONY OF HOLLY KUZMICH,[1] DEPUTY CHIEF OF STAFF FOR POLICY AND PROGRAMS FOR SECRETARY OF EDUCATION MARGARET SPELLINGS, U.S. DEPARTMENT OF EDUCATION

Ms. KUZMICH. Thank you, Mr. Chairman and Senator Voinovich. Thanks for the opportunity to testify on behalf of the Department of Education regarding our efforts to improve the Nation's foreign language education, especially in critical-needs languages.

You both talked about the critical needs that we have, so I am not going to get into details on that. I am going to focus on the things that we have done at the U.S. Department of Education to

[1] The prepared statement of Ms. Kuzmich appears in the Appendix on page 61.

start supporting foreign language education and to work with our sister agencies.

When the Administration announced the National Security Language Initiative in January 2006, it included $57 million in initiatives at the Department of Education, and very briefly, we had five different requests as part of that.

The first was a $24 million request for the Advancing America Through Foreign Language Partnerships Program to allow for the creation of continuous programs of study of critical-need languages from kindergarten through university. This program was modeled after the successful program at the Department of Defense that they have started, their K–16 pipeline model.

We also included $24 million for the Foreign Language Assistance Program, which provides incentives to school districts and States to offer instruction in critical-need foreign languages in elementary and secondary schools around the country.

Because we also know, obviously, critical-need language programs and language programs in general mean we need a supply of teachers, we included $5 million for a Language Teacher Corps, which would provide training to college graduates and professionals with critical-need language skills who are interested in becoming foreign language teachers.

We also included $3 million in funding for the Teacher-to-Teacher Initiative to provide intensive summer training sessions and online professional development for foreign language teachers and $1 million for a nationwide E-Learning Clearinghouse to help deliver foreign language education resources to schools, teachers, and students across the country.

This clearinghouse would provide a central repository for schools, teachers, and the general public to find materials and web-based programs and language programs from our National Resource Centers, K–12 instructional programs, institutions of higher education and agencies of the Federal Government.

While continuing to advocate for additional appropriations for NSLI, we have also leveraged our existing foreign language programs, and one of those examples is the Foreign Language Assistance Program at the U.S. Department of Education.

During our 2006 grant cycle, we proposed to develop projects that would establish, improve or expand foreign language learning in grades K–12 in one or more of the critical-need languages.

Of the 70 grants we made to school districts last fall, 57 address one or more of the critical-need languages for a total of $32 million. We also gave four grants to States around the country, and three of those address critical-needs languages.

Also, during fiscal year 2006, the Department conducted a series of summer workshops through its Teacher-to-Teacher Program to promotes best practices for foreign language instruction with an emphasis on critical-need languages.

We brought together over 500 educators to share best practices in two workshops, one in California and one in Virginia, focused on Mandarin Chinese.

In the summer of 2007, we will expand the number of workshops for foreign language teachers to four and the languages will be fo-

cused on both critical-need languages and commonly-taught languages in an effort to expand our reach.

Another way the Department is able to improve language skills is through our Title VI Programs of the Higher Education Act, the National Resource Centers where we are providing incentives for them to reach out to the K–12 community.

NRCs are funded in a variety of world areas including Central Asia, South Asia, the Middle East, East Asia, Southeast Asia, Central Europe, Eurasia, Africa, and Latin America. And in fiscal year 2006 we encouraged our grantees to consider the NSLI goals as they launched their new projects.

In addition, the Department is undertaking a comprehensive review of our Title VI Programs, our largest foreign-language investment, to make sure they are meeting their purpose and adequately preparing Americans for public service.

We also have a new program at the Department of Education called the National Science and Mathematics Access to Retain Talent Program, which we call the National SMART Grants. And these provide an additional $4,000 to third and fourth year Pell-eligible students to major in math, science, and critical foreign language. And that is an exciting new program that we have got going in the past year.

Most recently, Secretary Spellings along with Assistant Secretary of State Dina Powell returned from leading a delegation of U.S. university presidents, including the President of Ohio State, on a three-country Asian tour to highlight the United States as a premier destination for study abroad.

That trip was a direct outcome of our January University Presidents Summit that we hosted with the Secretary of State where the President announced the National Security Language Initiative.

In closing, NSLI has produced a unique collaboration among Federal agencies. Having reached agreement on the importance of foreign language acquisition and the goals of this initiative, the agencies are working in a coordinated way to allocate needed resources and implement the initiative, with each agency concentrating on those activities and programs that best utilize its existing expertise and relates to its individual mission.

Thank you, and I would be happy to answer any questions.

Chairman AKAKA. Thank you very much. Mr. Jordan, will you proceed with your statement.

TESTIMONY OF EVERETTE E. JORDAN,[1] DIRECTOR, NATIONAL VIRTUAL TRANSLATION CENTER (NVTC), ON BEHALF OF THE FEDERAL BUREAU OF INVESTIGATIONS

Mr. JORDAN. Thank you. Good afternoon, Chairman Akaka and Senator Voinovich. It is good to be here. I thank you for the opportunity to speak to you about the National Virtual Translation Center, which I am going to refer to as the NVTC for the rest of my comments and discuss how we are assisting the U.S. Government in meeting the translation needs and requirements that are coming at us.

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

The NVTC was established 4 years ago through the House Intelligence Authorization Act to create a cadre of translators available anytime around the United States who could handle the overflow of information from the U.S. Government.

We were here to augment existing resources and also build the pool, make it get bigger and find the methods to do that, use the possible means of training that is there, as well as take advantage of people who do have skills already who are perhaps leaving the government or maybe between jobs with good skills but perhaps located outside of Washington, DC, and put them to work, moving the work to the translator versus trying to bring the translator to the work.

We were told to do a new thing in a new way. We were told to be relevant, innovative, and creative, and we tried to do that in putting the NVTC together.

We are an interagency organization made up of members of the intelligence community at the leadership level whose job it is to work as a business, a small business of the government, if you will, in that we have to generate a client set, generate a provider set, generate revenue and turn out a product. So we are not like most government organizations.

We function to develop new policies, procedures and systems for managing NVTC translation requirements and services. And we have created a virtual information sharing architecture that connects the translation tasks, the language resources and linguists anywhere in the United States. We are seeking to identify and utilize translation resources from the U.S. Government, academia and private industry.

For instance, as a method of ensuring that the vital language applicants to government agencies can be used while their clearances and background investigations are taking place, the NVTC has offered to bring these people aboard and get them working on unclassified overflow material from any one of its 42 intelligence community customers.

When the parent agency is ready to bring them on full time, the NVTC releases them. This way the resources that the government really wants to bring on and maintain are not lost for waiting for their clearances or waiting for other accesses.

This is one of the ways that we are able to not lose the resources that we have available to us.

I would also add that we support continued development and fueling of proven human language technologies designed to help, process and exploit foreign language data.

Most important is who we do this for. We do it for the 16 member agencies of the intelligence community. Those are the major agencies. We work for approximately 42 distinct customers within that agency set now.

It is very interesting. They are coming from all around the intelligence community and their needs are quite varied, but they require language translation skills at the highest level.

For us the issue is not so much the numbers of people; it is an issue of quality. And the quality comes through training, it comes through education, it comes through abilities that have been first

introduced, been practiced then tested and tested again, then applied.

The NVTC works at the application layer. Our translators learn their job as they do it. We provide feedback to them to help them improve their skills. We feel that you just do not automatically get good translators; you train good translators. You work with them.

The National Security Language Initiative assists us in bringing and providing a very good, rich pool of people who have the language-skill training, the education from the earliest ages on up to college. This is important for us because we cannot do our jobs unless the foundation of the education has been put there in the first place.

We partner well with non-government organizations such as the American Translators Association and the National Association of Judiciary Interpreters and Translators. These are groups of people who are all around the country. Some of them may not have worked for the U.S. Government before, but they are willing to lend their skills to our needs.

We would use them in the case of our intelligence community translations that might be required, but also in the event of natural and national disasters that come up where they may be able to help locally. We provide information on their capabilities and ability to the local agencies that can provide that assistance.

And so we partner with the Interagency Working Group on Limited English Proficiency as well as the Red Cross and FEMA to make sure that our translators can help end the national need. This is one good way to help build and use the entire pool.

We are a member of the Office of the Director of National Intelligence and a member of the Foreign Language Executive Committee that oversees the process and the progress made towards foreign language policy within the intelligence community.

For us it is about partnerships, it is about relationships, and trying to make the best use of the resources that are there as well as growing the pool for tomorrow's resources, and with that, I will close.

I thank you for your time, and if you have any questions, we would be happy to answer them.

Chairman AKAKA. Thank you very much, Mr. Jordan. Thank you all for your testimony.

We will have two rounds of questions. My first question goes to Mr. Dominguez. I want to applaud DOD's work to address the language needs of the military and civilian workforce in a comprehensive manner.

Despite these efforts, however, the Iraq Study Group Report said that there are still too few Arab-language-proficient military and civilian officers in Iraq. What is the Department doing to address this specific need?

Mr. DOMINGUEZ. Senator, we are doing a lot of things, but the first caveat is that it takes a long time to build an Arabic speaker if you are starting from scratch, so a lot of our effort was associated with not starting from scratch.

I think the most exciting program that I would like to make sure you are aware of is what the Army calls the 09L Program. 09L is a military occupational specialty that has been granted to heritage

speakers, the expatriates from the Arab world that we are recruiting to bring into the individual ready reserve with the prior agreement that they will be mobilized for 2 years and sent into the combat theater to work with our maneuver forces right there.

That has been a wildly successful program. The volunteers for that program love it, the commanders downrange love it. We have got contracts to acquire interpreters and get those into the fight in support of our troops.

We do some cultural prep training and some basic language survival skills to every unit that is deploying. We try and make sure that there are translators so there is reach-back capability available to commanders.

On the other side in terms of just building capacity, we have doubled the number of Arabic linguists, people studying Arabic at the Defense Language Institute. It is up to about 900 to 1,000 people a year there.

More importantly, we have done this inventory of the people in our workforce who have self-identified skills. We are now in the process of having them tested to see what level of skills they have so that we can make that inventory available to meet the need in the theater.

And just looking at that without regard to what skill level these people may have, we have more than 8,500 people self-identified with some level of Arabic speaking skills in the DOD workforce, military and civilian.

Chairman AKAKA. Thank you. I just want to note at this point that in World War II and particularly in the Pacific, the military had what they called an "MIS," which is the Military Intelligence Service.

During that time, MIS trained Japanese-speaking and reading troops, and it was very successful partly because many of the Japanese in Hawaii knew Japanese, so that did not take that long for them to learn. These individuals were deployed out into the Pacific, and history tells us that World War II was shortened by 2 years because of their work. That is really an accomplishment.

I hope the military would continue this kind of effort: That whenever our military action might require language needs DOD would set up MIS's.

I do understand that you cannot teach language skills to new troops overnight because you have to train them for other things.

Let me ask the next question to Ms. Kuzmich. State and local governments have great latitude in deciding whether to include foreign language education in school curricula. What can the Federal Government do to encourage foreign language education in elementary and secondary schools when administrators are focused on meeting the requirements of No Child Left Behind?

Ms. KUZMICH. I think obviously one area where we have already been putting a lot of focus on is our Foreign Language Assistance Program and putting out model programs across the country in foreign language instruction. You are right, the Federal Government is only an 8 percent investor in education.

Chairman AKAKA. I should say that you testified on some of the programs that are in place now that have been successful.

Ms. KUZMICH. Correct. And one of the things we are trying to do is incentivize through that program not just traditional language programs but programs that can be models for other districts that will provide online resources for a lot of areas where they do not have as much access to foreign language education.

One of the things we know is a school cannot teach foreign language if they do not have the teachers to teach it, and so that is partly why we are proposing the new Language Teacher Corps and the new E-Learning Clearinghouse to be able to have a central repository for a lot of the instructional materials that are being developed across the country, especially in some of these critical-need languages where there are not a lot of resources and a lot of—district officials who are interested in expanding programs in their community do not know where to go to find them.

The other thing we are doing through our continued growth in Teacher-to-Teacher is showing schools how to do foreign language programs in their schools at the same time that they are focusing on reading and math, which are obviously the goals of No Child Left Behind.

Chairman AKAKA. Thank you.

Mr. Jordan, you said that most of the members of the intelligence community rely on linguists in their own agencies first and that NVTC linguists are usually used when there is a critical overload of intelligence, a tight deadline, or a specific language need.

Mr. JORDAN. Yes.

Chairman AKAKA. Based on the requests you have received, which agencies seem to have the greatest need for linguists in their own agency?

Mr. JORDAN. Right now we have both the National Security Agency and the Department of Defense, those are the ones that are greatest by work that comes to the NVTC, by far and away the greatest need. Next comes the CIA, and they send a lot of material to us that needs to be done in many different languages.

We have found the need to be in 60 languages to date. It was not our task to prepare for 60, but we have found through our clients calling up asking for translation services it has been 60 languages, and the major languages as well as the less commonly taught languages in all different shapes and sizes of the task itself. This has been a discovery for us from the Defense Department as well as the intelligence community.

The type of language needs that there are do not so much conform to what we consider to be Global War on Terrorism languages. People who may tend to do harm to this country will speak any language they feel like speaking to anyone else, and it is up to us to find people with those language skills, at the right depth of knowledge, to provide the service back to our client.

Chairman AKAKA. I would ask you about NVTC's capacity in foreign languages. Would you be able to teach or translate any language that is spoken or are you limited to 60?

Mr. JORDAN. No, sir, to the first part. We are unable to teach any language that there is. Our job is to respond to the question at hand.

Most of the time, we do pretty well. We are able to find people with the right skills. Sometimes finding the people with the right

skills is not so much a problem with a foreign language as it is the English that the person possesses.

Their English may not be good enough to get information into good idiomatic English for our customers, and so we have taken steps especially working with the English Heritage Language students at Georgetown and also at the University of Washington, Seattle, to help them improve their English. As they translate from the foreign language, we provide feedback and guidance to them as to "this is better put in English this way."

It is a way of trying to build the entire workforce from the native speaker's standpoint as well as the non-native-learner's standpoint.

Chairman AKAKA. Thank you. Mr. Voinovich, do you have questions?

Senator VOINOVICH. Thank you. As I mentioned in my opening statement, improving the Federal Government's ability to meet its human capital needs has been one of our top priorities of this Subcommittee. And over the past several years, Senator Akaka and I have worked together to produce significant reforms of the Federal workforce.

Do you currently have the flexibilities you need to go out and recruit individuals to come to work for you in this area or are you thwarted by not having the flexibilities?

Mr. DOMINGUEZ. I will start. I think that our flexibilities will be enhanced as we begin deploying or continue deploying the National Security Personnel System, because there are flexibilities that were incorporated into that legislation.

But I believe the other activity we have is through the National Security Education Program where people go in and get advanced skills in language and then come back seeking service in the Federal Government as part of a program design. I think that is of great benefit to us as well. So I do not know of actually any impediments that would keep us from hiring somebody.

There are some problems we are working with the intelligence community on with regard to getting people their clearances because people, particularly either heritage speakers or people who have studied abroad, pose problems to the traditional way the intelligence community would view them in terms of being able to validate their security risk. But we are working through the intelligence community with that right now. It is a shared goal of streamlining that process.

Senator VOINOVICH. In other words, let us say that you are out there looking for people to come to work for the State Department or the Department of Defense. Can you go out into a university, for example at Ohio State, and look at some exemplary students there maybe in their sophomore year and say, "We really like you and we would like you to think about coming to work for the Federal Government when you graduate," and offer them any kind of incentives, say internships, so that when they get out of school, they will go into your agencies?

Chairman AKAKA. Mr. Jordan, you want to answer that from your perspective?

Mr. JORDAN. I also liked the first question too. As far as recruiting, we try to go to the professional organizations and go to their

conferences where they have a lot of people who have high-level skills that we are looking for.

Also, one of the hindrances to us is the U.S. citizenship requirement in that we are required to only hire U.S. citizens. Some of the people who could provide services to us may not be U.S. citizens and some of the material I need to have done is open-source unclassified material that they may do from home.

And so one of the impediments we have right now to really opening up an entire—like 200,000 to 300,000 more people is the citizenship requirement. Yes, of course, we would put them through checks to make sure that they are who they say they are, and we would also test their language skills, but I would very much like to be able to use that pool as well.

Senator VOINOVICH. Are you precluded from hiring non-citizens? Is it just a matter of security?

Mr. JORDAN. At this time we are precluded from using them because the requirements put on us is that all of our employees must be U.S. citizens.

Chairman AKAKA. Is that in the law?

Mr. JORDAN. That is directive guidance from I guess in this case would be our executive agent who is the FBI.

I need to be reminded on the second part of the question. I want to make sure I have that right. The second part of your question, sir?

Senator VOINOVICH. Are you able to bring them in, and do you have a strategic human capital plan in place that you are following right now?

Mr. JORDAN. Yes, we do. We have put together a strategic plan which we delivered to the Director of National Intelligence as to how we will reach out around the country and go into universities and work with actually the students in particular, to send them open-source unclassified material whereby as part of their classroom environment, they can work on material that is real-world that requires translation and return it to us.

The students work on it, the teacher grades it and sends us back a completed copy. The student gets college credit for it, but moreover, they get experience and exposure to our standards, our quality issues, deadlines, time lines, methods of doing this.

It does not matter to us so much where they go to work when they graduate, but we are satisfied that they know how to do translation work, that they understand the higher use of language as it will be required by the U.S. Government.

We are very pleased with that approach. It is called the Virtual University Translation Network, and we have been at it for about 14 months now with universities around the country. Kent State is one of the universities. My colleague, Galal Walker, over at Ohio State, he and I have talked about it a bit. He has the Chinese Flagship Program there.

I am also happy [in Russian] earlier, so thank you.

Senator VOINOVICH. Thank you. We had the General Accountability Office's report in 2002 and they talked about five agencies which could use human capital strategies to address staffing and proficiency shortfalls, and that was the Department of State, the

Army, the National Security Agency, the Foreign Commercial Service, and the Federal Bureau of Investigation.

Is there now a written plan in each of the agencies to increase foreign language skills? If we asked you to come into our office and sit down and show us your plans that agencies put in place as a result of the GAO report, would we be able to see what kind of progress that you have made in those agencies to implement the plans?

Mr. JORDAN. Although I do not speak for the FBI, I can tell you that the FBI representatives would be able to come in and speak to you about the plan that they have put together.

Senator VOINOVICH. I think really it is important that strategic plans have measurable benchmarks that allow you to measure if progress is being made.

The other thing that came to my mind as you all three are here sitting at the table is whether your agencies get together to look at the big picture and see whether there is any duplication and how you could coordinate better with your respective responsibilities?

Ms. KUZMICH. We have. I will take that first. Obviously, in putting together the National Security Language Initiative, we started meeting the Departments of Education, State, Defense, and the Director of National Intelligence most directly have the pieces of the National Security Language Initiative.

But we started meeting almost 2 years ago and included even other agencies within that to look at what programs do we currently have at our agencies, where do we need to expand our efforts and that is how we came up with our initiative, and why at the Department of Education we are so focused on starting the pipeline of getting speakers earlier so that when they enter higher education they have already got a base of language knowledge and can be proficient when they graduate and meet the needs of the workforce in the Defense and State Departments.

Senator VOINOVICH. So the lightbulb went on and you said, "Look if we are going to do this, we better get the Department of Education and see if we cannot start working with them because we are going to need the teachers and we are going to need the students, and we better start early and we are looking at the long-term picture."

I would like you each to comment on if you had a magic wand, what additional things could you be doing that you cannot do currently because of resources?

And right now, Senator Akaka, we have this Continuing Resolution. I just cannot believe it, because when I was a mayor and a governor, if you did not pass the budget in your appropriations, people would have recalled you. Yet here we are in January and we are talking about a Continuing Resolution, which from what I am picking up more and more from agencies is really putting everybody in kind of an uncertain position about whether or not they are going to be able to go forward with their priorities.

But that being said, if you want to comment on it, you can, and if you are unwilling to do that, I would like to know, if you had your druthers, if you really wanted to do the job that you would like to do, what resources would you need to make a difference or

do you feel that you are adequately funded right now to get the job done?

The point is that so often we ask agencies to do things, and then you do not get the resources to do them. And I am just really interested to know, if you really wanted to increase foreign language proficiency at your agencies and said, "This is something that really is needed," do you have the resources currently to get that job done?

Mr. JORDAN. Senator, let me leap in and say from the Defense Department's point of view, I think we have made an enormous effort and got enormous support from the Congress for these resources.

Where I would say the marginal addition ought to be is the Department of Education needs to take those K–16 pipelines and expand them all over the country. The plan was for them to be able to get to 100. I do not believe, and Ms. Kuzmich will be able to address that, but I do not know that they will be able to do that under a continuing resolution.

We need forums like this where we focus the national attention on this challenge, and we need our business leaders engaged in putting this on the agenda so kids know this is important to them so they should study this because that is where the jobs will be.

So I think we are doing what we can. I really am concerned about the support my partner agencies need for the creative, imaginative concepts they have come up with and our business community is still not heavily engaged in the discussion.

Senator VOINOVICH. Have you ever brought this up with the National Business Roundtable?

Mr. DOMINGUEZ. We are planning this year to do conferences regionally around the flagship universities where we bring in local governments and local businesses, again to start generating some demand pull from that community.

Senator VOINOVICH. Ms. Kuzmich.

Ms. KUZMICH. You are right, Senator, we are under a Continuing Resolution, so obviously we are doing as much as we can with the programs we have right now. It would help if we were able to get funding for the pieces we had included in our budget last year.

But I do think we are doing a lot of other things with the higher Education and K–12 community because we are a small piece of the education funding stream in America. In colleges and universities we have been working with our Title VI institutions.

As I said, Secretary Spellings led a delegation of university presidents. We have been encouraging them to think more strategically about where they are focusing their dollars and what programs they are spending them on. So I think it is a partnership there.

Senator VOINOVICH. Any other comment, because I am running out of my time.

Mr. JORDAN. Also on funding, it would be fantastic for sustained, long-term funding across fiscal years would be very good because short-term, one-year money does not always help us put the programs together that we need for the long-term outcome.

Working with the business community, I have found in my discussions with Boeing and also with Disney, a lot of the times they just reach out to a local company who may be able to provide serv-

ices, and the training of their executives has been of secondary concern in that they did not necessarily see the need to train their executives because they would only be in a country for 2 or 3 years and then out.

So spending 2 or 3 years to teach them the language then putting them there for a short period of time was not necessarily as cost-effective as just hiring local assistance.

One of the problems that we have in getting the buy-in from the business community is for them to see the vision, for them to see how it is important to have that very good language capability within their own staffs and to take the time to develop their workforce that as they go either nationwide or internationally that they are able to reach out and do business in certain communities and at the government leadership level wherever with people who are skilled and are trained and are comfortable with the language skills.

So this is a challenge still to us we engage regularly, and they do come to our conferences now because they see that language is something not just easily done. It takes time, it takes study, it takes education and practice.

Senator VOINOVICH. Thank you.

Chairman AKAKA. Thank you very much, Senator Voinovich. I would like to direct this question to Mr. Dominguez. Last year David Chu, the Under Secretary of Defense for Personnel and Readiness, invited the Chief Human Capital Officers to join DOD in building the Language Corps.

In what ways has OPM, as well as the CHCO Council, been involved in working with Federal agencies to address the Federal Government's foreign-language needs?

Mr. DOMINGUEZ. Other than the discussions that Mr. Chu has with the Chief Human Capital Officers and the staff dialogue that we have with several agencies about this Language Corps that we are trying to build, the Civilian Language Reserve Corps, I do not know of anything concretely.

One of the problems that you run into here is that outside of the intelligence agencies there are some narrow positions in the DOD. Civilian jobs in particular are not written as they must require this language skill, and so unless it is an interpreter or an intelligence analyst or something, that skill is not really a big piece of the way agencies viewed their missions in the past.

Now as we engage and support each other, interagency support, to be able to reach out and do the kind of work that is required in places like Afghanistan, Iraq, and the Horn of Africa, where you are helping locals establish the rule of law and build institutions to deliver services to people and create credibility and we need to then tap into those skills.

Then language is an additional duty requirement, but it was not what we hired the person for and you will not find it in the position description. So we are working through those challenges now of trying to find out how to define the requirement in our workforce for languages.

I think we are going to end up moving away from position-based and more to inventory. We need a bunch of petroleum engineers who also can speak Farsi and we need to find mechanisms to reach

out and grab them from their full peacetime jobs and engage them when we need them when a provincial reconstruction team is being assembled by the State Department to help one of our partner countries.

So there is a lot of talk and dialogue in trying to figure out how to do this, but there is some heavy lifting yet in front of us on this.

Chairman AKAKA. My reason for asking that is to find out whether there were ways in which these agencies and departments coordinated their efforts of trying to find language speakers. Let's say, OPM gets a request from DOD that it needs a certain kind of language. Could OPM reach out into the Federal workforce and find someone to help DOD temporarily?

Mr. DOMINGUEZ. Right. Senator, we are trying to build that kind of capability within the Defense Department, and we are in dialog with our partner agencies on those same kind of capabilities.

Again, the provincial reconstruction teams that are part of the President's strategy in Iraq, for example, are very definitely interagency challenges, and so we will need these kind of capabilities.

Chairman AKAKA. And that speaks to what you said that often you do not have people and you do not have the time to teach them.

Mr. DOMINGUEZ. Right.

Chairman AKAKA. If you have somebody in the workforce in other places that may be able to do that.

Mr. DOMINGUEZ. Absolutely.

Chairman AKAKA. Now, let me ask you another question, Mr. Dominguez. I thought the white paper was extremely effective on laying out the critical steps needed to address the Nation's shortfall on language skills.

The first recommendation calls for strong and comprehensive leadership; specifically, a national language strategy to be developed and implemented by the National Language Director and for a Coordination Council to coordinate implementation of the strategy.

Do you agree with this recommendation and is such a leadership structure in place today?

Mr. DOMINGUEZ. Senator, I agree that this is an interagency challenge, that the Federal Government has to work together. As I have said, I want the Department of Education's programs to succeed, so that is an illustration of how important the interagency aspect of it coordinated across the Federal Government action.

Now, I believe that we are doing those things. We are talking to each other. We are working together so whether it is the Chief Human Capital Officers talking about how to get language capabilities into the Federal workforce or it is the people who are working the National Security Language Initiative coordinating their activities, those kind of activities are on-going.

This white paper did a great thing in being the cause to bring us together to begin those discussions to begin aggressively working together.

I would not, however, accept that one way to do it is the only way to do it. They offered a structure, but that is only one way to get the job done. The important thing is the outcome, the achieve-

ment, agencies working together and moving the Nation forward that way. I believe that is happening.

Chairman AKAKA. Can you tell me who is in charge of NSLI?

Mr. DOMINGUEZ. I would say it is a collective responsibility monitored by the Domestic Policy Council that the President has assembled would be my answer to that.

Chairman AKAKA. And finally, before I turn to Senator Voinovich, Mr. Dominguez, what steps are being taken to sustain and institutionalize continued leadership in language education in future administrations to look ahead?

Mr. DOMINGUEZ. Sir, at least in the Defense establishment, we have identified senior language authorities across the Defense Department, and there is one in my shop.

This will be a long and continuing and compelling need in the national security business. So we are not going to stop screaming that this country has to take language seriously and we have to take language seriously because it is a critical skill now to success on the battlefield.

Chairman AKAKA. Thank you very much. Senator Voinovich.

Senator VOINOVICH. I would like you to go back to your respective offices and give me a list of things that, if we could do them, it would enhance your ability to do what we are asking you to do with the idea that there are some things that Senator Akaka and I can do in this Subcommittee to help you.

For example, this citizenship requirement, I think that is something we ought to look at.

I would assume that the fact that we are doing such a lousy job on security clearances is also a problem? What bothers me is a Federal agency hires somebody to come in and work, but then they say to that individual, "Hey, you cannot go to work until you get your clearance."

And security clearances have been on the GAO High Risk List now since 1990, and our Subcommittee is trying to work on that. But the neat thing is that it appears that, at the NVTC, you are able to provide temporary employment to language skilled individuals while they await their clearance.

Is there kind of like Defense wants to hire an individual but must wait until he or she has the proper clearance, and do you then find translation work for them at NVTC so we can at least utilize them in the meantime?

Because if I am going to hire somebody and then I tell them, "I am sorry, but you really cannot go to work for 6 months," they say, "Bye." Is that going on now?

Mr. JORDAN. This is in its very early stage, meaning within the last 4 weeks that we decided to do this. It is all quite informal. We would call and ask.

So far the NVTC has approached one of the major agencies to see if this is possible and that agency says, "Yes, it is very possible." We just happen to do it because we are in the language business.

The same may be possible with analysis or any other type of skill that the government needs that can be done not necessarily onsite. It can be done in an area whereby you send the information in, you start training the people in the skills. So right now it is quite informal but it is quite possible.

Senator VOINOVICH. I would like you to think about it and get back to me on it because I think that this might be a way of saying to somebody, "OK, we cannot put you on the payroll yet, but we can temporarily employ you at MVTC where you can work on translating and you have got a job."

Mr. JORDAN. This is possible, yes, definitely.

Senator VOINOVICH. That way, an individual will be there while we try to adjudicate their security clearances.

The other thing that I am interested in is, for example, Ohio State has a great language program. Does this type of consideration impact where you focus your K–12 efforts?

In other words, we have an emergency here. I keep thinking about how do we get this going, and are you looking to States where you have got low-hanging fruit? In other words, you have good language universities, so that kids can have incentive to study language in primary and secondary school and they know they can continue at the university level.

Ms. KUZMICH. I think one of the biggest areas where we would like to expand that my colleague talked about is this K–16 partnership model that the Department of Defense has started.

We know that, I think, learning lessons that they have already learned, the places we would most likely go first are our strong Title VI centers, our flagship programs where they have significant capabilities already at the higher education level to start pushing those language programs down into the K–12 level.

So we have always talked to that community and we know they would be most likely to be the first ready to sign up and able to push these programs farther down.

Senator VOINOVICH. I understand DOE did not budget money to conduct your survey of foreign language education.

Ms. KUZMICH. The Clearinghouse?

Senator VOINOVICH. Yes. I guess you did not get any money in 2006.

Ms. KUZMICH. We are under a CR.

Senator VOINOVICH. OK. You think that is important, we should fund that so you have got a baseline to know where you are starting from.

Ms. KUZMICH. Yes.

Senator VOINOVICH. But the point I am making is, can you look at the schools that are really doing a terrific job, and say, "By golly, they are the ones that we ought to really start concentrating on right now," because the possibility of generating fluent language speakers from them is greater than just widely distributing resources and saying, "Well, we are going to fund them all." Are you doing any of that?

Ms. KUZMICH. Hopefully if we get additional resources and are able to start some of these programs, that would happen during our grants process.

Normally, the way that they have to write grant applications is to put down their efforts that they have already made and give us the most serious and most capable people are usually the ones that rise to the top. So that is likely to happen if we get this program funded in the future.

Senator VOINOVICH. OK. I think, Senator Akaka, we both have a vote.

Chairman AKAKA. Yes. We have 3 minutes left.

Senator VOINOVICH. I have no other further questions.

Chairman AKAKA. Thank you very much. Let me say thank you to our witnesses, and I want you to know we look forward to working with you on improving the foreign language capacity of the Federal Government. I want to thank you for your testimony this morning.

I would also like to note for the record that the Department of Labor was invited to testify today but declined the invitation stating that the Department has not been active in reviewing the American workforce language needs or its own needs.

So with that I want to dismiss this panel, and I am going to call for a recess of about 15 minutes and we will have the second panel when we return.

Thank you very much.

[Recess.]

Chairman AKAKA. This hearing will come to order.

I would like to welcome our second panel, Rita Oleksak, President of the American Council on the Teaching of Foreign Languages; Michael Petro, Vice President and Director of Business and Government Policy for the Committee for Economic Development; and Dr. Diane Birckbichler, Director of the Foreign Language Center at Ohio State University.

I welcome all of you. As you know, it is a custom of this Subcommittee to swear in all witnesses, and I would like to ask you to stand and raise your right hand.

Do you swear that the testimony you are about to give before this Subcommittee is the truth, the whole truth, and nothing but the truth, so help you, God?

Ms. OLEKSAK. I do.

Mr. PETRO. I do.

Ms. BIRCKBICHLER. I do.

Chairman AKAKA. Thank you. Let me start in the order of the way in which I introduced you and ask you to proceed with your statement. Thank you, Ms. Oleksak.

TESTIMONY OF RITA OLEKSAK,[1] PRESIDENT, AMERICAN COUNCIL ON THE TEACHING OF FOREIGN LANGUAGES

Ms. OLEKSAK. Chairman Akaka, and Ranking Member Voinovich, thank you for the opportunity to appear before you today.

ACTFL supports the premise you so eloquently stated in your letter inviting us to testify: That the national security and economic vitality of the United States and the basic career security of many American citizens is now tied in large part to our foreign language capability.

We believe this capability is in dire need of strengthening. Indeed, the United States suffers from a language deficit because our country has failed to make language learning an important part of every child's education.

[1] The prepared statement of Ms. Oleksak appears in the Appendix on page 72.

ACTFL and the language teaching profession support initial efforts by the government to address this language deficit through proposals made by the Department of Defense following its 2004 National Language Conference, as well as their Defense Language Transformation Roadmap.

We also support the President's National Security Language Initiative, but the lack of authorizing legislation has resulted in an incomplete plan, duplication of efforts, and an unequal emphasis on the importance of the initiative within the various agencies.

While the Department of Education has redirected some of its existing resources, it, too, does not have the authorizing legislation it needs to implement all of the education-based activities envisioned by NSLI.

The initiatives and funding from the Departments of Defense and State are welcomed, but for the long term, we do not believe that it makes sense for the National Security Agency and the Director of National Intelligence to run teacher training and summer youth programs.

Just as the military has its Defense Language Transformation Roadmap, we need a similar roadmap for a comprehensive and coordinated plan to expand and strengthen school-based foreign language education in the United States.

The goals of achieving a language-trained military and language-qualified personnel in embassies around the world will fail unless strong support is provided to our Nation's K–20 foreign language education infrastructure.

ACTFL offers the following recommendations to strengthen the foreign language capabilities of our Nation:

One, ensure that all languages are supported in our educational system, not just the languages that are deemed critical for today. Since research supports the notion that after learning a second language, a third and a fourth language come more easily.

It is important to support any language that a school system considers important for its community and for which teachers are available.

Two, encourage and support the creation of articulated, continuous sequences of language courses beginning in the earliest grades and continuing through college with immersion and language study abroad as key components.

Three, include funding for the development of a consistent program of assessment starting in the earliest grades to measure student progress towards proficiency in foreign languages.

Four, since learning a foreign language increases performance in other core subject areas, make foreign languages truly part of the core curriculum in every school.

Five, provide assistance to community colleges and universities offering specialized foreign language instruction focused on combining language instruction with other majors and for special purposes such as law enforcement, healthcare, and first responders.

Six, provide incentives to enhance teacher recruitment and retention, such as loan forgiveness, and ensure teacher quality through teacher education and certification process.

Seven, require intensive training for teachers recruited from abroad so they understand how to teach in American schools and

provide professional development for teachers currently in their classroom on how to incorporate standards-based teaching into the curriculum.

Eight, develop the skills of our heritage language speakers by encouraging the continued learning of their native language as well as English.

Nine, fund research into a wide range of areas including enrollments, best practices, and longitudinal studies to examine the effects of language education on cognitive development as well as the academic and career success of students.

And finally, 10, provide funding for public education initiatives, such as "Discover Languages . . . Discover the World!" campaign. Policymakers and business leaders need to support efforts to change public attitudes towards foreign language learning.

In summary, we need a coordinated plan and funding of Federal legislation to strengthen foreign language education and enable us to provide the linguistic capabilities so desperately needed by government agencies and the workforce in general.

ACTFL and the language profession stand ready to assist Congress in developing this plan in order to achieve a multilingual citizenry, thereby strengthening our national security and securing our leadership role in a global economy.

Thank you, Mr. Chairman and Members of the Subcommittee.

Chairman AKAKA. Thank you for your testimony. Mr. Petro, you may proceed with your testimony.

TESTIMONY OF MICHAEL PETRO,[1] VICE PRESIDENT AND DIRECTOR OF BUSINESS AND GOVERNMENT RELATIONS AND CHIEF OF STAFF, COMMITTEE FOR ECONOMIC DEVELOPMENT

Mr. PETRO. Thank you, Mr. Chairman, Senator Voinovich, and Members of the Subcommittee. I want to thank you for inviting me to testify at today's hearing.

I am speaking on behalf of the Committee for Economic Development, a nonpartisan public policy organization comprised of over 200 business leaders and university presidents throughout the country.

CED has been providing a business perspective on public policy issues for almost 65 years. CED was formed in the 1940s when our business trustees participated in discussions on how to move the country from a wartime to a peacetime economy.

CED's first policy study became the blueprint for the Marshall Plan. In fact, CED's first chairman, Paul Hoffman, CEO of Studebaker became the first administrator of the Marshall Plan.

Today what I would like to do is briefly highlight a CED study released last year entitled, "Education for Global Leadership: The Importance of International Studies and Foreign Language Education for U.S. Economic and National Security."

CED has long been a business voice for education reform and globalization. From preschool to higher education, CED recommendations have called for reform of our school system to prepare today's children to become tomorrow's educated workforce.

[1] The prepared statement of Mr. Petro appears in the Appendix on page 87.

CED's work on globalization has called for enhancement of education and training of the workforce to maintain U.S. competitiveness.

As we all know, the education reform movement of the 1980s and 1990s urged greater focus on standards and accountability in our schools, particularly in subjects such as reading, science, and mathematics. At the same time, globalization of the world's economies has created a host of distinctly new demands on our workforce, our citizens, and our students.

CED is concerned that the recent trend in these two policy areas may be pulling us in opposite directions. Full participation in this new global economy will require not just competency in reading, science, and math but also a proficiency in foreign languages.

In addition, the attacks of September 11, 2001, and their aftermath remind us of the need for the study of the less-commonly-taught critical languages that are crucial to national security, such as Arabic, Persian, Farsi, Chinese, Hindi, Korean, and Japanese.

Unfortunately, some school districts have shifted resources away from foreign language instruction in recent years in order to concentrate on teaching the subjects that require testing under No Child Left Behind, and this trend must be reversed.

The study of foreign languages must figure prominently in the overall effort to improve educational outcomes through standards and assessment. CED recommends that high school graduates should be required to demonstrate proficiency in at least one foreign language.

Meeting this challenge will require a concerted and coordinated effort among all levels of government as well as the private sector.

CED recommends an expansion of the foreign language training pipeline at every level of education. This will require an intensified focus from the Federal Government as well as additional resources to support partnerships between higher education institutions, State governments, local school systems, and the business community.

Federal language initiatives should encourage States and local school districts to implement language programs in elementary grades and offer more advanced language classes in middle schools and high schools.

Strengthening the teacher training and professional development is another critical factor in improving foreign language studies. Higher education institutions should partner with State and local education systems to provide professional development in foreign language instruction.

I want to conclude in encouraging coordination among all levels of government, higher education institutions, and the private sector.

I want to let this Subcommittee and the folks here know that CED is about to launch an endorsement campaign where we send letters out and communicate to our 200 trustees asking them to publically endorse the CED recommendations. In addition, we will ask them to reach out to their colleagues in business and get them to publically endorse these recommendations.

This campaign will take a few months, but once this group is ready to get together, this partnership, I think, will be key in playing a role to continue the support of these vital programs.

So I am here to answer any questions and I thank you for inviting me.

Chairman AKAKA. Thank you for your testimony. Dr. Birckbichler.

TESTIMONY OF DIANE W. BIRCKBICHLER, PH.D.,[1] DIRECTOR, FOREIGN LANGUAGE CENTER AND CHAIR, DEPARTMENT OF FRENCH AND ITALIAN, OHIO STATE UNIVERSITY

Ms. BIRCKBICHLER. Certainly. Chairman Akaka and Senator Voinovich, I want to thank you for holding this hearing dealing with the Federal Government's efforts to develop our national capacity in foreign languages.

I am also pleased to be part of a panel that represents multiple stakeholders in the language learning enterprise, a clear indication that cooperation and collaboration are essential in our collective futures.

As already indicated by other people testifying, the language profession and the Federal Government have begun to respond to the task of preparing a global-ready citizen equipped with professional-level language and culture skills.

Major changes have occurred in our language programs over the past several decades that make language learning and language teaching more congruent with the goals of this panel. Gone are classrooms where students learn through grammar translation and through dialogue memorization, a hallmark of a popular methodology in the 1960s.

Today's students learn in classrooms where their performance is linked to nationally-accepted norms for levels of language proficiency such as the Foreign Service Institute or the American Council on the Teaching of Foreign Languages.

Today's students learn in classrooms where the focus is no longer exclusively on literature but has expanded to include history, culture, economics and mass media, to give a few examples. With increasing frequency, today's students participate in longer-articulated sequences of language instruction.

Today's students are encouraged, as our panelists have already indicated, to go beyond basic requirements and work toward advanced levels of language and culture proficiency whether through longer periods of study, intensive language courses, or studying abroad.

This substantial progress that the language profession has made owes much to initiatives and programs sponsored by the Federal Government, among them the National Security Language Institute, Title VI programs that were talked about earlier, the National Flagship Initiatives have been essential, and I would like to single out the Partnership for Public Service, a very successful collaboration of the Federal Government, a private foundation and academia.

[1] The prepared statement of Ms. Birckbichler appears in the Appendix on page 91.

In light our new curricula, strong State and Federal support, the advocacy of organizations such as the Committee for Economic Development, the foreign language community recognizes that much progress has been made; at the same time, we realize that much work still needs to be done to create a language-ready workforce for the future.

I would like to suggest the following, and some of them will repeat what my colleagues on this panel have said and what has been said earlier.

We need continued funding of language programs that offer longer-articulated sequences of foreign language instruction and which clearly and unequivocally target the development of advanced language skills. The National Flagship Programs in the critical languages serve as models in this area.

We do, however, need additional funding opportunities to support extended sequences in both commonly and less-commonly taught languages to build a strong infrastructure in all of the languages that we teach in our K–16 curriculum.

As we develop and implement longer sequences of language study, we need to ensure funding of programs that develop a corps of qualified language teachers, particularly in the critical languages, where a teacher infrastructure needs to be established. The State of Ohio's House Bill 115 funding of alternative licensure programs is an excellent example of the support needed in this area.

We need continued Federal support for study abroad programs where language and culture skill development are integral to the program; that is to say where the programs take place in the foreign language and not in English.

The benefits of study abroad are too numerous to mention here, but a recent finding of a study by the Institute of International Education of Students quoted in a report of the Commission on the Abraham Lincoln Study Abroad Fellowship Program is noteworthy. Eight percent of the respondents said that study abroad allowed them to acquire skill sets that were important to their careers, and this is added to the many benefits of study abroad.

We will need continued advocacy for foreign languages by the Federal Government, by State Governments, and by educational and business organizations to make foreign languages part of the core curriculum and one of our basic educational skills.

When asked about the President's National Security Language Initiative, one Midwestern superintendent replied that we would be better off focusing on more "meat and potatoes" subjects. This comment gets to the core of the problem: Foreign languages need to be part of the core. Languages need to be considered "meat and potatoes," an essential part of the educational meal and not just a tasty dessert.

Finally, we need to develop a national language policy that clearly emphasizes the importance of foreign language to our collective interests. A policy that calls for the development of advanced skills with longer sequences of language instruction and a policy that clearly establishes foreign language as a basic component of a core curriculum at all levels of instruction.

Thank you for giving me this opportunity.

Chairman AKAKA. Thank you very much, Dr. Birckbichler. I was glad to hear of some of the programs that you have. I was pleased to see that the Partnership for Public Service and Ohio State joined together to hold a foreign language career day.

Ms. BIRCKBICHLER. Right.

Chairman AKAKA. Can you share with us a little more about that event and how it was viewed by students in attendance?

Ms. BIRCKBICHLER. OK. I can do that. And let me also say that in November, I think it was, at least it was in the fall quarter, in collaboration with the Partnership for Public Service, we had a campus-wide Federal career day, attended by 1,300 students and represented by 55 agencies.

The student reaction to the foreign language career day was excellent. We had over 200 students, which is really a large number of students, and I think what is significant is the next day when several of the agencies had special briefing sessions, they were very well-attended. Thirty and 40 students attended them.

So we had a very positive reaction, and the positive reaction was that our students did not know that these opportunities existed. They were very much taken by the incentives, the pay incentives, and so we felt that this opportunity gave our students—this is another pipeline to the Federal Government. Very well received.

Chairman AKAKA. Thank you for that. Ms. Oleksak, you testified that efforts to encourage programs to study critical need languages should not be at the expense of current programs that are teaching languages such as French, German, and Spanish.

Ms. OLEKSAK. Yes.

Chairman AKAKA. Could you elaborate on the importance of continued Federal support for those languages?

Ms. OLEKSAK. Absolutely it is imperative, and I am going to bring it back to a local level because I am the Foreign Language Director in Glastonbury, Connecticut Public Schools where we have a 50-year history of elementary foreign language program. We are also bringing in Chinese currently at our high school. We are hoping to run a summer camp in Chinese as a way to influence the program.

And we are also looking at the elementary school where we teach about China in third grade as part of Social Studies, but we are doing that in a very delicate way because we also offer Russian, Latin, Greek, French, and Spanish. And our program is grades 1–12 Spanish. Our students build upon the Spanish to learn a second foreign language and then a third foreign language.

It is a delicate balance that you have to have a conversation with in your communities, what is the need of your community for language learning.

We have a website and on our website for our foreign language program we have a link to alumni where they talk about how they have used their languages, all the languages that we teach, in a variety of ways, whether it is for business or government, we have some that have gone in the foreign service.

So I think that the word is a delicate balance and the need will be we have to continue the funding for all languages because today's critical need will not be the same need next year and we will

always need, as was said earlier in testimony, for interpreters in many languages.

Chairman AKAKA. I was interested in your 10-point program that you mentioned and wish you well on that.

Mr. Petro, both you and Mr. Dominguez from DOD testified about the need for business to be involved in supporting foreign language education programs.

What is the business community doing to support foreign language programs and how can we increase these efforts?

Mr. PETRO. Senator, I think they are probably not doing enough. I would argue, though, that there are reasons to be optimistic. I think there are several large companies around the country that have started to compensate their employees for learning foreign languages. I believe they are Proctor and Gamble, IBM, and Intel. I know that, for instance, the CEO of UPS, Michael Eskew, has been quite eloquent in speaking on behalf of increased funding for these programs.

However, what CED is doing and what I had mentioned earlier in my testimony is really informing, engaging, and mobilizing business leaders around this issue. Since so much of this is about money, when legislators hear from large employers that this is an issue of concern, when they see an op-ed from a CEO, it is a different player in this issue. All of a sudden it turns heads and it says, "Oh, my goodness, those people represent voters, those people represent a large part of the population."

So it is really sort of informing business but also mobilizing them and giving them things to do and that is what CED's role is and that is the way we view the things that we can add to this debate.

Chairman AKAKA. Dr. Birckbichler, you testified that the United States needs a national language policy.

Ms. BIRCKBICHLER. Yes.

Chairman AKAKA. Can you discuss what is lacking in our current efforts and what should be included in any language policy?

Ms. BIRCKBICHLER. What is lacking is that if there is one, its not very well known. It is not. There are bits and pieces, and one could pull together what we think is the national language policy. The National Security Language Initiative (NSLI), there are all sorts of initiatives that work around languages, that relate to languages, but what I would like to see is a very strong policy that says the United States of America is committed to developing a global-ready workforce equipped with professional-level language and culture skills and that in order to do this, we need to do the following: We need advanced language skills, we need longer sequences, and we need to be in the core curriculum.

I truly believe that not being in the core curriculum is one of the things at least in the K–16 language programs is what holds us back. We do not need to be left behind, and as long as we are not in the core, we continue to be left behind. We are put aside because there are proficiency tests that need to be taken, but they are not foreign language proficiency tests.

So that is what I would like to see, and I would like to see that policy developed by the Federal Government, by the business community, by language professionals, by representatives from K–16.

Chairman AKAKA. Thank you very much. My time has expired. Senator Voinovich.

Senator VOINOVICH. I thank you, Mr. Chairman.

Usually when people exert effort, they have to be motivated, and would you like to each comment quickly on the fact that today more countries around the world are teaching English, and that as a result of that there seems to be a lessening in people's heads of the need to develop foreign languages here?

There was a day when you had to learn French or you had to learn German, you had to learn another language, but today I go to international conferences and everybody speaks English. It seems to me that part of the reason why businesses and others are not motivated to learn a foreign language is because they figure they do not have to do it and they will save the cost and effort.

Ms. OLEKSAK. I would be happy to talk about that because I think what is so important for us to keep in mind is that learning a language is more than just learning to communicate in that language, but it is learning to understand the culture as well. And when I say "culture," I think about not only the products that are in existence but the practices and the perspectives.

And I think that in learning about the culture, which is a part of learning another language, about the people and the community in which they live, would help us have a much better understanding on both an education level and also on a government level and on a security level.

Senator VOINOVICH. What are the average curriculum requirements? Now, for instance in Ohio, the governor finally adopted more math and science, but they kind of punted on languages and said, "We want to study it."

No Child Left Behind does not really emphasize languages. Universities, undergraduate schools, liberal arts, in order to get a degree in the old days at least you had to have 2 years of a language to graduate. What I am trying to say that some of the motivation here has got to do with requirements.

Ms. OLEKSAK. And if I can continue, I would say that on a couple of factors to address your question that is why we need a coordinated effort, and I went so far as to say K–16 that on the opposite from the first panel instead of looking from the top down, in our district in Glastonbury I could say from the bottom up. I would like to see people come down and talk to our juniors and seniors and encourage them in high school to move on to college programs.

Senator VOINOVICH. Do you have AP courses?

Ms. OLEKSAK. Yes, we do.

Senator VOINOVICH. Are any of your kids who are taking AP courses taking languages?

Ms. OLEKSAK. Yes.

Senator VOINOVICH. They are?

Ms. OLEKSAK. Yes. And actually, we have some students that are taking as many as two AP language courses at the same time, sometimes three. I can say that we have to work with parents and families to talk about a skill set, a language as a skill set to help them.

And one of my 10 points that I talked about the opportunity of combining with another career and language is the value-added piece of success in the future in a global economy.

Senator VOINOVICH. OK. Mr. Petro.

Mr. PETRO. When it starts to affect the bottom line, that is when people notice. And what I would argue is that technological advances and lower trade barriers have paved the way, as we all know, for lesser-developed countries to compete in the marketplace and that affects the bottom line.

Ms. Oleksak mentioned about international knowledge. I want to read something from the CED report that Microsoft Corporation developed a time zone map for its Windows 95 operating system. It inadvertently showed the region of Kashmir lying outside the boundaries of India. India banned the software and Microsoft was forced to recall 200,000 copies of the offending product. That cost money.

So what I would argue is it is the bottom line, and I do think business is starting to see that. And I agree when you go to these conferences, everyone is speaking English, but I think it is deeper than that and I think especially with these developed countries entering into the fray, it is starting to change some views on that.

Ms. BIRCKBICHLER. I think it is a very naive assumption on the part of businesses, and I am really kind of shocked that they continue to have that, that all business is done in the boardroom. All business is not done in a boardroom or in the scientific lab. So much of business takes place, at least in many cultures, outside of that formal business environment. So that combined with the compelling economic arguments, I think, would go a long way to convincing some people.

Senator VOINOVICH. Mr. Petro, in your testimony you noted the intense global competition facing American businesses and emphasized a need to address 21st Century economic challenges with employees who possess knowledge of foreign languages and cultures. Yet even many of our Nation's finest business schools continue to lack foreign language requirements and much of our corporate workforce lacks foreign language skills or cultural awareness.

Your committee reports that American companies lose and estimated $2 billion a year due to inadequate cross-cultural guidance for their employees in multi-cultural situations.

Do you have specific examples of those costly blunders or lost opportunities that maybe Senator Akaka and I could communicate to the National Business Roundtable?

Mr. PETRO. Yes. I can certainly provide them from this Subcommittee. I do not have them right here in front of me. I would say that, as I mentioned earlier, university presidents are part of CED, and we do have some of the great business schools on board with us and we have talked to them about the need to increase instruction.

I will talk to you about a survey that 80 percent of the business school graduates over the last 20 to 30 years talk about the fact that having a knowledge or a proficiency in a foreign language has given them an added advantage. So clearly, the people coming out of the schools know that it makes a difference, but there are plenty

of examples that I will be happy to provide this Subcommittee with.

Senator VOINOVICH. I was just thinking, Senator Akaka, if you could maybe draft a letter for us——

Mr. PETRO. All right.

Senator VOINOVICH [continuing]. And we could embellish it and kick it around a little bit and send it over to the National Business Roundtable——

Mr. PETRO. Sure.

Senator VOINOVICH [continuing]. And say, "You guys, this is a problem, what are you doing about it?"

Mr. PETRO. Right.

Senator VOINOVICH. And ask them to get back to us about whether they have goals in place and is receiving attention in corporate America.

It is not enough for them to say, "Oh, boy, we need more people coming in that speak the languages," but what are they doing about it?

And one thing that is tough, Ms. Oleksak, is that we have limited resources here. I know you had many suggestions of what we all ought to do, and I know your job is to kind of get it all out there, but I really hope that you will talk with your co-workers and come back with a strategic priority list, because we cannot do it all. I mean, we would like to do it all, but it will not happen.

So I would like to know what are the top three priorities that maybe we could work on that would make a difference for you and the things that you care about.

Ms. OLEKSAK. We will be happy to provide that. Definitely.

Chairman AKAKA. Thank you very much. Senator Voinovich, we will have a second round.

Ms. Oleksak, I noted with interest your support for a director of national language initiatives as outlined in the Department of Defense white paper. At what level in the Federal Government do you believe a national language director should be placed and what should be his or her responsibilities?

Ms. OLEKSAK. What I would like to say is that I do not feel that I have the right actually to determine what level the person should be placed at, but what I do think is that we need a coordination of efforts.

There are many different initiatives going on across the country K–16. I am talking even within the education field. And I think that what we need is the opportunity to gather information at both the State, regional, and local levels, and we need to be able to look across the country at all the programs where the funds are going and how to best streamline our efforts.

There were comments made in the earlier panel about not all districts having sufficient funding or opportunities to provide foreign language education to the same level that other districts can do.

I think this is where we would be able to look and see where the gaps are and hopefully fill in those gaps and try to combine our efforts to try to explore a variety of avenues, not only between teacher training, professional development. We could also look at the education department and talk about Teacher-to-Teacher.

We are looking at that with foreign language in ACTFL and we have invited them to participate with us this fall in our National Foreign Language Conference. Not only will foreign language teachers participate with Teacher-to-Teacher, we have invited them to join us as well. And I think that what we need to do is try to pool our efforts to try to work together better.

Chairman AKAKA. Thank you. Mr. Petro, you testified that the media, political leaders, and the business and philanthropic communities should make the public aware of the importance of improving education in foreign language and international studies. I support such a public awareness campaign because it will increase the interest and demand for more programs.

What recommendations do you have for us to ensure that there is a coordinated effort to educate the public on this issue?

Mr. PETRO. I would agree with what Ms. Oleksak just said. I think some sort of a coordinating body or some leadership from government that can help, that can tap into the various different sectors so people know what we are all doing at the same time.

I know that if you look at models and examples certainly in the States around certain education efforts, the private sector sits very prominently on some of these task forces and boards, so there is a willingness for business certainly to participate in these sort of outreach efforts.

But I do think that it is important. Just being here for the few hours I have learned in just chatting with some of my colleagues about certain things going on that I did not know about, so I think at the very least some sort of coordinating body or individual to help bring it together would be helpful.

Chairman AKAKA. Thank you. Ms. Oleksak, you testified that universities are increasingly offering double majors coupling language study with another major such as engineering or physics.

Ms. OLEKSAK. Yes.

Chairman AKAKA. Do you have any information or any statistics on this?

Ms. OLEKSAK. We can provide that information for you. I can give you an example that comes to mind right now. The University of Rhode Island offers a combined program in International Engineering and German and they are expanding to other languages as well. They have a high success rate and great student participation in this program, but ACTFL would be happy to provide that information for you.

Chairman AKAKA. Thank you very much. I want to tell you that I really appreciate the responses from our witnesses. I feel you are very enthusiastic about this and together we can certainly put things together. Keep in touch and share information with each other as we go along. Senator Voinovich.

Senator VOINOVICH. Just another comment. I am thinking about all of the places where you would get an opportunity to give foreign language education a jolt, and I am fairly familiar with the report of the National Academy of Sciences, "Gathering Above the Rising Storm." It is basically on math and science preparation, upgrading math and science teachers. But it was interesting: I do not think they even mention languages. They just kind of left it out.

These are the kind of reports and recommendations in which there should be some real effort to emphasize the importance of foeign language education. If it is not there, then they think, well, all you need to do is just study math and science, forget the rest of the stuff. It is that way with a lot of the States and our testing program in Ohio.

I asked a question of the other panelists, and maybe you can help me on this, Dr. Birckbichler. When you get money from the Federal Government, tell me about how it gets out to the schools and how do schools access those funds?

And it gets back to the question I have is if I want to get something done quick, what you do is you go for the low-hanging fruit.

Ms. BIRCKBICHLER. Right.

Senator VOINOVICH. How does that work?

Ms. BIRCKBICHLER. The way it works best is if you have a school with a strong language program like you mentioned earlier that has already begun to make connections with the K–12 community.

One of the reasons that I think Ohio State has been so successful with the K–16 Pipeline Project is that the director of that program had already begun work in talking to high school teachers and especially high school administrators and superintendents. So there was already a network that was being established before the funding was given.

And I do not know whether it was Ms. Oleksak or someone else talked about collaboratives, and I think this whole idea of partnerships is really important because if you establish a K–16 collaborative project in a State, you already have that network formed and it makes it much easier to identify the people you want to work with.

Senator VOINOVICH. OK. But how much money did you get?

Ms. BIRCKBICHLER. It was $1 million.

Senator VOINOVICH. So you got $1 million and do any of the schools get any of that money?

Ms. BIRCKBICHLER. At this point and, correct me if I am wrong on the trajectory, the trajectory right now is to develop the curriculum and then start putting it in the schools.

Senator VOINOVICH. And so in effect you have not done that yet, you are working on that right now?

Ms. BIRCKBICHLER. Right.

Senator VOINOVICH. Probably, as you say, you have got some networks out there that you are getting input from about what they think about the best way of doing this.

Ms. BIRCKBICHLER. Yes.

Senator VOINOVICH. There are some very innovative ways to teach people languages these days. The Federal Government has got some really good training programs.

Is there any kind of communication back and forth about what is really working the best?

Ms. BIRCKBICHLER. There have been programs like that in the past. I know at ACTFL there are oftentimes speakers from the Federal Government, but I do not know of any recent initiative where we had a formal gathering to do just that.

Ms. OLEKSAK. If I could just add that at ACTFL, as you mentioned, Dr. Birckbichler, that we have worked with the Defense

Languages Institute for a number of years and we have increased participation annually at our conference.

We also have been working closely on a contract to develop assessments that are appropriate in the language profession that are proficiency-based assessments applicable for students K–12, and we are trying to transition that into the education field.

We have ongoing conversations about the issues that exist at both the government level and at the local level and we also have the FBI invited to our conference and we are looking to do more to expand that as well.

I can also say that a couple of years ago we had an assessment summit that brought in groups from various organizations to come in and talk about it. It was a culminating activity as part of New Visions in Education and talking about a variety of different areas.

But if I could also add another piece about Federal funding, Glastonbury and formerly when I was in Springfield Public Schools, an urban district in Massachusetts, we received foreign language assistance program grant funding to develop curriculum at the elementary level, to also develop assessments.

Senator VOINOVICH. Was that from your State?

Ms. OLEKSAK. Yes. And I can tell you though that because you asked the question about does it go to the schools. It does impact all the schools in the way the curriculum is delivered, and part of the requirements of that grant funding is that you also disseminate the information in the profession and share what you have created so that other teachers through professional development and other opportunities can learn about your program and replicate it.

Senator VOINOVICH. Do you have any communication with each other, Dr. Birckbichler and Ms. Oleksak?

Ms. OLEKSAK. Oh, absolutely.

Ms. BIRCKBICHLER. Yes.

Ms. OLEKSAK. Dr. Birckbichler is a past president of ACTFL.

Ms. BIRCKBICHLER. Right.

Senator VOINOVICH. OK. All right. That is good. Ms. Oleksak, is that Slovak or a Czech name?

Ms. OLEKSAK. Czechoslovakian, yes.

Senator VOINOVICH. We have a good Italian, German, Serb, and native Hawaiian. That is America.

Ms. BIRCKBICHLER. That is right. [Laughter.]

Senator VOINOVICH. My mother did not start to speak English until she was in the first grade. She speaks perfect Slovenian and my dad spoke perfect Serbian.

That is another thing that is happening that I think ought to be encouraged. In my family, my folks were first generation, both of them unusual, college graduates, went to college in the Depression, and they never spoke their native languages at home, so I never learned.

But maybe we ought to be saying, yes, we want your kids to learn to speak English for certain. But for goodness sakes, do not let them lose their heritage.

Ms. BIRCKBICHLER. To build on.

Senator VOINOVICH. I guess what I am saying is that so often we think about all these complicated programs, but there are also some simple things that we ought to look at here.

The other issue I would like you each to comment on is we, in the Homeland Security Committee are very concerned about integrating the Muslim population in the United States and how few people are really learning Arabic and Farsi and it gets back to the need for cultural education.

What outreach could be made in that community, a real aggressive outreach to talk to Muslim and Arab American youngsters about the opportunities that they have for getting good jobs if they continue their language and get others to learn the language so you get some kind of a cross-fertilization going on with them.

My last question is about Partnership for Public Service. Senator Akaka and I feel very good about that organization. The Partnership for Public Service got started when we had an executive session that began up at the John F. Kennedy School of Government that Dean Nye put together with Max Stier. Can you tell me how the Partnership for Public Service is assisting with this issue.

Ms. BIRCKBICHLER. Well, it harks back to what Senator Akaka said at the very beginning of the testimony and that is making the Federal Government the workplace of choice, and I think what it does is establish that pipeline between the Federal Government and its agencies and American undergraduates who did not know of these opportunities or did not have as easy access to them as they do now that the Partnership exists.

Senator VOINOVICH. So because the Partnership has a relationship with your school, they are bringing to your attention the opportunities that your graduates would have in the Federal Government; is that right?

Ms. BIRCKBICHLER. That is right, and what is nice is it is very reciprocal, that means we also know there is a clearinghouse, there is a one-stop shopping for us that we know we can go to the Partnership and ask about opportunities in the State Department, in the DIA, and the CIA. So it has been very convenient in many ways.

Senator VOINOVICH. Does that help you market your program at all?

Ms. BIRCKBICHLER. It does. Yes, it does.

Senator VOINOVICH. Yes.

Ms. BIRCKBICHLER. And we hope to have the same type of career day this coming spring and invite back the same Federal agencies and if not more.

Senator VOINOVICH. Can you market that with the School of Engineering and your business school and other majors?

Ms. BIRCKBICHLER. The campus-wide did, and the Partnership I believe has relationships with the College of Engineering. This was all a pilot program. At OSU there was the Foreign Language Initiative and engineering and I think there were one or two others.

Senator VOINOVICH. That is great, isn't it? Thank you.

Chairman AKAKA. Thank you very much, Senator Voinovich. This has been a great hearing. I want to thank all witnesses today and to tell you you have provided valuable information to this Subcommittee.

As I mentioned in my opening statement, I believe there must be sustained leadership in the Executive Branch and a coordinated effort among all levels of government, the private sector, and aca-

demia to ensure that Americans have a real understanding of other languages and cultures.

Based on what I have heard today, I am more convinced than ever that legislation is needed to make this happen. Next week I will reintroduce the National Foreign Language Coordination Act to establish a national language director and a Foreign Language Coordination Council to develop and oversee the implementation of a national language strategy. Our economic and national security depends on it, without a doubt.

The hearing record will be open for one week for additional statements or questions from other Members.

Are there any further comments you want to make?

Senator VOINOVICH. I would like very much if Mr. Petro would respond about drafting a letter to the Business Roundtable about the importance of foreign language skills to our economic competitiveness.

Mr. PETRO. Yes. We will put together a letter in the next few days and get it over to your offices.[1]

Senator VOINOVICH. Thank you. Are any of your groups familiar with Senator Akaka's legislation?

Mr. PETRO. Yes.

Senator VOINOVICH. And you are supporting it?

Mr. PETRO. CED generally does not support legislation, but I can get my members to respond on their own behalf.

Senator VOINOVICH. Good.

Chairman AKAKA. I thank you very much again. This hearing is adjourned.

[Whereupon, at 5:19 p.m., the Subcommittee was adjourned.]

[1] The letter referred to appears in the Appendix on page 98.

APPENDIX

Statement

of

The Honorable Michael L. Dominguez
Principal Deputy Under Secretary of Defense (Personnel and Readiness)

Before the

Senate Committee on Homeland Security and Governmental Affairs
Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia

Lost in Translation: A Review of the Federal Government's Efforts to Develop a Foreign Language Strategy

January 25, 2007

INTRODUCTION

Mr. Chairman and members of this distinguished committee, thank you for the opportunity to speak to you today.

I will discuss two efforts in which the Department of Defense is engaged. First, I will detail our significant actions in transforming language capability within the Department. Our internal efforts lead us to the requirement to increase the language talent pool within our country, from which we can recruit or harness during times of surge. In light of this need to expand the national talent pool, I will describe our contributions to the National Security Language Initiative (NSLI), launched by President Bush in January, 2006.

Foreign language skill, cultural awareness, and regional expertise are emerging as core competencies for our 21st Century Total Force. The Active and Reserve Component military personnel and our Department of Defense civilians who make up the Total Force, as well as our supporting contractor personnel understand that these are essential war-fighting skills and vital force capabilities for mission accomplishment. We have made significant progress on a number of fronts, and the transformation that has occurred is very apparent.

Today I will discuss the significant steps the Department of Defense has taken to promote and improve language capacity and capability within the force. We have overcome many obstacles and made good progress to date, but we still face more challenges. Language skills are not easily acquired and once acquired, are not

universally applicable to all regions and situations. As prudent planners and good stewards we constantly assess the relevance of what we are doing now to what we might be called upon to do in the future.

Before proceeding, I want to thank the Congress for its continued support of Defense Language Transformation. The Fiscal Year 2007 National Defense Authorization Act provided the means for several important initiatives that will help us to attain our goals. Congressional action for Fiscal Year 2007 supported enhancements in Department of Defense Language Programs such as the Army Heritage Speaker (09L) Program, Service Academy Language Training Programs, Foreign Language Proficiency Pay, ROTC Language Training Grants, Accession Screening Program, the Language Corps, National Security Education Program, and the Defense Language Institute Foreign Language Center (DLIFLC).

THE NEED TO REFORM— IMPLEMENTING NATIONAL GUIDANCE

Current military operations demand different skills than those we mastered to win the Cold War. Today's operations increasingly require our forces to operate with coalition and alliance partners and interact with foreign populations of diverse languages and cultures. Our enemies blend in with these populations, making their defeat more difficult. To be effective in supporting Stability, Security, Transition, and Reconstruction operations as well as other counterinsurgency measures, and to prevail in the Global War on Terrorism, we must be able to communicate effectively with and gain the support of the local population within the regions in which we operate.

We responded to this shift in the demands of warfighting with a shift in strategy. Language and Regional Expertise had to be recognized as critical war-fighting skills. Operational lessons learned and studies stressed the need for the Department to create and maintain language capabilities within the force and be able to surge these capabilities on demand to meet unexpected developments. The Strategic Planning Guidance for Fiscal Years 2006 through 2011 directed development of a comprehensive roadmap to achieve the full range of language capabilities necessary to carry out national strategy. The result was the 2005 Department of Defense Language Transformation Roadmap (DLTR) that continues to guide our work today.

Since then, leadership of this Department has continued to reinforce the importance of foreign language and cultural awareness within the 21st Century Total Force. The 2006 Quadrennial Defense Review stressed that "Developing broader linguistic capability and cultural understanding is . . . critical to prevail in the Long War and to meet 21st Century challenges." The Strategic Planning Guidance for Fiscal Years 2008 through 2013 outlines the national commitment to developing the best mix of capabilities within the Total Force and sets forth a series of Roadmaps that support the Defense Language Transformation Roadmap.

MANAGING CHANGE

The Defense Language Transformation Roadmap, signed by the Deputy Secretary of Defense on February 14, 2005, is our management tool for building language skills and regional expertise into the 21st Century Total Force. Its goals are to accomplish the following by the end of 2008:

To create foundational language and regional expertise in the officer, civilian, and enlisted ranks for Active and Reserve Components,

- To create the capacity to surge language and cultural capabilities to meet unanticipated requirements, and
- To develop a cadre of skilled language speakers that allows us to place the right people in the right place at the right time.

To ensure oversight, execution, and focus for the transformation we are undertaking, the Department appointed the Deputy Under Secretary of Defense for Plans as the Department of Defense Senior Language Authority responsible for the Defense Language Program. We required the appointment of Senior Language Authorities in the Military Departments, the Defense Staff, Defense Agencies, and the Defense Field Activities at the Senior Executive Service, General Officer, and Flag Officer ranks to ensure senior-level involvement in the effort. We established the Defense Language Steering Committee, consisting of Senior Language Authorities to act as an advisory board and guide the implementation of our Roadmap. We rewrote the Department of Defense Directive for the Defense Language Program and established the Defense Language Office to ensure oversight and execution of the Defense Language Transformation Roadmap and to institutionalize the Department's commitment to this critical capability.

Create Foundational Expertise: Building Competencies into the 21st Century Total Force

One of the initial Defense Language Transformation Roadmap undertakings involved determining what capabilities we needed to support operational and contingency planning. The Combatant Commands, Military Services, Defense Agencies, and Defense Field Activities began identifying the language and regional expertise requirements necessary to support their operational and contingency plans as well as ongoing operations. The Civilian Personnel Management Service also conducted a zero-based review of all civilian positions within the Department that required language skills.

The Services and Joint Staff initiated reviews of all relevant doctrine, policies, and planning guidance to ensure that they incorporated language, regional expertise, and cultural awareness. These documents outline the approach for how to develop and, more importantly, employ these capabilities. This in turn drives planners' assessments on how many capabilities they require to support their plans and operations.

When the Department of Defense initiated language transformation, there were no accurate figures on what capabilities already existed with the Total Force. The Services screened their personnel, asking them to report (self profess) the languages they were able to speak. The Department learned that it had a significant in-house capability not apparent to our management systems. For example, even though our assessment is not yet complete, as of the beginning of the current fiscal year, the Department had 141,887 Active Component; 77,319 Reserve Component; and 23,849 civilian members of the Total Force who professed to have foreign language skills, which represent 10, 7, and 4

percent, respectively. Until we undertook this assessment, the Department did not have any way to identify this capability. To date, there are over 243,000 Total Force members identified as possessing more than 294,000 language capabilities (some members professed more than one language).

In order to encourage service members to identify, improve, and sustain language capability we implemented a new Foreign Language Proficiency Pay (FLPP) policy, and, with the support of Congress, increased the proficiency bonus from $300 maximum per month, up to $1,000 maximum per month for uniformed members. The maximum FLPP rate increased from $150 to $500 per pay period for eligible Department of Defense civilian employees performing intelligence duties. Department of Defense policy allows payments of up to five percent of civilian employees' salary for those civilians who are assigned to non-intelligence duties requiring proficiency and who are certified as proficient in languages identified as necessary to meet national security interests. We are currently finalizing the Department of Defense Foreign Language Proficiency Bonus policy to align payment for Reserve and Active Components by increasing Reserve proficiency pay ceiling from $6,000 to $12,000, consistent with Section 639 of the Fiscal Year 2006 National Defense Authorization Act.

Building A "Learning" Organization to Strengthen the Foundation

Of the many competencies taught to our personnel, language skills are among the most difficult to address in a systematic manner. Learning a foreign language is difficult and language skills deteriorate rapidly if not used frequently. Frustratingly, there is risk associated with selecting which languages should be emphasized or taught. Unlike other

primary skills, language skills do not necessarily transfer from one theater of operations to another. To acquire and sustain language capabilities, the Department of Defense must commit itself to building a "learning" organization—one that offers mission -focused instruction to all personnel at the appropriate times, and continues to support our personnel in maintaining hard-won skills. This "learning" begins even before people join the Total Force.

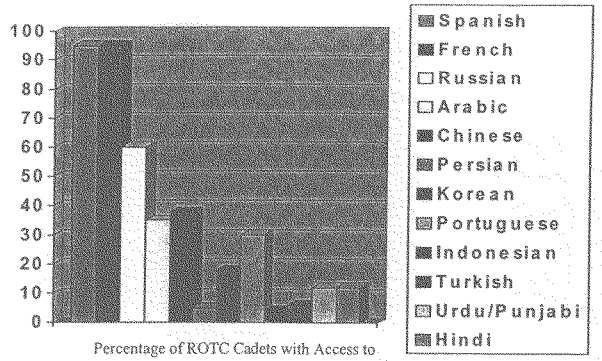
The 2006 Quadrennial Defense Review (QDR), after careful review, concluded that there was insufficient time available for officers not going into language-required specialties to acquire language skills after they were accessed into the force. The QDR recommended that the Services focus on conducting initial language training prior to accession. This would allow the Services to concentrate on providing formal, post-accession language training to language professionals and allow them to reach advanced language levels more quickly in their careers. At the same time, a broader base of capabilities would be achieved by having increased numbers of personnel within the force who possess language skills and cultural awareness even though they are not language professionals.

Pre-Accession Language Training

Pre-accession language training will focus the Department's effort on building language skills in future officers prior to commissioning. The three Service Academies enhanced their foreign language study programs to develop pre-accession language skill and cultural awareness competencies. They expanded study abroad, summer immersion and foreign academy exchange opportunities; and added instructor staff for strategic

languages. The United States Military Academy and the United States Air Force Academy now require all cadets to complete two semesters of language study; and the United States Naval Academy requires its non-technical degree-seeking midshipmen to take four semesters of language study. The United States Military Academy and the United States Air Force Academy also established two new language majors of strategic interest specifically, in Arabic and Chinese. The United States Naval Academy, for the first time in history, will offer midshipmen the opportunity to major in a foreign language. In Fiscal Year 2007, $25.57 million was directed to the Service Academies to develop and implement their language programs, including curriculum development and hiring of staff and faculty to teach more strategic languages.

The Academies are aggressively pursuing increased opportunities for their cadets and midshipmen to study abroad and currently have programs available in 40 countries. Four-week summer language immersion programs are offered as well as semester exchanges with foreign military academies. The Fiscal Year 2007 National Defense Authorization Act allows the Academies to expand these exchanges from 24 exchanges to 100 exchanges per academy per year, and this Congressional support is greatly appreciated. Reserve Officers' Training Corps (ROTC) cadets and midshipmen also have expanded opportunities to learn a foreign language. The Air Force and Navy often have ROTC students accompany their academy counterparts during familiarization and orientation travel opportunities. Of the 1,321 colleges and universities with ROTC programs, 1,148 offer languages as noted on this chart. Significantly, many of the languages we need for current operations are not widely offered at this time.



Percentage of ROTC Cadets with Access to Foreign Language Instruction

Additionally, we are beginning a pilot program to provide grants to select colleges and universities with ROTC programs to incentivize them to offer foreign language courses in languages of strategic interest to the Department and the national security community. Increasing the number of less commonly taught languages in college curricula remains a challenge in which our Senior Language Authority is actively engaged.

Primary Skills Language Training

There are dramatic changes in how the Department is training its personnel who require language skills to perform their primary jobs. The Defense Language Institute Foreign Language Center (DLIFLC) currently has an enrollment of 4000 students a year. Since the September 11, 2001 terrorist attacks, we have reoriented our training to strategic languages, increasing education in languages such as Arabic and Farsi. The Institute's budget climbed from $77M in FY01 to $203M in FY07. One of the major programs implemented in FY06 by DLIFLC is the Proficiency Enhancement Program

(PEP). PEP changed the basic foreign language course by reducing the student to instructor ratio, increasing the number of classrooms, and creating improved expanded curricula, and expanding overseas training. PEP is designed to graduate students at increased proficiency levels.

Support To Deploying Forces

The Department recognizes that not all personnel will be required to demonstrate intermediate or advanced level language skills and regional expertise. However, all deploying personnel do need fundamental information, especially concerning cultural norms and simple phrases to aid in interacting with the regional populations. We are well aware of the instantaneous nature of our environment, how the act of an uninformed person can be seized upon by our enemies and ruthlessly exploited. Knowing the cultural "do's and don'ts" supports the mission, protects our members and helps build relations with the population. Department policy, therefore, requires that military units deploying into, or in transit through foreign territories shall be equipped, to the greatest extent practicable, with an appropriate capability to communicate in the languages of the territories of deployment or transit. Getting this information to the troops in time to be useful, but not so early that it is forgotten before they arrive is "just-in-time" training.

The importance of getting the cultural part of the language transformation right cannot be overemphasized. Through experience we have learned that a single individual can impact operations drastically with a single act. The term "Strategic Corporal," used frequently in the Department refers to a member who possesses the least amount of experience and training but can wield huge influence by doing the right thing, or

committing an improper act and draw either the support or anger of the local population. The Services have undertaken great efforts to guard against the negative and prepare members to achieve a positive outcome by understanding cultural differences. All the Services have established centers to oversee the efforts to impart cultural training to their service members. The Army Training and Doctrine Command Culture Center, the Navy Center for Language Regional Expertise and Culture, the Air University Cultural Studies Center, and the Marine Corps Center for Advance Operational Culture and Language all focus on the offering the training that best supports their deployment model and is compliant with Joint Professional Military Education guidelines. Since Service missions differ, this approach is logical and effective.

We have significantly improved our means to provide language and regional familiarization training to units during their deployment cycles. DLIFLC's foreign language and cultural instruction extends beyond the classroom to service members preparing for deployment by offering Mobile Training Teams, video tele-training, Language Survival Kits, and on-line instructional materials. Since 2001, the DLIFLC dispatched 300 Mobile Training Teams to provide targeted training to more than 32,000 personnel. Deploying units received over 200,000 Language Survival Kits (mostly Iraqi, Dari, and Pashto). Field support modules outlining the geo-political situation, cultural facts, and fundamental language skills, key phrases and commands are available for 19 countries in 17 languages on the DLIFLC website. There are 31on-line language survival courses. Computer-based sustainment training is available as well via the Global

Language On-line Support System, which supports 12 languages and 6 more language sustainment courses are available on the DLIFLC LingNet website.

Heritage Recruiting

Part of ensuring we have a strong foundation in language and regional expertise involves drawing personnel who already possess these skills into our Total Force. All of our Military Services have developed heritage recruiting plans to bring language-skilled personnel into the force. These plans focus on reaching out to our heritage communities and their children who possess near-native language skills.

One particularly successful program is the Army's 09L Interpreter/Translator Program. The Army launched a pilot study in 2003 to recruit and train individuals from heritage Arabic, Dari, and Farsi communities to serve in the Individual Ready Reserve and support operations in Afghanistan. The program was hugely successful. Originally intended as a way to build surge capability, the Army concluded that the program should be expanded and made a permanent part of the Army. In 2006, the Army formally established the 09L Translator Aide as a military occupational specialty that will have a career path from recruit through sergeant major. To date, more than 317 native/heritage speakers have successfully graduated and deployed; an additional 175 personnel are in the training pipeline. The Army continues to expand and develop the program in response to the positive feedback from the commanders in the field

Ensuring Surge Capability—Generating Competencies to Meet the Unexpected

As we evaluated our operations in Afghanistan and Iraq, it was very obvious that we did not have sufficient language capability to meet demands. The Department

appointed the Army to be the Executive Agent for coordinating contract linguist support. Thousands of contract linguists have been made available to commanders in theater. This is one example of how we can generate a surge capability. We are developing appropriate processes to maintain contact with our military and civilian retirees and separatees. The goal is to maintain a personnel database with language and regional experience information that would allow us reachback for possible voluntary recall. While current surge capability is obviously focused on ongoing operations in Afghanistan and Iraq, we are also focused on the future and potential or emerging areas of concern in which the Total Force might be called upon to operate. The DLIFLC is developing language and cultural preparation materials for many regions of the world, to be available to deploying forces. Surge is also enhanced through creation of inventories of current language qualified employees (military and civilian).

Build Experts

Post 9/11 military operations reinforce the reality that the Department of Defense needs a significantly improved organic capability in emerging languages and dialects. A higher level of language skill and greater language capacity is needed to build the internal relationships required for coalition/multi-national operations, peacekeeping, and civil/military affairs. In 2005, the Department began building a cadre of language specialists possessing high level language proficiency (an Interagency Language Roundtable Proficiency Level 3 in reading, listening, and speaking ability). We are working with the DoD Components to identify the tasks and missions that will require 3/3/3 and determine the minimum number of personnel needed to provide these language

services., We have recognized the value of personnel achieving and maintaining the highest levels of proficiency in critical languages by paying a substantially increased Foreign Language Proficiency Bonus.

Managing the Professionals

The Department has spent a great deal of effort in managing its regional expert cadre—the Foreign Area Officers. Department of Defense Directive 1315.17, *"Foreign Area Officer (FAO) Programs,"* updated in April 2005, established a common set of standards for FAOs. Most importantly, the new policies all require the Services to establish FAO programs that "deliberately develop a corps of FAOs, who shall be commissioned officers with a broad range of military skills and experiences; have knowledge of political-military affairs; have familiarity with the political, cultural, sociological, economic, and geographical factors of the countries and regions in which they are stationed; and have professional proficiency in one or more of the dominant languages in their regions of expertise." The purpose of this approach to the FAO Program is to build a corps of FAOs who are capable of operating in a joint environment, because they have similar training, developmental experiences, and expertise.

All Foreign Area Officers must be qualified in a principal military specialty. Studies undertaken by the Department have confirmed qualification in a principal military specialty as an absolute prerequisite for FAOs, regardless of Service. Whether serving as a Service or Defense Attaché, as a political-military planner in a Defense Agency or Service staff, as an arms control treaty inspector, as a liaison officer to a host nation or coalition ally, or as a political advisor to the commander of a Service

component command, a FAO must serve as a Soldier, Sailor, Airman, or Marine first. The experience gained as a junior officer serving as an infantry unit commander, a ship's navigator, a logistics staff officer, or a Harrier pilot is not only invaluable, but also based on our analysis, is an irreplaceable prerequisite for successful service as a FAO. Each of the Services agreed that it is imperative for a FAO to first be qualified in their basic Service specialty before transitioning to the FAO program. This is the rationale for why the Services bring FAOs into the program in the seventh to twelfth year of service, rather than at initial commissioning.

In FY2006, over 150 new Foreign Area Officers were selected and are in training, and the Services have planned to recruit, train and employer over 900 new FAOs over the next five years who will meet a common set of training guidelines, developmental experiences and language and regional expertise standards.

The Department is ensuring that career paths allow FAOs opportunities to advance in rank and levels of responsibility to include general or flag-officer level. The lack of career opportunities was a major factor in the early departure of FAOs and the resulting shortages. The Department has made great strides in retaining these highly trained officers. In fact, for the Army, which has the most established FAO program, its retention and promotion rates are at or above the Army average for all officers.

Supporting National Security and Intelligence Efforts

The Defense Intelligence Community is playing a vital role in improving language skills at the Department of Defense and throughout the national security community. In particular the Under Secretary of Defense for Intelligence has established and staffed

focal points for oversight and management of foreign language capabilities within Defense intelligence components. DoD professionals are working with the Office of the Director of National Intelligence (ODNI) on improving intelligence community language capabilities, conducting workforce and workload sharing across Federal agencies, and targeting recruiting efforts for their civilian hires to ensure they have the human capital needed to carry out their missions. DoD and the Military Departments participate in the ODNI Foreign Language Executive Committee (FLEXCOM), which is the major senior-level interagency advisory body on foreign language issues and policy for the Intelligence community. DoD has been active in working with ODNI and the FLEXCOM members in development of the new intelligence community Foreign Language Human Capital Plan. Another transformational shift is using Intelligence language specialists in non-traditional roles as interpreters and translators in direct support of general force operations, as well as encouraging higher-level foreign language proficiency by offering increased pay to civilian employees with demonstrated proficiency in a wide variety of languages,.

The Intelligence arms for each of the Military Departments have initiated changes to refine their programs to better meet the needs of this Century. The Navy is realigning the career path of its Cryptologic Technician Interpretive rating to optimize the language capability and capacity of its force. To concentrate capability , Navy's voice analysts will begin to spend the majority of their careers at a National Security Agency Center and their initial training will focus on one of six languages – Chinese, Korean, Arabic, Persian-Farsi, Russian and Spanish, with the goal of having 50% of the force qualified in

a second regionally focused low density language. Air Force Intelligence has placed top-down emphasis on continuous language training across the enlisted Cryptologic Language Analyst (CLA) force, increasing the frequency of 4-week Significant Language Training Events (SLTE) by 50%. Air Force Intelligence provided significant language training events for 44% of CLAs in FY2006 despite increased operations tempo, resulting in a 50% increase over FY2005 and a 700% increase over the 10-year average. Air Force intelligence is planning a sweeping restructure of CLA force beginning in FY2008. This is the first significant revision of accession and multi-language processes in a generation, and transforms a legacy Cold War enlisted structure into a flexible, agile CLA force capable of responding to the increasingly dynamic language requirements of the Long War on Terror. The Army serves as the executive agent for language contracts in support of deployed personnel as well as providing digital connectivity with operating forces for timely access to translation services.

OUR EFFORTS ARE NOT ENOUGH

Early on, as we engaged in planning for our language transformation effort, we realized that if the Department is to increase its language capability and train service members to higher level of proficiency, we needed to encourage greater emphasis on language education in the American population as a whole. In June 2004, we convened a National Language Conference to begin dialog and stimulate thinking to this end. We also worked with other federal agencies to develop a White Paper for public consideration.

In January 2006, the President announced the National Security Language Initiative. The Initiative was established to dramatically increase the number of Americans learning critical need foreign languages such as Arabic, Chinese, Russian, Hindi, and Farsi. The Department of Defense joined the Secretaries of State and Education, and the Director of National Intelligence (DNI) to develop a comprehensive national plan to expand U.S. foreign language education beginning in early childhood (Kindergarten) and continuing throughout formal schooling and into the workforce.

The focal point for the Department's role in the National Security Language Initiative is the National Security Education Program (NSEP). NSEP represents one of the national security community's most important investments in creating a pipeline of linguistically and culturally competent professionals into our workforce. NSEP provides scholarships and fellowships to facilitate student study abroad in return for federal service. NSEP has also worked with universities, providing grants for the development of National Flagship Language programs, specifically designed to graduate students at level three language proficiency in today's critical languages. These programs provide a major source of vitally needed language expertise in the national security community. As part of the DOD contribution to the NSLI, the NSEP has expanded the National Language Flagship Program to establish a new Flagship program in Arabic, Hindi and Urdu at the University of Texas, Austin. We have also expanded our Russian Flagship to a Eurasian Flagship Program that will focus on critical Central Asian languages.

The Flagship effort serves as an example of how NSLI links Federal programs and resources across agencies to enhance the scope of the Federal government's efforts in foreign language education. For example, the Flagship program is leading the way in developing model pipelines of K-12 students with higher levels of language proficiency into our universities. I am very proud to tell this committee that we launched a Chinese K-16 pipeline with the University of Oregon/Portland Public Schools in September, 2005. We have also awarded a grant to the Chinese Flagship Program at Ohio State University to implement a state-wide system of Chinese K-16 programs. And, finally we awarded a grant to Michigan State University to develop an Arabic K-16 pipeline project with the Dearborn, Michigan school district, announced in conjunction with a Department of Education Foreign Language Assistance Program grant. With the President's FY 2007 budget request for NSLI, the Administration proposed to expand significantly the number of K-16 pipeline models in critical need languages by including $24 million for the Department of Education's Advancing America Through Foreign Language Partnerships program.

Our second commitment to the President's National Security Language Initiative is the launching of the Civilian Linguist Reserve Corps pilot program, now renamed The Language Corps. Authorized by Congress, this effort promises to identify Americans with skills in critical languages, and develop the capacity to mobilize them during times of national need or emergency.

A three year pilot has been initiated with a major marketing and recruitment plan as we seek to meet our goal of 1,000 Language Corps members. We are confident that a

successful Language Corps will not only address serious gaps in federal preparedness but also serve to reinforce the importance of language learning in general.

In Spring 2006, the Under Secretary of Defense for Personnel and Readiness, Dr. David S. C. Chu, invited the Federal Chief Human Capital Officers to join the Department of Defense in building the Language Corps. We will continue to engage the federal community as we proceed with the three year pilot.

In addition, DoD has collaborated with the ODNI in sponsorship of a new program in summer language education for students and teachers, called STARTALK, which is part of NSLI. STARTALK will hold pilot programs in Chinese and Arabic in the summer of 2007. We are on track to exceed our initial goals of enrolling 400 students and 400 teachers in programs in five states this summer; we now expect enrollments of 650 teachers and more than 1100 students in 19 states.

The Department's contributions to the National Security Language Initiative reflect the significant amount of coordination among the Department of Defense staff, our National Security Language Initiative partners, other federal agencies, and state government and local education systems. The NSLI was built so that programs belonging to the Departments of State, Education, Defense, and National Intelligence, if funded and executed, would improve the national language capacity.

Finally, the Department intends to convene a series of regional summits to engage state and local government, education institutions, school boards, and parents and business at the local level in addressing foreign language needs. We will capitalize upon DoD's National Security Education Program Flagship Universities to convene regional

summits to ensure, from the onset, potential participants can identify with a nearby institution of higher learning. The goal of each summit is to create a regional action plan to increase investment in critical foreign language skills. We hope to garner best practices and ideas to advance this process in more communities.

CONCLUSION

In closing, I want thank you for the opportunity to share our accomplishments and plans for the future. I hope to leave you with the understanding that we take the role of building foreign language and culture knowledge within the Department as a critical 21st Century core competency. I have dedicated staff at senior levels in the Department to ensure focus and transformation has occurred. I appreciate your continuing support through legislative and appropriation of our efforts. Our journey has just begun but we must do it right as our nation, future generations and our national security depend on successful strategy and execution.

Statement by

Ms. Holly Kuzmich
Deputy Chief of Staff for Policy and Programs
for Secretary of Education Margaret Spellings
U.S. Department of Education

before the

Committee on Homeland Security and Governmental Affairs
Subcommittee on Oversight of Government Management,
the Federal Workforce, and the District of Columbia
United States Senate

Lost in Translation: A Review of the Federal Government's Efforts to Develop a Foreign Language Strategy

January 25, 2007

Mr. Chairman and Members of the Committee:

Thank you for the opportunity to testify on behalf of the Department of Education regarding our efforts to improve the Nation's foreign language education, especially in critical need languages.

As you know, we face a severe shortage of Americans who speak languages that are critical to our national security and economic vitality. While only 44 percent of our high school students are studying <u>any</u> foreign language, and less than one percent study a critical need foreign language, learning a second or even a third language is compulsory for students in the European Union, China, Thailand, and many other countries. Many begin learning at an early age. And as fluent adults, who speak without an accent, they will have a strong advantage over monolingual Americans in developing new relationships and businesses in countries other than their own.

The Administration has been acutely aware of the need for skilled professionals with competency in languages critical to U.S. national security and global competitiveness, and the important role that the U.S. Department of Education can play in supporting the teaching and learning of foreign languages. Recognizing the potential benefits of greater coordination among Federal agency foreign language programs, the President asked the Departments of Education, Defense, and State, and the Office of the Director of National Intelligence to undertake a thorough review of Federal efforts to increase the support of foreign language capacity and to develop a comprehensive plan to expand foreign language education. Under the President's direction, this interagency initiative is working to implement a plan designed to meet the Nation's foreign language needs beginning in early childhood and continuing throughout formal schooling and in the workforce. On January 5, 2006, President Bush formally announced the National Security Language Initiative (NSLI).

The NSLI is built around three broad goals to address weaknesses in our teaching and learning of foreign languages, especially critical need languages, defined as foreign languages considered most critical for national security and global competitiveness. These include Arabic, Chinese, Japanese, Korean, Russian, the Indic language family including Hindi, the Iranian language family including Farsi, and the Turkic language family including Turkish. The NSLI goals are to:

1) Increase the number of Americans mastering critical need languages;
2) Increase the number of advanced-level speakers of foreign languages, with an emphasis on critical need languages; and
3) Increase the number of teachers of critical need languages and provide resources for them.

The Administration launched the NSLI with its fiscal year 2007 budget request of $114 million, which includes $57 million for the Department of Education – increases totaling $35 million over the fiscal year 2006 appropriation. Specifically, the request included:

- $24 million for a new Advancing America Through Foreign Language Partnerships program, to allow for the creation of continuous programs of study of critical need languages from kindergarten through university. The Administration seeks to expand on the success of the Department of Defense's K-16 pipeline model as part of the long-term strategy to rapidly replicate and expand the number of programs across the United States.
- a $2 million increase for Foreign Language Assistance, for a total of $24 million for this existing program, to provide new incentives to school districts and States to offer instruction in critical need foreign languages, in elementary and secondary schools.
- $5 million for the Language Teacher Corps, which would provide training to college graduates with critical need language skills who are interested in becoming foreign language teachers with the goal of having 1,000 new foreign language teachers in our schools before the end of the decade. The program would offer Americans with proficiencies in critical need languages opportunities to serve the Nation by teaching foreign languages in our Nation's elementary and secondary schools.
- $3 million for the Teacher-to-Teacher Initiative to provide intensive summer training sessions and online professional development for foreign language teachers.
- $1 million for a nationwide e-Learning Clearinghouse to help deliver foreign language education resources to schools, teachers, and students across the country. This Clearinghouse would provide a central repository for schools, teachers, and the public to find materials and web-based programs in critical need languages

developed by national resource centers, K-12 instructional programs, institutions of higher education, and agencies of the Federal Government.

While continuing to advocate for additional appropriations for NSLI, the Department has leveraged its existing foreign language programs and resources to institutionalize the goals of NSLI.

For example, in the fiscal year 2006 grant cycle, the Department gave priority to applicants in the Foreign Language Assistance Program (FLAP) that proposed to develop projects that would establish, improve, or expand foreign language learning in grades kindergarten through 12 in one or more of the critical need languages. We also gave preference to school districts that proposed to use FLAP funding to promote the sequential study of foreign languages, beginning in the elementary grades; intensive summer professional development programs; effective uses of technology; and two-way language learning. Of the 70 grants made to school districts, 57 address one or more of the critical need languages for a total of $32.1 million. Of the four grants awarded to State education agencies, three address one or more of the critical need languages for a total of $1.5 million. Many of the grants are going to innovative language programs. The Department plans to continue promoting projects in these areas in the fiscal year 2007 competition for this program.

Also during fiscal year 2006, the Department conducted a series of summer workshops through its Teacher-to-Teacher program, to promote best practices for foreign language instruction with an emphasis on critical need languages. We brought together over 500 teachers to share best practices in two workshops, one in California and one in Virginia focused on Mandarin Chinese. In the summer of 2007, the Department will expand the number of workshops for foreign language teachers to four and the languages included will be focused on

both critical need languages and commonly taught languages in an effort to expand our reach. In addition, the Department of Education will co-host a workshop for foreign language teachers with the Office of the National Intelligence Director in the city of Chicago as part of the ODNI Startalk summer program.

Another way the Department is able to improve language skills is through our International Education and Foreign Language Studies Domestic Programs, authorized by Title VI of the Higher Education Act of 1965, and our Fulbright-Hays Overseas programs, currently funded at $91.5 million and $12.6 million, respectively. The National Resource Centers (NRCs), one of the largest Title VI programs, is a Federal vehicle for developing and sustaining our national expertise in world areas and foreign languages. Today's NRCs include an elementary and secondary (K-12) outreach component and service to professional schools and a greater emphasis on integrated global forces and their regional impacts, as well as the less commonly taught languages of these regions. NRCs are funded in a variety of world areas, including Central Asia, South Asia, the Middle East, East Asia, Southeast Asia, Central Europe and Eurasia, Africa, and Latin America. In fiscal year 2006, the Department encouraged NRC grantees to consider the NSLI goals as they launched their new projects.

During fiscal year 2007, the Department has continued its efforts to support the teaching and learning of critical need foreign languages by announcing that it will award additional points to applications that propose a language focus in the following less commonly taught languages: Arabic, Chinese, Japanese, Korean, and Russian, as well as Indic, Iranian, and Turkic language families. The Department has established this priority in the Title VI competitions under the Undergraduate International Studies and Foreign Language program and International Research and Studies; and for the Fulbright-Hays' Group Projects Abroad, Doctoral Dissertation Research Abroad, and the Faculty Research Abroad programs. In addition, the Department

also encouraged applicants in the Title VI Business and International Education program to focus activities on the targeted world areas of the Middle East, East Asia, South Asia, Russia, and Africa and will encourage applicants in the American Overseas Research program to establish or maintain existing centers for countries where critical need languages are spoken.

In addition, the Department is undertaking a comprehensive review of the Title VI programs, its largest foreign language investment, to ensure that they are meeting their purpose and adequately preparing Americans for public service and fluency in critical need languages. This review will inform the Department's recommendations for updating and reforming the program during reauthorization of the Higher Education Act.

Critical foreign languages are also emphasized in a new student grant program signed into law in February 2006 – the National Science and Mathematics Access to Retain Talent (National SMART grants) Program. National SMART Grants provide up to an additional $4,000 to third- and fourth-year Pell Grant-eligible college students who have maintained a 3.0 GPA, are enrolled full-time, and major in math, science, engineering, technology, or critical foreign languages. The Secretary has used her authority under this program to encourage undergraduate students to major in critical need languages that are of vital interest to national security and global competitiveness. The Department collaborated with the Office of the Director of National Intelligence (ODNI) to determine which languages should be funded under the SMART Grants program. The ODNI Foreign Language Executive Committee developed a consolidated list that reflected the highest needs of the Intelligence Community organizations.

Most recently, Secretary Margaret Spellings, along with Assistant Secretary of State Dina Powell, returned from leading a delegation of 12 United States university presidents on a

three-country Asia tour to highlight the United States as a premier destination for study abroad and increase collaborations with governments, educational institutions, and businesses in other nations. This trip was a direct outcome of the January 2006 University Presidents' Summit. Two-way educational exchanges have never been more important than they are in today's global economy. In her travels to Japan, Korea, and China, Secretary Spellings emphasized the importance of the National Security Language Initiative.

The NSLI has produced a unique collaboration among Federal agencies. Having reached agreement on the importance of foreign language acquisition and the goals of this initiative, the agencies are working in a coordinated way to allocate needed resources and implement the initiative, with each agency concentrating on those activities and programs that best utilizes its existing expertise and relates to its individual mission.

If Congress supports the Administration's NSLI, we will be able to use Federal resources to significantly enhance the teaching and learning of foreign languages in our schools, particularly critical need languages. In addition, we will be able to increase the numbers of graduates from the United States educational system with foreign language skills to work in the Federal service.

The President and his administration are committed to the NSLI and the need to develop foreign language capacity to address both the security and global competitiveness challenges that our country now faces, and have worked to establish a nimble multi-agency organizational structure that can plan for and address the needs of the future. Under NSLI, agencies have an opportunity to work together on ideas and programs that will equip students with the skills they need to succeed, help meet our workforce needs, and contribute to the spread of democracy abroad and the strengthening of it here at home.

The Department of Education looks forward to continuing its important work in improving this Nation's critical foreign language proficiency. I would be happy to respond to your questions.

Statement of
Everette E. Jordan
Director
National Virtual Translation Center

Before the
Subcommittee on Oversight of Government Management
Committee on Homeland Security and Governmental Affairs
United States Senate

Concerning
The Federal Government's Efforts to Develop a Foreign Language Strategy

January 25, 2007

Good afternoon Chairman Akaka, Ranking Member Voinovich, and Members of the Subcommittee. Thank you for this opportunity to discuss the National Virtual Translation Center's (NVTC) progress in enhancing the ability of members of the Intelligence Community (IC) and our partners in law enforcement to have accurate translations of critical information to protect the American public. I am happy to join with my colleagues here from the Department of Defense and Department of Education to discuss with you the critical language needs necessary to protect our national security.

The National Virtual Translation Center (NVTC) was established in February, 2003 "for the purpose of providing timely and accurate translations of foreign intelligence for all elements of the Intelligence Community." In February of 2003, the Director of Central Intelligence awarded executive agency authority of the NVTC to the Federal Bureau of Investigation and I came to the Center on 11 February, 2003.

The NVTC's goal is to augment existing government translation capabilities by: acting as a clearinghouse for facilitating interagency use of translators; partnering with elements of the U.S. Government, academia, and private industry to identify translator resources and engage their

services; building a nationwide team of highly qualified, motivated linguists and translators, connected virtually to our program Office in Washington, D.C.; and applying state-of-the-art technology to maximize translator efficiency. The NVTC is an interagency element with a small but diverse office staff that comes from different government agencies, academia, and industry and provides expertise and experience in a variety of fields and organizations. The team connects virtually to active duty military personnel, reservists, active and retired government employees, academia, and private industry. The NVTC strives to be innovative, creative, and relevant, as it meets the challenges of today's national security.

The NVTC functions to develop new policies, procedures, and systems for managing NVTC translation requirements and services. We have created a virtual information sharing architecture that connects the translation tasks, language resources, and linguists anywhere in the United States of America. We are seeking to identify and utilize translation resources from the U.S. Government, academia, and private industry. For instance, as a method of ensuring that the vital language applicants to government agencies can be used while their clearances and background investigations are taking place, the NVTC has offered to bring these people aboard and get them working on unclassified overflow material from any one of its 42 Intelligence Community Customers. When the parent agency is ready to bring them on full time, the NVTC releases them. Finally, I would add that we support continued development and fielding of proven Human Language Technologies (HLT), designed to help process and exploit foreign language data.

Most important is who we do this for. Federal agencies decide when to use the translation center. It's almost like a federal contractor. As with most members of the intelligence community, the FBI relies on its own highly trained linguists first. NVTC linguists are used when the FBI faces a critical overload of intelligence, a tight deadline or translation needs in a specific language for which it does not have resources. The center, which provides timely and accurate translations of foreign intelligence for U.S. agencies, isn't organized like a typical government office. Most employees don't report to the same building: They work out of secure government

offices across the nation. Some work from home. They all receive their work electronically, putting the "virtual" in the center's name.

The NVTC has a shared database that contains up-to-date information on available certified translators to conduct the work of the Center. We offer access to an ever-increasing pool of translation resources that was previously unavailable to the government. The Center is able to offer to our customers flexibility and responsiveness in finding the right translators with the right skills at the right time and national connectivity among elements of the U.S. Government, academia, and the private sector.

The professionals that work for the NVTC are American citizens who have passed a vigorous national security background check; have passed a comprehensive language test; come from all walks of life, including stay-at-home parents and career professionals. These professionals face challenging and varied work assignments and have access to a significant volume of tasks in a variety of languages and topics. The Center offers the flexibility to work full time, part time or as needed, from home or from designated Government facilities, and also provides language tools to facilitate translation efforts. The NVTC has invited members of the American Translators Association (ATA) and the National Association of Judiciary Interpreters and Translators (NAJIT) to participate in this effort to provide translation services at a critical time to our nation's security.

I would like to conclude by saying that the Center, or NVTC, is an integral part of the national intelligence community. The material is sent to the Center comes from many sources, represents many languages and varies in degrees of sensitivity. But all of the information is important to the U.S. Government's ability to protect the nation from many threats, both in the homeland and abroad. The Center is working to establish an innovative program to help train future linguists by working with several colleges with translation programs. Schools will receive unclassified documents that need translating and have students do the work. Students will receive grades, school credit, and valuable experience, and the Center will get more documents translated. The NVTC participates in the Foreign Language Executive Committee (FLEXCOM) of the Office of the

Director of National Intelligence (ODNI), and is also a member of the ODNI Foreign Language Working Group. The ODNI provides the bulk of the financial support for the NVTC budget, with FBI acting as Executive Agent. The ODNI has also provided support that had enabled the NVTC to develop advanced tools and technologies to support the IC language community. Major projects have included LANTERN (Language and Technology Resource Nexus), which is a software system to facilitate secure information sharing among language professionals, and the IC Parallel Corpora Database, a joint project with the National Air and Space Intelligence Center, which will enable government agencies to store and retrieve matched sets of documents in the original language with their translations. This database will be invaluable in supporting advances in machine translation as well as providing training material for students of foreign languages.

I thank the Chairman and the Subcommittee for their interest in the important critical need of the nation and look forward to answering any questions you may have.

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Ensuring America's Place in the Global Economy by Building Language Capacity in the Schools

Testimony of Rita Oleksak, President, American Council on the Teaching of Foreign Languages before the Senate Subcommittee on Oversight of Government Management, the Federal Workforce and the District of Columbia

Chairman Akaka, Ranking Member Voinovich, and Members of the Subcommittee: thank you for the opportunity to appear before this subcommittee today to discuss efforts by the federal government to improve language skills throughout the nation and coordinate these initiatives among the various government agencies. Your letter inviting the American Council on the Teaching of Foreign Languages (ACTFL) to appear before this subcommittee clearly outlined the critical strategic, national security and economic challenges we face due to our nation's lack of language skills. We support your premise that the security and economic vitality of the United States and the basic career security of many American citizens is now tied in large part to our foreign language capability. Indeed, ACTFL believes that the United States suffers from a significant "language gap" because our country has failed to make language learning an important part of every child's education. Recent efforts to attempt to correct this problem have fallen woefully short in addressing both the short-term language skills deficit of our current government workforce and in efforts to create and coordinate long-term programs to address the language gap that exists in the American educational system.

In this age of instant global communication, worldwide economic competitiveness, and challenges to our national security, we need to rethink how we prepare students for work, how we prepare the military, and how we prepare our diplomats to interact with other nations. While other nations around the world are producing a citizenry that can communicate with others in their languages, the U.S. remains largely monolingual in its approach to education, as well as its approach to business, national security and international relations.

It is a growing reality that American students are losing a competitive edge in the business world because they lack skills in other languages and cultures. Increasingly, American business needs employees with these skills not just to conduct business overseas, but also to conduct business at home, due to the changing demographics of the U.S. population. No matter what career path our students take, knowing other languages and understanding other cultures will be of primary importance to their future success. Many students already know how important linguistic and cultural skills will be for them. In a 2005 Roper poll conducted by ACTFL, it was the 18-24 year old group that demonstrated the most support (75%) for more funding for language programs in the schools and more language education for students. Many business leaders understand the need to increase our language skills and global understanding. The Committee for Economic Development (CED) has recognized the need for expanding language education in our schools to address economic competitiveness issues. ACTFL supports the recommendations of the CED as outlined in its report "Education for Global Leadership: The Importance of International Studies and Foreign Language Education for U.S. Economic and National Security."

In 2004, ACTFL and other language education organizations enthusiastically took part in the highly successful National Language Conference organized by the Department of Defense and the Center for Advanced Study of Language (CASL). This conference convened representatives of academe, government, and business to launch discussions and make recommendations about formalizing a strategic national plan to build our nation's language capacity from the bottom up. Following this conference, the Department of Defense also developed its "Defense Language Transformation Roadmap" which outlines the military's need to have its personnel "language ready."

Building upon the momentum generated by this conference, ACTFL convened a National Language Policy Summit in January 2005 as part of the National Public Awareness campaign ***2005: The Year of Languages***. Representatives of the three arenas – government, academe, and business – again came together to examine language policies, or the lack thereof, in the U.S. As a result of this summit, ACTFL published a "Blueprint for Action" with specific action steps that needed to be taken to make foreign language education a stronger part of our education system. The action steps presented in our "blueprint" are presented in this testimony. One of the first actions taken was the Department of Defense's funding of the first K-16 language pipeline project — an effort to provide well articulated, consistent, intense, language instruction for students from kindergarten through university. The award was granted to the University of Oregon, partnering

with the Portland Public Schools, to create a Chinese language pipeline through a coordinated program of study, leading to students graduating college with superior level language skills. Several other pipelines have now been funded in Arabic and Chinese, all made possible by the Department of Defense's National Security Education Program (NSEP).

Several months later, in January 2006, President Bush announced the National Security Language Initiative (NSLI), an effort by the federal government to build our nation's language capacity with initiatives ranging from teacher recruitment and training, to student exchange and summer programs, to university scholarships and study abroad. Four agencies – Defense, State, Director of National Intelligence, and the Department of Education now share the responsibility for this initiative.

While the people at these agencies are hard-working and dedicated to seeing this initiative through to success, they lack the direction and the funding needed to achieve this goal that only legislation can provide. Too much of NSLI is reprogramming of existing resources without the specific legislative authority and directive, as well as additional funding needed to drive systemic change. Although representatives of the four agencies are communicating with each other, they lack the clear, strategic, well coordinated plan to build our nation's language capacity, both civilian and military, because there is no legislative directive to do so. As a result, there are pieces of the plan that are missing, preventing some important actions from being taken, duplication of effort in other areas, and an unequal emphasis on the importance of this initiative within the various agencies.

There has been a great deal of impetus to move NSLI forward on the part of the Department of Defense and the Department of State, but their needs and goals are different. While the Department of Education has re-directed some of its existing resources, it does not have the authorizing legislation it needs to implement all the education-based activities envisioned by NSLI. While the initiatives of Defense and State are welcomed, for the long term it does not make sense for the National Security Agency and the Director of National Intelligence to run teacher training and summer youth programs. Additionally, there seems to be a lack of coordination with stakeholders outside of government, even when these stakeholders are already working on solutions to the problems identified by the government agencies. One example of this is the fact that ACTFL has created a Language Learner Registry, containing the names of some 3,000 people nationwide with language skills who have volunteered to be available for use in testing and training, yet the government expressed no interest in availing itself of this resource.

We must coordinate these disparate efforts and consolidate them into a comprehensive national effort to build our nation's language capacity to meet the critical military, economic, and diplomatic needs of our nation. Congress should enact legislation to implement the recommendations developed as a result of the National Language Conference. Rather than repeat what the Department of Defense has recommended in the report issued after the Conference, I will simply add our support to the initiatives outlined in that report and emphasize that it would benefit language education if there were a Director of National Language Initiatives to coordinate the various activities among the agencies.

At the same time that Congress considers moving forward to coordinate the activities of the diplomatic and defense related agencies of the federal government to address the language deficiencies in our governmental workforce, legislation should also be developed to address the language gap in our educational system. While there is currently some federal legislation such as the Foreign Language Assistance Program (FLAP) and parts of Title VI of the Higher Education Act that provide needed funds for program innovation and teacher training, the reach of FLAP is limited in the grade levels it affects and the scope of the change it can bring about.

Just as the military has its plan to become "language-ready" through its "Defense Language Transformation Roadmap," we need a similar "roadmap" that lays out a coordinated, non-duplicative approach to expanding and strengthening foreign language education in the U.S., making it an essential part of every child's education from kindergarten through graduate school. This is the only way we will be able to build our nation's language capabilities and close the language gap that prevents the U.S. from full participation in global interactions and threatens our economic and national security. In fact, the long term success of the military's roadmap to develop the language skills of the armed forces and the State Department's quest to have language qualified personnel in U.S. embassies around the world will fail unless strong support is provided to our nation's K-16 foreign language educational infrastructure.

This education roadmap for languages would be a national strategic plan for language education in our nation's schools that would develop plans

for systemic change and expansion of language programs at all levels of instruction, as well as a focused approach to teacher recruitment and professional development to address the shortage of highly qualified teachers in all languages. Legislation is needed to build the school-based pipeline so that we can produce students proficient in languages. This legislation would serve as the impetus for the Department of Education to take a stronger leadership role in ensuring that language education becomes an essential part of education for all students so that we may address our long term economic and national security needs.

While the national security rationale for building our language capacity looms large in light of terrorist activities both at home and abroad, and due to well-publicized language deficiencies as pointed out in reports such as the Iraq Study Group's finding that the U.S. Embassy in Iraq had only six out of one thousand staff who were competent to communicate in Arabic, it is important to remember that economic competitiveness requirements in particular should look beyond just those languages deemed critical to national security in the first decade of the 21st Century. What is critical for our nation is not which second language students first learn, but that they begin learning any second language. Since research supports the notion that after learning a second language, the third and fourth languages come more easily, it is important to support any language that a school system deems important for its community and for which teachers are available or obtainable. There are additional practical concerns, too, in that it would be impossible to build coordinated, articulated, long sequences of language courses K-16 in all of the languages identified as critical to our national security given budget limitations and the lack of teachers in critical

languages. Incentives can be provided, however, to encourage communities to adopt additional languages of critical need, but this must not be done at the expense of current programs that are teaching languages important to us economically and diplomatically such as French, German, Spanish, Japanese, Italian or Latin. Since learning any language promotes cognitive development, success in academics, and an understanding of other cultures, we should maintain our current programs while looking to expand into other languages.

One key feature of new legislation should be to create articulated and continuous sequences of K-16 language courses and assessments, with immersion and study abroad programs as integral components of a system of language education. A fundamental challenge to building our nation's language capacity is the fact that languages are not consistently represented in the curriculum in America's schools. The result is little or no language instruction or very uneven "stop and start" language experiences which lead to wasted money and student frustration. An attempt to quantify this problem in 2005 by Murray State University in Kentucky calculated that when 75% of the 1,460 students entering the freshman class with two years of high school language had to begin their language study over again, a total of $459,000 in tuition money went "down the drain" for parents. With this scenario playing out across the nation at all levels of instruction—elementary, middle, high school, and university – the cost in dollars, lost time and diminished capacity – is enormous.

In addition to creating programs that are well sequenced and start in the early grades, there needs to be a consistent way of measuring student

progress that translates from one level to the next: that is, a way to measure the development of students' language proficiency as they move up from level to level. This would allow for a consistent way to assess language performance with a common way of recognizing student achievement and granting credit for language learning. The government's Interagency Language Roundtable (ILR) assessment scale has been adapted for use in academe through the ACTFL Proficiency Guidelines which equate the ILR scale to the Oral Proficiency Interview (OPI) and Writing Proficiency Test (WPT). These common rubrics allow students to chart their language development from their K-16 schooling and are accepted by government and business alike to determine the actual real-world language skills of individuals. In fact, ACTFL has worked very closely with the Defense Language Institute since 2003 to develop and verify the language skills of the military in more than 65 languages. Funding to assist in developing special tests for the educational system based on our experience with the military would assist greatly in closing our nation's language gap. By coordinating this effort the U.S. government could be instrumental in effecting the change that we so desperately need.

Simply starting a new language program here or there is not enough. There must be a coordinated plan to make well articulated language programs a key part of the core curriculum in our schools. While considered a core subject in federal legislation, including the *Goals 2000: Educate America Act* and most recently in the *No Child Left Behind Act*, foreign languages are not included in required testing; therefore they are often not included as a core subject in the curriculum. A recent study by the Council for Basic Education highlighted the curtailment of time for subjects such as

history, civics, the arts, and languages in a report entitled "Academic Atrophy: The Condition of the Liberal Arts in America's Public Schools." Even more disturbing than the shortened time for language programs was the fact that this decline in instructional time was far more likely to happen in schools with high minority populations—precisely the student population that stands to make the greatest academic gains from the opportunity to learn another language.

Since research indicates that learning a foreign language promotes cognitive development in students, which leads to higher academic achievement, we must do more than preserve the meager amount of exposure to foreign languages that students now receive. It is not a matter of "making way for languages in the curriculum," it is a matter of understanding that the content of a language class can – and does – reinforce the concepts that are taught in the general education curriculum.

Similarly, content courses at the postsecondary level taught in the foreign language have existed for some time, but need to be expanded and encouraged. These programs, such as the one at the University of Rhode Island that combines the Engineering and German programs, are geared toward continuing the students' language development while teaching the content required for their major. Increasingly, universities are offering double majors coupling language study with another major such as engineering or physics so that students graduate competent in their content area but linguistically and culturally competent to compete in the global arena. Community colleges are in the forefront in linking language learning to economic development and student success through a number of

programs across the nation that teach languages for special purposes, such as for the health and law enforcement professions, and our system of first responders. Nowhere was the need for language training for first responders more evident than in the Hurricane Katrina disaster where people lost their lives because emergency responders did not understand the language of those being rescued. The federal government can provide the incentives to replicate these model programs across the country to meet our homeland security and economic development needs.

One challenge to expanding foreign language education offerings is the lack of teachers with the requisite language skills – not only in the less commonly taught languages critical to our national defense, but also for the more traditional widely taught languages. As our teaching force ages and retires, states are looking at alternative routes to licensure to replace them. Innovative programs such as hiring teachers from abroad and retraining military retirees can help, but these programs raise other problems.

In the case of recruiting teachers from abroad, one of the initiatives emphasized in the NSLI, there is the challenge of preparing foreign teachers to teach in the U.S. educational system – a daunting task. Foreign teachers must learn how to teach American students in U.S. schools – a much different task than teaching in their native country. Foreign language instruction in the U.S. is based on standards adopted by the profession some ten years ago and these need to be understood and incorporated, along with other best practices, into foreign teachers' approach to teaching in the U.S. Intensive professional development must be provided for these teachers or they often return to their native country within a year. Additionally, both

current U.S. policy, and quite often policies from the teachers' native countries, limit teaching assignments to no longer than three years, thus making these programs an expensive short-term fix, while perhaps short-changing the long-term solution of developing our own cadre of highly qualified teachers in various languages.

Regarding alternative certification, each state determines its own definition of what it means to be a "highly qualified" teacher and most, of course, are setting the criteria as "certified" in their respective states. States are searching for ways to determine "content knowledge" of the teachers and the ETS Praxis II content exams for teacher certification are only available in French, German, Latin, and Spanish. Many states have turned to the ACTFL Oral Proficiency Interview (OPI) and the ACTFL Writing Proficiency Test (WPT) as a means to determine the required level of proficiency to teach in the classroom. There may be additional ways that federal legislation and leadership may help create incentives to help states certify the language competency of their teachers.

In addition to pre-service teacher preparations, a comprehensive approach to professional development is also required for our language teachers already in the classroom. A new focus on assessing students' communicative proficiency will require a new way of "doing business" in the language classroom. A coordinated effort to train our current teachers to focus on standards based instruction aimed at developing students proficient in the target language needs to be put in place. Funding must be provided to develop a coordinated approach to teacher professional development at the local, state and national level focused on improving the skills of our current

teaching force. Emphasis should be placed on using new technologies to teach and increasing the proficiency of language teachers through teacher study abroad programs and summer immersion programs both in the U.S. and abroad.

K-16 instruction in our schools and universities must also build our nation's language capacity through the heritage learners who are in our schools. Instructing these students in their native language presents a challenge because of their diverse linguistic and cultural backgrounds. Methods must be developed for teaching students who range from being born in this country and speak a language other than English at home, to students who arrive from a war-torn country who have never had a formal education. Yet current educational policies and political pressures have squandered this potentially huge resource of native speakers of other languages by neglecting or even actively discouraging the use and development of their native language. Our national policies should require the learning of English while encouraging the continued learning of these students' native languages. While we have fairly solid research on the benefits of skill transfer from one language to another, we do not have solid research on the best way to instruct these students. Language teachers who have been trained to teach a second language to monolingual English speakers now find themselves teaching students to improve the skills in their native languages. We need scientifically based research to help guide us in the appropriate instruction of these students and a comprehensive way to enable these students to continue to develop their native language. We cannot let another generation of students lose their native languages while attending our schools.

A comprehensive approach to research in foreign languages is an essential ingredient in any federal legislation that Congress considers. The foreign language teaching profession needs research in a wide range of areas, including basic information such as student enrollments, the number of programs and languages offered, longitudinal studies that examine the effects of language education on the cognitive development and academic and career success of students, heritage language instruction, and best teaching practices to name just a few.

Finally, a vital area of focus in federal policies needs to be an effort by policymakers and business leaders to inform the public about the need to learn languages. While many parents understand the value of foreign language education for their children, there is varied acceptance of that proposition by some policymakers, far too many business leaders, and the general public. The general public still perceives that language learning is only for the college-bound student. This attitude MUST be addressed if we are to make progress in this effort to bring language learning to all students.

ACTFL has undertaken an effort to change the public perception of the value and the need for language education for all students. This effort was supported by Resolutions in both the House and Senate in 2005. The Senate Resolution initiated by ACTFL and supported by the broad language teaching community, including the Joint National Committee on Languages, was sponsored by Senators Dodd and Cochran and declared 2005 as The Year of Languages in the United States. Modeled after the highly successful European Year of Languages of 2001, this national effort highlighted the

importance of languages in the life of all Americans and the national need to formalize our policies regarding language education in America's schools and America's work places. In 2006, the effort transitioned into a long-term public awareness campaign entitled ***Discover Languages...Discover the World!*** Through this effort we hope to highlight the need for a wide variety of language policies in different arenas in order to promote a secure place for languages in the curriculum in America's schools and universities and in the work place.

In summary, the needs in our schools and universities are simple: we need attention, we need funding, and we need a coordinated effort to help us move forward to expand and strengthen foreign language education. We have the potential to provide the pipeline of linguists that is most desperately needed not just in government agencies but in the workforce in general. We need attention through a vigorous public relations campaign that will turn the public's attention toward the increasing need for language education for all Americans. We need funding to support much needed initiatives—the same level of funding provided for other subject areas. And we would benefit most from being part of a national strategic effort to help with these recommendations—to help all of us work smarter and accomplish more from a nationally coordinated effort to make a multilingual U.S. citizenry a reality and secure our leadership role in a global economy.

Thank you Mr. Chairman and Members of the Subcommittee.

Testimony of
Michael Petro, Vice President and Director of Business and Government Relations and Chief of Staff
Committee for Economic Development

Before the
Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia
Of the
Committee on Homeland Security and Governmental Affairs
United States Senate
January 25, 2007

Mr. Chairman, Senator Voinovich, and members of the Subcommittee. Thank you for inviting me to testify at today's hearing. I am speaking on behalf of the Committee for Economic Development (CED), a nonpartisan public policy organization comprised of over 200 business leaders and prominent university presidents throughout the country. CED has provided a business perspective on public policy issues for almost 65 years. CED formed in the 1940's when our business trustees participated in discussions on how to transition the country through a wartime economy to a peacetime economy. The Committee for Economic Development's first policy study became the blueprint for the Marshall Plan. Furthermore, CED's first chairman, Paul Hoffman, the CEO of Studebaker, became the first administrator of the Marshall Plan.

The Committee for Economic Development, long a business voice for education reform, has developed recommendations that call for reform of our nation's school system in order to prepare today's children to become tomorrow's educated workforce. In addition, CED's work on globalization calls for the enhancement of education and training of today's workers to maintain the United State's economic competitiveness.

Today I would like to highlight a Committee for Economic Development study released last year titled, *Education for Global Leadership: The Importance of International Studies and Foreign Language Education for U.S. Economic and National Security.*

As we begin the twenty-first century, technological, economic, political, and social forces have created a new era. Technological advancements and lower trade barriers have paved the way for the globalization of markets, bringing intense competition to the U.S. economy. Political systems and movements around the world are having a profound impact on our national security, as well as on our human security. The increasing diversity of our workplaces, schools, and communities is changing the face of our society. To confront these twenty-first century challenges to our economy and national security, our education system must be strengthened to increase the foreign language skills and cultural awareness of our students. America's continued global

leadership will depend on our students' abilities to interact with the world community both inside and outside our borders.

While globalization is pushing us to expand our students' knowledge, the education reform movement, though laudable in its objectives, has led many schools to narrow their curricula. Reforms like those outlined in the No Child Left Behind Act of 2002 (NCLB) hold states accountable for student achievement in reading, science, and mathematics, thereby encouraging schools to devote more time to these subjects. While students certainly need to master reading, science and math, schools must move beyond these subjects if they are to prepare students for our global society. Many schools do not afford all children the opportunity to study foreign languages and learn about other countries and cultures.

Approximately one-third of seventh to twelfth grade students study a foreign language and fewer than one-in-ten college students enroll in a foreign language class. Introductory language courses continue to dominate enrollments. Spanish, the most commonly studied foreign language, accounts for nearly 70 percent of enrollments in secondary schools and just over 50 percent of enrollments in institutions of higher education. Few students study the less-commonly taught "critical languages" that are crucial to national security, such as Arabic, Chinese, Hindi, Japanese, Korean, Persian/Farsi, Russian, and Turkish. While Arabic is attracting an increasing number of students, it still accounts for just 0.8 percent of foreign-language enrollments in American postsecondary institutions.

State high school graduation requirements often include only minimal course work in international studies, such as world history, geography, political science, and area studies, and some states require none at all. As a result, many students only have rudimentary knowledge of the geography and culture of world regions. Approximately one percent of undergraduates study abroad, and teacher education requires few courses on international topics. We cannot afford to give our students a pass on developing the understanding of other cultures and world regions that will be vital to America's prosperity in the coming decades.

Outside of school, the American public gets most of its information on international trends and issues from the media. The media can play an important role in increasing Americans' knowledge of foreign affairs by devoting more time to coverage of world events in their local broadcasts. Our continued ignorance jeopardizes both American economic prosperity and national security.

To compete successfully in the global marketplace, U.S.-based multinationals as well as small businesses must market products to customers around the globe and work effectively with foreign employees and business partners. Our firms increasingly need employees with knowledge of foreign languages and cultures. For example, cultural competence and foreign language skills can prove invaluable when working on global business teams or negotiating with overseas clients.

The need for foreign language skills is even more acute for our national security. The FBI and other federal government agencies lack sufficient linguists to translate intelligence information in critical languages in a timely manner. Furthermore, our diplomatic efforts often have been hampered by a lack of cultural awareness. President George W. Bush has encouraged Americans to learn the languages and cultures of the Middle East, and in early 2006 introduced the National Security Language Initiative to increase the number of Americans with advanced proficiency in critical languages. This new initiative proposes increased funding for early language education in elementary schools, expanding the number of foreign language teachers, and strengthening immersion and study abroad programs.

It is increasingly important that America be better versed in the languages, cultures, and traditions of other world regions, particularly the Middle East, so we can build a more secure future for both our nation and the world. As citizens of the world, we must teach our students the importance of working well with other countries to advance our common goals of peace and prosperity.

In 1998, television interviewer Larry King asked former President Gerald Ford—then 85 years old—what he worried about most for our country. President Ford replied: "I worry about the possibility we might drift back into isolationism." America must be engaged with the rest of the world: an isolated or insulated America is an America in jeopardy. When attacked by a terrorist movement from beyond our shores, as we were on September 11, 2001, we must resist the impulse to circle the wagons—to cut ourselves off from the rest of the world. In short, we must re-define, as each generation has done, what it means to be an educated American in a changing world. The educated American of the twenty-fist century will need to be conversant with at least one language in addition to his or her native language, and knowledgeable about other countries, other cultures, and the international dimensions of issues critical to the lives of all Americans.

CED recommends that international content be taught across the curriculum and at all levels of learning, to expand American students' knowledge of other countries and cultures. At the federal level, legislative incentives to design and create model schools with innovative approaches to teaching international content can help develop programs that can be replicated in all schools, and thereby provide a new generation of students with global learning opportunities. Increased professional development funding will assist teachers in incorporating international perspectives in their classes, so that international knowledge can be integrated into each state's K-12 curriculum standards and assessments. Efforts now underway in high school reform should require high school graduates to demonstrate proficiency in at least one language in addition to English, and include in-depth knowledge of at least one global issue or the history, culture, and geography of at least one world region. Colleges and universities should internationalize their campuses, by, among other things, devoting more resources to expand study-abroad opportunities. The business community itself can play an important role in internationalizing American education by supporting programs that promote increased international knowledge throughout the education pipeline.

To improve our national security, CED recommends expanding the training pipeline at every level of education to address the paucity of Americans fluent in foreign languages, especially critical, less commonly taught languages such as Arabic, Chinese, Hindi, Japanese, Korean, Persian/Farsi, Russian, and Turkish. The federal government should expand its support for loan forgiveness and fellowships for students who pursue careers as language professionals in critical languages. Additionally, funding should be increased for federal programs supporting increased foreign language education in the elementary grades, as well as developing a pipeline for critical language learning. Business schools, in particular, should institute foreign-language requirements and include courses on world regions that are growing in economic and business importance. Governors should provide incentives for alternative teacher certification routes to encourage native speakers of critical languages to become foreign language teachers.

Finally, CED recommends that national leaders— political leaders, as well as the business and philanthropic communities, and the media—inform the public about the importance of improving education in foreign languages and international studies. Both national and state leaders should discuss ways to strengthen the international and language education of American students. Business leaders must champion the issues of international studies and foreign language education by articulating why globally literate employees are essential to their success in a global economy. Through partnerships with local schools and universities, business can support international education efforts, and even provide more international internships for American students. Private philanthropic foundations should support projects to increase international content in the curriculum, as well as innovative approaches to teaching and learning about other world regions. The media should increase their coverage of the important international trends and issues that affect Americans' economic and national security.

The time to act is now. Keeping America's economy competitive requires that we maintain our position as a leader in the global marketplace, obtain a foothold in important emerging markets, and compete successfully with countries that boast multilingual, multicultural, and highly skilled workforces. Keeping America safe requires that we strengthen our intelligence gathering and analysis, conduct international diplomacy and explain America's identity and values more effectively, increase our military's capabilities, and protect American soil from global threats. Keeping America's education system strong requires that we provide our students with the tools they need to communicate and work with their peers overseas and at home.

Thank you for the opportunity to share our views with you and the Subcommittee.

Testimony of Diane W. Birckbichler, Director, Foreign Language Center and Chair. Department of French and Italian, The Ohio State University

Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia of the Committee on Homeland Security and Governmental Affairs, United States Senate

Lost in Translation: A Review of the Federal Government's Efforts to Develop a Foreign Language Strategy.

January 25, 2007

Introduction

Chairman Akaka, Ranking Member Voinovich, distinguished members of the subcommittee and guests. I want to thank you for holding this hearing dealing with the federal government's efforts to develop our national capacity in foreign languages. I am particularly pleased to be able to discuss these issues in a national context but also to provide concrete examples of positive and productive outcomes of current federal and state legislation, particularly at Ohio State University, a university with a strong commitment to internationalizing its curriculum and showcasing foreign languages. I am testifying in my capacity as Director of OSU's Foreign Language Center and Chair of the Department of French and Italian and bring with me over 40 years of experience in the field of foreign languages as a teacher and as an administrator. I am past president of the American Council on the Teaching of Foreign Languages and have been principal (or co-principal) investigator of multiple federal and state grants.

The title of this panel, *Lost in Translation*, is a particularly apt and rich concept and is well suited for deliberations of this sort. It refers to an excellent article by Katherine McIntire Peters, which appeared in the Government Executive Magazine (check source) in 2002. The author points first to the experience of Robert Baer who was unable to find speakers of Pashto and Dari who could collect information from the many refugees that were pouring into Tajikistan from Afghanistan and then describes the difficulties that many federal agencies have in recruiting qualified speakers of other languages. However, lost *in translation* provides other insights into discussions of the need to build our national capacity in foreign languages. It can refer to the mistranslations of words and concepts on road and street signs that amuse us, but which when applied at the diplomatic level become much more serious in nature. As noted on the University of Michigan's foreign language website, " Those who have mastered the nuances of a second language are keenly aware how much gets "lost in translation" and that what is lost is often the most crucial point." The purpose of my comments is to bring the perspective of higher education to today's discussion and to join with you in ensuring that our collective message does not get lost in translation.

We are fortunate at this point in time to be able to state with some certainty that there is widespread acceptance of the value of foreign languages; such support manifests itself in common understandings such as the following: 1) Our nation's security, political, and economic interests are well served by a nation equipped with foreign language skills; 2) Foreign language skills are useful in the international arena but also domestically and go far in promoting intercultural understanding; 3) We need a federal and private workforce prepared for and ready to compete in the

global marketplace; proficiency in a foreign language or languages needs to be an essential component of the professional toolkit of our undergraduates; 4) The federal government is promoting foreign language study through the work of subcommittees such as this one, through many new and long-standing federal grant opportunities, and through small but growing incentives for federal employees with foreign language skills; such advocacy is essential in promoting language study; 5) Our discourse about foreign languages has moved beyond discussions of the basic skills acquired through a foreign language requirement to conversations about the need for longer foreign language sequences in order to develop individuals with advanced language skills, a process that requires long-term commitments on the part of the student and long-term financial commitments by national, state, and local authorities; and 6) Few would disagree that the immersion experiences provided through study abroad and the experience of "living and working" in another language and culture are essential to improving our national language capacity.

Changes in language teaching and learning

Over the past several decades, we have seen dramatic changes in the ways in which foreign languages are learned and taught. These changes are reflected in our national discourse about language learning, in our discussions of establishing local, state and national foreign language policies, in the production of classroom textbooks, print, and multimedia materials, and in day-to-day teaching and learning strategies in the classroom. Many examples illustrate this point. For instance, classrooms once characterized by grammar translation some years ago and in the 60s by dialogue memorization have been replaced with practical, performance-based curricula. Today's foreign language programs and courses are characterized in terms of proficiency outcomes; curriculum development can be informed by the National Standards for Foreign Language Learning (http://www.actfl.org) and the 5 Cs embedded in them (Communication, Culture, Comparisons, Communities and Connections) as well as current research on how languages are used in other cultures and countries.

New curricular initiatives

A recent article in *Inside Higher Education* (http://insidehighered.com/news/2007/01/02/languages) entitled "Dramatic Plan for Language Programs" also reflects the changes taking place in foreign language study, in this case indicating a movement away from a primary literary emphasis in undergraduate major and minor programs to an approach that includes areas such as history, culture, economics, and mass media. The article describes the report of a panel convened by the Modern Language Association, a report that is still being reviewed by the organization but which was discussed in a briefing at this year's MLA meeting in Philadelphia. Although the reforms grew out of educational concerns, some panel members felt that the new emphases would produce graduates whose expertise would be more useful to the government, business, and education than those of current graduates. The MLA panel mentions two exemplary programs: Georgetown University's German program (http://www3.georgetown.edu/departments/german/programs/curriculum/), which focuses on multiple literacies and New York University's Latin American Studies program (http://www.nyu.edu/gsas/program/latin/).

Interestingly, although such a report is welcomed and indicative of substantial change, many postsecondary institutions, whether two-year or four-year, have

already established majors or tracks that emphasize a more cultural approach to language study. For example, many programs offer students a series of undergraduate options. Students in the French program at OSU can choose among the following tracks: French language and culture, French language and literature, French for the professions, and a more general French Studies Track. Students who minor in French also have options (film/culture, language, literature, business, and French studies). These tracks are popular with students who take seriously the option of tailoring their major and minor to their personal and professional goals.

Many programs offer business or professional courses or tracks for students. Others offer business internship programs that combine discipline-specific work and foreign languages. The long-standing International Engineering Program at the University of Rhode Island (http://www.uri.edu/iep/) is an excellent example of this type of cooperative venture. Originally offered in German, the program has now expanded to include French and Spanish (and will soon add Chinese) and offers students the opportunity to obtain two degrees, become fluent in a language, and participate in an internship abroad with one of the program's corporate partners. Georgia Tech provides other examples of innovative undergraduate degrees. Their Bachelor of Science degree in Global Economics & Modern Languages (http://www.iac.gatech.edu/degrees/iaml.htm) combines rigorous training in economics with extensive foreign language study. The separate language concentrations include Chinese, French, German, Japanese, and Spanish. A B.S. in International Affairs and Modern Languages is also available (http://www.iac.gatech.edu/degrees/iaml.htm/).

These are but a few of the examples that illustrate innovative undergraduate programs designed to prepare students in a discipline but also to provide high levels of language proficiency that would allow the individual to interact socially and professionally in his or her second language. Such programs prepare graduates for the types of jobs available in both the public and private sector.

Advanced skills and media

In today's world, advanced skills, formerly introduced to students primarily through the literature of a culture, take on new meanings in light of the accessibility of information and new technologies. Nations and societies are able to present themselves and their stories instantly to a worldwide audience in print, audio, and visual media. These stories are always conveyed by the different media that are characteristic of each society—whether print, television, newspaper, Internet, or community gossip. Technology today allows us almost instant access—both real and virtual--to these formerly inaccessible media through satellite broadcasting, the Internet, and through hand-held technologies such as the iPod and cell phones, which are becoming increasingly versatile and multimedia-ready (a prime example is Apple's new Iphone). The challenge for us is to know how to use that access intelligently and to integrate modern media into the instruction and learning of foreign languages and cultures. It is becoming increasingly clear that advanced language skills are to a large extent dependent upon the ability to access the media of another culture and to interpret, evaluate, and use the information gained to achieve one's goals—whether interpersonal or professional. Thus, initiatives such as OSU's World Media and Culture Center (http://wmcc.osu.edu) puts access to the media of the world at the core of the language curriculum. The media-rich curriculum of OSU's Chinese Flagship program (http://www.chineseflagship.org/) adds to the current FSI/ILR and ACTFL metrics definition of advanced skills; it

includes the ability to participate in the major media of China (e.g., interpreting oral and written media, discussing them in culturally appropriate ways, and creating presentations in these media for target-culture presentations). The OSU Chinese Flagship Program has also developed an electronic portfolio system that incorporates the students' interaction with various Chinese media into a transparent assessment tool. Such a system requires the program to elicit language performances from its students and presents them to a variety of interested observers.

Positive effects of federally funded programs

The language community applauds the federal government's continued funding of long-standing programs (Title VI funding, Fulbright Study Abroad programs) and of newer initiatives (National Security Language Initiative, National Flagship Programs), all of which when viewed together comprise an integrated approach to developing our nation's capacity in foreign languages and have greatly benefited recipients of this funding, whether institutional or individual. In his 2005 testimony to the Committee on House Education and Workforce Subcommittee on Select Education chaired by Representative Pat Tiberi, Jerry Ladman, at that time Associate Provost, International Affairs at OSU outlined the significant benefits accrued through the various Title VI-funded Area Studies Centers and the National East Asian Languages Resource Center; he described how this funding was used to leverage internal support of language and culture studies and curricula at OSU, to increase interdisciplinary research both within and across regions, to strengthen library holdings, and to increase P-12 outreach efforts. Title VI funding of the OSU National Language Resource Center and the National East Asian Languages Resource Center was instrumental in the development, conceptualization and funding of the OSU's leading-edge World Media and Culture Center referred to earlier in this testimony.

OSU has benefited significantly from the federal funding provided through the National Security Education Program which sponsors our Chinese Flagship Program and its P-12 Chinese Pipeline Project. In addition, this funding has been leveraged to attract two major projects funded by the State of Ohio (former Governor Robert Taft's Core Curriculum for the State of Ohio) for an alternative licensure program for teachers of Chinese and Japanese and for a Board of Regents' Chinese Summer Academy. The OSU Chinese Flagship Program has also entered into cooperation with the Ohio Department of Education to build the infrastructure for mainstreaming Chinese language instruction in schools throughout Ohio. and is working with that office to develop P-12 curriculum in Chinese as part of a Foreign Language Assistance Program grant awarded to ODE for the development of a P-6 Chinese curriculum.

The undergraduate and graduate fellowships provided through the National Security Education program have been instrumental in providing longer-term study abroad opportunities for our graduate and undergraduate students in countries where critical languages are spoken, and through longer-term study abroad opportunities, students indeed have the opportunity to develop advanced-level skills in these languages.

The Fund for the Improvement of Postsecondary Education organized in the early 90s a competition to fund collaborations between high school and universities in the area of foreign languages. OSU received one of these grants and through it established the Collaborative Articulation and Assessment Project (http://caap.osu.edu). This partnership between higher education and Ohio public schools was designed to improve the articulation between high school and college

language study. I mention this project here not only because of the importance of such collaborative efforts but also to demonstrate the longevity of many programs originally seeded by a federal grant. CAAP, now funded by OSU and the Ohio Board of Regents, continues to grow and to be instrumental in helping smooth the transition between levels.

Another federally funded initiative needs to be mentioned at this point. The Partnership for Public Service (http://www.ourpublicservice.org/), which as the members of this committee know, was designed to serve as an interface between federal employers and the academic community. An excellent example of collaborative efforts of a non-profit organization, the federal government, and the academic community, the Partnership has as its stated purpose "to make the government an employer of choice for talented, dedicated Americans through educational outreach, research, legislative advocacy, and hands-on partnerships with agencies on workforce management issues". Although its mission is larger than foreign languages, OSU served as one of the Partnership's pilot schools and was able to include foreign languages as one of OSU's emphases. Because of its collaborative relationship with the Partnership, the OSU Foreign Language Center has been able to establish connections with many federal agencies that seek employees with language skills and bring these opportunities to our students' attention. This initiative has greatly enhanced our capacity to make career connections for our students in languages and to contribute to a language-ready federal work force. Because of our connections with the Partnership, we hosted a highly successful Foreign Language Career Day in the spring of 2006 attended by over 200 students and representatives from ten federal agencies.

These are but a few examples of how federal funding has made significant contributions to our language and culture missions at OSU and I am sure that other colleges and universities could tell similar success stories to further emphasize the important role that federal funding plays in building and sustaining foreign language initiatives. As was noted earlier, federal support is but one component of the funding of foreign language and culture study; it is, however, instrumental in leveraging monies from internal sources, from state sources of funding, and from private foundations.

Foreign Languages at the Core: A Meat and Potatoes Approach

Many voices at the national level are calling for increased foreign language study, increased internationalization of the curriculum, and expansion of the foreign language pipeline in the nation's elementary and secondary schools. Clearly, the federal government has been instrumental in changing the discourse regarding foreign languages through its expansion of federal funding for foreign languages and through the attention brought to the need for foreign language study by House and Senate committees tasked with working with the academic, business, and public sectors on foreign language issues.

Other voices are weighing in on the need for foreign languages. For example, the report of the Committee on Economic Development (www.ced.org), represented at today's hearing and warmly welcomed by the foreign language community, called for expanding international content and for expanding the foreign language training pipeline to increase the number of speakers of other languages, especially the critical languages. The American Council on Education (http://www.acenet.edu) called on colleges and universities "to make foreign language competence an integral part of

a college education" and to ensure that "every baccalaureate holder...be competent in a second language." In a similar vein, the Association of American Colleges and Universities (www.aacu.org/) characterized the ability to communicate in another language as "one of the fundamental skills that define "empowered learners." The report of National Association of State Boards of Education report entitled "The Complete Curriculum: Ensuring a place for the arts and foreign languages in America's schools" (http://www.nasbe.org/) and Global Competence & National Needs, report of the Commission on the Abraham Lincoln Study Abroad Fellowship Program (www.lincolncommission.org) provide additional support for language study and in the case of the latter study abroad. These are but a sampling of current reports from national organizations and commissions pointing to the value of language study.

At the state and local levels, conversations about the value of foreign languages are becoming more prevalent. A *Columbus Dispatch* editorial (January 15, 2006) stated that "The old arguments in favor of learning foreign languages are still valid. It's an excellent intellectual exercise, in many cases enhances the learner's appreciation of the grammar and structure of his own native language, and helps the learner understand more about the world." But it is the Dispatch's take on the "new argument" for foreign languages that captures one's interest: "The new argument—that once obscure nations and cultures can affect the lives of Americans dramatically, so Americans need to understand them better—is even more compelling." Robert Taft, former governor of Ohio, called for a bold plan to increase high school graduation requirements; in addition to increases in math and science requirements, two years of foreign language were to be added. In lieu of a yes or no on the foreign language component of the bill, the legislature asked for the creation of the Foreign Language Advisory Council in Ohio SB 311 to devise an implementation plan for K-12 language instruction.

Even with positive attitudes toward foreign language study increasingly articulated in public forums, languages are still not considered a staple in the US curriculum. The reasons vary but are illustrated by comments such as the following: A superintendent of a Midwestern school district was quoted as saying that he would rather see federal funds go to meat-and-potatoes subjects. Another was concerned that there was not enough room for foreign languages in the curriculum. Still others at the university level worry that students from the sciences, engineering, and business must meet increasingly large numbers of requirements imposed by their professional organizations, thus those making curricular decisions continue to assert that there is not enough time for foreign languages in the curriculum.

Despite the clear and strong support from the federal government and from various educational organizations, the foreign language community and its advocates have an important task ahead of them, one recognized by the Committee for Economic Development, which suggested a public relations campaign. That task is to lobby to have foreign languages included in the core curriculum and to make the case that languages are an essential part of the basic skills set needed by a graduate (high school or college) who wants to compete in the global economy. Foreign languages need to be universally seen as meat and potatoes, an integrated part of the core curriculum, not just a tasty dessert.

Conclusion

Higher education has already begun to respond to the task of preparing a global ready language citizen equipped with language and culture skills and much progress has been made in the last several decades. This progress is in part due to initiatives sponsored by the federal government and in part due to state- and university-specific initiatives to advance the cause of foreign languages such as those described in this testimony. With new curricula, state and federal support, the advocacy of the major organizations such as the Committee for Economic Development, the foreign language and international education community acknowledges that much work needs to be done to create a language-ready workforce for the future. We are ready to work with public and private entities to increase our capacity in languages and to encourage advanced language skill development. I would suggest the following as areas that need attention:

- Continued emphasis on the development of K-16 partnerships (e.g., Flagship K-16 pipeline and federal and state funding for such initiatives, perhaps a revival of the FIPSE-sponsored foreign language articulation grants);

- Continued funding of longer language sequences which will lead to the development of advanced language skills through the National Flagship program which focuses on level 3 skills as defined by the FSI and the creation of other initiatives that support longer sequences in both commonly and less commonly taught languages;

- Continued funding of programs that develop a core of qualified language teachers (particularly in the critical languages where a teacher infrastructure needs to be established) so that teachers will be available to staff longer sequences of language instruction as they are implemented;

- The development of exchange programs with other countries where their young people can live and study in our country and our youth can live and study in their countries for long enough periods of time to develop solid language skills.

- Recognition that a strong language infrastructure for all language programs not just the critical languages is essential for language learning in the US.

- Continued advocacy for foreign languages by the federal and state governments, educational and business organizations to make foreign languages part of the core curriculum and one of our basic educational skills;

- A recognition that an international curriculum must include a substantial foreign language component;

- Development of a national language policy and the establishment of language policies at the state level as well; and

- Continued encouragement and federal support for study abroad programs where language and culture skills are integral to the program.

Thank you for giving me the opportunity to testify and to share these views with you and the subcommittee.

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February 2, 2007

The Honorable Daniel Akaka
Chairman

The Honorable George Voinovich
Ranking Minority Member

Subcommittee on Oversight of Government
Management, the Federal Workforce
and the District of Columbia
442 Hart Senate Office Building
Washington, D.C. 20510

Dear Chairman Akaka and Ranking Member Voinovich:

The American Council on the Teaching of Foreign Languages (ACTFL) thanks you for the opportunity to testify before your Subcommittee on January 25 regarding federal efforts to develop a foreign language strategy. I hope you found the statement of our President, Rita Oleksak, to be informative as you consider ways to improve coordination among the federal agencies concerning this important issue.

As you know from our oral statement and written testimony, ACTFL outlined ten strategies for expanding and strengthening foreign language education in the United States. You asked us to provide our top three priorities for federal legislation and this letter is in response to that request. While all our recommendations are vitally important to the expansion and strengthening of foreign language education, following are the most important initiatives for which we need federal legislation and funding:

1. The most important element needed to create a world-class foreign language education system is to recruit and train a world-class teaching workforce. We face a serious lack of foreign language teachers with the requisite language skills due to retirement, the unavailability of people with the skills in various critical languages, and the lack of interest in teaching. The best and brightest, when available at all, are being recruited into government and private sector jobs offering much more attractive salaries. While some of the shortage is being alleviated through alternative certification and recruiting from abroad, these efforts will fail unless adequate resources are dedicated to the proper and continuous training of all teachers. All teachers must be prepared to teach using curriculum that incorporates the Standards for Foreign Language Learning, and all should be tested for their proficiency levels in the spoken and written use of the target language. Teachers recruited from abroad must have intensive ongoing support in order to successfully teach students in American schools, a sometimes daunting task.

2. Foreign language programs must be designed and implemented as articulated, continuous sequences of courses beginning in the earliest grades and continuing through college; immersion, language study abroad, and consistent and meaningful assessments should be essential components. We do not expect students to understand calculus after two years of math. It is similarly unreasonable to expect students to be communicatively competent in a foreign language after just two years of high school instruction. Just as math, science, and English are taught in a continuous sequence from kindergarten through 12th grade, so too must foreign language be taught in a coordinated continuous manner if students are to achieve any level of proficiency in a second language. The K-12 system also must be linked to an articulated continuation of language study in college in order to achieve the superior foreign language skills required by many employers and the government.

3. Funds must be dedicated to public education initiatives such as the ***Discover Languages...Discover the World*** ® campaign being spearheaded by ACTFL and the language profession. While many parents understand the value of foreign language education for their children, there is weak acceptance of this proposition by many business leaders, policymakers, education officials and the general public. The perception that Americans do not need to know other languages because everyone speaks English is a dangerous and foolhardy notion that is not supported by the fierce competition faced by American business when its representatives do not understand the language and culture of its customers. Of course, the poor state of our collective foreign language abilities is all too real to the brave men and women defending our nation in the many diverse regions of the world.

I hope these priorities assist you and the Subcommittee in focusing on solutions to our nation's language deficit. The needs in our schools, community colleges, and universities are simple: we need attention, we need funding, and we need a coordinated effort to help us move forward to expand and strengthen foreign language education. We have the potential to provide the pipeline of linguists that is most desperately needed, not just in government agencies, but in the workforce in general. A national strategic legislative effort will help all of us make a multilingual U.S. citizenry a reality and secure our leadership role in a global economy. ACTFL looks forward to working with you, the Committee and the Senate to develop our national strategy.

Sincerely,

Bret Lovejoy
Executive Director

BACKGROUND MEMORANDUM
January 25, 2007

Background

While it is well known that proficiency in foreign languages is necessary to ensure national security, it is now becoming evident that the basic economic and career security of many citizens is tied to foreign language capability. Globalization means that Americans must compete for jobs in a marketplace no longer confined to the boundaries of the United States. In short, both the security and economic vitality of the United States are currently tied to improve foreign language education. However, according to CED, many of our schools do not have foreign language programs that address the educational challenges of the 21st century, and thus many American students lack sufficient knowledge of other countries, languages, and cultures. The hearing is to examine the federal government's efforts to increase foreign language education to meet our federal workforce, national security and economic competitiveness needs.

Current Critical Language Shortfalls

The United States lags far behind much of the world with respect to emphasizing foreign language education. According to the 2000 Census, only 9.3 percent of Americans speak both their native language and another language fluently, compared with 52.7 percent of Europeans.

The terrorist attacks of September 11, 2001, demonstrated the need for skilled personnel to meet our national security needs. Shortly after the attacks, Robert Mueller, Director of the Federal Bureau of Investigation (FBI), made a public plea for speakers of Arabic to help the FBI and national security agencies investigate the attacks and translate documents into Farsi that were in U.S. possession but which were left untranslated due to a shortage of employees with proficiency in those languages. In January 2002, the Government Accountability Office (GAO) released a report (GAO-02-375), entitled "Foreign Languages: Human Capital Approach Needed to Correct Staffing and Proficiency Shortfalls," which stated that federal agencies have shortages in translators and interpreters and an overall shortfall in the language proficiency levels needed to carry out agency missions. In FY 2001, the Army had a 44 percent shortfall, the State Department had a 26 percent shortfall, and the FBI had a 13 percent shortfall in personnel able to interpret and translate in Arabic, Korean, Mandarin Chinese, Farsi, and Russian. This report demonstrates that action is needed to help federal agencies recruit and retain highly skilled individuals for national security positions more effectively.

September 11, 2001, however, was not the first time the United States realized it had a shortfall in language proficiency. In 1979, the President's Commission on Foreign Language and International Studies found that "Americans' incompetence in foreign languages is nothing short of scandalous, and it is becoming worse." Despite repeated efforts to address this problem, the United States continues to suffer from shortages in language proficient individuals and the key recommendation that is most often overlooked is the need for continued leadership and oversight of the nation's language programs.

National Security Language Initiative

On January 5, 2006, the President announced the National Security Language Initiative (NSLI) aimed at increasing the number of Americans learning critical foreign languages. The Initiative focuses on language education during the early years of a child's schooling and continues throughout their formal education as well as in the workplace.

The National Security Language Initiative includes three goals:

1. To increase the availability of critical need foreign languages to younger Americans
2. To increase the number of advanced-level speakers of foreign languages, particularly critical needs languages
3. To increase the number of teachers of foreign languages

The initiative is carried out by the Secretaries of State, Education, and Defense and the Director of National Intelligence in an attempt to mold a comprehensive national plan to expand the education of Americans to include the learning of critical foreign languages. Since the Department of Education is currently being funded by a continuing resolution, the new programs that NSLI initiated have not yet received funding.

Programs followed by an asterisks (*) indicates that the program has been previously established and is not new

The U.S. Department of Education programs include:

The Foreign Language Assistance Program*
Advancing America Through Foreign Language Partnerships
Language Teacher Corps
E-Learning Language Clearing House
Teacher-to-teacher Initiative*

The U.S. Department of State programs include:

U.S. Fulbright Student Program*
Intensive Summer Language Institute*
Gilman Scholarships*
Fulbright Foreign Language Teaching Assistants*
Teacher Exchange*
Youth Exchanges*

The U.S. Department of Defense Programs includes Expanding the National Flagship Language Initiative, and Civilian Linguist Reserve Corps.* The Office of the Director of Intelligence initiated STARTALK, A New National Initiative in Summer Language Education. Additional information on these programs can be accessed through the additional links below.

NSLI is currently focusing on Arabic, Chinese, Japanese, Korean, Russian, the Indic family

(including Hindi), the Iranian family (including Farsi), and the Turkic family (including Turkish). This may change or the list may be expanded upon reassessment by NSLI.

Previous Language Initiatives

The United States has seen previous initiatives and calls to action in response of global and international threats to American security. Following World War II, Congress enacted the Fulbright-Hays Act of 1946, which originally funded a teacher exchange program with teachers from other countries. Further, through the United States Cultural Exchange Act of 1948, the framework for cultural and educational exchange programs was established in order to provide American students the ability to learn foreign cultures.

The President's Commission on Foreign Language and International Studies released a report in 1970 that explored the competencies of foreign language. Additionally, the report provided recommendations on how to strengthen America's foreign language skills. Importantly, the commission emphasized the importance of incorporating foreign languages into the U.S. education system as early as kindergarten in order to increase the likelihood of more advanced language study. The Commission identified a need for the federal government to place a higher priority on learning foreign languages and cultures and for a monitoring body to encourage necessary national action.

In 2001 Congress passed the No Child Left Behind Act. While the Act recognized foreign languages as a core subject area, neither testing nor foreign language are requirements. The Intelligence Reform and Terrorism Prevention Act of 2004 called on the CIA and FBI to develop and maintain their own language programs, and on the State Department to increase the number of Foreign Service Officers proficient in languages spoken in Muslim countries.

This hearing will explore current efforts to ensure America's language proficiency continues in the long run and to initiate a proactive approach to foreign language needs.

Current Legislative Activity

In May 2005, Senator Akaka introduced S. 1089 the National Language Coordination Act of 2005, which would have create a National Language Director and a National Foreign Language Coordination Council, to develop and oversee implementation of a national foreign language strategy. While the measure passed the Senate in 2005 and 2006 as part of the National Defense Authorization Act, it has not yet been enacted. In March 2006, Senator Akaka introduced S. 2540, the Homeland Security Education Act, to encourage and assist in the expansion of science, technology, engineering and mathematics (STEM) and foreign language programs in elementary, secondary and higher education schools. The measure has been referred to the Health, Education, Labor and Pension Committee.

Additionally, federal workforce benefits and incentives, such as the student loan repayment program, can be beneficial in improving the federal government's overall ability to attract and retain talented individuals, including linguists and translators. For example, in the 109th

Congress, Senator Voinovich was joined by Senators Akaka, Collins, Durbin, and Stevens, in introducing S. 1255, Generating Opportunity by Forgiving Educational Debt for Service Act of 2005 (GOFEDS). The bill would have excluded student loan repayments from gross income for the purposes of federal income tax.

Previous Related Hearings

The House Committee on Education and the Workforce, Subcommittee on Select Education held a hearing during the 109th Congress on April 22, 2005 entitled, International Education and Foreign Language Studies in Higher Education
The Permanent Select Committee on Intelligence held a hearing during the 108th Congress on November 5, 2003 entitled, Building Capabilities: the Intelligence Community's National Security Requirements for Diversity of Language, Skills, and Ethnic and Cultural Understanding
The Senate Committee on Governmental Affairs held a hearing during the 107th Congress on April 11, 2002 entitled, Legislation to Establish a Department of National Security and A White House Office to Combat Terrorism
The Senate Committee on Governmental Affairs, Subcommittee on International Security, Proliferation and Federal Services Subcommittee held a hearing during the 107th congress on March 12, 2002 entitled, Critical Skills for National Security and the Homeland Security Federal Workforce Act – S. 1800
The Senate Committee on Governmental Affairs, Subcommittee on International Security, Proliferation, and Federal Services Subcommittee held a hearing during the 106th Congress on September 18 and 19, 2000 entitled, The State of Foreign Language Capabilities in National Security and the Federal Government

USEFUL LINKS

The Committee for Economic Development: "Education for Global Leadership"
http://www.ced.org/docs/report/report_foreignlanguages.pdf

The National Language Conference: "A Call to Action for Foreign Language Capabilities"
http://www.nlconference.org/docs/White_Paper.pdf

U.S. Department of Defense: "Defense Language Transformation Roadmap"
http://www.defenselink.mil/news/Mar2005/d20050330roadmap.pdf

U.S. Department of Education: "National Security Language Initiative"
http://www.ed.gov/about/inits/ed/competitiveness/nsli/index.html

U.S. Government Accountability Office: "Foreign Languages: Human Capital Approach Needed to Correct Staffing and Proficiency Shortfalls"
http://www.gao.gov/new.items/d02375.pdf

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