AUTHENTICATED
U.S. GOVERNMENT
INFORMATION
GPO

[H.A.S.C. No. 110–171]

TRANSFORMING THE U.S. MILITARY'S FOREIGN LANGUAGE, CULTURAL AWARENESS, AND REGIONAL EXPERTISE CAPABILITIES

HEARING

BEFORE THE

OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

OF THE

COMMITTEE ON ARMED SERVICES
HOUSE OF REPRESENTATIVES

ONE HUNDRED TENTH CONGRESS

SECOND SESSION

HEARING HELD
SEPTEMBER 10, 2008

U.S. GOVERNMENT PRINTING OFFICE
45–596 WASHINGTON : 2010

For sale by the Superintendent of Documents, U.S. Government Printing Office
Internet: bookstore.gpo.gov Phone: toll free (866) 512–1800; DC area (202) 512–1800
Fax: (202) 512–2104 Mail: Stop IDCC, Washington, DC 20402–0001

OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

VIC SNYDER, Arkansas, *Chairman*

JOHN SPRATT, South Carolina
LORETTA SANCHEZ, California
ELLEN O. TAUSCHER, California
ROBERT ANDREWS, New Jersey
SUSAN A. DAVIS, California
JIM COOPER, Tennessee
HANK JOHNSON, Georgia
JOE SESTAK, Pennsylvania

W. TODD AKIN, Missouri
ROSCOE G. BARTLETT, Maryland
WALTER B. JONES, North Carolina
JEFF MILLER, Florida
PHIL GINGREY, Georgia
K. MICHAEL CONAWAY, Texas
GEOFF DAVIS, Kentucky

SUZANNE MCKENNA, *Professional Staff Member*
THOMAS HAWLEY, *Professional Staff Member*
SASHA ROGERS, *Research Assistant*

CONTENTS

CHRONOLOGICAL LIST OF HEARINGS

2008

Page

HEARING:

Wednesday, September 10, 2008, Transforming the U.S. Military's Foreign Language, Cultural Awareness, and Regional Expertise Capabilities 1

APPENDIX:

Wednesday, September 10, 2008 31

WEDNESDAY, SEPTEMBER 10, 2008

TRANSFORMING THE U.S. MILITARY'S FOREIGN LANGUAGE, CULTURAL AWARENESS, AND REGIONAL EXPERTISE CAPABILITIES

STATEMENTS PRESENTED BY MEMBERS OF CONGRESS

Akin, Hon. W. Todd, a Representative from Missouri, Ranking Member, Oversight and Investigations Subcommittee 3

Snyder, Hon. Vic, a Representative from Arkansas, Chairman, Oversight and Investigations Subcommittee 1

WITNESSES

Longo, Brig. Gen. Richard C., USA, Director of Training, Office of the Deputy Chief of Staff, G–3/5/7, U.S. Army; Joseph M. McDade, Jr., Director of Force Development, Deputy Chief of Staff for Manpower and Personnel, U.S. Air Force; Rear Adm. Daniel P. Holloway, USN, Director, Military Personnel Plans and Policy Division (OPNAV N13), U.S. Navy; Brig. Gen. Richard M. Lake, USMC, Director of Intelligence, U.S. Marine Corps; Brig. Gen. Gary S. Patton, USA, Senior Language Authority, Office of the Chairman, Joint Chiefs of Staff/J–1; Gail H. McGinn, Deputy Under Secretary of Defense for Plans, Office of the Under Secretary of Defense for Personnel and Readiness, beginning on page 4

APPENDIX

PREPARED STATEMENTS:

Akin, Hon. W. Todd 38
Holloway, Rear Adm. Daniel P. 63
Lake, Brig. Gen. Richard M. 75
Longo, Brig. Gen. Richard C. 40
McDade, Joseph M., Jr. 51
McGinn, Gail H. 99
Patton, Brig. Gen. Gary S. 93
Snyder, Hon. Vic 35

Page

DOCUMENTS SUBMITTED FOR THE RECORD:

[There were no Documents submitted.]

WITNESS RESPONSES TO QUESTIONS ASKED DURING THE HEARING:

[There were no Questions submitted during the hearing.]

QUESTIONS SUBMITTED BY MEMBERS POST HEARING:

Dr. Snyder 127

TRANSFORMING THE U.S. MILITARY'S FOREIGN LANGUAGE, CULTURAL AWARENESS, AND REGIONAL EXPERTISE CAPABILITIES

HOUSE OF REPRESENTATIVES,
COMMITTEE ON ARMED SERVICES,
OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE,
Washington, DC, Wednesday, September 10, 2008.

The subcommittee met, pursuant to call, at 2:30 p.m., in room 2212, Rayburn House Office Building, Hon. Vic Snyder (chairman of the subcommittee) presiding.

OPENING STATEMENT OF HON. VIC SNYDER, A REPRESENTATIVE FROM ARKANSAS, CHAIRMAN, OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

Dr. SNYDER. Good afternoon. And welcome to the Subcommittee on Oversight and Investigations hearing on "Transforming the United States Military's Foreign Language Skills and Cultural Awareness." And we are also throwing in the phrase "Regional Expertise Capabilities," although our initial interest in this was language skills and cultural awareness.

To address today's strategic and operational environments, the Department is training and equipping our military force not only in conventional combat skills but also in the skills needed to conduct missions across the full spectrum of operations. Those missions include fighting terror, conducting counterinsurgency, building partnership capacity in foreign countries, carrying out stability operations and humanitarian relief, and building coalitions. All these missions highlight the need for greater foreign language proficiency, cultural awareness and regional expertise.

A year ago, Deputy Secretary England identified strengthening cultural awareness and language skills as one of the Department's top 25 transformation priorities to be completed or substantially advanced before the end of the current administration. The Department reports that it has made significant improvements and has completed a substantial portion of the Defense Language Transformation Roadmap, but there is still more to do.

The subcommittee met in a private session with Dr. David Chu, the Under Secretary of Defense for Personnel and Readiness, earlier this summer to discuss the progress that has been made and the challenges that remain, and he was very helpful. Dr. Chu articulated the Department's goal is developing a culturally sensitive force that can communicate worldwide at the strategic and tactical levels. He said, in his view, the Department also needed to create a system that produces senior officers who can communicate U.S. policies and aims to non-English-speaking populations in their own

language and that those senior officers should be able to directly communicate with the local media and interact with their foreign policy establishment.

Among the challenges that remain, Dr. Chu said that more work needs to be done to better identify what are our specific language, culture and regional expertise requirements. We can all agree that some level of foreign language skills, cultural awareness and regional expertise is important for today's military, but figuring out the optimal levels of proficiency and how we distribute those capabilities throughout the force is challenging.

I hope our witnesses today will help us address: one, what our overarching vision and goals are, particularly with respect to the general purpose forces; and two, how we can take that abstract vision and translate it into operational requirements expressed in terms of proficiency levels and the right mixture of foreign language and cultural and regional capabilities for individual personnel and units depending on their mission and echelon; three, what we risk giving up in terms of other readiness training in order to attain those capabilities; and four, conversely, what we risk if we don't develop these capabilities.

We have witnesses from each of the services whose job it is to organize, train and equip this transformed force. They are joined by witnesses from the Joint Staff and from the Office of the Secretary of Defense, who also have a central role in these efforts. Our witnesses serve as the Senior Language Authorities in their organizations and are charged with overseeing the implementation of the Defense Language Transformation Roadmap and understanding the totality of the language needs of their organizations. The perhaps surprising complexity of this issue is reflected in the differences among the services in whom they have appointed as their senior language authority.

Now, we are joined today by Mrs. Gail McGinn, Deputy Under Secretary of Defense in the Office of the Under Secretary of Defense of Personnel and Readiness; Brigadier General Gary Patton, the senior language authority for the Office of the Chairman of the Joint Chiefs of Staff/J–1; Brigadier General Richard Longo, Office of the Deputy Chief of Staff; Mr. Joseph McDade, Jr., Director of Force Development, Deputy Chief of Staff for Manpower and Personnel, U.S. Air Force; Rear Admiral Daniel Holloway, Director of Military Personnel Plans and Policy Division, U.S. Navy; Brigadier General Dick Lake, Director of Intelligence, U.S. Marine Corps.

We appreciate you all being here.

I am curious, do you all sit down like this on a regular basis, without cameras and microphones? Do you all meet together?

General LAKE. Yes, sir.

Dr. SNYDER. Good.

We are going to ask—oh, the four service members, you were going to do opening statements, and then the other two will be available for questions.

We have been joined by Mr. Akin, ranking member, for any comments he would like to make.

[The prepared statement of Dr. Snyder can be found in the Appendix on page 35.]

STATEMENT OF HON. W. TODD AKIN, A REPRESENTATIVE FROM MISSOURI, RANKING MEMBER, OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

Mr. AKIN. Thank you, Dr. Snyder.

Thank you all for joining us here today. Obviously an interesting topic and one of a series of hearings on the whole subject of language and cultural awareness.

As we are seeing on the ground in Iraq and Afghanistan today, the skills such as language and cultural awareness are key in reducing violence and establishing the rule of law. For example, the troop surge in Iraq would not have been successful without our troops' effectiveness in implementing counterinsurgency tactics which, at their heart, require the force to understand and respond to the local populace's concerns. As any Member of Congress knows, an understanding of local issues, a certain level of cultural awareness, is absolutely necessary to winning the support of the populace.

I think as we have talked about in some previous hearings, one of the big questions that we run into is, in a perfect world, we can think of all kinds of things we would like to have people cross-trained in so there are experts in everything. Obviously some kind of balance in language skills are not something that you can take a pill to do. If you had, I would have bought some of those pills. It doesn't come easily to me. But that is the question, balancing your priorities in so many different ways.

And also I would say that, at least personally, as I think of language skills, it is more than just language really, it is a whole cultural awareness. I had a friend that was a Green Beret trained up at Fort Devens years and years ago, and he talked about how they were trained. And, you know, when you are in Czechoslovakia, you don't count "one, two, three." If you do that, they immediately know you are a foreigner. They start with their thumb, I think, or maybe their little finger or something. But you have to know those little nuances of culture, so that is an important thing.

So I would be interested in your understanding of the balance, how do you do all the other warfighting requirements and still build some capabilities, particularly with the rotations and all that we have to deal with.

Thank you, Mr. Chairman. And I appreciate your pulling the hearing together.

[The prepared statement of Mr. Akin can be found in the Appendix on page 38.]

Dr. SNYDER. Thank you, Mr. Akin.

We will begin with General Longo. We have that very attractive clock there sitting in front of you. The green light will come on here. And when the red light comes on, that means five minutes has gone by. If you need to go longer than that, go ahead and do that if you need to, but we will try to stay as close as we can.

So we begin with you, General Longo.

STATEMENTS OF BRIG. GEN. RICHARD C. LONGO, USA, DIRECTOR OF TRAINING, OFFICE OF THE DEPUTY CHIEF OF STAFF, G–3/5/7, U.S. ARMY; JOSEPH M. MCDADE, JR., DIRECTOR OF FORCE DEVELOPMENT, DEPUTY CHIEF OF STAFF FOR MANPOWER AND PERSONNEL, U.S. AIR FORCE; REAR ADM. DANIEL P. HOLLOWAY, USN, DIRECTOR, MILITARY PERSONNEL PLANS AND POLICY DIVISION (OPNAV N13), U.S. NAVY; BRIG. GEN. RICHARD M. LAKE, USMC, DIRECTOR OF INTELLIGENCE, U.S. MARINE CORPS; BRIG. GEN. GARY S. PATTON, USA, SENIOR LANGUAGE AUTHORITY, OFFICE OF THE CHAIRMAN, JOINT CHIEFS OF STAFF/J–1; GAIL H. MCGINN, DEPUTY UNDER SECRETARY OF DEFENSE FOR PLANS, OFFICE OF THE UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS

STATEMENT OF BRIG. GEN. RICHARD C. LONGO

General LONGO. Mr. Chairman, Congressman Akin and other distinguished members of the committee, I appreciate this opportunity to speak on this important subject.

I am the Army's senior language authority, though I am not a linguist. But I am committed to the importance of cultural awareness and language training in the Army.

During my 15 months in Iraq, I participated in monthly council meetings with local sheiks, governors and imams, as well as too-numerous-to-count one-on-one engagements with Iraqi civil and military leaders. These experiences gave me a firsthand impression of how important it is to be good at cultural and language training.

In today's environment, along with the need for expert capability, there is a need for foreign language and cultural awareness capability across the force. Our soldiers must conduct operations in multinational coalitions, as well as amongst the people in cultures that are quite different than our own.

A problem that we face in the area of foreign languages is that the languages required are the most difficult to learn right now: Arabic, Pashto, Dari, Urdu, or the African languages of Yoruba and Hausa. Not only are they not generally taught in our high schools and in our universities, but textbooks aren't generally available in these languages.

However, the Army has made significant progress over the last three years transforming our force, and I would like to highlight a couple of those.

The heritage speaker program recruits native speakers of critical foreign languages into our Army. And since this program began, we have mobilized more than 600 native speakers, and they serve as interpreters in uniform. We are currently exploring expanding this capability beyond the Central Command area of responsibility and into the Pacific Command and the Africa Command.

Human Terrain Teams, comprised of civilian anthropologists and soldiers, are currently deployed in support of brigade combat teams in Afghanistan and Iraq. These teams advise commanders and soldiers on key cultural aspects related to tribal structures, economic development opportunities, and formal and informal political structures, providing on-the-ground expert input.

In August, the Army implemented a program that awards incentive pay to Reserve Officer Training Corps (ROTC) cadets should they choose to take and study one of our critical foreign languages. Additionally, we have expanded educational opportunities by investing in commercial, off-the-shelf software, such as Rosetta Stone. And we have distributed more than 1 million products to the field, such as language survival kits, familiarization CDs, and head-start programs.

We are also institutionalizing education for our soldiers and leaders in the Army. For the officer corps, it starts precommissioning, at the United States Military Academy and at the ROTC colleges and universities, but continues through their Senior Service College. For the enlisted force, it is similar. It starts at initial entry training and continues throughout their professional military education.

Even with these successes though, I recognize that there is a lot of work to be done. This important business, creating a strategy that combines cultural and language expertise in a limited part of our force with a more general awareness and capability throughout the remainder of the force, that is our end-state. The Army takes the challenge of improving this very seriously. These capabilities are required to be effective in the operational environment, the world as we know it now, and the world as we project it to be in the future.

We have more work to do, and I realize our ambitious end-state, but we are confident we are on the right path. I appreciate the opportunity to speak with you today, and, frankly, I look forward to your questions. Thank you.

[The prepared statement of General Longo can be found in the Appendix on page 40.]

Dr. SNYDER. Thank you, General.

Mr. McDade.

STATEMENT OF JOSEPH M. MCDADE, JR.

Mr. MCDADE. Well, Chairman Snyder, Congressman Akin and distinguished members of the subcommittee, thank you for the opportunity to discuss the Air Force culture and language program.

As you know, the United States Air Force has been at war for 17 continuous years. And during those 17 years, we have learned that language and culture is a force multiplier and must be a priority for our Air Force. Our culture, region and language program is therefore tailored to meet unique Air Force mission needs, along with producing airmen with key joint warfighting capabilities. By that I mean airmen who are capable of influencing the outcomes of U.S., allied and coalition operations and maximizing the outcomes by building partnership capacity. As you know, these specific capabilities are currently highlighted in the 2008 National Defense Strategy.

Now, having described the effect we seek to achieve, the next obvious questions are how much and what type of culture and language development is needed. In order to answer these questions, we commissioned a RAND study that surveyed over 6,000 airmen returning from deployments. The point of the study was to pull together the ground truth regarding airmen's assessment of what

they needed downrange. The conclusions are clear: The majority indicated the cross-cultural competencies and more training in that area would have been more beneficial. A minority indicated that additional language skills training would have been beneficial. We gave this study great weight and believe it is the largest of its type yet undertaken in the Department of Defense.

Now, based on the data we collected and the RAND study, as well as scholarly studies by our Air Force culture and language program down at Air University, we determined that cross-cultural competency, or what we call 3C, was a capability that all airmen in the United States Air Force needed to possess. We also determined that we needed to redouble our efforts to provide language and regional skills to some airmen based on their specific jobs.

Our rationale is this: 3C will prepare airmen to better understand and influence operations, activities or actors, to include joint, interagency, allied, coalition, noncombatant, and adversarial alike. Equally important, Secretary Donnelly recently issued a policy directive that hardwired cross-cultural competencies into our leadership development programs.

Our long-term goal is nothing less than a transformation of the way airmen think about their mission. This involves changing the way airmen think. This is why our primary effort will focus on professional military education. Our rationale: We will be educating all airmen on how to think about these subjects with increasing levels of sophistication during their careers.

Language capability is a key component of our 3C strategy and embedded in the Air Force program, which is designed to build both language professionals and language-enabled airmen. As for the language professionals, the Air Force has 3,000 cryptolinguists supporting global missions. Additionally, we provide targeted language training in support of 237 regional affairs specialists. And we are tripling the number of military members participating in military exchange programs in non-English-speaking countries.

Finally, if we are going to build partnership capacity, we must also invite international partners to the United States to train with us. In that capacity, we believe the Defense Language Institute English Learning Center is a premier capability for helping the United States build partnership capacity.

In fact, Mr. Chairman, Congressman Akin and members of this committee, I think you will agree with me after you have a chance to come visit this school, and so here today I would like to make this invitation to you. Please join me, or have your staffs join me, in making a visit to this institution to visit its students and its faculties, and draw your own conclusions about whether or not you agree with my statement that this is an absolute gem in the Department of Defense for building partnership capacity.

So, in closing, the Air Force viewpoint is that culture and language is and remains a priority to ensure we provide COCOM and joint force commanders with the culturally skilled, language-capable airmen they need to accomplish their missions. We appreciate your unfailing support to the men and women of our Air Force, and I look forward to your questions.

[The prepared statement of Mr. McDade can be found in the Appendix on page 51.]

Dr. SNYDER. Mr. McDade, I don't know where the DLI English Language Center is. Is that in Texas?

Mr. MCDADE. Yes, it is. Lackland Air Force Base.

Dr. SNYDER. Thank you.

Admiral Holloway.

STATEMENT OF REAR ADM. DANIEL P. HOLLOWAY

Admiral HOLLOWAY. Chairman Snyder, Congressman Akin and distinguished members of the subcommittee, thank you for this opportunity to present an overview of the Navy's language, regional expertise and culture transformation and for your interest and support in these vital programs.

Navy leadership used language, regional expertise and culture, or LREC, as a force multiplier in the international maritime environment of the 21st century. Catalyzed by the attack on USS Cole in October 2000, the Navy has made a concerted effort to enhance LREC capacity across the total force. We have taken stock of our capabilities and compared them to the known and projected requirements of the force, especially general purpose forces, and invested prudently in identified gaps.

Moreover, to guide the transformation, we have implemented a strategy that allows us to shape and employ LREC attributes sensibly, intelligently and with optimum effect. This is an enormous challenge given our 24/7 global presence mission in the world, comprised of over 6,000 distinct languages. It is compounded by the balance we must strike between sustaining enduring technology-centric missions and emerging roles necessitating self-discipline, such as language and culture familiarity.

Our maritime strategy states that trust and cooperation cannot be surged, and it directs us to develop sufficient cultural, historical and linguistic expertise among our sailors to nurture effective interactions with diverse international partners.

To that end, we have set a course that requires a total force that appreciates and respects cultural differences and recognizes the risks of inappropriate behavior in foreign interactions, even if unintended; a cadre of career language professionals whose primary functions demand expert-level skills and knowledge; also, other language-enabled sailors and civilians with sufficient proficiency to interact at the working level as well; a reserve capacity of organic foreign language skill and cultural understanding that can be called upon for contingencies.

To meet these requirements, our strategy, which is closely aligned to the Defense Language Transformation Roadmap, defines our priorities, the objectives and specific tasks. It concentrates program management, screens all sailors for a language skill, and it tracks their location. It generously incentivizes language proficiency as well, and facilities training for both the expert and the beginner. It reconstitutes our foreign area officer corps, establishes a center for LREC in the Navy, and delivers free mid-deployment training for the force, especially the general purpose force.

The tradeoffs are not insignificant, however, but manageable with planning. Sustaining and enhancing the skills of our career linguists and regional expertise requirements, resources and time dedicated for this training. In the case of cultural awareness in-

struction for the general purpose forces (GPF), finding the time, even a few hours, on an already overburdened training cycle is challenging given the range of qualifications required for our fleet operations today, but we have taken a deep look. When a heritage sailor is augmented from his or her normal duties or contingency, a gap is created, and we have responded.

Our maritime strategy places great emphasis on developing cooperative relationships before the crisis occurs, building foreign partnerships, and fostering trust—all preventives to conflict. Considering the ability of LREC to facilitate and, in some cases, enable foreign access, any risks assumed with this tradeoff is a diminishability to execute regional engagement in the future.

Finding the right plan of capability and capacity relative to global demand is essential. We still have work to do. We understand the problem. But we are confident our approach is right for our Navy operation.

On behalf of the Chief of Naval Operations and the Chief of Naval Personnel, thank you for your interest and support in the Navy's LREC program. And I would be pleased to respond to your questions, as well. Thank you, sir.

[The prepared statement of Admiral Holloway can be found in the Appendix on page 63.]

Dr. SNYDER. Thank you.

General Lake.

STATEMENT OF BRIG. GEN. RICHARD M. LAKE

General LAKE. Chairman Snyder, Congressman Akin, distinguished members of the subcommittee, thanks for inviting the Marine Corps to come here today and share with you how your Marines are transforming language and cultural issues within the Marine Corps.

As a foreign area officer myself, as someone who was an undergraduate major in modern languages, and as the Marine Corps's senior language authority, I have a deep, both professional and personal interest in this subject.

In part due to our heritage and our expeditionary nature, the Marine Corps has always been very interested in languages and cultural competence so that we can operate in every time and place. But our experience since 9/11, as well as our assessments of the future operational environments we are likely to be employed in in the future, has only sharpened that interest and made us recognize that we need to do more, because we need to have Marines that are capable of navigating the human and cultural terrain just as well as they are able to navigate the physical terrain on the battlefield.

In order to accomplish this, starting in 2003 the Marine Corps instituted a plan for implementing operational cultural and language skills for every Marine. As you requested, Mr. Chairman, I am going to focus today on the general purpose forces and not our career linguists, although we have made some very significant improvements for our career linguists as well.

When the Defense Language Transformation Roadmap was issued in 2005, it provided additional guidance and, as we would say, reinforcing fires to some of the efforts that we had already on-

going. And based on lessons learned from ongoing combat operations around the world, we continually try to fine-tune and improve our plan.

Basically I would break our overall plan down into five basic parts.

The first part I would call entry-level operational cultural awareness training and language assessment. Every man or woman coming into the Marine Corps, when they stand on the yellow footprints at San Diego, Parris Island or at Quantico, shortly thereafter they will receive formal classroom instruction on operational cultural awareness. We will also assess them for any language skills they bring with them, so we have an idea of what our capabilities are.

Now, the second area I would focus on is our predeployment cultural awareness and language training. This is generally specifically tailored to each unit, each mission, each area to which they are going. We focus on this. The initial phases of the training occur at their home station, but the final phase of the training, the final predeployment exercise is at another location, oftentimes 29 Palms, California. But that is where they have a full-scale, live force on force to include native-speaking role-players, in which they are evaluated on their ability to carry out their mission profiles, which also requires them to use language skills and appropriate cultural awareness and sensitivities.

The third area we have is our Career Marine Regional Studies Program. And for our career force, which we define as all Marines who are past their first enlistment and all officers, even on their first tour, are assigned a geographic region and have an expectation to complete a variety of cultural, regional and language courses in that area as they progress through their career.

Now, the fourth area I would call our operational cultural and language enablers. And that includes, for example, in 2005 we stood up our Center for Advanced Operational and Cultural Learning at Quantico, and they are the ones who do most of this training for the Marine Corps. We have established additional language resource centers, language labs, at eight major Marine Corps bases in addition to the six other language labs we already had out there for our career linguists.

We have purchased computer culture and language simulation programs, a video game if you will, where you have to use language and culture. We have these in Iraqi, Dari, Pashto and sub-Saharan African, French, and they are developing more. Next year we are going to be taking delivery of a modified version of Rosetta Stone, the popular commercial language software that has been modified for military terms and military missions. The Marine Corps intel activity remains one of the leaders within DOD and the intel community on developing cultural intelligence products.

The last area I would mention is our incentives to support this. We have increased, thanks to the support of Congress and others, access to Marines who speak foreign languages, whether they learn it on their own, they have it as a heritage skill or they have been trained in it. And we particularly do that for Marines who speak languages of interest in the global war on terrorism. We pay re-enlistment bonuses to Marines with certain language skill sets. And

we offer the ability for Marines of any specialty to study global war on terrorism-related languages as a re-enlistment incentive, in addition to any others.

In conclusion, over the past five years, we have made a lot of progress in the area of cultural awareness and language skills, but we are going to continue to make progress on it. And with the support of Congress, I think we will be even better five years from now than we are today.

Thank you, sir. I welcome your questions.

[The prepared statement of General Lake can be found in the Appendix on page 75.]

Dr. SNYDER. Thank you, General Lake. I think, when you met with the staff some time weeks ago or days ago, you brought a couple of those smart cards, I don't know if the members have seen those, that we will run down here and back the other way.

I want you to know, General Patton and Mrs. McGinn, you are not off the hook. In fact, my first questions are going to be directed to you two.

But we are going to begin our questioning with Ms. Sanchez, who has probably got more language skills than most Members of Congress. Then we will go to Mr. Akin and then back to me. So, Ms. Sanchez for five minutes.

Ms. SANCHEZ. Thank you, Mr. Chairman. I appreciate you giving your time to me.

And thank you all for being before us. Obviously, I think this is one of the most critical things that we need to get done correctly in the military.

Now, I will just say that I was recently at 29 Palms with Federal Judge Dave Carter, and we actually went in to swear in some new American citizens, Marines and Navy, who were there, because they were leaving to Iraq in the next few days and we wanted to get them sworn in. And I was really amazed, of the 28 that we swore in, there was a guy from Kazakhstan and somebody from Ukraine and several people from South America and some Indonesians. So I do think that we see more and more reflection of the fact that we need to get native speakers in if we are going to do the military role, so I applaud you on there.

And I guess my first question goes to the whole issue of myself having been brought up in a bilingual home and having had the chance, actually, to live in many places around the world and learn the language as a native—among those languages, Spanish, Arabic and some others. There is a big difference between knowing the culture and knowing the language and being very adept at it and catching the very subtle things that are going on, versus something that I see happen often when people try to learn a language later in their years and maybe their first one and then maybe they are using Rosetta Stone or something of the sort and it doesn't quite just click well.

So my question is, what is the process that we are using with respect to just getting enough information to—enough knowledge to our troops to do stops and goes, et cetera, these little cards, but what are we really doing to get some real native type of speakers if they don't happen to be native? Because we have the other problem that maybe we don't have enough native speakers that are

going to be joining the military. What is it that we are doing in the long term to get some real culturation of that grouping?

Because the nuances are really fine. I remember when I worked for Booz Allen and I was in the Mexico City office and there were all these guys from the Mexican Federal Government who had been trained at Harvard, et cetera, et cetera, and we were all speaking in English, and we were making a presentation. And it dawned on me that the people from America, the Booz Allen people, were saying something and everybody was nodding their head thinking they were following along the discussion, but they were completely missing the point. And it wasn't until I came back in Spanish and explained to them what was really going on that they realized they had been completely wrong about what we were trying to tell them.

So how are we finding those types of people, the people that really understand the culture?

General LONGO. Well, if I could take that on just to start, and then I would defer to anyone else.

There is a couple tacks. What you are saying is exactly right. And I have been in environments where a subtle misunderstanding or subtle missing of a nuance could have catastrophic effects. So I am with you. And we kind of attack this in three different ways with our expert part of the force, with our foreign area officers, with our civil affairs officers, with our psychological operations (PSYOPs) guys, with some of the military intelligence specialties where we focus their training, that is their career field.

And then the second thing is, as you alluded to with the Marines and as we have with our heritage speaker program, you know, going out into the United States and finding this talent and bringing them into the military. And we have robust enlistment recruiting bonuses to encourage them to do so. Often it is a very good deal for them. We started just 3 years ago, I think, with 25, and we are now up to 600. So I don't even think we have begun to tap into this American resource that we can use to get after this.

And then, third, when required, you know, we may have to just contract that capability. And that is not the best solution. The best solution is to have a soldier, airmen, sailor or Marine standing next to you, but sometimes that is the best we can do.

And I defer to my colleagues.

General LAKE. One other point, and I think you made that, ma'am, as did General Longo, but my take on the census data in the United States for at least the past two censuses, censi—I am not sure what is appropriate—but we have an increasing amount of Americans or legal residents in this country who speak a language other than English at home. And the good news is there is generally a fair correlation with those percentages in the American population and those percentages represented in the military.

So we are trying to recruit soldiers, sailors, airmen and Marines to come into the Armed Forces. But also, once they have made that decision, we are also trying to incentivize and recognize and encourage them. And I know one of my standard things whenever I travel about, I am always identifying folks that speak a language and saying, "Hey, do you know we can give you some money if you get tested?" And most people are very grateful when they are told they can earn some money.

Mrs. MCGINN. Can I add one thing or, actually, two things?

We are doing more and more immersion studies now, sending our students from the Defense Language Institute and the military academies overseas to live with the population for a while.

I met some cadets from the United States Military Academy. One of them went over at a level zero language proficiency to Russia and she came back at a level two, which is really quite a huge jump. And she lived with a Russian family. So we are doing those kinds of things more and more.

The other thing that we have been doing in DOD is really trying to prompt the United States as a whole in its educational system to start teaching languages at young ages, because that is when you really develop the facility, I think, for learning the language. And if the U.S., as a populace, as a whole, is teaching these languages, then when we recruit people and we need to get them new languages or to higher proficiency, we have a better shot at doing that.

Ms. SANCHEZ. I would agree with that. In fact, I have a general bill for kindergarten through 12. That is a whole global language bill that I think we dropped or about to drop. So I am very interested in that whole issue.

Mr. Chairman, I know there are others, but I have some other questions, and I am sure if we do a second round I would be interested in that.

Dr. SNYDER. Sure. We will.

Mr. Akin for five minutes.

Mr. AKIN. Thank you, Mr. Chairman.

I guess one of the things particularly is—you all look like young men to me at this point, but as you are working up to becoming a general and all, there are a bunch of different steps, career-wise, that are traditional that you take. And to the degree that that career path includes some type of language background or awareness of it is going to determine, kind of, where we are.

Has there been any discussion as to how to build that into the equation, in terms of the career path? Because, in a way, that is the incentive to have some involvement that way.

Or, at least, I know from my son's being in the Marine Corps, they have all kinds of different parameters for a given unit. In other words, my son had to take the advanced lifesaving because they didn't have anybody else and he was some poor sucker that they stuck in this school, which was very hard. But they have all these different requirements in a unit, that we need to have somebody that can do this, somebody that can do that.

Is that being built into any of our parameters at this time, either Army or Marines or Air Force or whoever?

General LAKE. Well, sir, that is where we are trying to go with our Career Marine Regional Studies Program. What we are doing in the shorter term is in the predeployment training. And, as I said, we try to have a broad menu that people can choose from, the commander can choose from, based upon their mission and what have you. But one of the consistent things that I hear back from commanders is, with everything else they have on their plate, they still would like to try to squeeze in more language training.

And so, in many units, some units, what they will do is they will take a designated level of personnel. Surprisingly, many Marine units will take their squad leaders or perhaps their fire team leader, the key small unit leaders, and say we have—and if they have 30 days, we will set up a course for them for 30 days. If they have 22.5 days, we will give them 22.5. But we are trying to tailor it so that they get as much predeployment language training as they can fit into the schedule, sir.

Admiral HOLLOWAY. If I could, sir, on the officer side, as an example for the Navy, we have integrated our regional content and cultural awareness into our Navy Professional Military Education (PME) at the apprentice, journeyman, and master levels.

Also, as an example, in our session program, sort of taking this from the street to the fleet, as we look at Chinese and Arabic majors now online at the Naval Academy, an expanded study abroad with full semester exchanges, which gets back to your comments, ma'am, about immersion programs.

Also, up to 25 ROTC scholarships reserved for language and regional majors. And at the Naval Academy, for nontechnical majors, four semesters of language now is a requirement, strongly supported by our superintendent commandant.

We have up to an increase of 18 to 26 exchanges, as well, for officers in our exchange Personnel Exchange Programs (PEP) programs, and certainly realign to a 10-year look at where we think our future partnerships are. That is a snapshot of the Navy today on the officer perspective of that growth.

Mr. MCDADE. And, Congressman, if I could add to that, again, I agree with what has been said by both Marine Corps and the Navy on this topic. But the Military Personnel Exchange Program that I mentioned in my oral comments is really designed to take operators in non-English-speaking localities, so they develop not only that foreign language skill but relationships with those countries. So, again, that is why we think that is a sweet spot for us to try and develop officers who will have those skills.

The only other thing I would mention to you, again, to footstomp, when Secretary Donnelly put out this new policy directive on forced developments, said we are going to have cross-culturally competent airmen, that is now turning all of our force development machinery, to include PME and other career development programs, to say this is now a requirement for the United States Air Force. So that is hot off the press; 27 August is when it was published.

General LONGO. In the Army, we have many of the same programs, so I will not repeat them, but I would like to get at the professional advancement aspect.

Very informally, on the officer evaluation report, there is a part that says, "Tell me about any significant skills and attributes that this officer might have, completely independent of his current job position or his future potential." And that is a place where more and more senior leaders are starting to look for that bullet that says that this guy is fluent in Arabic, and that becomes beneficial to him.

Additionally, we are looking at using language capability in our officer courses as a parameter when we are developing the Order of Merit List, which ends up having career-enhancing capabilities.

So we are looking at that. We are not where I think both you and I know we need to go, but we are walking on that path, sir.

General PATTON. And, Congressman, I would just like to add, from the joint force perspective, the foreign area officer is the officer of choice, really as the soldier statesman out there around the world. We are doing some things to grow the inventory of foreign area officers. We have an inventory of about 1,600 now. A large majority of those are Army officers and Marines, which have had a fairly mature foreign area officer program. That is a career path.

When I was growing up as a major and a lieutenant colonel, it was not an option. You actually called it dual-tracking, where you did part-time foreign area officer and then you returned to the infantry, and back and forth. And we learned that that wasn't as productive as developing a single track, whereas a foreign area officer would be able to stay dedicated in concerted effort, education, assignments and so forth, along that career path of foreign area officer.

The Navy and the Air Force have picked up those programs here in the year 2005. We have increased our throughput, I believe, by over 100. I think our throughput is now about 170 per year. And we will be able to increase our inventory by 2013 by a thousand more foreign area officers. So our stable of foreign area officers across all four services will be deeper in years to come.

Mr. AKIN. Thank you very much.

I think we are out of time. So thank you, Dr. Snyder.

Dr. SNYDER. Thank you, Mr. Akin.

I will take my five minutes now. And I want to begin with you, Mrs. McGinn and General Patton. And each of you take most of my time if you want, and we will let the others comment if they want. But I would like you to discuss the issue of determining the requirements, and then how you link that with building the capabilities for meeting those requirements.

It seems like, for the last seven or eight years, as General Lake just said, he runs into somebody that has a language skill, he knows he needs that language skill. Will we ever reach a point when we think, "I think we have too many Arabic speakers"? Most of us don't think so.

But would you talk about the practicalities of the issue of determining requirements and building the capabilities to meet those requirements?

Mrs. MCGINN. I have been around that requirements issue longer than General Patton, so I will start for you.

One of the things we realized when we built the Transformation Roadmap was that we needed to try to get our arms around what these requirements were. General Patton's predecessor built a tool, with our help, to send to the combatant commands so that they could try to articulate what their requirements were against certain of their operating plans so that we would be able to plan for the future.

We have been collecting that corporately for a couple of years, I think, and what we have now is what I would describe as a raw

set of requirements. We have about 141,000 identified, most at low levels of proficiency, which is good news for us because it is easier to train with that. They are in some very difficult languages, as you could imagine. But they do call out the proficiency, what the individual would need to do, et cetera.

The problem was that, even though we had put guidance out there for all of the combatant commands, they all did it a little bit different. And so we had a conference to, kind of, go through and rationalize "how did you send the number that you sent?" What I think we discovered was, even though they did it differently, they all did it with a little bit of science, so we didn't get anything spurious in there, but we still need to reconcile that.

One of the next steps for us is we have created a language readiness index into which we can put what the operational requirements are and we can compare those operational requirements to our language capability inventory on hand. You probably saw that we have screened the whole force or we are in the process of screening the whole force for language capability. So we have a database that can tell us how many Farsi speakers we have, how many Arabic speakers we have at what level.

This just started to be operational last month, but it will give the leadership the opportunity to look at capability versus need and just be indicative of where we need to focus our efforts in terms of going forward on the requirements issue. So we look forward to that being fully populated, so that we could do that.

Dr. SNYDER. General Patton.

General PATTON. Yes, sir, it really comes down to what is the demand signal that we provide from the joint force to the services so they can train, recruit and so forth. And I would break it down into a couple of areas.

We have day-to-day requirements, and I think we send a good demand signal to the services on day-to-day requirements through the billets, the positions on the unit manning documents that exist at the combatant command headquarters and their joint support and activities and so forth. And those are well-documented. And the language readiness index, as Mrs. McGinn mentioned, will be able to pull as a kind of a search engine from those unit manning documents and give us a little bit better. But, generally speaking, I think we have a fairly accurate demand signal for the day-to-day requirement.

Where it gets more abstract—and I am borrowing your term from your opening statement, Dr. Snyder—but we have a set of requirements that exist in combatant commanders' war plans. And we know those requirements have been broken down in some degree of detail. But the direction we need to go in the future here with the Defense Language Steering Committee—and we do sit down together. And we comprise the Defense Language Steering Committee, us six, and other members. But we have agreed that our next step is to gain better fidelity on defining and refining those requirements that exist in the war plans and translating that to a capability that is needed in the services and demand a signal that then the services can train and recruit towards, and recognizing that not all those requirements in the war plans equal a Marine that needs to speak a language or a sailor or what have you.

In some cases, it might be a piece of technology. In some cases, it could be contracted.

But it is very important, I think, that we give more attention to defining and refining that requirement resident in the current plans in a little better definition, some help from the combatant commanders, and then translate that into something more useable than we have today as a demand signal for the services. And that is going to be a primary agenda item for our Defense Language Steering Committee in the near term.

Dr. SNYDER. Yes. Mrs. Davis for five minutes.

Mrs. DAVIS OF CALIFORNIA. Thank you.

Thanks for being here.

Perhaps just along the lines of what you just said, I mean, I think that what we are all looking for—and you spoke to this in terms of you all getting together and taking a look at this—it is much more than numbers, in terms of capability and capacity and a good bench that we have, in terms of this language development, but we still need that.

And you mentioned 1,600, I think. And I was just looking for a little bit of numbers. I mean, what has really changed as a result of the work that is being done with the Transformation Roadmap and others, in terms of being able to say, okay, we don't have the capability right there, but it is going to take us three years to get there; therefore, we have these number of individuals, how can we get there? And what is the best use, efficacious use of dollars? You know, who should we be training in the way that we get those officers when they are needed?

Or is the effort with ROTC, because you can do that to a greater capacity, is that better? And are we really going after those programs? I know that we are doing some of them. I have seen them in San Diego, and I am proud of the effort that is being done there and with some immersion programs with the Marines. But it is kind of a drop in the bucket, really. And do we have the ability to—you know, is that something that we really need to triple, quadruple our efforts and do it tomorrow, as opposed to we don't? I am guessing—do we have that information, do we really know where that effort should be? And what, in actuality, numbers, has changed?

Mrs. MCGINN. I don't know if I can address the numbers right now. But the issue of the ROTC, the Department decided in the last Quadrennial Defense Review—I think going back to the question about how you get generals with this capacity—was to go for pre-accession language training for our officer corps because it is so difficult to take time out to learn these languages as you are progressing through an officer career. So, therefore, we received funding for the military academies. All of them have plussed up their programs, their immersion programs. They have added languages like Arabic and Chinese. And the cadets are doing it.

ROTC was more difficult. Most ROTC programs don't teach the languages that we want. But we have instituted a series of grants, also funded through the Quadrennial Defense Review. We are providing grants to ROTC programs and universities, competitively awarded, to develop model programs that will incentivize the ROTC cadets to study these difficult languages. Some of them are

building curriculum, some of them are immersion. I think we have awarded 12 of those grants. We will be awarding a total of 50 sequentially, adding some every year as we go along.

Mr. MCDADE. Congresswoman Davis, I have some numbers for you from some of the testimony, having had a chance to read some of it. Are you interested in some of those numbers to show you what has changed?

Mrs. DAVIS OF CALIFORNIA. Yes.

Mr. MCDADE. They are significant. Just for example, in 2001, the Defense Foreign Language Center had 1,400 students enrolled in Arabic, Chinese and Persian. By 2008, that number had doubled.

Since 2001, the DLI has dispatched more than 380 mobile training teams, training more than 66,000 people, and handed out more than a million of those language survival kits, some of which the committee has seen.

In fiscal year 2001, there were about a thousand Army FAOs and 149 Marine Foreign Area Officers (FAOs). In 2008, those numbers were 1,600 in the Army, Navy, Marines and Air Force.

Mrs. DAVIS OF CALIFORNIA. Can I just ask you, where are those individuals serving then? Are they able to move forward and to really be out in the field?

Because every time we ask questions about how are we doing out there in terms of having individuals who have these skills, we are always hearing, well, you know, we are not there, we are not even half there. So I am just wondering where——

General LAKE. Yes, ma'am. Two points, one on your numbers.

In 2005, we were paying 363 officers and 1,530 Marines foreign language proficiency pay. So these were folks who demonstrated a proficiency to one standard or another. As of June of this year, we have almost doubled that, in terms of numbers, over 600 officers and over 2,100 Marines.

But to your question, do we have enough of them out there, no, ma'am. We have them out there; they are working very hard. But a point I would like to make, particularly of those folks who have a language capability and a cultural awareness capability, while ideally if you are in Iraq you would desperately want to have Arabic foreign area officers, every one you could get your hands on. But we have also found that people who have these language and cultural skills are incredibly valuable just by the fact that they have the—and it may be a totally different language but they may have an aptitude, and also they have the cultural skills.

And so one of our most effective foreign area officers we have had recently in Iraq was a Latin American foreign area officer. He picked up Arabic very quickly. I won't say he is proficient in it, but he had enough there, but he also had the cultural skills. Kind of, it was like teaching him not necessarily the techniques, but he had the education, the foundation. And so he was able to develop an amazing rapport with his counterparts.

So we don't have enough, but we are getting better.

Mrs. DAVIS OF CALIFORNIA. And be thinking about what else do you need from us. Because I know that all my education folks would tell me, "The Department of Defense has all the money. You know, if they would incentivize our programs, we will be happy to

support them. But we can't do it now." And you can look at the budgets across this country in education.

Dr. SNYDER. They just called one vote. And I think we have enough time to get five minutes from Mr. Bartlett and then five minutes from Ms. Sanchez and then we will have a temporary recess and go vote.

Mr. Bartlett for five minutes.

Mr. BARTLETT. Thank you very much.

I want to apologize. I couldn't be here for your testimony, but I really wanted to be here, because I think what you are doing is enormously important. I have a feeling that we might have had fewer wars and lost fewer people, our young people, in the past if we had been focused on this more in the past.

You talk about language skills. Seventy percent of all communication is nonverbal. And there are a lot of nuances in language. And if all you are doing is reading what somebody wrote, you have missed at least 70 percent of their message. So I think that language skills are enormously important in understanding the other person. Cultural awareness, gee, this really does influence how you react to things, doesn't it, and what we say and how we say them. And something that is not meant at all to be provocative may very well be because we don't understand the cultural awareness.

And regional expertise capabilities are also very important. I asked at a former hearing a State Department person why these people hated us enough to blow themselves up to kill us. And they looked at me like, gee, that is really a dumb question, isn't it? You know, why are they doing this? And I think that if we had focused more earlier on really understanding their language and their body language—this has to be different with different languages, doesn't it? And with cultural awareness and regional expertise capabilities, that we might have fewer conflicts today.

Just going in, I want to know why they hate us. And I haven't been given a satisfactory answer to that. Can you tell me why they hate us? And don't tell me it is because we are rich and free. I don't know anybody in the world who wouldn't like to be rich and free, by the way. Is there another answer?

General PATTON. Sir, I have 27 months in Iraq, so maybe I can try and answer that question, maybe not from a language standpoint but just from a U.S. forces standpoint.

I mean, I have stood face-to-face with people and negotiated with them through linguists, and I knew that they hated me. They disliked me being in al-Anbar province in the year 2004. They disliked the fact we were placing an election process; it was something that they were not used to. They disliked that we were from another religion, them being predominantly Sunni and us, the coalition, being not Sunni.

And although, given all of that dislike and differences, cultural language and so forth, when I asked these folks who were my adversaries some days and my allies others, when I asked them would you prefer that we would leave your province and so forth, their answer was always no, because we know what the American military represents, you represent discipline, you represent what is right. And right now we are counting on you to bring some degree of security to our province, our very troubled province. And that

was in al-Anbar province back in 2004, 2005. Today they are running 5K races, parades, and generally a violent-free province there. But it wasn't that way several years ago when there was a great degree of dislike, as you put it.

But we recognize those differences, and we have learned over the years to deal with that as a common interest, the common interest being that they wanted us to leave and we, as servicemen on foreign soil, we wanted to leave too. But we had a mission to accomplish before we were able to do that.

So that is just the best answer I can give you on that from my personal experience.

Mr. BARTLETT. This is your experience after you got there, after we were there. I am concerned about our ability to understand and communicate before it came to shooting each other.

General LAKE. Sir, if I might, and I don't want to paint everything with too broad a brush, but if you read—Osama bin Laden has spoken and written extensively on what he is after, and he is quite clear why he and his movement do not like Americans. And it gets down to some very fundamental things, whether it is the United States position on Israel, whether it is what they perceive is our too liberal, too irreligious society. And he, in his writings that preceded 9/11, has pretty much identified what we would have to do to get al Qaeda to cease its efforts against us. And pretty much we would have to change life as we know it. We would have to veil our women. We would have to all convert to Islam. We would have to abandon Israel and other allies.

And it is just a list—it is a very clear list, but it is a list that virtually everything on it is something that—my colleagues and I here, we joined up and have sworn to support and defend the Constitution. And our interpretation and the will of our elected leaders in both Congress and the White House have said the United States doesn't stand for these values. We value religious freedom. We value equal rights. We value support to our allies. Unfortunately, many of these things are things that just are totally antithetical to them.

Mr. BARTLETT. Mr. Chairman, the General has made my point. That is, what you see depends on where you sit. They see us as exploiting women. We certainly see them as exploiting women. Women are treated very differently in our two cultures. If we were able to sit down and talk, maybe we would come to a common understanding. They think because our women run around frequently scantily clothed, as sex objects, that we are exploiting women. They think that they are protecting their women because you can see no sexual aspect of the women. Two eyes is about all you see there.

So it is very true that what you see depends on where you sit, and I think that is why what you are doing is very, very important. And I hope we do a whole lot more of that and a whole lot less shooting in the future.

Thank you all very much.

Dr. SNYDER. We need to go vote. We will be back—I think there is only one vote. Hopefully we will be back fairly quickly, and Ms. Sanchez will be up.

[Recess.]

Dr. SNYDER. We will come back to order, and Ms. Sanchez is recognized for five minutes.

Ms. SANCHEZ. Thank you, Mr. Chairman.

I just wanted to make a comment to Mrs. McGinn that indeed, at least in California, we are beginning to see different languages taught as part of the regular curriculum in middle and high school. So I think that is going to allow us to have sort of this pipeline. I know we have been able to put in Vietnamese and Mandarin in the area where I live because we have high Asian populations in particular of those two cultures.

I have a question for General Longo. I sent you a letter recently, and it was with—and I haven't received a response, by the way, but it was just August 19. And it is a discussion about your new request for a proposal (RFP) that I believe that you are developing for language learning. And my question is with respect to the particular RFP, what is the status of it? When do you expect the RFP will be released? And more importantly, I am somewhat concerned about, how do we ensure that soldiers that are put in the theater may be in a theater different than the language that they have actually decided or have selected to work on can continue to use language training tools even if they don't have Internet access?

General LONGO. Ma'am, those are all great questions. And I will tell you that I have responded to your letter and mailed it quite some time ago. And in anticipation that the mail here is no better than in the Pentagon, I brought a copy.

Ms. SANCHEZ. Oh, good. Well, you know, they have to irradiate it even when it is from a general because who knows what you are sending to me.

General LONGO. Yes, ma'am. We will leave it with you, number one.

The particular program that you are referring to is an online interactive capability for soldiers. Currently, the vendor is Rosetta Stone, and their contract was set to expire on the first of October, and we are in the process of recompeting that contract. It is a robust five-year contract.

What we did, because we are not—we are not moving along as quickly through the contracting part as we wish, all for very good reasons, because of the size of the contract, we want to make sure we do it right, we have extended the contract with Rosetta Stone for six months to allow us to get through that process. So we are going through the contracting process. We expect to have numerous competitors, and we will make a good decision when their request for proposals come in.

Now, reference soldiers who are deployed who may not have access to the Internet, it is a great question. The current vendor, Rosetta Stone, has given us the authority to—and given us the capability to give them each the CD that doesn't require Internet capabilities. So the same CD you see in the airports as you are driving through—as you are walking through and you see the Rosetta Stone vendor there, they are allowing us under the same contract to provide the CDs to the soldiers downrange so that they won't be dependent on the Internet. And it works well.

Ms. SANCHEZ. Great. Okay.

I think I have got some other questions, but I think I will defer to you, Mr. Chairman.

Dr. SNYDER. Thank you.

I wanted to ask—I will start with you, General Longo. Well, I am always having trouble. When you have six witnesses, I can't keep up with all the written statements.

Ms. SANCHEZ. When you all turn them in.

Dr. SNYDER. That is right. It was great to have them. When you refer to the conflict of, which we have talked about, too, and I mentioned it in a different way, which was, we would all like to have intense language skills, but you referred to the core warfighting skills, that it can't be replaced, the core warfighting skills. I think was on page 10 of your written statement; I was struck by—where is that quote from that report here, the fellow that said, if we had all had good Arab language, that we would have been in Iraq for two years. Yeah, it is on page nine. Find that for me. I want to read exactly what it said.

Oh, here it is. Oh, yes. This is from, "On Point II: Transition To the New Campaign: The United States Army in Operation Iraqi Freedom, May 2003 to January 2005," and quoting Major Kenneth——

He says, quote—this is the fellow who had had Iraq experience—quote, "if all our soldiers spoke Arabic, we could have resolved Iraq in two years. My point is that language is obviously an obstacle to our success, much more so than cultural. Even a fundamental understanding of the language would have had a significant impact on our ability to operate." That is his quote from the Army's report.

And so it creates this issue of the division between what is considered a core warfighting skill and somehow language skills are superfluous to that is probably not a very firm line anymore. At our first hearing we had on this topic, I played a brief interview with a Guy Gabaldon. He is now deceased, World War II veteran, who learned Japanese language as a teenager in California before he was recruited by the Marines, I think, wasn't he? He was on a Japanese island and was able to convince over 1,500 Japanese soldiers to surrender, come out of caves and surrender, by himself. And I think his greatest one is he ran into a regimental commander, and they brought in 800 at one time.

Well, I would say, maybe that should be a core warfighting skill. We would all like it, wouldn't we? We would all like it if all our soldiers and Marines on the ground had reasonably good Arabic language skills. And I have talked to some that do, and it has been very, very helpful. But the issue is what we all have been talking about, at what risk and what training, the time it takes to train. But part of the reason I was interested in this topic over the last several years is, what is a core warfighting skill when the nature of war is changing?

So any response to that you might want to add, General.

General LONGO. I think my first response is, you are spot on. I think you have it exactly right. And if there was something in my statement that diminished the importance, then that wasn't intentional. I think with our Army today—and we use the term "full spectrum operations"—we don't know whether we will be doing stability operations or offense or defense, and we have to be prepared

to do them all. And being able to speak a language at a native capability is definitely worth it.

The question is, what is the cost? And I am not talking about money. I am talking about time mostly. How much do we have to invest to get native capability throughout our force? Now what do we do right now? We embed mostly culture and some language training in all of our professional military education programs. Now, does a person leave with expertise? No. What else do we do? Before they deploy, we send out a mobile training team in that language to give them the basics of, you know, "stop," "how you doing," "what do you need?"

But I think—I mean, when we send an Arabic, a potential Arabic linguist to the Defense Language Institute, I am not sure how long that takes. But it is over a year. So can we afford—and then they come out, and they are not native. Even though we have invested that year, we are trying very hard; they are much better than they were when they went in. So the question is, how much can we afford in time to invest in the force as a whole? And what if we get the language wrong? We are in—we are in an Arabic area now, but what if the next thing is a part of Africa that speaks French or Hausa, or we are in the Philippines and we want to speak it is Tagalog?

Dr. SNYDER. Mrs. Davis for five minutes.

Mrs. DAVIS OF CALIFORNIA. Thank you.

Earlier today we talked a little bit about the needs of having a good communications strategy, because the enemy obviously has one. It may not be the truth necessarily, but they do have one. And they are able to converse in any languages that are basically needed. What effort do you think is putting—are we having in those who are, you know, working with us in terms of their linguistic ability to really craft those messages? Are they being utilized as well as they should be? And do you think that, you know, are we falling short in that area? And would there be some way that we could get that more right than wrong sometimes in trying to really frame those messages? Because everybody agrees that we are not—I mean, we are really falling behind in that area.

General LONGO. Part of my duties when I was in Iraq was, my description was the effects coordinator for a division in the north central part. We were headquartered out of Tikrit. And one of the things that came out of my purview was exactly what you are talking about. How do we get the message out? And there are a lot of different populations that you are trying to get the message out to. And we would use our foreign area officers. We would use our civil affairs officers. We would use Iraqi citizens who would raise their hand and say, we want a better country. And they would help us get messages out in radio stations, getting messages out in Iraqi newspapers and magazines. And how well we did you could argue, but we certainly recognized how important it is what you are saying. And we really went after trying to get the message out in their language in the way that they are used to hearing it said and seeing it read.

Admiral HOLLOWAY. If I could, ma'am, I have just recently deployed as the *Enterprise* strike group commander. We detached one of our ships, 325 men and women, average age of about 24, to cir-

cumnavigate Africa. They did 17 port visits in Africa prior to the Africa partnership that European Command (EUCOM) has underway today. And the proactive public affairs program tied through the theater engagement from EUCOM on down gave them an opportunity, a liaison with the Naval Postgraduate School, prior to deployment, and as we sailed from Norfolk over for the 12-day journey for their 6-month deployment and these 17 port visits, we embedded the Naval Postgraduate School experts from the region, and we developed a proactive public affairs program. We found out that they didn't want the *Enterprise* there. They just wanted the destroyer. They needed some small engine repairmen. They needed some buoys reset. They needed some security operations training. And we didn't want to smother them. And this program fed back from EUCOM's theater engagement through the ships delivering in the 17 ports very effectively. So that is an example of how we were able to utilize a proactive public affairs in advance and leverage the education embedded and transiting over.

General PATTON. Ma'am, if I could also just very briefly, having just returned from my second tour in Iraq where I was in the north my second time, but we found very positive effects from shaping messages to inform and persuade the public and various audiences, could be, frankly, military or the citizenry or what have you. But we used—and we were in the north, so we had Shia, Sunni, Kurdish and other mixes of Iraqis that were our audience. And so we found that one group of—one team wasn't sufficient. So we contracted for native speakers from those various sects that comprised independent cells that lived—that resided within those provinces. And then they helped our information operations and psychological operations professionals to understand the audience and then help craft those messages in the right words, the right symbology.

You know, if we used a certain symbology in Tikrit, it was misinterpreted in a Kurdish area of Ninawa Province, for example. So it was very important that we had those specifically tailored cells, native-speaking contracted folks that would help us. But teamed them with the psychological operations (PSYOP) information ops professionals to combine on creating those messages.

Mrs. DAVIS OF CALIFORNIA. And do we have examples where that made a critical difference in people's understandings? I just think it is important that we talk about that in a way that——

General LONGO. Ma'am, we do. I will give you a quick example because I know the time.

We would send these targeted messages. And the way we measured it was, how many tips were turned into the provincial control centers, and how many tips were turned into the police stations? And we could certainly measure that. And when we targeted appropriately, the number of tips from the average Iraqi citizen went up dramatically.

General PATTON. Same thing as we formed the local citizens now known as the Sons of Iraq, but formerly various forms of citizens who took arms and opposed the al Qaeda in Iraq is we targeted them with messaging so as to gain their support, their volunteerism. And messaging and money were combined I think to create some of that.

Mrs. DAVIS OF CALIFORNIA. If I could just have a real quick follow-up. Have we provided the protection and the ability of some of those linguists and assistants to be able to get out of Iraq if necessary? And have we just given their families what they need? Because I think that, obviously, if we are using—if we are enabling people to be part of this effort, then we need to have the appropriate resources to back them up. And this is probably another whole issue. But I just wanted to throw that out there because it is one thing to ask them. It is another thing to take care of them.

General LONGO. A particular linguist that worked with me is in the United States now on a special immigrant visa, and we have taken care of his family as well.

Dr. SNYDER. Ms. Sanchez for five minutes.

Ms. SANCHEZ. Mr. Chairman, I would just like to put on the record that I believe that it is just not those languages that are somewhat new to Americans like Arabic or Mandarin or what have you that are important for our forces to know, but I think, you know, almost any language is an important language to know. And I will just—as you know, Mr. Chairman, the work that I have been doing with the base enlargement out there with the 173rd in northern Italy and the fact that we had some real big problems with the local population there, enough so that the Prodi government had a vote of no confidence coming out of that, which leads to Berlusconi now being, to some effect, in as the new Prime Minister there in the last year.

But the fact that we had military there who weren't that capable in the language or-slash I would say more importantly to understand the culture and what was going on with the local residents and the politicians there, really led to that effort and made the situation much more difficult than it had to be. So even a language that we would think as one that is not on the forefront like Arabic, you know, something like Italian, is still important for those in the forces to know. I think we should not lose sight that Spanish and Italian and French and German and these other languages that we take for granted as being more ally-type languages are still important for us to have.

Dr. SNYDER. I wanted to ask, and I think Admiral Holloway and General Lake, you said a similar kind of thought just in a slightly different way which I think illustrates the challenge that we have today.

You said, Admiral Holloway, that the kind of skills we are talking about, I think your phrase was, can't be surged, if I heard you correctly. And that makes sense. You can't just say, okay, in 3 weeks, we are going to go from 100 speakers of this language to 1,000. Language skills don't work that way.

On the other hand, General Lake, you made the point that—talking about the general purpose forces—that because of the ops tempo, of the stress on just how busy your force is, this is not a great time to do the kind of language training that you would like to do; that you would like to have more redundancy, more troops who are all working to expand the Marine Corps. But that really illustrates the problem, doesn't it? These are skills that can't be surged, and yet we need them right now. And there is just not a good way to get out of that.

General LAKE. Yes, sir.

Dr. SNYDER. Other than the national agenda that Mrs. McGinn talks about.

General LAKE. But at the same time, we have to focus on the, to use Marine terms, we have to focus on the close fight.

Dr. SNYDER. That is right.

General LAKE. But we cannot forget about the next fight or the future fight. And so trying to find that is a delicate balancing act. So that is why we—sure, we are sending many more people to learn how to speak Arabic. Or now Dari and Pashto. And that is where our focus of our predeployment training is.

But recognizing that we can't lose sight of the next fight, wherever that may be, that is why we are trying to do some of our other initiatives so that my son, Second Lieutenant Lake, at the basic school has now been assigned his career Marine regional specialty Sub-Saharan Africa. And he is coming to me saying, dad, you are a French speaker; I need some French instructional material. That is not the current fight though, sir.

Dr. SNYDER. We always use the phrase "the next fight," but it could be the next humanitarian relief. It could be the next peacekeeping mission. It could be the next development mission or participation in a Provincial Reconstruction Team (PRT).

General LAKE. That is right.

Dr. SNYDER. Mr. McDade, you had talked about—I think your phrase was "change the way airmen think," and I think that is an important concept. On the other hand, I guess I go back to—I relate a lot of things to babies now, since I have a pregnant wife and a two-year-old. But it is a whole lot easier we all or any parent knows to have a kid start out in a car seat rather than have to take him at age eight, and say, no, you really do have to have on this car seat. And it seems like we want to get to the point where we don't have to change the way airmen think or young Marines think or young soldiers think, young sailors, but that from the getgo, from day one standing on yellow footprints at Marine Corps Recruit Depot (MCRD), there is a sense impressed on them, this is part of the job, that this is just part of it. If you don't like it, maybe you shouldn't have signed that enlistment contract, that having some kind of skill, awareness, at least an awareness that, at some point in your career, you are going to need these skills, it seems like that would be part of the way to go, not just changing the way airmen think after they come in. And I am probably over-reading what you said. But go ahead and comment if you would.

Mr. MCDADE. I appreciate the opportunity to clarify because really when we take a look at this development opportunity, we do it over the continuum of an airmen's life cycle. So for officers, for example, the United States Air Force Academy has a very robust culture and regional expertise area which starts right at the beginning. We are doing the same sorts of things but don't have quite as much control over some of the curriculum in Junior Reserve Officer Training Corps (JROTC). So, on the officer's side, it is very, very clear. Enlisted force, it is a little bit different issue, depending on how we use them, as well you know. So really the main focus right now is on the officer's side.

Dr. SNYDER. I wanted to—and some of you—you haven't heard me because none of you I think have testified here before. But I have thrown out somewhat cavalierly through the years, but I am actually thinking more and more it is not a bad idea, this idea of using boot camps, as somebody who went through a Marine Corps boot camp. And I was talking with a young officer who has Iraq war experience. And we were talking about, what is the nature of the job for a lot of the fighting troops? Which is, they can be driving through a very tense area in terms of what is going on sniper alleys, improvised explosive devices (IEDs), and then arrive at a tea party, a social event, and then you have to pull out—disregard all the fear in your belly and enjoy being around there, say hello to everyone, and then that goes by, and you get back in the vehicle, and you are a fighter again. And the reason I mention that, I have often thought that, again, starting from the beginning, and you know, there is not much free time in boot camp was my recollection except at meals time. And that maybe that if you had native speakers there and you are expected to come off from marching and you know all those kind of things and being castigated in a variety of different ways by your Drill Instructor (DI), but then you arrived at lunch and were expected to greet politely and respond, and it could actually be a very pleasant experience with whoever it is, whatever languages we decide, and each platoon could be different. And then lunch is over, whatever length of time that is, 20 minutes or 40 minutes, and boom, you are back to being trained for a warfighter. That is not unlike the experience of our troops in both Iraq and Afghanistan today who have those moments of fighting interspersed with those moments of needing social and cultural skills. Do any of you have any comment on that? I don't expect you to. Okay. That is fine.

Mrs. Davis, any other questions?

Mrs. DAVIS OF CALIFORNIA. Just a few questions. In terms of the officers, do you believe that there are any incentives that we are not offering right now that we could be offering, particularly for flag officers, that we should be considering?

Mr. MCDADE. Well, one of the things that I think is important, when we talk about the officer promotion system, in the Air Force, our charge to the board is to make sure that we are promoting culturally competent airmen, as I mentioned to you before. That perhaps is the most important incentive you can possibly give to a military officer, to know that is something that the promotion boards are considering. So I think that is a very powerful incentive now. The only thing that I would say on the language side is, we in the Air Force are finding very much the organizing principle for our thinking is the willing and the able. What we are finding is when an officer, given all the other things they are being asked to do, is told to learn a language on their own time after a 12-hour workday, it is only a very small number that are both willing and capable of doing that, that will see it through to fruition. So there we are creating incentives but only to a targeted few officers that are both willing and able to do so.

Admiral HOLLOWAY. Ma'am, I think as we begin to value and have valued this LREC, LREC in the Navy, this process, that that will incentivize the individuals when the board precepts put that

language in as he mentioned and inspire those early in the careers. As they look upward to their career paths, they will see the milestones that must be met. We have joint requirements, warfighting capability requirements. We have our masters degrees, which is to try to get an overseas tour. So you are fitting all this in a career. But until you really see people that begin to show up in those positions with those skills that have been awarded with those, it doesn't gain a lot of traction. And so just like women in the Navy, we want them to have mentors and people to look up to, people that have had families and successful careers. So we have got to put our money where our mouth is. We have got to show it in our precepts, in the precept language and give guidance to the board members; that is a value-added skill and consider that in your vote.

Mrs. DAVIS OF CALIFORNIA. I think that is consistent across the board. I mean, people, for example, in California, know that you can't get a job in many areas unless you are bilingual. You just don't bother to apply. And I think that there may be at some point that kind of emphasis put on it. So I think we are looking to you for any guidance, any assistance that we can write into some of the next proposals that come forth.

And one of the issues that I remember mentioned before, is there were no new authorities that were needed, but there are additional fundings. So, as we look to 2010, you mention, even the high school programs, increased number of grants, well, you know, there probably are a lot more programs out there that would be very excited about being part of this, but perhaps, you know, there won't be enough funding. I mean, if that is a high priority, I think if it is a national security priority, then maybe you know we need to incentivize many more school districts to get involved, and they can be large, small. But you know, California, for example, is not in that program at all. And my goodness, we certainly have plenty of bilingual, trilingual speakers in California who might be interested. Maybe they are not interested in serving in the service. Maybe that is not their first interest. But if they see there is some additional ways that they can use their talents and perhaps go into the service, but at least to get engage in that way, I think that makes a huge difference in what we can do.

I mean, this has to be monumental, and we know that. You know, in order to make these kinds of changes, it has just got to be a whole different mindset, not just for the soldiers, as you are mentioning, for the airmen but the country, us to have a different mindset about this. And we are not going to get there by counting on school districts with their limited budgets, where they are cutting out everybody, you know, all their support staff and nurses and everybody else. I know. I was a board member. You know, I tried to do that. And in the end, you know, it always fell off the list.

Mrs. MCGINN. May I make a plea for help?

Mrs. DAVIS OF CALIFORNIA. Sure. I was looking for that.

Mrs. MCGINN. Well, it is not a plea for help for DOD. We have been engaged in the National Security Language Initiative that the President launched in January 2000, I think, with the Department of State, Education, Director of National Intelligence, us. The De-

partment of Education has not received the funding that it has requested in order to implement some elements of the program that they were looking to implement to include, I believe, some of the K-through-16 programs, the teacher corps, because one of the problems we have is that there aren't enough foreign language teachers.

Mrs. DAVIS OF CALIFORNIA. Instructors, exactly.

Mrs. MCGINN. And so if there is any way you could help with that, because State and DOD and Director of National Intelligence (DNI) fully funded the National Security Language Initiative, so if you could help with that, that would be important to us.

Mrs. DAVIS OF CALIFORNIA. Okay. Thank you.

Dr. SNYDER. The next hearing that we are doing on this topic is on September 23, and it is to have the people from the civilian side of our country that are funded by DOD money. And George Miller, who is the chairman of our Education and Workforce Committee, is planning to participate in that hearing with us. He and I have been talking about this topic for some time. So your folks may have an opportunity to make that plea also.

I wanted to ask you, Mrs. McGinn, you mentioned something about ROTC and the languages. Tell me again what you said. I heard you said that they are not teaching the languages that you really need. Is that what you said? Tell me what you said and amplify on it, please.

Mrs. MCGINN. Yes. That is correct. I can't remember the numbers right now. It is in my testimony. But there are maybe, I think, 1,400 ROTC locations where they teach languages. But only a very few of them teach the languages that are the ones important for national security. I do take Congresswoman Sanchez's point that we need all languages. But, of course, we are interested in Arabic and Mandarin Chinese and some of those. So what we have done is we have put together a grant program for ROTC programs where we award money to ROTC, to universities—pardon me—with ROTC to develop programs in these difficult languages. We are not really telling them how to do it. What we are doing is letting them come forward with ideas so that we can pick up best practices. We have awarded 12 grants. We will eventually, at the end of our program in a couple of years, have awarded 50 grants to universities for the development of language programs in ROTC.

Dr. SNYDER. Let me see if I got this right. So you have a ROTC program at a fairly major university, and you could go to your ROTC guys and say, we really need to you make Mandarin, but it is not an offer to the college?

Mrs. MCGINN. Right. So part of the grant would be for the college to be able to develop the Mandarin program, and then we would like to see how that program works and how interested the ROTC cadets are in studying Mandarin.

Dr. SNYDER. Which is another issue. And that would not be a program that the college would obviously just develop just for the ROTC students. They would just have to have a Mandarin program that would have credibility. And it goes back to this whole national agenda that you were talking about.

Ms. Sanchez has gone. But I am going to quote her. I am going to talk about her anyway, General Longo, because she and I were

talking during the break. And she may have mentioned that she did some studying for a year, living in Egypt and did some Arabic language studies early on. You mentioned early, I think in one of your statements, that one of the problems is the languages we need are the hard languages, and you mention Arabic. She considers Arabic not to be a hard language. It may be a scary language for Americans. But she says it is a very phonetic language. The alphabet works when Americans get in and try it. It isn't that difficult. I think that is some of our experiences.

But that is part of our bias that Mrs. McGinn is talking about. We get afraid of some of these languages. And the grade schools get afraid of them, and the high schools get afraid of them, and the colleges are afraid of them.

Go ahead, General Lake.

General LAKE. No, sir. I think the Congresswoman is probably an example—I don't think anybody has tested her—but I think she is probably a good case in point of someone who probably has a strong aptitude for languages.

Dr. SNYDER. I will tell her you are going to recruit her.

General LAKE. More than happy to, sir.

Dr. SNYDER. Sign her up.

General LAKE. She has an aptitude. And that is what we try to do with our—as we categorize the languages in terms of level of difficulty, what we try to do is send people who have a greater aptitude for languages. We try to focus them on the harder languages because they have a greater likelihood of success. And so we have a test that measures aptitude, and it is not perfect, but at least it is a good indicator. But it is also an indicator, and Congresswoman Sanchez kind of meets that criteria; she speaks another language. I have found that if you speak one foreign language, it doesn't matter what it is, it is usually easier for you to learn another language, and particularly if you learn that foreign language as an adult because you have sort of gone through the process. Okay. This is what I have to do, and you can kind of template that even if the language is significantly different.

Dr. SNYDER. Is there anything else that any of you wanted to bring out here that you were hoping we would ask about or it occurs to you, you wanted to share with us that might be helpful as we are sorting through this? No? Any final comments?

Mrs. DAVIS OF CALIFORNIA. Mr. Chairman, may I just add two things to the ROTC? Because having met with the program in San Diego State, I think the two things that were really important to the student, number one was having the time. The difference was that all they were asked to do was study the language. They weren't asked to study math and science and everything else. That made a difference. I know it does generally for kids who complete summer school programs; they usually do better because they don't have so many things going on. And the promise of an immersion program in an overseas location. I think if we can get those two together, we are going to see students do fairly well.

General LONGO. If I might make a short comment. In many more years ago than I am willing to admit, I was an ROTC scholarship in a university in North Carolina. And it was not an option to me to do an overseas exchange, to go to a university in Germany,

France, pick a country, because my ROTC scholarship would not pay for it, and I could not pay for it myself. That has changed. ROTC is now underwriting those programs with their scholarships, and I think that is a move in the right direction now.

Mrs. DAVIS OF CALIFORNIA. Sorry. I just wanted to be sure I got that in.

General PATTON. Dr. Snyder, to add one thing, you asked earlier about developing a surge capacity. Surely it is not the end all and be all. But one thing that is under development is a creation of an expeditionary workforce within the Department of Defense. The purpose of that workforce is to broaden the capabilities we have, not only in uniform but out of uniform, within our DOD civilian force to surge to meet certain work requirements. Specifically, I am very interested in developing acquisition civilian professionals that are expeditionary and in intelligence because those are two surge capabilities that currently the Joint Warfighting Force wants and is in short supply. Language would certainly be another one. So I am going to take that back and add that to the mix as we work with our Office of the Secretary of Defense (OSD) counterparts to add some refinement to that expeditionary workforce, because I think language would certainly be an area where we could leverage our professional civilians in the Department of Defense for that.

Dr. SNYDER. If we were to have a similar kind of a hearing at this time next year or if Mrs. Davis were to do it as the chairwoman of the Military Personal Subcommittee, Mrs. McGinn, General Patton, do you think we will have seen dramatic improvement? Will that be an appropriate time for us to revisit this topic?

Mrs. MCGINN. I would hope that you would see dramatic improvement. I think the improvements that we have seen in the last three years——

Dr. SNYDER. Progress may be a better word.

Mrs. MCGINN. They have been extremely dramatic. I don't know if you will see as dramatic an improvement. I would hope that we would have a better sense of corporately what we need to do in terms of the general purpose forces and how we would handle the issues of requirements and the number of people in the force who have language capability. I would hope that you would see that.

Dr. SNYDER. Well, I want to thank you all for being here. And as a formal question for the record, if you—and if you have anything that you would like to add that comes to mind or you have forgotten about or you think would be helpful to us, feel free to send it to us, and it will be made part of the record and distributed to the other Members. And we appreciate your service. And we appreciate the work you are doing. And as Mrs. McGinn pointed out, you really are having to work on something that we—all of us, whether military or civilian, have a responsibility for, whether it starts in kindergarten, and because we haven't met those responsibilities, then you all having the jobs that you have. We appreciate your service. And thank you for your time today.

The hearing is adjourned.

[Whereupon, at 4:28 p.m., the subcommittee was adjourned.]

A P P E N D I X

SEPTEMBER 10, 2008

PREPARED STATEMENTS SUBMITTED FOR THE RECORD

SEPTEMBER 10, 2008

Opening Statement of
Chairman Dr. Vic Snyder
Subcommittee on Oversight and Investigations

Hearing on "Transforming the United States Military's Foreign Language Skills, Cultural Awareness, and Regional Expertise Capabilities"

September 10, 2008

Good afternoon, and welcome to the Subcommittee on Oversight and Investigations' hearing on transforming the United States Military's foreign language skills, cultural awareness, and regional expertise capabilities.

To address today's strategic and operational environments, the Department is training and equipping our military force, not only in conventional combat skills, but also in the skills needed to conduct missions across the full spectrum of operations. Those missions include fighting terror, conducting counterinsurgency, building partnership capacity in foreign countries, carrying out stability operations and humanitarian relief, and building coalitions. All of these missions highlight the need for greater foreign language proficiency, cultural awareness, and regional expertise.

A year ago, Deputy Secretary England identified strengthening cultural awareness and language skills as one of the Department's top 25 transformation priorities to be completed or substantially advanced before the end of the current administration. The Department reports that it has made significant improvements and has completed a substantial portion of the *Defense Language Transformation Roadmap*. But, there is still much more to do.

The Subcommittee met with Dr. David Chu, the Under Secretary of Defense for Personnel and Readiness, earlier this summer to discuss the progress that's been made and the challenges that remain.

Dr. Chu articulated the Department's goal as developing a culturally sensitive force that can communicate worldwide at the strategic and tactical levels. He said, in his view, the Department also needed to create a system that produces senior officers who can communicate U.S. policies and aims to non-English speaking populations in their

own language and that those senior officers should be able to directly communicate through the local media and interact with their foreign policy establishment. Among the challenges that remain, Dr. Chu said that more work needs to be done to better identify what our specific language, culture, and regional expertise requirements are.

We can all agree that some level of foreign language skills, cultural awareness, and regional expertise is important for today's military. But, figuring out the optimal levels of proficiency and how we distribute those capabilities throughout the force is, no doubt, challenging. I hope our witnesses can address (1) what our overarching vision and goals are -- particularly with respect to the general purpose forces; (2) how we can take that abstract vision and translate it into operational requirements, expressed in terms of proficiency levels and the right mixture of foreign language, and cultural and regional capabilities for individual personnel and units depending on their mission, and echelon; (3) what we risk giving up in terms of other readiness training in order to attain those capabilities; and (4) conversely, what we risk if we don't develop these capabilities?

We have witnesses from each of the Services, whose job it is organize, train, and equip this transformed force. They are joined by witnesses from the Joint Staff and the Office of the Secretary of Defense, who also have a central role in these efforts. Our witnesses serve as the Senior Language Authorities in their organizations and are charged with overseeing the implementation of the *Defense Language Transformation Roadmap* and understanding the totality of the language needs of their organizations. The perhaps surprising complexity of this issue is reflected in the differences among the Services in whom they've appointed as their Senior Language Authority. We have a mix of personnel, operations, and intelligence leaders.

We are joined today by:

- **Mrs. Gail H. McGinn**
  Deputy Under Secretary of Defense (Plans)
  Office of the Under Secretary of Defense (Personnel and Readiness)

- **Brigadier General Gary Patton, USA**
  Senior Language Authority
  Office of the Chairman, Joint Chiefs of Staff/J-1

- **Brigadier General Richard Longo, USA**
  Director of Training, Office of the Deputy Chief of Staff,
  U.S. Army

- **Mr. Joseph M. McDade, Jr.**
  Director, Force Development,
  Deputy Chief of Staff for Manpower and Personnel
  U.S. Air Force

- **Rear Admiral Daniel P. Holloway, USN**
  Director, Military Personnel Plans and Policy Division
  U.S. Navy

- **Brigadier General R.M. (Dick) Lake, USMC**
  Director of Intelligence
  U.S. Marine Corps

Welcome to all of you and thank you for being here.

Statement of Ranking Member Todd Akin
Subcommittee on Oversight and Investigations
House Armed Services Committee

Hearing on Transforming the US Military's Foreign Language Skills, Cultural Awareness, and Regional Expertise Capabilities

---

September 10, 2008

Thank you, Chairman Snyder, and good afternoon to our witnesses – we appreciate you being here today.

As the chairman stated, today's hearing continues the subcommittee's look at plans to raise the cultural awareness and language skills of the Department of Defense. As we are seeing on the ground in Iraq and Afghanistan today, such skills are key to reducing violence and establishing the rule of law. For example, the troop surge in Iraq would not have been effective without our troops' effectiveness in implementing counterinsurgency tactics, which at their heart require the force to understand and respond to the local populace's concerns. As any member of Congress knows, an understanding of local issues—a certain level of cultural awareness—is absolutely necessary to winning the support of the populace. The ability to speak the native language is helpful as well.

Testimony from outside experts in our July hearing on this topic reinforced the importance of our combat forces possessing these capabilities, but left open the

question of how much is enough. In the already very full professional life of today's volunteer soldier and Marine, how much time can we and should we devote to language and cultural awareness training, important though it may be to success on the battlefield, when we can never be sure where the next emergency will take us?

Today's witnesses, who represent DOD and the military services, can address these questions. While language training and cultural awareness skills are not new requirements for DOD and the military services, the breadth of the current emphasis is new. My understanding is that the Department has not yet directed any definite training metrics for its personnel, nor have the combatant commanders developed a consistent set of requirements for the military services to meet. I am interested in where that process is going, when we might see further definition of the expected requirement for these skills, and how the military services intend to meet those requirements through a mix of active and reserve military personnel, and federal and contractor civilian employees.

I applaud the initiative; it is a critical enabler to the success of our military missions and foreign policy, and I am interested in the specifics of the Department's implementation plan. Again, thank you to our witnesses for being here today.

(Final 081730 Sep 08)

STATEMENT BY

BG RICHARD C. LONGO

DIRECTOR OF TRAINING

U.S. ARMY OFFICE OF THE DEPUTY CHIEF OF STAFF, G-3/5/7

AND THE U.S. ARMY

SENIOR LANGUAGE AUTHORITY

BEFORE THE

HOUSE ARMED SERVICES COMMITTEE

OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

SECOND SESSION, 110TH CONGRESS

SEPTEMBER 10th, 2008

NOT FOR PUBLICATION

UNTIL RELEASED BY THE

OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

(Final 081730 Sep 08)

Mr. Chairman and members of this distinguished committee, thank you for the opportunity to provide the Army's perspective on this very important topic. Culture and foreign language capabilities have become essential enablers for conducting military operations. Our operational environment requires an agile and dynamic force, both today and in the future. That force must be capable of operating across the full spectrum of conflict, in an increasingly multicultural environment. To provide this capability, The Army envisions an end state where Soldiers, leaders, and units have the right blend of culture and foreign language knowledge, skills, and attributes. They need these capabilities to facilitate full spectrum operations across operational themes from Major Combat Operations to Peacetime Military Engagement. We understand that successful interaction with local populations in the operational environments will be a key factor for success. Consequently, effective operations among other cultures must become an Army core competency. My purpose today is to describe the Army's efforts to develop and validate this competency. First, we will be assessing our current situation in light of our experience in recent operations and engagements, then defining what we want to accomplish as we move toward our end state, and finally describing the U.S. Army's strategy to achieve that end state.

Today's battle-tested Army has an appreciation for the advantages that leaders and soldiers with cultural and foreign language knowledge bring to an operation. In order to build this cultural and foreign language knowledge across the Army, we have numerous formal and informal culture and foreign language training and leader development opportunities that range from classes offered at the Defense Language Institute Foreign Language Center to unit officer

professional development and individual pre-deployment study. The Army has developed cultural education and language training that allows units to gain a working knowledge of language and cultures through activities ranging from exposure during previous combat tours, to online self-paced language study, and pre-deployment mobile training teams from the Defense Language Institute Foreign Language Center and the Army's Training and Doctrine Command Culture Center. Throughout the last several years, the Army has been making progress in these areas. Although we are primarily focused on current operations in Iraq and Afghanistan, we also have well-established culture and foreign language specialists such as Foreign Area Officers and linguists maintaining our regional focus elsewhere. We must now broaden this focus so that the General Purpose Forces gain sufficient knowledge in cultures and languages beyond those associated with current military operations, in preparation for full spectrum operations around the world.

In order to achieve this end state, the Army is focusing on several principles. Foremost, all leaders and Soldiers must gain an appreciation of other cultures and languages and be able to apply cultural and foreign language knowledge to operational planning and execution. This appreciation and knowledge base must include a broader set of regions and countries beyond our current operations. The Army is developing an organized and integrated approach to culture and foreign language education and training. This approach will prescribe career development education and training programs that prepare individuals during pre-deployment, leveraging the vast experience gained from current operational tours and other life-long learning. Finally, the Army will focus pre-deployment mobile training teams to empower units with the culture and foreign language capability necessary to complete their assigned mission.

The Army's overarching objectives in achieving this end state apply to all parts of the General Purpose Forces. Those objectives are:

(1) All Soldiers having a balanced set of culture and foreign language competence required for successful execution of full spectrum military operations worldwide.

(2) All Army leaders possessing culture and foreign language competence that enable them to effectively employ a portfolio of other professional competencies necessary for global operations. Consequently, this will allow them to profoundly influence the outcomes of U.S., allied, and coalition operations anywhere, at any time.

(3) An Army with all units having the right blend of culture and foreign language capabilities to facilitate full spectrum operations anywhere at any time.

The Army is currently drafting an aggressive strategy to achieve this language and cultural end state, to facilitate full spectrum operations – called "the Army's Culture and Foreign Language Strategy." This draft strategy provides a framework for both present and future cultural and foreign language education and training programs. Such programs are needed to synchronize and coordinate the many ongoing initiatives while increasing the Army's capabilities in these areas. The strategy is Soldier-focused and links an individual Soldier's knowledge, skills, and attributes to unit capability in order to directly enable the execution of assigned missions. The strategy focuses on increasing language and cultural skills within leaders, Soldiers, and specialists throughout their careers, not just during pre-deployment training.

The Army's Culture and Foreign Language Strategy integrates several earlier initiatives into a holistic approach. The Combined Arms Center at Fort Leavenworth, Kansas developed

proposed culture and foreign language standards necessary for each stage of a Soldier's career. Likewise, the Army Training and Doctrine Command Culture Center at Fort Huachuca, Arizona developed cultural training courses for early levels of Professional Military Education (i.e., for Captains and below). The Army is also working to expand training and educational opportunities offered by both the Defense Language Institute Foreign Language Center and the Army Training and Doctrine Command Culture Center mobile training teams.

The goal of the Army Culture and Foreign Language Strategy is to provide a baseline of culture and foreign language capabilities required of all Soldiers in the General Purpose Forces. It is important to reiterate that General Purpose Forces are the primary focus of the strategy. Specialist capabilities necessary above the baseline will be maintained and improved upon within the existing culture and linguist fields, such as Foreign Area Officer, Civil Affairs Officer, and other career-oriented linguists in the intelligence community and Special Operations Forces.

At the most basic level, the Army Culture and Foreign Language Strategy focuses on building unit cultural and foreign language capability necessary for a unit to accomplish its assigned missions. The overall unit capability is created by the synergy of its members' individual cultural and foreign language skills. This includes a specific mix of proficiency levels, which will vary by unit depending on the unit type, the echelon of the unit, and the mission assigned. Above the basic building blocks of the General Purpose Forces, the Army Culture and Foreign Language Strategy also focuses on developing leaders (both officer and noncommissioned officer) with a culture and foreign language capability. The Army is focusing on increasing the culture and foreign language knowledge, skills, and attributes throughout their careers. The strategy is focusing on developing leaders with both individual competence and the

ability to enhance culture and foreign language capability in their units. By preparing leaders to be more effective in cross-cultural or multi-cultural environments, the Army will build a cadre of future leaders able to handle complex tasks inherent in full spectrum operations. This cadre will not only be developed for cultures and languages related to current operations, but also for cultures and languages associated with future operations and engagement opportunities.

The Army's capability in culture and foreign language will be developed along two distinct but interrelated paths: the career development path; and the pre-deployment path. The two paths are interdependent because the learning that takes place during a Soldier's career will provide the foundation for the preparation of the unit as it prepares for deployment. Culture and foreign language capability will increase in depth and breadth over time through training, education, and experience. As leaders, specialists, and Soldiers receive culture and foreign language education and training appropriate to their position through both career development and pre-deployment training, their education and training will be applied to assigned tasks in the unit. The synergy generated by combining these individual competencies produces an overall unit capability that is greater than the sum of its parts. Through the normal rotation and career progression of individual Soldiers, units will be comprised of individuals with training and experience across a broad spectrum of foreign languages and cultural knowledge.

Therefore, there are two approaches to developing competency in culture and foreign language: lifelong learning and Army Force Generation training. Lifelong learning is based on progressive development in culture and foreign language knowledge and skills. In terms of culture, this is competence that a Soldier gains by focusing first on the basics and then on the same region throughout a career. In terms of language, it is the progressive development and

refreshing of the language capability throughout a career. The second approach, Army Force Generation-tailored training, is based on the preparation for current or potential operations. This competence is gained as Soldiers prepare for deployment to a specific region and is employed within that region.

Of particular note, the Army has expanded the early portion of the lifelong learning process through increased culture and language immersion programs for Reserve Officer Training Corps Cadets and increased mandatory language requirements at the U.S. Military Academy. On August 8, 2008 the Army implemented an Officer Accession Pilot Program that awards critical language incentive pay for newly contracted Reserve Officer Training Corps (ROTC) Cadets who choose to study a foreign language deemed critical. The Army is currently investigating the possibility of mandating language requirements for all contracted ROTC Cadets in future academic years. Additionally, the Department of Defense has authorized the use of tuition assistance for Soldiers who enroll in foreign languages in colleges and universities, even if the language class is not part of a degree program.

In recent years the Army has added many tools to its culture and foreign language "toolbox." Commercial off-the-shelf software, such as Rosetta Stone is available online through the Army e-Learning website to all Army Soldiers and civilians. In all, 29 languages are offered for self-development purposes, including English for our non-native speakers. Additionally, of the 14 languages listed on the Army Focused Language List, 11 are offered through this program: Arabic; Chinese; Farsi (Persian); French; Indonesian, Korean, Pashto, Portuguese; Russian; Spanish; and Swahili. Deployed units that lack reliable Internet connectivity are provided the software for installation on unit computers for use in theater to ensure continuity in

their self-development training. Additional materials are available online from the Defense Language Institute Foreign Language Center.

The Defense Language Institute Foreign Language Center's commitment to providing language education reaches beyond the professional linguist community – it extends to all the Services as they prepare for deployment abroad. Mobile training teams conduct Language Familiarization and Cultural Awareness training for troops preparing to deploy with live, classroom-based instruction, conducted by subject matter experts in classes tailored to meet specific unit requirements in both time and scope. Since the program's inception in fiscal year 2005, the program has seen a 78% growth in its outreach and to date, the Army has provided pre-deployment training to a total of 66,572 service members (from all services). The Defense Language Institute Foreign Language Center also has seven Language Training Detachments designed to support the needs of the General Purpose Force, with an additional eight sites being vetted for future establishment.

In addition to traditional familiarization training, the Defense Language Institute Foreign Language Center provides language training to Military Transition Teams of all Services preparing for OEF/OIF at Ft. Riley, KS. To date a total of 6,031 service members have received Iraqi language training and 3,547 in Dari. Additional support is also given to the Professional Military Education system where more than 2,000 military officers have received training at Ft. Leavenworth (Army), Maxwell Air Force Base, Naval Postgraduate School, and at Quantico Marine Corps Base.

Online training is also available through the Defense Language Institute Foreign Language Center which provides Field Support Modules in 50 languages (including all 14

languages listed on the Army Focused Language List) and 42 countries to support pre-deployment mission-oriented instruction in 24 additional languages expected through fiscal year 2010. Field Support Modules comprised of Language Survival Kits, Familiarization CDs and Headstart programs continue to be distributed worldwide. As of August 1, 2008 more than a million items have been shipped to deploying troops and is expected to exceed more than 300,000 items distributed in fiscal year 2008.

The Army's "heritage speaker" program has been highly successful. Native speakers of critical foreign languages are recruited into the military occupational specialty 09Lima Interpreter/Translator, and have been instrumental in supporting current operations. Since August 2003, the Army has trained and mobilized more than 600 native speakers to serve as interpreters in uniform. The Army is exploring expansion of the 09Lima program beyond the Central Command (CENTCOM) area of responsibility and provide support to emerging Africa Command (AFRICOM) and Pacific Command (PACOM) requirements. Combatant Commanders have praised the 09Lima native speakers, as being combat multipliers. These individuals bring a high proficiency in foreign languages as well as cultural knowledge to the Army where they are able to analyze the environment for threats.

The art and science of understanding culture and foreign language and improving the Army's capabilities in those areas is a dynamic process. As we continue to refine our strategy, we realize that there may be changes to doctrine, organizations, training, education, and leader development in order to achieve our end state. We also realize this effort will require additional resources and commitment, but I am confident that the investment will pay dividends as the Army will be more effective in accomplishing both individual and unit tasks during full-

spectrum operations with multinational partners, amongst the local populace, civil authorities, and, ultimately, against our adversaries.

We are keenly aware of the demands placed on the time available to train individuals and prepare units for deployment. Our focus remains on training for full-spectrum operations and integrating culture and foreign language capabilities into that training. As part of the implementation planning, our objective is to leverage the culture and foreign language training already taking place and adding only that which is essential to achieving the end state. While we believe it may be necessary to add training to professional military education, we will only add essential elements that will not be at the detriment of developing core warfighting skills. This includes improving the feedback process from the Warfighter to ensure that our education and training remains current and relevant to the operational environment.

This is a long term effort that will take time to fully implement and reap the full benefit. The Army has begun by engaging the U.S. Army Training and Doctrine Command proponents and units Army-wide to ensure they understand the requirements generated by the goals and objectives of the strategy and assist in their refinement. This step will be followed by a deliberate assessment of what is already being done in the cultural and foreign language arenas, determination of what needs to be added, and finally, the very difficult process of assigning priorities that will lead to the tradeoffs in time and other resources.

The development of culture and foreign language specialists, such as Foreign Area Officers and linguists, is well established in the Army, but we are continually seeking to refine our training programs and certainly see a need to increase our numbers in these two areas. Previous operations in Somalia and the Balkans, and current operations in Afghanistan and Iraq

identified gaps in the Army's culture and foreign language capabilities in the General Purpose Forces where the lack of language and cultural capabilities limited our effectiveness and ability to influence and work with populations of different cultures for extended periods of time. It is imperative that the Army improve those capabilities to meet both current and future requirements to ensure the Army's success in meeting the challenges of the 21st Century security environment to conduct any type of operation from peacetime military engagement to major combat operations.

The Army is taking the challenge of improving its culture and foreign language capabilities very seriously. We have begun the process of integrating and institutionalizing the programs necessary to realize the end state at which our Soldiers, leaders, and units have the right blend of culture and foreign language skills and capabilities to facilitate full spectrum operations. We have a long way to go to realize our ambitious end state, but we are confident we are on the right path. I thank you for the opportunity to share with you the Army's efforts toward that goal.

PRESENTATION TO THE COMMITTEE ON ARMED SERVICES

SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS

UNITED STATES HOUSE OF REPRESENTATIVES

SUBJECT: LANGUAGE AND CULTURE TRANSFORMATION EFFORTS

STATEMENT OF: MR. JOSEPH M. MCDADE, JR.
DIRECTOR, FORCE DEVELOPMENT
DEPUTY CHIEF OF STAFF FOR MANPOWER AND PERSONNEL
UNITED STATES AIR FORCE

SEPTEMBER 10, 2008

NOT FOR PUBLICATION UNTIL RELEASED
BY THE COMMITTEE ON ARMED SERVICES
UNITED STATES HOUSE OF REPRESENTATIVES

INTRODUCTION

Chairman Snyder, Congressman Akin and members of the Subcommittee, thank you for this opportunity to discuss the Air Force's culture and language transformation efforts in support of the world's most respected air, space and cyberspace force. Our Airmen have been continuously deployed and engaged in combat missions for over 17 straight years. Today, on any given day, over 33,000 Airmen are engaged in expeditionary operations around the globe supporting a multitude of diverse operations--conventional and irregular warfare (IW), stability, security, transition and reconstruction (SSTR) operations, humanitarian operations, foreign internal defense (FID) missions, and coalition building. The Air Force commitment and contributions to the Joint Force Commanders prosecuting the Global War on Terrorism are clear, with more than 26,000 Airmen deployed in the CENTCOM area of responsibility and other regions. In short, over the past two decades Airmen have operated in diverse locations and culturally complex environments throughout the world, including Honduras, Somalia, Colombia, Haiti, Bosnia, Kosovo, Georgia, Countries of the Former Soviet Union, Indonesia, Pakistan, Afghanistan, Philippines, Horn of Africa, and Iraq.

In viewing the dynamic global environment, the 2008 National Security Strategy makes it clear that we face a spectrum of challenges, including violent extremist networks, hostile states armed with weapons of mass destruction, rising regional powers, emerging space and cyber threats, natural and pandemic disasters and a growing competition for resources. The Air Force must organize, train and equip our forces to respond to these challenges while anticipating and preparing for those of tomorrow. We must therefore balance strategic risk across the spectrum of

conflict, making the best use of the capabilities within the United States government and among our international partners. Whenever possible, the Air Force will seek to prepare to reduce uncertainty. This means we will continually review our understanding of trends, their interaction, and the range of risks we may be called upon to respond to or manage. In short, tackling these strategic challenges requires an assessment of the tools available to construct a durable, flexible, and dynamic Air Force capable of responding to our Nation's needs. This is precisely what we've begun to do with the Air Force Culture, Region and Language (CRL) Program.

AIR FORCE CULTURE AND LANGUAGE TRANSFORMATION EFFORTS

The appointment of a Senior Executive to serve as the Air Force Senior Language Authority (SLA) responsible for the policy development and program oversight of Air Force CRL efforts was a direct result of corporate Air Force's commitment to long-term oversight for language and culture programs. Equally significant, funding direction by OSD greatly assisted us in garnering significant Air Force funding. These resources directly translated into a number of important language training and capacity building efforts. In short, our partnership with the Defense Language Office has been beneficial.

In this dynamic global environment, the Air Force CRL program serves as the Air Force's Roadmap for Culture and Language Transformation efforts. The Air Force CRL Program is consistent with OSD guidance, yet tailored to meet Air Force-unique mission requirements and enables several of General Schwartz's priorities. Ultimately, the end state of the Air Force's CRL efforts will produce "Airmen-Statesmen, "- *Airmen with key Joint-Warfighting capabilities* - congruent with our vision of *Airmen capable of influencing the*

outcomes of US, allied and coalition operations and maximizing operational capabilities by Building Partnership Capacity.

One of the most significant challenges in our transformation efforts has been limited, non-specific inputs from Combatant Commanders (COCOM) defining their needs. More definitively, what are the specific requirements for Airmen in terms of quantity, force packages, and specialties in relation to the degree and level of foreign language capability and regionally-oriented cultural awareness skill sets? In the absence of specific, overarching requirements, and to ensure we make investments in the right type of education and training for the right types of Airmen, the Air Force commissioned the RAND Corporation's PROJECT AIR FORCE division to conduct a study of Air Force CRL requirements. In response, RAND will soon publish the report titled *Cultural Skills for Deployed Air Force Personnel: Defining Cultural Performance.* A key aspect of the study was a survey analysis of over 6,000 recently deployed Airmen on the impact of 14 categories of cultural behavior required in the deployed environment. Using RAND's statistical findings, we are focusing our CRL efforts for the General Purpose Force (GPF) on the following premises:

- Most Airmen surveyed believed that cultural and regional education and training were important.
- A minority of Airmen believed that language skills would have significantly improved or helped them perform their job in the deployed environment.

Concurrently, the Air University assembled a team of scholars to further define the problem, develop a conceptual model to better address the Air Force's needs and link it to the force development construct. The results were clear terms of reference (culture, region and language), and the identification of the intellectual center of mass, cross-cultural competence

(3C). Defined, C3 is "the ability to quickly and accurately comprehend, then appropriately and effectively act, to achieve the desired effect in a culturally complex environment." It emphasizes general, transferable cultural concepts, skills and attitudes, and provides a framework for cultural learning in any specific context.

THE END STATE: Airmen with Key Joint-Warfighting Capabilities/Airmen-Statesmen

The findings of these studies established a solid and sustainable foundation for an Air Force-wide approach to Culture and Language. The main focus of our efforts is the GPF, as well as specialized functional communities (for example, Intelligence, Special Operations, Regional Affairs Specialist (RAS), and Counter-Intelligence). Based on the premises gleaned from the RAND study and the scholar study conducted at Air University, we have defined the following overarching goals as the desired end state of the USAF CRL Program:

1. Airmen Developed and Sustained with Sufficient Cross-Cultural Capacity: Airmen with appropriate levels of cross-cultural knowledge, skills and attitudes who are able to meet Air Force mission needs and able to surge for emergent requirements, to include:

All Airmen: A total force infused with Cross-Cultural Competence (3C) at the appropriate developmental level.

Foreign Language Enabled: Total Force Airmen with just-in-time language ability development to meet tactical mission requirements.

Foreign Language Professional: Career language professionals (Officer, Enlisted, and Civilian) with demonstrated, sustained language skills, intrinsic to their respective Air Force specialty and mission sets.

Developing Leaders: Deliberately developed Airmen senior leaders who are cross-culturally competent "Airmen-Statesmen."

2. Total Force 3C Capabilities Aligned with Requirements: Align 3C capabilities and Air Force institutional competencies in the total force with operational requirements to support Joint and Air Force missions. Essentially, 3C will permit Airmen to better understand and influence operations, activities or actors, joint, inter-agency, allied, coalition, non-combatant and adversary alike. The Air Force, therefore, needs to systematically tailor CRL competency development to meet requirements.

3. Total Force 3C Capabilities Sustained into the Future: Implement agile, responsive and cost-effective plans and policies that sustain Air Force 3C capabilities.

The Acting Secretary of the Air Force recently approved Air Force Policy Directive 36-26, *Force Development*, which lists leader competencies the Air Force values (termed "Institutional Competencies"). A number of 3C-related competencies, including Building Teams and Coalitions, Negotiating, and Regional/Cultural Awareness are now part of the Air Force leadership development policy and these competencies will be "hard wired" into Air Force leadership development and assessment programs.

Additionally, we recognized that CRL skills should be systematically taught at certain developmental points in an Airman's career in relation to the member's rank and responsibility level. Since all Airmen should be versed in CRL issues, we took steps to fully integrate 3C into all levels of Professional Military Education (PME), both in-residence and correspondence methodologies. In fact, Air University has made 3C the focus of their "Quality Enhancement Plan," an integral part of their academic reaccreditation by the Southern Association of Colleges and Schools. This process will be at the accessions level, Air Force Reserve Officers Training

Corps and Officer Training School, and expand at our company grade officer programs at the Squadron Officer College. Officers and civilians who are competitively selected to attend in-residence Air Command and Staff College and Air War College will receive enhanced CRL instruction to prepare them for key senior leader billets in combined, joint, inter-agency and coalition environment(s). In addition, cross-cultural competence will also become integrated into PME for enlisted Airmen from Airman Leadership School through the Senior Non-commissioned Officer Academy. Further, all learning is tied to measurable outcomes, permitting the Air Force to assess and adjust efforts as necessary. This work has attracted the attention of leading civilian academics and military educators in the United States and abroad; we aim for it to become the model for cross-cultural learning.

The Air Force also recognizes the value of building partnership capacity by immersing highly-skilled Airmen with allied and partner air forces. As such, we are nearly tripling the number of Military Personnel Exchange Program (MPEP) billets in non-English countries to 140 by FY12 with a focus of program expansion to countries where US military presence has been limited or non-existent. Additionally, in FY09 we have 18 officers attending foreign developmental education in 11 countries, 29 Olmsted Scholars obtaining Master's degrees at foreign universities, and 16 National Defense Fellowships focused on International Affairs.

Furthermore, the Air Force recently institutionalized the Regional Affairs Strategist (RAS) program (USAF version of the Foreign Area Officer-FAO). The program is unique in that designated RAS Officers are dual-tracked between their FAO-type assignments and their primary Air Force specialty. This rotational assignment policy serves to provide a level of expertise not only to the specialized FAO community, but also to the GPF when RAS officers return to their "line" unit. This expertise inter-change pays dividends to all involved since a

RAS officer stays current in their primary specialty, while also providing their functional communities with highly specialized CRL capability and expertise. RAS officers are selected via a competitive process based on their leadership, duty performance, and aptitude to serve in the international environment. Identified officers attend a regionally-oriented, international affairs graduate program at the US Naval Postgraduate School followed by foreign language training at the Defense Language Institute Foreign Language Center (DLIFLC). Upon completion of the RAS education program, officers are awarded a Master's degree, Joint PME (Phase I) credit, and foreign language certification. Due to the extensive training of a RAS, eligible officers may receive in-residence Developmental Education credit which is considered a positive promotion board indicator. Also, functional assignment teams are provided instruction to consider the specialized skill sets of the RAS officer when assigning key staff and command assignments. The Air Force believes the RAS program will, in the long run, significantly increase the number of "Airmen-Statesmen" occupying key leadership positions.

In December 2007, Air University's Culture and Language Center (AFCLC) at Maxwell AFB, Alabama, was designated as an Air Force-level Center with the unique mission to develop expeditionary Airmen by synchronizing education and training across our PME schools and expeditionary Airmen training venues. The Air Force consolidated these functions to provide Airmen with a one-stop shop. It also ensures that efforts are guided by subject matter experts who can leverage the efforts of Air Force and DoD institutions, as well as the academic community for research and teaching. As delineated in the AFCLC's charter, the Air Education and Training Command (AETC) leads synchronization efforts at the operational and tactical level in coordination with the Air Force SLA, the Air Force Language and Culture Executive Steering Committee (AFLC- ESC), and overall Air Force policy and doctrine. Equally

important, all MAJCOMs, Agencies and career functional managers (CFM) will partner with the Air Force SLA and the AFLC-ESC to define, articulate and establish requirements in current and future planning and manpower policies.

It is also worth noting that the AFCLC is coordinating our language and culture training efforts at Air Command and Staff College and Air War College where a Defense Language Institute Mobile Training Team capability was recently acquired to provide 40-hours of "face-to-face" instruction for the required language familiarization course of study.

Since we will not be able to build deep organic expertise in every culture and language Airmen are likely to encounter during operations, it is important to invite our partners to the United States to build needed relationships. The Air Force has Executive Agent responsibility for the Defense Language Institute English Language Center (DLIELC), the DoD's vehicle to teach English language skills to citizens of allied countries, and we believe that DLIELC is the premier vehicle for establishing "Building Partnership Capability" within DoD. Additionally, allies and nation partners may not have the resources to attend DLIELC in-residence, so we have robusted our Mobile Training Team (MTT) capability to deliver English language training to our partners in their respective countries. At the same time, we will establish relationships, strengthen communication bonds, and ultimately foster an environment of cooperation between the DoD and our foreign military counterparts. We will also build and strengthen relationships with our Latin American partners thru the Inter-American Air Force Academy (IAAFA). IAAFA is critical to the conduct of the GWOT as the relationship between Latin American countries and Al Qaeda are linked via the drug trade, which fuels the cycle of Narco-Terorrism.

We are synchronizing processes to meet culture and language learning requirements for the abilities Airmen need in an expeditionary environment. For example, we are extending Basic

Military Training to by 2.5 weeks (to 8.5 weeks), to teach Airmen to operate in the expeditionary environment of the 21st Century, including foundational culture awareness training. In addition, we are using Defense Language Institute Foreign Language Center (DLIFLC) MTTs in conjunction with the Air Advisor Action Group at our training site at Fort Dix, New Jersey. This region-specific language (Arabic or Dari) and culture training is tailored for those GPF Airmen selected for 1-year deployments as Aviation Advisors to the Coalition Air Force Training Team (CAFTT-Iraq) or the Combined Airpower Transition Force (CAPTF-Afghanistan). The Air Advisor curriculum now provides 56-hours or the equivalent of 7 training days of integrated classroom and interactive culture and language training. Of note, the Air Force Negotiations Center of Excellence provides one day of intensive cross-cultural negotiations training to the Aviation Advisors. Response from our deployed advisors indicates that this skill set is critical to the conduct of their mission and we are exploring expansion of this unique and overlooked capability.

We have also placed enhanced focus on culture and language training at our officer accession sources, with the objective of developing officers with acute cultural understandings, able to forge partnerships and alliances. A majority of Air Force Academy and ROTC cadets are enrolled in foreign language education and are now able to participate in study abroad programs, not only at foreign military academies but also local universities. Currently, we have 54 cadets enrolled as Foreign Language majors, with another 629 scholarship cadets majoring in technical degrees and taking languages as an elective. Another 100 cadets participate annually in foreign culture and language immersions in countries of strategic importance. Beginning with cadets contracted in August of 2006, AFROTC scholarship cadets majoring in non-technical degrees must now complete 12 semester hour equivalent of foreign languages. Further, USAFA cadets

who are technical majors are taking 6 semester hours in a foreign language and non-technical majors are taking 12 semester hours in a foreign language.

TRADE-OFFS

There will likely need to be tradeoffs in terms of time and training resources required to reach our desired end-state, but the USAF regards the CRL program as a critical investment in future capabilities. For instance, officers participating in the RAS program are periodically unavailable for assignment within their home Air Force Specialty communities, while students in various language programs must take time from other duties and studies. We also realize that a concept of operations will not come to fruition without the required programmatics to include funding of culture and language initiatives. The Air Force viewpoint is that culture and language is a "must pay" to ensure that we have the capability to provide Joint Force Commanders with culturally-skilled, language-capable Airmen they need to accomplish their missions. As good stewards of taxpayer dollars, the SLA personally reviews the Return on Investment analysis to ensure a Culture and Language initiative aligns to the overarching Program and meets operational commanders' requirements.

The Air Force has been very successful in programming efforts to increase funding for CRL programs. To date, the impact of our increase in CRL funding has had a marginal impact on other requirements.

However, as the Air Force responds to Congressional mandates to reinvigorate the nuclear enterprise, and as we respond to Secretary of Defense direction to substantially increase our intelligence, surveillance and reconnaissance (ISR) capabilities, this could change. Equally important, as GWOT supplemental funding decreases, this could also have a significant impact on the tradeoffs we may be required to accept.

CONCLUSION

The Air Force must continue to transform to meet the challenges of the 21st Century. Globalization has made varying degrees of cross-cultural competence (3C) a critical and necessary capability for all Airmen. Air Force Senior Leaders must be proficient in 3C in order to influence the outcomes of US, allied and coalition operations, and to maximize operational capabilities through Building Partnership Capacity. Often the first in and the last to leave, the Air Force will continue to conduct shaping initiatives including security assistance, security cooperation, humanitarian assistance and crisis response all the while building partnerships and promoting coalitions to meet the security requirements of the 21st Century.

Today's Airmen are engaged in dynamic operations executing missions, meeting Air Force commitments, and keeping the United States on a vector for success against potential future threats in an uncertain world.

The Air Force must safeguard the ability to see anything on the face of the earth, range it, observe or hold it at risk, supply, rescue, support, deter or destroy it, assess the effects, and exercise global command and control of all these activities. Rising to the 21st Century challenge is not a choice, but rather a service that culture and language will critically enable. It is our responsibility to provide a dominant Air Force to America's joint team in service to the Nation.

We appreciate your unfailing support to the men and women of our Air Force, and I look forward to your questions.

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

STATEMENT OF

REAR ADMIRAL DANIEL P. HOLLOWAY, U.S. NAVY

DIRECTOR, MILITARY PERSONNEL PLANS AND POLICY DIVISION

(OPNAV N13)

BEFORE THE

OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

OF THE

HOUSE ARMED SERVICES COMMITTEE

ON

FOREIGN LANGUAGE AND CULTURAL AWARENESS TRANSFORMATION

10 SEPTEMBER 2008

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

Rear Admiral Daniel P. Holloway
Director, Military Personnel Plans and Policy Division (N13)

A native of Philadelphia, Pa. and was raised in Maple Shade, N.J., Rear Admiral Daniel P. Holloway graduated from the U.S. Naval Academy in 1978.

At sea, he served as the Damage Control Assistant and Navigator aboard *USS Joseph Hewes* (FF 1078), Engineer Officer aboard *USS Thorn* (DD 988), and Commissioning Engineer Officer aboard *USS Leyte Gulf* (CG 55). He was the Executive Officer aboard *USS John L. Hall* (FFG 32) and commanded *USS Gonzalez* (DDG 66), and Destroyer Squadron 18. Additionally, he served as the Chief Staff Officer to Commander, Destroyer Squadron 24.

Ashore, Rear Adm. Holloway served as the Nuclear Power Officer Program Manager at Naval Recruiting District, Philadelphia, as an Instructor and Executive Assistant for the Chairman, Seamanship and Navigation Department at the U.S. Naval Academy's Professional Development Division. He also served as the Assistant Commander Assignment Officer and the Cruiser Destroyer Placement Branch Chief at the Navy Military Personnel Command, Joint Staff in the Information Operations Directorate, J39 and as Director, Surface Officer Distribution Division (PERS-41) at Navy Personnel Command in Millington, Tenn. He also served as Assistant Commander, Navy Personnel Command for Career Management (PERS-4).

Rear Adm. Holloway earned a master's of science degree in Management Information Systems from George Washington University and a master's degree in National Security and Strategic Studies from the National War College.

Prior to assuming his current duties as Director, Military Personnel Plans and Policy Division he served as Commander, Carrier Strike Group 12, Enterprise Strike Group.

Introduction

Chairman Snyder, Congressman Akin, and distinguished members of the subcommittee, thank you for this opportunity to present an overview of Navy's Language, Regional Expertise and Culture transformation efforts and for your interest in, and support for, these vital programs.

Navy leadership views language, regional expertise and culture, or LREC, as a force multiplier in the global, international maritime environment of the 21st Century. Catalyzed by the attack on USS Cole in October 2000, Navy has made a concerted effort to increase and enhance LREC capacity across the Total Force. We have taken stock of organic capabilities, compared them to known and projected requirements, invested prudently to fill critical gaps, and implemented a strategy that allows us to shape and employ LREC attributes sensibly, intelligently, and with optimal effect.

This is an enormous challenge given our 24/7 global presence mission in a world comprised of over 6,000 distinct languages, where 90 percent of world commerce moves over water, and 80 percent of the population lives within a few hundred miles of a coast or major waterway. It is made even more complex by the delicate balance we must strike between sustaining enduring missions, which require continued technological superiority, and accommodating our emerging roles and responsibilities, which necessitate development of "soft disciplines" such as language and cultural familiarity. As our new Maritime Strategy clearly states, "trust and cooperation cannot be surged," and we've taken concrete steps to ensure our LREC capabilities are sufficient to satisfy requirements.

Our effectiveness overseas is as dependent on our ability to comprehend and communicate as it is on firepower and technological supremacy. Therefore, LREC competencies are key to theater security cooperation, maritime domain awareness, humanitarian assistance and shaping-and-stability operations. They are likewise crucial to intelligence, information operations and criminal investigations. Most important, they are indispensable in building the international trust and cooperation.

We are confident that our approach to LREC transformation is right for the Navy's operational models and we have a good news story to tell. We have made significant progress in LREC transformation, but we still have work to do.

Navy's Vision and End-State for Language Skill, Regional Expertise and Cultural Awareness

As stated in the Navy LREC Strategy, the vision and end-state we seek are:

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

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

- LREC capabilities aligned with operational requirements to support Joint and Navy missions utilizing the total force – active, reserve, civilian and contractor – and enabling Navy's ability to shape and influence the maritime security environment
- Agile, responsive and cost-effective LREC plans and policies that deliver results at best value while managing risk, given the time and expense necessary to achieve and sustain the capability
- LREC development capability that maximizes existing education and training infrastructure, embraces new training opportunities, leverages the heritage and ethnic diversity of the Navy, and rewards linguistic proficiency

Put more succinctly, our preferred end-state is:

- Language fluency for some, but not all
- Regional expertise for some, but not all
- Cultural awareness for all

Navy's emerging roles and missions have changed the very nature of our work and require more emphasis on LREC than ever before, especially within the General Purpose Force (GPF). However, not every Sailor and civilian can, or should be, fluent in a foreign language, nor can everyone be expert in a given region of the world. The cost, in terms of time and money, would be prohibitive. Therefore, our intent is to maintain a cadre of language and regional professionals whose duties require specialized expertise, but endeavor to imbue every Sailor and civilian with some degree of cultural awareness – focused on cross-cultural awareness, in general, but tailored to specific foreign cultures when necessary.

To achieve this vision and end-state, we've promulgated a strategy and accompanying implementation plan that clearly state our LREC priorities and objectives. Specific tasks are assigned to key staffs and commands within the Navy and progression is closely tracked by my staff.

As I stated previously, we believe we've developed the best possible approach to LREC transformation for Navy considering the scale and scope of change required. An historical framework provides useful context.

Where We Were: Drivers of Navy LREC Transformation

With the disintegration of the Soviet Union, Navy's LREC capability – the vast majority of which was contained in the intelligence and cryptologic communities – gradually began a transition toward a multi-polar international environment, adjusting to regional and transnational powers as required. Linguist capacities and language variety remained relatively static, although occasional development in less-commonly-taught languages occurred depending on the mission.

Anticipating the need for greater regional specialization in the officer corps, we established our inaugural Foreign Area Officer (FAO) Program in 1997, a "dual-tracked" arrangement wherein an officer alternated between assignments in his or her chosen warfare specialty (aviation, surface, or submarine) and tours of duty as area specialists on key regional or headquarters staffs. Similarly, we sustained our cadre of Naval Attachés, and maintained our Personnel Exchange Program, or PEP, enjoying officer and enlisted exchanges with 18 traditional, mostly Cold War era, allies. The PEP and FAO programs remain central components of the Navy's LREC transformation and will be highlighted shortly.

Following the attack on USS Cole and the catastrophic events of 9/11, the Navy began shifting the focus of its LREC resources toward emerging terrorist threats. Key elements of the shift in focus included:

- In FY 2001, the Chief of Naval Operations directed the Naval Postgraduate School (NPS) to develop instruction that would better prepare Navy forces for overseas missions by educating them about the regional environments in which they operate. Since then, NPS faculty routinely deploy with carrier and expeditionary strike groups, providing tailored lectures to staff and crew.

- In 2001, the Naval Special Warfare Command implemented Middle East and Islamic cultural awareness training and Arabic or Pashtun language instruction for Navy SEAL teams deploying in support of Operation Enduring Freedom (OEF) and, subsequently, Operation Iraqi Freedom (OIF).

- In early 2002, the former Naval Security Group Command (since subsumed by the Naval Network Warfare Command) established the Advanced Language Response Team (ALRT) at its Ft. Meade, Maryland headquarters. Still highly active, ALRT's mission is to maintain a cadre of specialized professional linguists in Low Density/High Demand languages (e.g., Somali, Pashtu, Tausug) who can respond to emergent fleet needs.

- The Navy Personnel Command increased the cryptolinguist community's overall programmed authorizations by 23%; Arabic and Farsi billets increased sharply while Russian billets declined.

- In 2003, Navy assigned a career linguist (lieutenant commander) to the Defense Language Office under the auspices of the Deputy Under Secretary of Defense for Plans and DoD's Senior Language Authority. The Navy officer-linguist became an integral member of the DLO staff and participated in the development of the *Defense Language Transformation Roadmap*.

- Also in 2003, we established a small foreign language office on the staff of the Deputy Chief of Naval Operations (Manpower, Personnel, Training and Education) (OPNAV N1) to manage the LREC requests stimulated by OEF and OIF. Initially manned by three senior enlisted cryptolinguists, the office was formally established in 2006 and has since expanded to 13 full-time employees led by a member of the Senior Executive Service (SES).

As these actions attest, the Navy quickly stepped up to post-9/11 drivers that stimulated transformation. Although largely underway already, Navy's LREC transformation was further driven by the *Defense Language Transformation Roadmap*, with which we aligned our LREC Strategy. We likewise conformed to the LREC guidance of the 2005 Quadrennial Defense Review (QDR), including the *Irregular Warfare* and *Building Partner Capacity Roadmaps*,.

Our principal driver, however, is the *Cooperative Strategy for 21st Century Seapower*, commonly referred to as the Maritime Strategy, which calls specifically for development of "...sufficient cultural, historical and linguistic expertise of Sailors...to nurture effective interaction with diverse international partners."

Where We Are and Where We're Headed: Achieving the End-State

Taking the next logical step to institutionalize our transformation, in January 2008 we promulgated Navy's *Language Skills, Regional Expertise and Cultural Awareness Strategy* – a plan that aligns and galvanizes LREC across the Total Force. The LREC Strategy's framework:

(1) Facilitates the Maritime Strategy's call for cultural and linguistic expertise

(2) Unifies disparate LREC efforts within Navy

(3) Aligns LREC capabilities to operational requirements

(4) Focuses on providing the best value while managing risk in terms of training time and expense

(5) Maximizes existing LREC training infrastructures and resources

(6) Leverages Navy's rich heritage and ethnic diversity

(7) Rewards linguistic proficiency

(8) Delivers sufficient capacity for Navy's mission, including surge

(9) Involves the total force – Active, Reserve, Civilian and Contractor

The LREC Strategy serves as our starting point and baseline for transformation, guiding the development of policies, processes and capabilities with which to achieve the aforementioned vision and end-state. The following abstract summarizes our progress to date and our continuing initiatives toward that end:

- **Concentrated LREC Leadership**. As mentioned earlier, the Navy Foreign Language Office was formally established within OPNAV in 2006 and charged with consolidating, aligning and organizing LREC policies and processes across the total force. Under the leadership of Navy's Senior Language Authority, the office is fully staffed and dedicated solely to LREC, FAO and PEP issues which were previously fragmented among various Navy commands and staffs.

- **Navy Strategic Language List**. Updated and promulgated annually, the Navy's list of strategic languages serves as a force shaping tool to guide recruitment, training and proficiency pay priorities. Like its DoD counterpart, the list projects our language priorities with a ten year horizon. It is based on inputs provided by Navy's principal foreign language stakeholders, i.e., the Navy Component Commanders, U.S. Fleet Forces Command, Naval Network Warfare Command and the Office of Naval Intelligence. The list adds languages of concern to Navy that are not otherwise contained on the DoD list.

- **Foreign Language Skill Screening**. In parallel with a Navy-wide self-assessment of language capability completed in 2006, we implemented compulsory screening at all accession points in 2005. The results are captured in our personnel data bases, which allow us to identify and track the skills for operational purposes. When we re-baselined our data in March of this year, we counted over 140,000 individual assessments (not people – some people are fluent in multiple languages) of proficiency in more than 300 separate languages and dialects. As expected, approximately half the capability is in Spanish with large populations of French, German and Tagalog; however, exceptional capability – much of it native – is in obscure, less commonly taught languages from remote areas of the world. For example, a Seaman (E3) currently assigned to an aircraft carrier emigrated from West Africa and has documented proficiency in French, Mandingo-Bambara, and Arabic, as well as English. There are hundreds of Sailors and civilians in the Navy with multiple languages, offering a highly-valued capability woven into the fabric of the force. Although these individuals were not recruited exclusively for their foreign language skill, they

provide an organic source of language and cultural expertise that can be called upon in contingencies. Together with our Heritage Recruiting Plan which I'll discuss next, this systematic accounting and tracking of foreign language skill in the force is an essential part of our ability to react linguistically and culturally to contingencies around the world.

- **Heritage Recruiting.** We initiated a Navy Heritage Recruiting Plan in November 2005 with the purpose of accessing Sailors with skill in critical, less commonly taught languages. The plan is patterned loosely on the U.S. Army's O9L model. However, unlike the Army, the Navy has no standing requirement for full-time interpreters. Therefore, our plan aims to recruit Sailors with certifiable skill in a small subset of our Strategic Language List (e.g., Arabic, Pashto, Kurdish, Somali, Farsi, Tamil, etc.) and steer them to occupations or ratings where they'd most likely use their languages. Ratings such as Hospital Corpsman, Master at Arms, and those of the Navy Construction Battalion or Seabees are frequently deployed in expeditionary and humanitarian assistance roles and missions. In addition to all basic enlistment eligibility requirements, to be eligible under the Heritage Recruiting Plan, a potential recruit must meet a minimum score of Listening Level 2 and Reading Level 2 on the Defense Language Proficiency Test (DLPT), or a minimum score of Level 2 on the Oral Proficiency Interview (OPI). The Plan is heavily complemented by our compulsory foreign language screening process just described.

- **Foreign Language Proficiency Bonus (FLPB).** We continue to enhance the FLPB to incentivize the acquisition, sustainment, and improvement of skill in strategic languages. Formerly restricted to the Navy's cryptolinguists and others serving in language-coded billets, FLPB eligibility was expanded to include Sailors and officers with qualified (i.e., tested) proficiency in critical languages, irrespective of billet or source of language acquisition. Moreover, as enacted in the FY07 National Defense Authorization Act (NDAA), we modified our policies to pay incentives at lower proficiency levels for Sailors engaged in special or contingency operations. This again is an indispensable part of our LREC transformation approach in Navy. The FLPB was singularly effective in incentivizing heritage Sailors to identify their language skills. Eligibility is contingent upon successful completion of the DLPT and payments for active and reserve Sailors are as high as $500 per month for top proficiency in a single critical language and up to $1,000 per month for proficiency in more than one foreign language. FLPB policies for our civilian linguists continue to evolve; authority to pay FLPB has been delegated to the individual command level.

- **Foreign Area Officer (FAO) Program** has been reconstituted as a restricted line community. FAOs will augment Navy Component Commands, forward-deployed Joint Task Forces, Expeditionary and Carrier Strike Groups, American embassies, and coalition partners. At full operational capability in 2015, Navy FAOs will number 400. To date, 168 have been identified with selection boards convening twice each year to select more.

- **Personnel Exchange Program (PEP)** is being realigned for consistency with the theater engagement strategies of the Navy Component Commanders. PEP billets with some of our traditional allies will be redistributed to support new relationships with as many as 26 emerging partners. The program will be made more competitive and career enhancing, particularly for commissioned officers. As theater security cooperation is indeed a core Navy mission, PEP is an essential ingredient of the Maritime Strategy.

- **Naval Attaché and Security Assistance Programs** distribution has been enhanced to provide additional flexibility in meeting the Navy's LREC objectives. Of 86 total Attaché billets (ANATT, NATT, DATT) and 77 SAO billets (i.e., ODC, SAO, JUSMAG), 46 billets (53%) and 50 billets (69%), respectively are being recoded from optional application within the Navy, to fenced billet application to directly link to LREC requirements.

- **Expanded Language Learning Opportunities for Officers**. We increased instruction at Defense Language Institute Foreign Language Center (DLIFLC) for non-FAO officers. Beginning in FY-08, OPNAV programmed for 100 seats per year for officers in non-FAO designators. Officer Community Managers at the Navy Personnel Command now have greater flexibility to incorporate language training into the career paths of officers whose duties require linguistic skill.

- **Navy Center for Language, Regional Expertise, and Culture (CLREC).** Through the Center for Information Dominance (CID) in Pensacola, we continue to expand language and culture training support in response to increasing Fleet demand. Conceived in February 2006, CID CLREC started as a clearinghouse for LREC training, but has gradually expanded to include development of individual country and regional studies tailored to fleet operations. All products are available to Navy forces around the globe via Navy Knowledge Online (NKO). CID CLREC has developed collaborative relationships with Naval War College, Naval Postgraduate School and the U.S. Naval Academy, as well as DLIFLC, and the language and culture centers of our sister services. These relationships have yielded excellent results with respect to pre- and mid-deployment training for the Navy GPF, particularly those engaged in OEF, OIF and humanitarian assistance missions.

- **Navy Mission Essential Task (NMET) – Cultural Awareness**. To further reinforce our goal of cultural awareness for the Total Force, U.S. Fleet Forces Command established a Cultural Awareness Naval Task (NTA) in July 2007. The NTA is included in unit Navy Mission Essential Task Lists (NMETLs) and mandates cultural awareness training. This training is documented in the Navy Training Information Management System (NTIMS) and tracked throughout unit deployments. On 1 October 08 the Defense Readiness Reporting System – Navy (DRRS-N) will achieve IOC, and U.S. Fleet Forces will be able to assess

Cultural Awareness training effectiveness for the Total Force through Navy Task 4.8.5 on DRRS-N.

- **LREC Instruction Afloat**. As briefly mentioned above, the Naval Postgraduate School's Regional Security Education Program (RSEP) embarks NPS and U.S. Naval Academy faculty and regional experts in Navy strike groups to deliver underway lectures in regional threats, history, current affairs, and cultural awareness. These events are occasionally accompanied by DLIFLC Mobile Training Teams (MTT) which provide basic language familiarity instruction.

- **Navy Professional Military Education (NPME)**. Naval War College (NWC) continues to develop integrated regional content in its resident and non-resident curricula at the Senior, Intermediate and Primary officer levels. The training has been tailored for enlisted PME as well and is available force-wide via NKO.

- **Undergraduate Education in LREC**. U.S. Naval Academy and Naval Reserve Officers Training Corps (NROTC) programs have likewise increased their focus on LREC education. All NROTC midshipmen are required to take a course in culture studies, irrespective of major. Additionally, 20-25 NROTC scholarships per year have been dedicated to regional studies and/or foreign language majors. Naval Academy has dramatically expanded its portfolio, hiring 12 new language faculty members, establishing majors in Chinese and Arabic, and requiring non-technical majors to take four semesters of foreign language courses. Both USNA and NROTC have expanded their study abroad opportunities, including full semester exchanges with 11 countries, foreign immersions of up to three weeks, and foreign professional cruises with as many as 16 international navies.

- **Free Online Commercial Language Training**. Consistent with our end-state goal of enabling Sailors and civilians with sufficient language proficiency to interact with foreign nationals at the working level, we procured a license with a commercial language vendor in FY08 and posted the product on NKO. The product provides instruction in critical languages, all downloadable to personal computers, laptops and PDAs (including iPods). Furthermore, it's provided at no cost to all Sailors and civilians with NKO accounts.

- **Joint Language Training Center**. Established by Commander, Navy Reserve Force in 2003 to support Navy Reserve CTI training, JLTC provides three week courses in Arabic, Persian Farsi, Chinese, Korean, Russian and other low density languages. The training is available to the Total Force.

Finding the Balance: Requirements, Tradeoffs and Risks

The number and variety of cultures and languages with which Navy interfaced leading up to the turn of the 21st Century was far fewer than those we face today. We fully acknowledge the expanding need for awareness of foreign cultures, many of which have been long suppressed by foreign domination; some remain resistant to the globalized system. We also understand that LREC competencies can be indispensable to penetrating cultural barriers, building trust, and comprehending unfamiliar, ambiguous, and seemingly irrational behaviors.

For us, though, finding the right blend of capability and capacity relative to the demands of our global and technology-centric force is key. As I stated before, we're obliged not only to find the balance between our enduring and emerging missions, but also to build an LREC capability that accommodates both current and emerging requirements.

Gauging linguistic support and pre-/mid-deployment cultural awareness training for planned operations is generally feasible. However, as we expand relationships with new partners, acquiring relevant language skill and regional/cultural knowledge becomes difficult. Pinning down the right capacity – i.e., numbers of linguists, functions, modalities, and proficiencies – for each language is an evolutionary process. Moreover, building the investment portfolio to train and sustain the right quantity and quality of linguists and cultural experts is wholly dependent on clearly defined requirements. This is exacerbated by the Navy's inherent mobility, which frequently requires no-notice response to international emergencies and natural disasters. In those cases, prior LREC planning is typically nullified.

With respect to known requirements, we've examined our force structure and coded key billets and positions for specific foreign languages, in specific modalities, and in specific proficiencies. We count just over 6,000 requirements for foreign language, with 4,820 linked directly to billets. We've programmed for the training to meet our billet requirements. Beyond our Attaché and FAO communities, however, the need for expertise (vice basic awareness) in regions and cultures is not as well defined.

For the non-expert, we are investing in cultural awareness instruction and, where appropriate, language familiarity training. That training – coordinated by the Center for LREC in Pensacola and delivered at sea by the NPS Regional Security Education Program – is focused and tailored on the needs of the GPF.

With respect to the unknowns of emergencies and contingencies, the range of possibilities is seemingly limitless. From natural disasters such as the Indian Ocean tsunami or the recent cyclone devastation in Bangladesh, to emergent crises like the 2006 non-combatant evacuation operation in Lebanon, even the best contingency planning cannot predict the right number of linguists and experts needed for the myriad languages and cultures with which we may contend. Therefore, for contingency purposes, our approach is to augment as much as possible from our rich pool of

heritage Sailors. In some cases, we will contract expertise when our organic capabilities cannot meet our needs.

The tradeoffs for this combined approach are not insignificant, but manageable with deliberate planning and investment. With regard to our career linguists and regional experts, we must take care to invest in the sustainment and enhancement of their specialized skills and knowledge. Doing so not only requires resources, but time outside their normal operational rhythm to train. We are quite actively working the Planning, Programming, Budgeting, and Execution (PPBE) process to ensure we're taking care of these professionals.

With respect to cultural awareness training for the GPF, the tradeoff is time. Making time – even a few hours – in already over-burdened pre-deployment training pipelines is increasingly difficult given the range of mandatory qualifications required for fleet operations. Nevertheless, Fleet Forces Command's recently established NMET focuses squarely on cultural awareness training and has had a positive effect. As a direct result, our Center for LREC in Pensacola and the NPS RSEP have exceeded their capacities to train. Again, we're actively working the PPBE process to properly resource those capabilities.

There is a distinct tradeoff in augmenting Sailors identified in our data base of linguists. When a Sailor with linguistic skill is taken away from his or her normal duties to perform a language function, a gap is invariably created at the supporting command. There's no simple or easy way to resolve this issue, but it happens occasionally and we've managed it.

Lastly, our Maritime Strategy places great emphasis on developing cooperative relationships before the crises occur, building foreign partnerships, and fostering trust – all preventatives to conflict. Considering the ability of LREC to facilitate and, in some cases, enable foreign access, any risk assumed with these tradeoffs is a diminished ability to execute regional engagement in the future.

Conclusion

I'm confident that our approach to LREC transformation is right for the Navy given our deployment models and range of global missions. We still have work to do, but we've made significant progress to date, and I believe the policies, programs and processes we have in place today will allow us to achieve our vision and end-state. On behalf of the Chief of Naval Operations and the Chief of Naval Personnel, thank you again for your interest and support of Navy LREC.

NOT FOR PUBLICATION UNTIL
RELEASED BY THE HOUSE ARMED
SERVICES COMMITTEE

STATEMENT OF

BRIGADIER GENERAL RICHARD M. LAKE, USMC

DIRECTOR OF INTELLIGENCE AND

SENIOR LANGUAGE AUTHORITY

HEADQUARTERS, UNITED STATES MARINE CORPS

BEFORE THE HOUSE ARMED SERVICES SUBCOMMITTEE

ON OVERSIGHT AND INVESTIGATIONS

ON

10 SEPTEMBER 2008

CONCERNING

UNITED STATES MARINE CORPS

FOREIGN LANGUAGE AND CULTURAL AWARENESS EFFORTS

NOT FOR PUBLICATION UNTIL
RELEASED BY THE HOUSE ARMED
SERVICES COMMITTEE

Thank you Chairman Snyder, Congressman Akin, and distinguished Members of the Subcommittee for requesting Marine Corps participation in this hearing on the Department of Defense foreign language and cultural awareness transformation efforts. As a Foreign Area Officer and someone who majored in Modern Languages in college in addition to serving as the Marine Corps' Senior Language Authority, I take a deep professional and personal interest in enhancing our foreign language skills, cultural awareness and regional expertise. The following responds to the four main questions in the subcommittee invitation letter.

1. What language skills, cultural awareness, and regional expertise are required by the Marine Corps' military and civilian personnel, in particular, the general forces?

As Marines, we must be able to navigate the human terrain as well as we navigate the physical terrain of the battlefield. In order to accomplish this, the Marine Corps initiated a plan for implementing operational culture and language skills for every Marine in accordance with Department of Defense direction. Our plan includes training in operationally relevant culture issues for all Marines during their initial training at our recruit depots and at The Basic School for officers. This is followed up by pre-deployment training for all Marines. The Career Marine Regional Studies (CMRS) program is focused on building language and culture knowledge within the career force (i.e., all Marines serving beyond their initial enlistment and all officers). CMRS education will involve self-study via distance learning and potentially culture and language instruction, as part of the curriculum in required professional military education (PME) courses.

In part due to our heritage and expeditionary nature, the Marine Corps has always had an interest and requirement for cultural and linguistic competence. Our experience since 9/11 as well as our assessments of the future operational environment and challenges and opportunities heightened our awareness of the need for a much greater emphasis and efforts to ensure that all Marines are equipped with the culture and language knowledge to allow them to plan and operate successfully in the joint and combined expeditionary environment.

On becoming Commandant in January 2003, General Hagee, the 33rd Commandant of the Marine Corps, issued his planning guidance and directed that the Marine Corps

> "develop a comprehensive plan to increase our capabilities in irregular warfare by improving foreign language, cultural, and counter-insurgency skills. The end-state will be a career force sufficiently skilled in regional culture and fundamental language familiarization to allow them to act as regional knowledge resources within their units."

In response to this, the Marine Requirements Oversight Council (MROC) designated the Marine Corps Director of Intelligence (DIRINT) as the Marine Corps Senior Language Authority in November 2004. The MROC directed the DIRINT to adopt a broad perspective on Marine Corps language policies beyond intelligence-related language issues in coordination with several other Marine Corps organizations, such as Marine Corps Intelligence Activity (MCIA), Marine Corps Combat Development Command (MCCDC), Training and Education Command (TECOM), Manpower and Reserve Affairs (M&RA) and Plans, Policies and Operations (PP&O).

General Hagee provided additional guidance in April 2005 and said "we will place renewed emphasis on our greatest asset – the individual Marine – through improved training and education in foreign languages, cultural awareness, tactical intelligence and urban operations."

The Defense Language Transformation Road Map

In January 2005, Department of Defense (DoD) issued the Defense Language Transformation Roadmap (DLTR) which established DoD language and regional expertise goals, desired outcomes, required actions, and a process to determine when these goals and actions had been accomplished. The DLTR provided additional emphasis and guidance that complemented and reinforced ongoing Marine Corps efforts to increase our language and regional expertise.

In addition to setting department-wide goals for DoD to improve foreign language and regional area expertise, the DLTR assigned the following tasks to the Marine Corps in order to meet the overall DLTR goals.

Task 1.D. Ensure doctrine, policies, and planning guidance reflect the need for language requirements in operational, contingency, and stabilization planning.

The Marine Corps completed an extensive review of all doctrinal publications, policies, and formal guidance for inclusion of foreign language capabilities in August 2006. Sixteen relevant documents were identified and the Marine Corps Foreign Language Steering Committee developed a Marine Corps Strategic Language List to provide an initial estimate of critical language and associated regions in which Marine Forces required capability. The required training ranged from familiarization to post-graduate study. MCCDC funded a Fiscal Year (FY) 2005 study on the operational

linguist program. The final study report was issued in April 2005 and resulted in the inclusion of language requirements in the development of new documents and a scheduled review cycle for existing publications.

Task 1.J. Conduct a one-time self-report screening of all military and civilian personnel for language skills.

In December 2003, Marine Administrative (MARADMIN) message 573-03 directed that the entire Marine Corps complete a one-time screening of all Marines for foreign language capability to establish a baseline database. As a follow-on procedure to continue screening of all officer and enlisted accessions, TECOM mandated screening and testing of enlisted Marines at the Recruit Depots and officers at The Basic School (TBS). Once screened and tested, test rosters are sent to the Marine Corps Foreign Language Program Manager for long term tracking. The Marine Corp Manpower Management System then assigns the extra military occupational specialty (MOS) of 2799 (Military Interpreter/Translator) to Marines who demonstrate language proficiency, based upon test results. Civilians are also screened, tested and receive Foreign Language Proficiency Pay (FLPP) at MCIA.

Task 1.P. Ensure incorporation of regional area content in language training, professional military education and development, and pre-deployment training.

In May 2005, the Center for Advanced Operational Culture Learning (CAOCL) was established at Marine Corps Base Quantico as the central Marine Corps agency for operational cultural and language familiarization training programs. The Marine Corps defines operational culture as those aspects of cultural knowledge information and skills

most relevant to successful planning and execution of military operations across the spectrum of conflict.

CAOCL promotes a grasp of operational culture and language familiarization as regular, mainstream components of the operating environment— the human terrain— throughout the full spectrum of military operations. As the Corps' "one-stop" clearing house for operational culture and language familiarization training, CAOCL provides instruction and subject matter expertise to the Total Force, and works with other USMC training and education stakeholders to set long term conditions for career-long language and culture professional military education (PME) beginning at the grades of Lieutenant and Sergeant. Lieutenants at TBS and Sergeants at the Sergeants Course are introduced to operational culture concepts and their application in military operation.

Marines receive Global War on Terror (GWOT) focused operational culture and language familiarization training through in a variety of CAOCL run and/or sponsored venues with the assistance of the Defense Language Institute-Foreign Language Center (DLI-FLC), the Naval Postgraduate School, and local universities. The Marine Corps University is expanding the Command and Staff College's programs for language and culture training, and also funds study abroad trips for the School of Advanced Warfighting.

Task 1.Q. Exploit "study abroad" opportunities to facilitate language acquisition.

The Marine Corps' long-standing Foreign Area Officer (FAO) program is undergoing an expansion driven by the establishment of 24 new FAO billets created to support the Headquarters elements of each Marine Component Command and MEF. Due

to increased demand, the Marine Corps will access and train 52 new FAOs into the Study Track training pipeline, 27 in FY08 and 25 in FY09 respectively. This is a marked increase from the traditional number of ten new FAOs who normally enter training each year. Beyond FY09, we anticipate that FAO accessions will stabilize at roughly 18 officers per year. There are just over 250 Marine FAOs currently on active duty. Additionally, the Marine Corps has another 67 officers on active duty with the Regional Affairs Officer (RAO) designation. Like their FAO counterparts, RAOs have extensive regional political-military knowledge attained through study at the graduate level, and many have at least some regional travel experience. The principle difference between these designations is that RAOs do not have the language expertise of FAOs. Together, there are 97 T/O billets that draw Marine FAOs or RAOs. These billets include service at a wide variety of joint and combined commands, as well as numerous DoD agencies, to include the Defense Attaché System. They also include a number of higher headquarters billets throughout the Marine Corps.

The Personnel Exchange Program (PEP) currently has 36 active duty exchanges with 13 allied nations, having grown by five billets in the last three years. Additionally, a pilot Short-Term Exchange Program (STEP) test case is underway to determine the feasibility of utilizing shorter exchanges as a means of expanding international exchanges with non-traditional partners.

Historically, Olmsted Scholarships have been awarded to three Marine officers per year. Four officers were chosen this year, however, an increase to five is anticipated for next year. The Marine Corps and the Olmsted Foundation have begun to shift language training for those Marines with advanced target language skills from the

traditional Defense Language Institute (DLI) path toward in-country training in order to further enhance proficiency.

Marine Officers attend Foreign Professional Military Education (FPME) at both Intermediate Level Schools (ILS) and Top Level Schools (TLS). ILS students are assigned to nine locations: Argentina, Australia, Spain, Norway, Korea, France, Brazil, the United Kingdom and the Western Hemisphere Institute for Security Cooperation (WHINSEC). With the exception of Australia, all require language training. Of the 10 TLS locations, five conduct classes in English (India, United Kingdom, Australia, Pakistan and NATO Defense College). Four (Argentina, Japan, Norway and the Inter-American Defense College) require language training at DLI. English translation is available for all classes.

Task 1.S. Make foreign language ability a criterion for general officer/flag officer advancement.

Marine Corps Manpower and Reserve Affairs (M&RA) received permission from the Secretary of the Navy to emphasize the importance of language and cultural experience through a precept to all promotion boards. For example, the FY09 Brigadier General's precept included the following in the career patterns section "The Marine Corps benefits when the officer possesses a broad spectrum of experiences, such as foreign language proficiency and cultural awareness." The General Officer inventory was also screened for language skills as a result of the aforementioned MARADMIN 573-03.

Task 2.I. Implement language and regional familiarization training during the deployment cycle.

Current pre-deployment language and culture/regional familiarization requirements are primarily supported by the CAOCL. Their efforts are reviewed in detail later in the statement.

Task 3.A. Identify tasks and missions that will require 3/3/3 and determine the minimum number of personnel needed to provide the language services.

The Marine Corps service standard for linguist proficiency is Interagency Language Roundtable (ILR) level 2/2. The Marine Corps has no standing mission that requires a 3/3/3, although that goal of level 3/3/3 is encouraged for our professional linguists, and has been incorporated in the appropriate career development plans and the Military Occupational Specialty (MOS) manual.

The Marine Corps supports billets at the National Security Agency (NSA) where a level 3/3 is considered to be desirable for cryptologic linguists. The Marine Corps Intelligence Foreign Language Program (MCIFLP) is responsible for the growth and sustainment of our intelligence cryptologic linguists. The program manager and occupational field sponsor work together closely with NSA to facilitate language enhancement training for Marine linguists to improve from a 2/2 to 3/3 when assigned to NSA billets.

Additionally, the Marine Corps fills 25 Defense Attaches billets with a desired proficiency of 3/3/3. Marine Corps FAOs are required to maintain a level 2/2/2, and have a stated career goal of 3/3/3.

Task 3.B. Set a DoD goal of ILR proficiency level 3/3/3 for language professionals, and implement training and career management plans to achieve and sustain this level.

The Marine Corps has 1475 language coded billets (160 Officer, 1315 enlisted). These billets consist of Cryptologic Linguists, Counter Intelligence/Human Intelligence Specialists, Intelligence Specialists and FAOs. MCIFLP O&M funding provides for refresher, intermediate, and advanced level language training for intelligence Marines upon reenlistment and in conjunction with permanent change of station moves. The goal is to increase Marine cryptologic linguist proficiency to the 3/3 level. In addition, NSA enhances language training for cryptologic linguists serving in NSA billets. The MCIFLP has used funds to provide language training via individually exportable methods of training, immersions and isolated immersion for Marines in pursuit of high foreign language proficiencies.

Task 3.D. Maintain a cadre of Service members with language capabilities for tasks requiring less than 3/3/3 proficiency. Identify tasks that require less than 3/3/3 proficiency; determine the languages, the ILR proficiency level and densities required.

The Marine Corps maintains a cadre of linguists at all levels of proficiency. The Intelligence Department's language section tracks and identifies linguists and language-enabled Marines for assignment as requirements arise. All linguists are required to maintain a minimum of 2/2 proficiency, and enhance their language skills through participation in regular training events.

The Marine Corps also offers a Selective Reenlistment Bonus (SRB) to retain Marines with capability in key languages. To increase fulfillment of GWOT language requirements, the Marine Corps has instituted two new programs. During FY06 and FY07, 100 new accession Intelligence Specialists were enrolled at the DLI to learn GWOT languages.

In an effort to expand language training opportunities for Marines who would not normally be required as part of their normal duties to be proficient in a language, we began the GWOT language re-enlistment incentive program. This program offers 40 seats annually at DLI for GWOT languages and is aimed at Marines of any specialty who are reenlisting after their first and/or subsequent enlistments.

Thanks to Congressional funding and revised DoD policies, we can now offer Foreign Language Proficiency Pay (and in increased amounts) to Marines regardless of their specialty. Today, all Marines who have language ability are strongly encouraged to take the Defense Language Proficiency Test in order to be eligible for FLPP.

As a result, more Marines are now being paid more money for language proficiency than ever before. In FY05, the Marine Corps paid 363 Officers and 1,530 Enlisted Marines FLPP totaling $2,075,000. As of June 2008, we've paid 604 Officers and 2,179 Enlisted Marines FLPP totaling $4,300,000. Previously, FLPP was limited to specific billets and military occupational specialties.

Although 2/2 is normally the minimum level of proficiency to earn FLPP, since 2006, the Marine Corps can pay a Marine $100 per month in FLPP at the 1/1 level for an Immediate Investment Language (IIL) listed on the Strategic Language List approved by

the Defense Language Steering Committee (DLSC). By way of comparison, a Marine at the 3/3 level in an IIL will receive $500 per month.

For most other languages except those designated as "dominant in the force," we are able to pay FLPP to all Marines – regardless of specialty – so long as they have a 2/2 proficiency. FLPP for these "dominant in the force" languages is restricted to personnel in specific billets and specialties.

2. How will the Marine Corps ensure the aforementioned language and culture needs are met?

Marine Corps Vision and Strategy 2025

In response to new dangers to America in the 21st century, General Conway, the 34th Commandant of the Marine Corps in June 2008 issued the Marine Corps Vision and Strategy 2025 that defines the role of the Corps in tomorrow's security environment, informs future requirements, and positions the Corps for continued success. Of particular interest is that this Vision and Strategy says that Marines will be:

> "Educated and trained to understand and defeat adversaries in complex conflicts. We will go to greater lengths to understand our enemies and the range of cultural, societal, and political factors affecting all with whom we interact."

Thus, the Marine Corps is committed to a prioritized regional approach to gaining cultural and linguistic experience and expertise.

Culture and Language Training for All Marines

Recognizing the importance of cultural awareness to all Marines, TECOM has implemented periods of instruction on operational culture during entry level training for

enlisted Marines at Marine Corps Recruit Depots (MCRD) and for officers at TBS. The training and education does not stop there, as operational culture and language familiarization are integrated into each level of PME throughout a Marine's career.

Most significantly, operational culture and language familiarization training have been made an integral part of the pre-deployment training. Marine Corps Pre-deployment Training Program (PTP) is divided into blocks of instruction and training in ascending competency levels. Block I and Block II training is mandatory for all Marines and is conducted at their home station. The first two blocks focus on common Marine warfighting skills and the current operating environment. Currently CAOCL provides operational cultural and language familiarization instruction via their Mobile Training Teams (MTTs) during these blocks of instruction. In response to current Operation Iraqi Freedom (OIF) and Operation Enduring Freedom (OEF) PTP requirements, CAOCL has developed and currently provides training assistance for Marines and Sailors preparing for deployment to Iraq and Afghanistan. Each operational culture package consists of topics including, but are not limited to: Cultural Assumptions, History, Religion, Kin Networks, Use of an Interpreter, and Relationships and Communications. Additionally, tactical language familiarization packages in Iraqi Arabic, Dari and Pashto are provided for both the main force and Marine Corps Advisors. The type and extent of language familiarization and operational culture instruction provided during this training is tailored to meet the needs and time available to the units being trained. All Marines receive a very basic level of language training that is focused on key words and phrases associated with likely military tasks such as vehicle checkpoints, entry control points, and searches.

Units are increasingly requesting and receiving greater amounts of language instruction for key personnel down to the squad level.

While Blocks I and II are conducted at the home station, Blocks III and IV are conducted in the field environment during the Desert Talon, Mojave Viper, or other TECOM approved alternate training exercises. Block III focuses on combat service support operations. Block IV is combat training for the ground combat element in which the ground element will be evaluated via CAOCL staff as well as by the normal exercise training staff on their implementation of operational culture and language via interaction with the native Iraqi/Afghan – American role players present at Mojave Viper. Block V training is sustainment training conducted while in theater.

In an effort to meet home station training requirements, CAOCL is establishing Language Learning Resource Centers (LLRC) at all of the major Marine Corps Installations around the world to facilitate culture and language training for all Marines. The LLRCs are "language labs" equipped with language familiarization and operational culture distributed learning study materials and may be used as classrooms for the various courses offered by CAOCL. The LLRCs are in addition to the existing six Modular Language Training Systems in Hawaii, Okinawa, California, and North Carolina to support the career linguists in our Intelligence Battalions and Radio Battalions.

In order to provide additional and different opportunities to Marines for language familiarization and operational culture self study, CAOCL is currently fielding and/or sponsoring a number of distributed learning products. Some examples include a computer-based simulation program – Tactical Language Training System (TLTS) which currently provides language and culture training via four modules – "Tactical Iraqi","

"Tactical Pashto," "Tactical Dari," and "Tactical Sub-Saharan Africa French" respectively. These modules are high-end, interactive, video simulations using "avatars" in a variety of tactical scenarios. It requires the "player" to listen and respond to both verbal and non-verbal communications in the target language and culture from the avatar. If the "player" responds correctly, positive results ensue and the simulation continues to another scenario. In the case of an incorrect or culturally inappropriate response, no or adverse events happen, and the player is able to learn from his mistakes.

In FY09, CAOCL will field two other distributed learning products, the language training program "Rosetta Stone" and the language and culture training program "Critical Language (CL-150)." These products will be provided via the Marine Corps' online distance learning environment, MarineNet, (https://www.marinenet.usmc.mil) as resources for all Marines to access and build their skills.

The Career Marine Regional Studies (CMRS) program is tasked with providing our career Marines with focused, in-depth, operationally relevant, regional, cultural, and language familiarization to enable them to assist in the planning and execution of a wide range of military operations requiring knowledge of cultures and languages in specific regions. CMRS divides the world into 17 regions of logical country groupings linked by geography, language, history, religion, economic considerations, regional affiliations, and US interests. Some individual countries are listed in more than one region because of their importance to the United States, size, affiliations, or regional impact. Education will be facilitated via distance learning products from the CAOCL that will be hosted on MarineNet. Officers are expected to begin study immediately upon receiving their regional assignment at TBS and should complete their required study prior to entering the

promotion zone for Major. Enlisted Marines will begin study early in their second re-enlistment and should complete their required study prior to entering the promotion zone for Gunnery Sergeant.

Marine Corps Intelligence Activity (MCIA) and Cultural Intelligence

MCIA is the Service intelligence production center, and is well known throughout DoD and the Intelligence Community (IC) as the "cultural intelligence experts." Its mission is to provide all-source intelligence to the expeditionary forces, the supporting establishment, and the Intelligence Community. They provide DoD and the IC with culture smart cards which are pocket-sized graphical depictions of cultural intelligence that promote cultural awareness as well as containing key phrases in the relevant language. MCIA also produces country handbooks, cultural field books and cultural intelligence studies that range in levels of complexity. Units can request cultural awareness through smart cards, cultural understanding through cultural field books, and cultural intelligence through the cultural intelligence studies, a text book like product with in depth knowledge of an area of interest.

Cultural intelligence is the all-source analysis of individual and group beliefs, customs, ethics and demographic data for the purpose of anticipating individual or group actions. MCIA's Cultural Intelligence Division has worked with the members of the IC, TECOM entities, Marine Special Operations Command and with other DoD agencies to develop and deliver courses related to building and using cultural intelligence capability. The Cultural Intelligence Division will continue to develop its relationship with TECOM entities, such as the Marine Corps University and CAOCL to develop modules on the use of cultural intelligence products and services. Funding for MCIA's cultural intelligence

program is from the General Defense Intelligence Program. In FY08, MCIA received $4.3 million and for FY09, the Administration has requested $4.2 million. Over the period FY09-FY13, the Marine Corps has requested approximately $23 million to fund our cultural intelligence efforts. The desired end state is the integration of cultural intelligence in existing courses on culture, leadership, and planning throughout the Marine Corps, DoD, and the IC.

3. & 4. What tradeoffs in terms of time, resources, or other readiness training will be needed to meet the needs of the Marine Corps? What risk is assumed if our needs are not met?

In the near term, we are meeting our current cultural awareness and language familiarization goals primarily via our programs in support of entry level training, pre-deployment training, and professional military education. However, the current very high deployment tempo we are experiencing means that some units and individuals don't receive as much training in all areas to include language as some commanders desire.

For the long term, we believe we are off to a very promising start with what we are doing in our PTP, PME and CMRS programs. CMRS is still a relatively new program and we are still early on in its implementation and need to see how this progresses in order to be able to make informed decisions about changes that could require allocation or reallocation of time, resources or other readiness training. We believe that this program as currently envisioned will meet our basic requirements, and we are already looking for how we might improve this program. While a broader or more comprehensive program such as involving more language training or in-country

experience would likely require more time and resources, our biggest challenge today is our deployment tempo.

The Marine Corps is extremely proud of its Marines and what they do for our great Nation every day. The Corps has made great progress in developing the culture and language abilities of Marines. Consequently, Marines are better prepared to execute a wide variety of missions on diverse battlefields. We will continue to grow our programs and explore new ways to evolve our training to better enable our Marines to execute their missions while navigating the human terrain. Thanks to your recognition of the importance of cultural awareness and language and the support you have provided, we have made a great deal of progress and are on what I believe is the right track. With your continued support, I also believe that we will continue to improve our capabilities in the future.

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

STATEMENT OF

BG GARY S. PATTON, USA
DIRECTOR, MANPOWER AND PERSONNEL

BEFORE THE

**OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE
OF THE
HOUSE ARMED SERVICES COMMITTEE
ON
FOREIGN LANGUAGE AND CULTURAL AWARENESS
TRANSFORMATION
ON**

10 SEPTEMBER 2008

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

Mr. Chairman, Congressman Akin, members of the committee, it is my privilege to report on the Joint Staff's role in language transformation and the progress to date, in particular, with respect to general purpose forces.

The Joint Staff is committed to developing an enduring cultural, historical, and linguistic expertise in our total force to ensure effective interaction with diverse international partners and populations. My 27 months in Iraq reaffirmed to me the importance of cultural awareness and language and therefore strengthens my personal commitment to this effort.

The Joint Staff has been an equal partner with the Services and the Combatant Commands (COCOMs) in steering the overall effort. Our role is to provide planning guidance that supports our Nation's efforts to prevail in the long war; insure full use of joint capabilities; publish Joint Professional Military Education Policy; and monitor and exercise oversight of COCOM Foreign Area Officer (FAO) programs and COCOM language requirements.

Guidance

The Joint Staff has worked to incorporate language and regional expertise into OSD's Guidance for Employment of the Force (GEF), published in June 2008, and the Joint Strategic Capabilities Plan (JSCP), published in March 2008.

- The GEF and JSCP inform DoD how to employ, and in part manage, the force in the near term (2008-2010). The GEF provides strategic planning guidance and identifies security cooperation focus areas for campaign planning - both foreign language for U.S. forces and English skills for allies. It also calls attention to Regional Cultural Centers as a potential security cooperation tool.
- The JSCP implements the GEF and requires Commanders to identify and prioritize personnel language and regional expertise requirements critical to successful execution of their plans.

The Joint Staff published Chairman, Joint Chiefs of Staff Instruction (CJCSI) 3126.01, Language and Regional Expertise Planning, in January 2006, which supports the GEF and JSCP. It provides comprehensive guidance and procedures for identifying foreign language and regional expertise requirements during operational and security cooperation planning efforts and planning for day-to- day manning needs in support of operations. We also updated Chairman, Joint Chiefs of Staff Manual 3150.16C Joint Operation Planning and Execution System (JOPES) Reporting Structure in March 2007 to include descriptive data for language and regional expertise requirements. JOPES is the integrated system that joint commanders and war planners at all levels use to plan and execute joint military operations. Integrating language requirements in JOPES insures their consideration in writing plans and

provides visibility of these requirements as forces are moved into the combatant commander's area of responsibility.

Joint Professional Military Education (JPME)

Properly balancing global strategic risk is on one the Chairman's top three priorities. He has directed the Joint Staff to stay mindful of our global security commitments and of the core warfighting capabilities, resources and partnerships required to conduct operations across the full spectrum of peace and conflict. It remains critical to take a larger, longer view of risk assessment. To accomplish this, his strategic objective is to "Rapidly develop an enduring cultural, historical, and linguistic expertise in our total force to ensure effective interaction with diverse international partners."

Behavior and words must be coherent to communicate effectively. A translator can convey the proper words, but without respect, displayed in the appropriate cultural context, trusting relationships would be difficult to build. I have witnessed this first hand in negotiating with Sunni sheiks in Al Anbar Province, with Shia police in Diyala Province and with Kurdish politicians in Ninewa Province. While everyone needs cultural awareness, leaders at all levels, officer and enlisted, need more than awareness, they need regional knowledge in order to understand the larger context of social and political relationships.

Jointly, we have made significant progress in the cultural arena. Services added regional expertise to their Professional Military Education (PME) courses; and developed cultural centers where cultural mores are taught and role playing provides practical experience. The Joint Staff made cultural awareness a Joint PME requirement for Primary, Intermediate and Senior levels of education and published appropriate policy in CJCSI 1800.01C, Officer Professional Military Education Policy. A soon to be published update to the Enlisted PME Policy, CJCSI 1805.01A includes a greater focus on cultural awareness in the E-6 and above courses. We defined cultural knowledge as understanding the distinctive and deeply rooted beliefs, values, ideology, historic traditions, social forms, and behavioral patterns of a group, organization, or society. It also involves understanding key cultural differences and their implications for interacting with people from a culture and understanding those objective conditions that may, over time, cause a culture to evolve. We expect leaders to be able to apply an analytical framework that incorporates the role that factors such as geopolitics, geostrategy, society, culture and religion play in shaping the desired outcomes of policies, strategies and campaigns in the joint, interagency, and multinational arena.

Foreign Area Officer Program (FAO)

In addition to oversight of language and regional expertise requirements, the Joint Staff has oversight of the FAO Program in the Joint Staff and the

combatant commands and reports annually on the health of the program. The fill rate for Joint Staff billets was 96% (27 of 28 billets filled). This total does not include J-2. They report through the Defense Intelligence Agency (DIA).

Seven of the nine COCOMs have FAOs on their staffs. Only Joint Forces Command and Strategic Command have none. There were a total of 322 FAO billets on the Joint Staff and the COCOMs in FY 07 with 84.7% (273) billets filled. The fill rate is anticipated to increase as the Air Force FAO program matures. The total number of FAO billets in FY 07 represents a slight 4% decrease from the 337 total in FY 06. More importantly, FAO billets will increase by 20 percent to 385 billets by FY 14. The growth over the FYDP is clear evidence that Joint Staff and COCOMs recognize the significant political-military, diplomatic, economic, and cultural insights and expertise that FAOs contribute to the mission.

Our goal is 100% of billets filled. The Army has the most mature program. The Air Force and Navy are building theirs and coding billets helps to justify increases. Navy billets have been added across the FYDP, while Air Force billets have been coded early in the expectation of program growth. We fully expect that fill rates will improve as their program matures.

Language Requirements

Language transformation is a more difficult and complex task. It is difficult to determine the right number of people who need a language capability and how those languages should be allocated across the Services as training and growth requirements.

The bottom line is that the Joint Staff has focused on building a framework for language to be considered and incorporated into planning requirements. The Chairman, Joint Chiefs Of Staff Instruction (CJCSI 3126.01, published 23 January 2006) provides planning guidance that details how to consider language capabilities when developing plans, how to describe levels of proficiency, and where and how to record these requirements. It identifies and integrates foreign language and regional expertise capabilities into all force planning activities and establishes reporting requirements to support language transformation.

In accordance with this CJCSI, the COCOMs have been reporting requirements for almost two years. Requirements reported by Combatant Commands, Military Services, and Defense Agencies have grown from 80,000 two years ago to more than 141,000 at the last reporting in March 2008. More than half of the language requirements identified by the Services and COCOMs were for basic, low-level language skills. Not all of the requirements identified in plans must be filled by US forces; partners and allies would fill some. We have made significant progress and our requirements reflect increased use of the General

Purpose Force (GPF) for the lower skill levels and identified more than 7,000 requirements for machine technology. Finally, there were more than 10,000 contract linguists identified for Iraq and Afghanistan.

This planning guidance is relatively new; therefore, we are still on the fringe of capturing all requirements. This effort is complicated by the fact that many plans are only concepts and are intended for a wide area of operations encompassing many different geographic areas and languages.

OSD created two new tools that are significant additions to the effort of determining the gaps in language capability. They will capture, refine, and analyze the requirements. First tool is called, Consolidated Language and Regional Expertise (CLARE), a web enabled data base that uses the Joint Staff reporting formats to capture data. CLARE ensures standardized reporting and provides easy access to data for the Services, COCOMs, Joint Staff and OSD. CLARE became operational in June 2008 and the COCOMs are currently loading their requirements.

The second tool is called Language Readiness Index (LRI). It draws its requirements information from CLARE and will compare those requirements with the inventory of personnel with language skills. Once language and regional expertise requirements are loaded into CLARE, the LRI will provide us the gap analysis for managing the DoD capability. This is a major effort that will enable the next transformational steps.

OSD (POLICY) has just completed a Capabilities-Based Review to develop an analytical and replicable methodology that identifies emerging language and regional proficiency requirements based on national security documents. This report will inform the finalization of the FY 09 Strategic Language List.

We are approaching the end of the initial language transformation roadmap and assess this was a significant beginning. The capture of requirements, the implementation of the two new web-based language tools, and the Capabilities-based Review will provide a foundation for the next phase of language transformation.

Many of the tasks in the Language Transformation Roadmap have been declared Full Operational Capability (FOC) because the processes have been identified or are in place that will lead to the desired results. This does not mean that the work is finished. The next phase must address linking requirements identified in plans to how the Services build language capacity. We are recommending that the Defense Language Steering Committee (DLSC) address this issue, leveraging the work that has already been done with the capability based review, LRI and CLARE. DUSD (PLANS)/DOD Senior Language Authority chairs this group of general and flag officers and civilian equivalents who represent the Services, the COCOMs, the Agencies and the

Joint Staff. The Joint Staff will continue to partner with OSD, COCOMS and Services in striving to advance along the language transformation roadmap. We greatly appreciate the committee's oversight, feedback, and support of this endeavor.

Not for publication until released by the Committee

Statement

of

Mrs. Gail H. McGinn
Deputy Under Secretary of Defense for Plans
and
the Department of Defense
Senior Language Authority

Before the

House Armed Services Committee
Subcommittee on Oversight and Investigations

September 10, 2008

INTRODUCTION

Mr. Chairman and members of this distinguished committee, thank you for the opportunity to speak with you on Department of Defense language and cultural transformation. The Defense Language Transformation is an ongoing Department priority that assumes greater importance as we understand the 21st Century challenges inherent in the various stages of conventional warfare; unconventional warfare; irregular warfare; and security, stability, transition, and reconstruction operations.

The initiatives we have undertaken are the first steps of Defense Language Transformation. The tasks in the Defense Language Transformation Roadmap were informed by DoD Strategic documents. The March 2004 Strategic Planning Guidance for Fiscal Year 2006-2011 clearly outlined the need for foundational language and culture capabilities in the active and reserve officers, enlisted, and civilian forces. It called for an ability to surge our language and cultural resources beyond foundational and in-house capabilities. The planning guidance directed DoD to establish a cadre of language specialists at the professional level in listening, reading, and speaking abilities, and required processes to track how we managed the linguists and Foreign Area Officers we had already. These requirements became the four goals of the 2005 Defense Language Transformation Roadmap, which have guided our efforts since.

In 2006, the Department issued its most recent Quadrennial Defense Review (QDR). The QDR directed the Department to ". . . increase investments focused on developing and maintaining appropriate language, cultural skills." It emphasized how developing broader linguistic capability and cultural understanding is critical to

prevailing in the long war and to meet 21st Century challenges. The QDR outlined that the "....Department must dramatically increase the number of personnel proficient in key languages such as Arabic, Farsi, and Chinese and make these languages available at all levels of action and decision – from strategic to the tactical." The QDR emphasized the need that the Department ". . . must foster a level of understanding and cultural intelligence about the Middle East and Asia comparable to that developed about the Soviet Union during the Cold War," and called on Military Departments to expand their Foreign Area Officer programs.

Within this overarching guidance, we developed DoD-wide programs, policies and initiatives to implement the strategic guidance. These initiatives are flexible. Each Service, with its varying combat missions, must allow for unforeseen contingencies, such as humanitarian assistance for natural disasters, and develop its own plan for providing the language and cultural training needed in its forces. These plans reflect the very different nature of employment among the forces.

Given the nature of the 21st Century deployments, a major challenge involves identifying which language and cultural capabilities we need and where and when we need them. We have established quarterly reporting of language and culture requirements, developed the Language Readiness Index, and established the Defense Language Steering Committee to provide senior-level oversight.

The quarterly reports from the Combatant Commands, Military Services, and Defense Agencies have identified more than 141,000 operational and organizational requirements for language and understanding of foreign cultures for General Purpose

Forces as well as Special Forces. The Combatant Commands identified over 60 different language and dialect requirements. Significantly, we are learning to better manage capabilities to meet requirements -- not all need to be met by a DoD service member or civilian. We are learning to leverage non-DoD personnel, contractors, host nation support, and technology to meet urgent needs. As an example, we have used more than 10,000 contract linguists to support Operations ENDURING FREEDOM and IRAQI FREEDOM.

We recognize that the Department has more work to do in reconciling, validating, prioritizing, and expressing these requirements so that they can be addressed by the force providers. We are just completing a Capabilities-Base Review that examines how the Department identifies the languages most likely to be needed in the future and how the Department will manage these requirements as capabilities and not personnel billets. We established the Language Readiness Index, an application linked to the Defense Readiness Reporting System database that allows comparison of requirements to available on-hand assets. The purpose of the LRI is to provide senior level decision-makers within the DoD Agencies, Combatant Commands and the Services with the information necessary to assess language capability gaps, capabilities, overmatches and take appropriate action. The LRI will provide the Department a tool to conduct risk assessments and determine tradeoffs as we have competing needs for people and dollars.

Language and cultural understanding skills are difficult to learn, not easily measured, and extremely perishable, if not used frequently. This leads to necessary trade-offs as the Department balances resources and time against the many competing

priorities. I intend to share with you later in the testimony examples of show trade offs which are being made by the Services in terms of time, resources and training to meet language and culture needs. The outcome of the QDR provides an outstanding example when it identified junior officer language training as a pre-accession requirement. Sufficient time is not available in young careers to develop the Service core competencies that would allow intelligent and effective use of the language and cultural skills desired for junior officers. With Service Academy curricula improvements, ROTC initiatives, grants to universities, and heritage recruiting, DoD is actively accessing more language and cultural capability than it ever has before. The unit commanders cited in this testimony who took soldiers away from other duties so they could attend language and cultural training made critical trade-off decisions. They balanced choosing which soldiers to train and calculated how long their units could afford them to be away. At higher levels, trade-offs involve budgetary decisions as leaders choose programs to fund and programs to pay the bill.

Language and Cultural competencies underpin Building Partnership Capacity, Irregular Warfare, Theater Security Cooperation, Train, Advise and Assist Missions, as well as Stability, Security, and Reconstruction operations. Service doctrine clearly reflects the recognition that they are essential for the success of our operations and that the risk of not developing these capabilities is high.

The Department of Defense (DoD) has therefore recognized and responded by transforming how it values, develops, employs, and deploys foreign language capability and regional expertise.

In addition to developing internal capabilities, the Department also supports the National Security Language Initiative (NSLI), launched by President Bush in January 2006, to increase the number of Americans learning critical foreign languages. This national-level initiative augments the Department's transformation goals by helping to build a national language talent pool from which we can recruit for government service.

Through our efforts to strengthen the Defense language and culture programs and supporting NSLI, we are creating a framework that will allow us to build a globalized force with the right combination of skills, in the right numbers, who are equipped with the language and cultural proficiency skills to meet the diverse operational demands of the 21st Century. This framework is transformational, but the creation of the Defense Language Transformation Roadmap was the beginning of a journey to transform language and culture in the Department. I would like to share three examples of the impact of this transformation at the tactical training level — where it matters most.

The 3rd Intelligence Battalion, III Marine Expeditionary Force (MEF), held the grand opening of a language lab on August 5 of this year. The event attended by, the III MEF commanding general, included a demonstration of the lab's capabilities and functions, and a discussion group with Marines and sailors fluent in the Mandarin Chinese language. The language lab is dedicated to enhancing foreign language skills for language professionals in a variety of languages and their respective dialects, by facilitating classes and offering these Marines and Sailors' equipment and a place to study. A valuable feature of the lab is its capability to allow many students to individually study different languages at the same time by utilizing the individual

workstations equipped with headsets. A key objective of the language lab is for the Marines and Sailors to continue sharpening their language proficiency.

A second example is with a select group of Stryker soldiers at Fort Lewis. As recently reported in the *Seattle Times*, the Soldiers are learning basic Arabic so that once they deploy, they can communicate with Iraqi citizens in order to help their commanders distinguish between friends and foes.[1] 125 Soldiers are assigned to Fort Lewis' 5th Stryker Brigade Combat Team as part of a new program to teach Soldiers basic Arabic. Once deployed to Iraq, they will be able to communicate with local Iraqis to help their units better distinguish between allies and enemies. The Arabic-language program is a high-intensive 10-month course developed by the 4th Stryker Brigade Combat Team upon its return to Fort Lewis in June after serving more than a year in Iraq. The 4th Stryker Brigade has about 80 Soldiers who can speak rudimentary Arabic. The goal of the 5th Stryker Brigade Combat Team training is to have at least one Soldier in every company who has the ability to bridge the language and cultural divide separating American forces and Iraqis.

Lastly, at Fort Riley, soldiers who worked as advisors in Iraq and Afghanistan have developed an in-depth training program. These soldiers now train basic Arabic or Dari (one of the Afghan languages), and the fundamental tenets of Islam and cultural norms of Iraqis and Afghans to Army, Navy, and Air Force members from the Active Component, National Guard, and Reserves. At the end of their eight weeks of training,

[1] *See* Green, Sara., J. Seattle Times, "Fort Lewis Soldiers Learn Arabic to Better Prepare for War", July, 28, 2008.

they are sent to a mock town where native Iraqi and Dari speakers act as local residents and test the U.S. military members on what they have learned.[2]

This training is not developing military members at the highest proficiency level. However, it is reflective that DoD recognizes, not only at the strategic level but down to the tactical level, the value of language and culture and that unit level commanders, in both active and reserve, and across Service lines, are actively "developing and employing" these skills in future operations as prescribed in the February 2005 Defense Language Transformation Roadmap.

Building Foundational Expertise -- Governance and Oversight

An early finding in our transformational journey was that Defense policies on foreign language were outdated and responsibilities for governance and oversight were not clearly established. Therefore, the Deputy Secretary assigned the Under Secretary of Defense for Personnel and Readiness responsibility for the Defense Language Program in March 2004, in order to integrate and synchronize the Department's efforts and ensure oversight, execution, and direction for DoD language and regional expertise transformation. The Deputy Secretary also directed the appointment of Senior Language Authorities in the Military Departments, the Defense and Joint Staffs, Defense Agencies, and Defense Field Activities at the Senior Executive Service, and General and Flag Officer ranks to ensure senior-level involvement and oversight across the entire

[2] *See* Yousef, Nancy A., Miami Herald, "Advisors Prepare for Greater Role Abroad" July 24, 2008.

Department. The Defense Language Steering Committee, composed of the Senior Language Authorities, was established as an advisory board and to guide the execution of the Roadmap. The Under Secretary of Defense for Personnel and Readiness appointed me as the Department's Senior Language Authority and Chair of the Defense Language Steering Committee. We revised the DoD Directive for the Defense Language Program and created the Defense Language Office as called for in the Fiscal Year 2005 National Defense Authorization Act, which accompanied H.R. 108-49 to provide oversight and execution of the Defense Language Transformation Roadmap and to institutionalize the Department's commitment to these critical competencies.

We used the new governance structure to create the Defense Language Transformation Roadmap as a collaborative, Department-wide effort.

The Department has made significant progress in the transformation of foreign language capability. The fact that over 88% of the tasks on the Defense Language Transformation Roadmap are complete demonstrates this accomplishment. We are well on the path to completing all the tasks by the end of the calendar year. Despite these achievements, execution of the tasks in the Defense Language Transformation Roadmap is only the first step of the journey.

We have already begun thinking about the next steps to continue transformation in the Department. Planning for "Phase 2 of Defense Language Transformation" has begun. Although we do not have a completed document, we plan to continue to institutionalize language and culture within the force and throughout the career of a military member.

We will also use the Department's strategic documents, lessons learned and other reports to influence the next five years.

Building Foundational Expertise—Identifying Capability

A first priority was self-assessment. Before 2004, we did not have a comprehensive assessment of the specific languages and proficiency levels of members of the Total Force. Each of the military services has been engaged in conducting a one-time self-assessment of their forces to determine what capabilities might already exist. We are nearly complete in this self-assessment of in-house language capability. We have discovered that we have a significant language capability that had not been apparent to us in the past. We have identified 217,200 service members with a self-professed language proficiency. As one might expect, this language capability consists primarily of the foreign languages traditionally taught in the United States such as Spanish, French and German. However, a surprising number of personnel are proficient in languages of contemporary strategic interest ranging from Chinese to Urdu. For example, in 2004 we identified a capability of 1,623 in Chinese and 72 in Urdu. In 2008, we realize we may have a capability of 7,357 in Chinese languages and 445 in Urdu. We now have policies in place so that individuals are screened as part of the military accession and civilian hiring process.

In order to encourage service members to identify, improve, and sustain language capability, we implemented a revised Foreign Language Proficiency Bonus (FLPB) 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. We

also revised 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 Public Law 109-163, the Fiscal Year 2006 National Defense Authorization Act. DoD policy for civilians assigned to non-intelligence positions allows Foreign Language Proficiency Pay (FLPP) of up to five percent of an employee's salary when duties require proficiency in a foreign language identified as necessary to meet national security concerns and the employee is certified as proficient in that language. The use of FLPP for civilians is also available within the Intelligence community and the National Security Personnel System (NSPS). Personnel in the Intelligence career fields and civilian personnel covered by NSPS may receive up to $500 per pay period provided the language proficiency facilitates performance of intelligence duties or deemed necessary for national security interest.

Building Foundational Expertise – A Learning Organization

The language, regional and cultural domains present difficult skills to acquire and maintain. Oftentimes these skills are referred to as "soft skills"; however, these skills are anything but "soft." It is very difficult to learn and maintain any language skill; and, learning about the cultural context in which that language is spoken, has become increasingly complex. World languages and cultures are in a continual flux, and we must continue to stay abreast of these changes to meet mission objectives.

In addition, there are challenges associated with selecting the languages and regions for study or emphasis. Unlike other occupational specialty skills, language and

regional expertise do not transfer from one area of operation to another. It is difficult to predict where we will operate or deploy in the future; however, we must cultivate the capability of responding quickly to the unexpected, such as we did when Operation Enduring Freedom required a rapid response to the need for personnel with Dari and Pashto language skills.

To acquire and sustain these capabilities, the DoD has committed to building and sustaining a "learning organization" that provides mission-focused instruction to all personnel at the appropriate times, with the appropriate delivery method including using training technologies, to support people in maintaining and enhancing these hard won skills. This learning begins even before potential recruits join the Total Force.

Building Language Training Pre-Accession

The goal of pre-accession language training is to create globally aware officers equipped with skills and knowledge that will enable them to communicate in different languages and understand cultures of the world. Pre-accession language training allows the Department to focus on building language skills in future officers prior to commissioning. All three Service Academies have enhanced their foreign language study programs to develop or enhance pre-accession language and cultural knowledge. They expanded study abroad, summer immersion and foreign academy exchange opportunities; and added instructor staff for strategic languages. As a result, the United States Military Academy and the United States Air Force Academy now require two semesters of foreign language for all cadets. The United States Military Academy requires four semesters for

Humanities and Social Science Majors. The United States Air Force Academy requires four semesters for non-technical degree candidates and six semesters for language minors. The United States Naval Academy now requires all midshipmen to take four semesters of language study, except those with majors in Math, Science and Engineering. Language study programs have regional information such as socio and geo-political considerations and key aspects of culture embedded in the course of study. The United States Military Academy 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, including Arabic and Chinese beginning with the Class of 2010. In Fiscal Year 2008, $16.9 million was directed toward the Service Academies to continue the development and implementation of their language programs, including curricular development and hiring of staff and faculty to teach more strategic languages. The President's Budget for FY 2009 identified $24.7 million ($108.3 million for FY 2009-2013) to help the Academies sustain these efforts.

The Academies are aggressively pursuing increased opportunities for their cadets and midshipmen to study abroad to reinforce both their acquired language and culture knowledge, and they currently have programs available in 40 countries. Four-week language immersion programs are offered during the summer as well as semester exchanges with foreign military academies. The FY 2007 National Defense Authorization Act allowed the Academies to expand these exchanges from 24 exchanges

to 100 exchanges per academy per year, and this support from Congress 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 have ROTC students accompany their academy counterparts during familiarization and orientation travel opportunities. Of the 1,322 colleges and universities with ROTC programs, 1,149 offer foreign language study. Significantly, many of the languages we need for current operations are not widely offered at this time. Therefore, the Department has launched a program to award grants to colleges and universities with ROTC programs to expand opportunities for ROTC cadets and midshipmen to study language and cultures critical to national security.

The Department has awarded a total of 12 grants to colleges and universities in 2007 and 2008. Increasing the number of less commonly taught languages in college curricula remains a challenge in which we are actively engaged. We appreciate Congress' support in the FY 2009 legislative proposal to support our goal of encouraging ROTC cadets and midshipmen in Senior ROTC to study foreign language courses of strategic interest to the Department.

The framers of the last Quadrennial Defense Review embraced the pre-accession language training for officers and the need to provide training in regions and cultures throughout the course of an officer's development. Today, regional and cultural studies are included in the Service Academies, Reserve Officer Training Corps (ROTC), during

the officer accession training pipeline, and throughout Professional Military Education (PME).

Building Regional and Cultural Expertise

The Defense Language Transformation Roadmap, required the Joint Staff and Military Departments to ensure regional area content was incorporated into language training, professional military education and development, pre-deployment training, and, in some cases, mid- or intra-deployment training. In response, the Joint Staff and Military Departments have made tremendous progress; cultural training and regional area content are now included in the curriculum at the Service Academies, Reserve Officer Training Corps (ROTC), during the officer and enlisted accession training pipeline, and Professional Military Education (PME). Cultural and regional content have likewise been successfully integrated in pre- and mid-deployment training.

The Services have taken great efforts to prepare members to achieve optimum outcomes by understanding the regions in which they deploy and being culturally aware. The Services have established Centers of Excellence to oversee and standardize training and impart essential and mission-targeted cultural training to their 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 Advanced Operational Culture Learning all focus on offering information and training that best supports their deployment model and is compliant with Joint Professional Military Education guidelines. Additionally, Services have incorporated

regional and or cultural knowledge within the accession training pipelines and Professional Military Education curricula. Since Service missions differ, this approach is logical and effective.

In June 2007, the Under Secretary of Defense for Personnel and Readiness, through the Defense Language Office, hosted a DoD-wide Regional and Cultural Expertise Summit in the Washington, D.C. area. This was a forum for leaders from DoD to share "best practices" and "lessons learned" and develop a strategy for synchronizing policies, plans and programs into an integrated DoD Regional Expertise framework that addresses the challenges facing Defense and the nation.

A White Paper summarizing the important concepts, issues, and recommendations was published during the summer of 2007. This paper is the first step in the "way ahead" and will be used in tandem with the Language Roadmap to sharpen the Department's ability to better understand different regions and cultures of the world in an effort to meet current and future mission demands. Later this month we are hosting a roundtable discussion with academia on dimensions of cross-cultural communication, to continue this dialogue.

Building Foundational Expertise -- Improving Primary Skills Language Training

We have made dramatic changes in how the Department trains members who require language skills to perform their primary jobs. The Defense Language Institute Foreign Language Center (DLIFLC) budget increased from $77M in FY01 to $270 million in FY08 to support these changes. More than 2,000 Service members graduate

each year from DLIFLC resident basic programs, having studied one of 24 languages in courses ranging from 26 to 64 weeks that also include cultural and area studies, enabling the graduates to achieve a baseline foreign language proficiency along with increased cultural awareness and regional knowledge. As a direct result of the Defense Language Transformation Roadmap, we have redoubled our training in strategic languages. For example, in 2001, DLIFLC had 1,144 students enrolled in Arabic, Chinese, and Persian Farsi; by the end of 2008, they will have 2,171 students studying these languages.

One of the major programs implemented in FY 2006 by DLIFLC is the Proficiency Enhancement Program (PEP). PEP is designed to graduate basic course students at increased proficiency levels as well as provide more opportunities for post-basic students to achieve 3/3. Changes include reducing the student to instructor ratio, increasing the number of classrooms, incorporating learning technologies into the classroom, retooling the curricula, incorporating overseas training into the program, expanding the number of teachers at the Language Training Detachments (LTDs) and expanding online materials available at the higher levels.

A critical component of our effort to improve the language capability is to validate and deliver tools for measuring language proficiency. We have taken key steps to strengthen our Defense Language Testing System by updating test content and delivery. The Services and Defense Agencies are taking the same tests, thus we are able to use the test scores to inform the Language Readiness Index and determine the gaps. We can then target our recruiting, training, and other interventions to reduce these gaps. By delivering these tests over the Internet, we are able to greatly increase the availability and

accessibility of these tests to defense military and civilian language professionals worldwide, and the use of advanced technology to store and track proficiency test scores is providing us the capability to use this information for national security planning. Since the inception of the web-delivery program, we have administered over 90,000 tests.

Building Foundational Expertise -- Providing Tools to Support Deploying Forces

The Department recognizes that not all personnel will be able or required to demonstrate intermediate or advanced level language skills and regional expertise; technology can help to address some of these demands. As directed in the Defense Language Transformation Roadmap, the Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics is working to establish a coherent, prioritized, and coordinated DoD multi-language technology research, development, and acquisition policy and program. However, regardless of how advanced the technology, it cannot replace the need for personnel to acquire the language skills and cultural knowledge to interact effectively with the local population and their leaders. Therefore, Department policy requires that military units deploying into, or in transit through foreign territories be equipped, to the greatest extent practicable, with an appropriate capability to communicate in the languages of the territories of deployment or transit and to operate with an appropriate knowledge of the cultural norms.

"Just-In-Time" training is getting the right information to deploying personnel in time to be useful, but not so early that it is forgotten before they arrive. We have significantly improved our means of providing 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 and civilians preparing for deployment by offering Mobile Training Teams, Video Tele-Training, Language Survival Kits (LSK), and online instructional materials. Since 2001, the DLIFLC has dispatched more than 380 Mobile Training Teams to provide targeted training to more than 66,000 personnel. Deploying units have received over 1,000,000 LSKs (mostly Iraqi, Dari, and Pashto). Field Support Modules outlining the geo-political situation, regional AND cultural information, and fundamental language skills, key phrases and commands are available for 34 countries in 49 languages on the DLIFLC website. Computer-based sustainment training is available in 19 languages via the Global Language Online Support System. Six more language sustainment courses are available on the DLIFLC LingNet website.

Building Foundational Expertise – Heritage Speaker Recruitment

Ensuring that we have a strong foundation in language skills, regional expertise and cultural knowledge involves reaching out to personnel who already possess these skills into our Total Force. All of our Military Services have developed heritage-recruiting plans to bring personnel into the force with key language skills and regional expertise. These plans focus on reaching out to heritage communities and their children who possess near-native language skills and knowledge of the cultures.

One particularly successful program is the Army's 09L Interpreter/Translator Program. The Army launched this pilot program in 2003 to recruit and train individuals

from heritage Arabic, Dari, and Pashto communities to serve in the Individual Ready Reserve and support operations in Iraq and Afghanistan. Due to the success of this program, the Army formally established the 09L Interpreter/translator as a permanent military occupational specialty with a full-enlisted career path, in 2006. More than 600 native and heritage speakers have successfully graduated and deployed; an additional 150 personnel are currently in the training pipeline. The Army continues to expand and develop the program in response to the positive feedback from the commanders and warfighters in the field.

Ensuring a Surge Capability – Generating Competencies to Meet The Unexpected

There are approximately 7,000 discrete languages in the world. It is not possible to predict with 100% accuracy which languages, in what numbers will be needed to meet the vast array of operations we may need for the future. This was proven in our assessment of mission operations in Afghanistan and Iraq, when we concluded that we did not have sufficient language capability within the force to meet demands. As a result, we have on-going efforts to identify creative ways of tapping into the talent pool within and outside our country to provide highly proficient contract linguists to commanders in theater. The Army, as the Executive Agent, coordinates this contract linguist support. We are also developing appropriate processes to maintain contact with our military and civilian retirees and separatees. The goal is to build a personnel database with language and regional experience information that will allow us reach-back capability for voluntary service. While current surge capability is focused on ongoing operations, we

are also looking beyond today to forecast potential or emerging areas in which the Total Force might be called upon to operate. The National Language Service Corps, which is described later in this testimony, will be an important component of this capability.

Building Professionals

Higher levels of language, regional and cultural knowledge and skills are needed to build the internal and external 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 (ILR) Proficiency Level 3 in reading, listening, and speaking ability or 3/3/3) and regional expertise. We are working with the DoD Components to identify the tasks and missions that require this professional-level proficiency and determine the minimum number of personnel needed to provide this language capability. The Foreign Area Officers (FAO) program fulfills the Department's need for this cadre of language and regional professionals. FAOs are highly educated, have professional-level foreign language fluency in at least one regional language, and have studied and traveled widely in their region of expertise.

The FAO is the Department's uniformed expert who possesses a unique combination of strategic focus, regional expertise, cultural awareness, and foreign language proficiency. The DoD Directive 1315.17, *"Foreign Area Officer (FAO) Programs,"* updated in April 2005, established a common set of standards and required 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 corps capable of operating in a joint environment with similar training, developmental experiences, and expertise.

All FAOs must be qualified in a principal military specialty. Studies undertaken by the Department have confirmed that qualification in a principal military specialty must be an absolute prerequisite for FAOs to be successful, regardless of Service. In FY 2001, there were 1,015 Army and 149 Marine FAOs designated, qualified or in training. In FY 2008, there are now over 1,600 in Army, Navy, Marines and the Air Force. In 2001, the Department did not have a standardized FAO program to meet the needs of the Joint Commander, to have a standard for FAOs across Service lines for training, education and language is a huge transformational success story.

SUPPORTING A NATIONAL AGENDA

We recognize that in order to increase language capability in the Department and achieve higher levels of language proficiency among our language professionals, we must assume a more proactive role in promoting and encouraging foreign language education in the American population. We need to be able to identify and recruit individuals who have the language skills and regional expertise we need. In June 2004, we convened a National Language Conference to begin dialog and stimulate thinking to this end. The

conference led to the development of a White Paper published by the Department outlining a number of key recommendations.

In January 2006, the President of the United States announced the National Security Language Initiative (NSLI). The Initiative was designed to dramatically increase the number of Americans learning critical need foreign languages such as Arabic, Chinese, Russian, Hindi, and Farsi. The Secretary of Defense joined the Secretaries of State and Education, and the Director of National Intelligence to develop a comprehensive national plan to expand opportunities for United States students to develop proficiencies in critical languages from early education through colleges. The White House provides ongoing coordination as partner agencies work to implement this plan. The focal point for this department's role in the National Security Language Initiative is the National Security Education Program (NSEP). NSEP represents a key investment in creating a pipeline of linguistically and culturally competent professionals into our workforce. NSEP provides scholarships and fellowships to enable American students to study critical languages and cultures in return for federal national security service. The universities, providing grants for the development and implementation of National Flagship Language Programs, specifically designed to graduate students at an ILR Level Three (3/3/3) language proficiency (in reading, listening and speaking modalities), in today's critical languages. These programs provide a major source of vitally needed language proficiency in the national security community.

As part of the Department of Defense's contribution to the National Security Language Initiative, we have expanded the National Language Flagship Program to

establish new programs in Arabic, Hindi, and Urdu and to expand the Russian flagship to a Eurasian program focusing on critical central Asian languages. The flagship effort serves as an example of how the National Security Language Initiative 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 programs for students to progress through elementary, middle, and high school and into universities with more advanced levels of language proficiency. This enables our universities to focus more appropriately on taking a student from an intermediate or advanced level to professional proficiency. While focusing on early language learning, this effort has already succeeded in enrolling ten students, as freshmen, from Portland, Oregon high schools in an experimental advanced, intensive four-year Chinese program at the University of Oregon. We have also awarded a grant to the Chinese Flagship Program at Ohio State University to implement a statewide system of Chinese programs. Finally, we awarded Michigan State University a grant to develop an Arabic pipeline with the Dearborn, Michigan school district, announced in conjunction with the Department of Education's Foreign Language Assistance Program grant.

Our second commitment to the president's National Security Language Initiative is the launching of the National Language Service Corps (NLSC) pilot program. This effort will identify Americans with skills in critical languages and develop the capacity to mobilize them during times of national need or emergency. The NLSC represents the first organized national attempt to capitalize on our rich national diversity in language

and culture. This organization has a goal of creating a cadre of 1,000 highly proficient people, in ten languages by 2010 and began recruiting in January 2008.

In 2007, the Department coordinated a series of regional summits to engage state and local governments, educational institutions, school boards, parents, and businesses at the local level in addressing foreign language needs. The National Security Education Program reached out to the proficiency of its three flagship universities – in Ohio, Oregon, and Texas to convene these summits and develop action plans that reflect an organized and reasonable approach to building the infrastructure for language education at the state and local level. Industry, academia, federal, state, and local governments, business, non-governmental organizations and our international partners must continue to work together in order to achieve our mutual goals.

Since 2004, the Department has led a national effort to address serious national shortfalls in foreign language expertise. We must increase both the number of different languages that we teach in our schools and the levels of proficiency. We recognize that we cannot address our own language needs or those of the broader national security community and federal sector without a strategic investment in the development of a more globalized professional workforce – one that is multi-lingual and multi-cultural.

We are pleased with the results of our own Department language transformation roadmap. However, we also recognize that in order to successfully address our ever-expanding needs we simply must invest long-term in key "leverage points" in the U.S. educational system. Enlarging the recruitment pool will serve to lower the Department's training costs and allow the Department to devote more time to mission-critical skills.

Moreover, as a side benefit, it will serve to change attitudes and increase the national capability to respond to military, diplomatic, economic and social needs.

CONCLUSION

Thank you for the opportunity to share the Department's language and cultural awareness transformation efforts. Our efforts are driven by the need to fulfill our nation's ability to shape and respond to national security challenges. We have been successful in building strategic language and cultural competency, which will influence future missions. Through policy and programmatic actions, we have taken the steps to institutionalize language and culture in our recruitment programs, compensation rules, plans, policies, training, and doctrine. We have made good progress in building a foundational framework that provides agility and flexibility to meet the changing language and culture demands of the future. Defense commitment to the development of these important competencies has never been stronger.

We will continue to work with our partners -- the military services, the Joint Staff, the Defense Agencies and the Combatant Commands toward continued transformation of these capabilities in the Department. Your continuing support and interest in our efforts and the efforts of other Federal agencies is very much appreciated as we continue this transformational journey.

QUESTIONS SUBMITTED BY MEMBERS POST HEARING

SEPTEMBER 10, 2008

QUESTIONS SUBMITTED BY DR. SNYDER

Dr. SNYDER. The Chairman's Language and Regional Expertise Planning Instruction, CJCSI 3126.01, states that "[l]anguage skills and regional expertise are critical 'warfighting skills' that are integral to joint operations." Similarly, DOD Directive 3126.01 states: "[i]t is DOD policy that: . . . Foreign language and regional expertise be considered critical competencies essential to the DoD mission and shall be managed to maximize the accession, development, maintenance, enhancement, and employment of these critical skills appropriate to the Department of Defense's mission needs." What is the significance of identifying these skills as critical warfighting skills or competencies in terms of organizing, training, and equipping the force? Please identify the other critical warfighting skills or competencies. Are language skills and regional expertise now considered to be on par with those other skills and competencies?

General LONGO. Identifying culture and foreign language skills as critical warfighting skills is an acknowledgement of the importance we place upon them. Today's Army Planners understand the necessity to include cultural and foreign language skills in all our contingency plans and operations. Operations in today's environment require our forces to operate with coalition partners and the local nationals in a variety of diverse languages and cultures as an expeditionary force.

In terms of organizing, training, and equipping the force, the Army has recognized the importance culture and language skills play in several of our title 10 U.S. Code responsibilities. As an example, we have organized and placed 09L (Interpreter/Translator) units in the force structure and plan to expand these skilled linguists from CENTCOM to PACOM and AFRICOM areas of responsibility. The Army has also identified and coded language positions in our general purpose forces outside of the intelligence and FAO communities (e.g., truck drivers, aircraft crew chiefs, and flight medics attached to Headquarters, U.S. Army South have a Spanish language requirement). In terms of training, we have significantly improved: our training capability at the Combat Training Centers with role players/evaluators; the availability of online foreign language training software and materials from DLIFLC and Rosetta Stone®; increased the Mobile Training Team education to units before deployment; and established the TRADOC Culture Center at Fort Huachuca, AZ. Finally, the Army has equipped our forces with translator/interpreter equipment (Sequoia) and various graphical training aids.

The Army views culture and foreign language competence in the general force as an important enabler for the execution of core individual and unit warfighting tasks as well as any other competencies. The Army needs different levels of capability in foreign language and culture in the general force versus the specialists in the force (e.g., Foreign Area Officer, Civil Affairs, Special Forces, Psychological Operations, Information Operations, linguists). The competence required for our specialists is critical to the planning and execution of operations. The competence required in both groups will primarily drive our education and training. The primary competency for the U.S. Army is the application of combat power. In order to execute our doctrine of full spectrum operations, we believe that culture and foreign language competence must become a core competence.

Dr. SNYDER. Since we are planning to employ general purpose forces to carry out irregular warfare missions like building partner capacity, conducting counterinsurgencies and stability operations—missions that have been traditionally conducted by special operations forces—should we be looking at the way special operations forces acquire and maintain their language, regional, and cultural skills as a model for doing the same with the general purpose forces?

General LONGO. During the development of the Army's Culture and Foreign Language Strategy, we looked at the special operations forces model in order to leverage ideas or approaches that could be applied to the general purpose forces. This included the special operations community's involvement in the initial development of the strategy to take advantage of their culture and foreign language expertise and to account for special operations in the strategy as culture professionals.

Both the Army Culture and Foreign Language Strategy and the special operations forces model are designed to serve current and future operations. However, the

strategy for the general purpose forces requires a much broader set of culture and language capabilities than that of the regionally focused special operations organizations.

Dr. SNYDER. Has the Language Roadmap or your Service's strategy for foreign language, cultural awareness and regional expertise changed the way you are recruiting, aside from the heritage speakers program? Would someone with foreign language skills be considered preferable to someone without them, all other things being equal? Are individuals with language skills placed on career paths or do they receive assignments that use those skills?

General LONGO. The Army has changed our strategy for recruiting foreign language, cultural awareness, and regional expertise. This change began with the 09L Heritage Speaker Interpreter/Translator in 2006, which is now been converted to a permanent military occupational specialty. The success of 09L program has led us to expand its focus beyond the CENTCOM languages into PACOM and AFRICOM. In addition to the 09L expansion, we are initiating several other programs that will enable the Army to access more language and culturally enabled Officers and Soldiers.

The Language Roadmap has changed the way we track language capability in the Army. As a direct result of the Roadmap, the Army is currently conducting a Language Self Assessment which to date has had over 83,000 responses of with roughly 53% self-identifying that they speak a foreign language; however, what we do not know is the level of their proficiency. We are trying new incentives to complete this task for the whole force such completing the survey a part of Initial Military Training and having the Human Resources Commander contact redeploying Commanders during the Rest Phase of Army Force Generation (ARFORGEN) to encourage completion.

On August 8, 2008, the Army implemented an ROTC recruiting pilot program that awards Critical Language Incentive Pay (CLIP) for cadets that study Arabic, Chinese-Mandarin, Hausa, Indonesian, Korean, Pashto, Persian-Dari, Persian-Farsi, Swahili, or Urdu. To date, approximately 130 students have expressed their intent to participate. This pilot program will allow the Army to evaluate whether the incentive will yield more junior officers with more foreign language capability in strategic languages.

Twelve universities are currently participating under the National Security Education Program (NSEP) grant to develop and teach strategic language courses for ROTC cadets. During Spring-Summer 2008, four universities of interest (San Diego State University, Indiana University, University of Mississippi, and University of Texas at Austin) taught courses to 58 cadets in either Arabic, Persian, Russian, Chinese, Pashto, or Korean.

A similar emphasis has also occurred at the United States Military Academy where currently 100% of all West Point cadets must take a foreign language. These requirements have recently doubled from two to four semesters of mandatory instruction.

All things being equal, someone with foreign language skills would be preferred to someone without—it is easier to turn a linguist a Soldier than to turn a Soldier into a linguist. Commanders understand the importance of language and cultural knowledge for the general purpose force and view cultural knowledge as the more valuable, sustainable, and transferrable of the two.

Individuals serving in language-coded billets have established career paths and receive assignments that use those skills. These language-coded billets include Interpreter/Translator, Cryptolinguists, Human Intelligence, Area Intelligence, Counter Intelligence, Signals Intelligence, Foreign Area Officers, Special Forces, Civil Affairs, and Psychological Operations military occupational specialties/functional career fields.

Dr. SNYDER. We know that there are established means for assessing levels of foreign language proficiency. How will you measure and assess cultural awareness proficiency? Please provide examples.

General LONGO. The Army's goal is to develop cultural capability in our leaders over the course of their career. The primary emphasis is on developing the knowledge and application of a general framework for understanding any culture, then reinforcing the ability to apply this culture general competence through the study of the culture of a particular region or country. In the later stages of career development, the individual will develop a deeper understanding about the culture of a particular region or country.

In order to measure and assess cultural proficiency, the Army is exploring utilization of three proficiency levels: cultural awareness, cultural understanding, and cultural expertise. They describe a level of performance that culture education and

training are designed to achieve in both cross-cultural competence (culture general competence) and regional competence (culture specific competence).

The first level of proficiency, cultural awareness, describes Soldiers who have foundational cross-cultural competence and a minimal level of regional competence. The second level of proficiency, cultural understanding, describes Soldiers and leaders with well developed cross-cultural competence and a comprehensive level of regional competence. These first two proficiency levels will apply predominantly to the general purpose force. The third level of proficiency, cultural expertise, describes culture professionals and leaders who possess an advanced level of cross-cultural competence and an advanced and sophisticated level of regional competence. While cultural expertise is mainly the realm of specialists, this proficiency level may also be attained by Soldiers who devote a significant amount of time to the study of a region and country, and language over the course of their career.

The Army envisions developing a means to measure these proficiency levels that is tied to the performance of individual and collective warfighting tasks for which culture capability is an enabler. The best minds of practitioners and theoreticians in the U.S. Government and academia are currently wrestling with how to measure and assess cultural awareness proficiency. I recently participated in a Cross-Cultural Communication Roundtable at the University of Maryland Conference Center, to discuss what constitutes cross-cultural communication, why it is important in today's world, and how to lay the foundation for building, sustaining, training, and measuring cross-cultural competency.

Dr. SNYDER. Lower level language capabilities are being more fully incorporated into the general force, yet the current testing is designed for language professionals, who have higher level language capabilities. How do you plan to evaluate language training provided to the general purpose forces? What measures or tests will be used? What challenges are associated with evaluating language capabilities for the general purpose force?

General LONGO. The Defense Language Proficiency Test (DLPT) is the current vehicle for measuring foreign language *proficiency* used by the Department of Defense. However, proficiency is only required of our language professionals who must have a broad-based knowledge that allow them to assimilate into a society, totally immersed in its language. The Army recognizes the DLPT is inappropriate for the general purpose force and is currently staffing development of *performance*-based testing that will provide a more accurate measurement of lower-level language capabilities. In the end, we want to be able to evaluate a soldier's ability to do his job or task in the target language (e.g., evaluated on his ability to man a check-point, not listen to and understand a local news broadcast).

The Army continues to develop language capability in the general purpose force for the following purposes:

1. Providing survival level skills prior to deployment.
2. Providing basic level foreign language instruction for an individual soldier to communicate in a foreign language, in order to effectively interact with people who speak that language.
3. Developing leaders who are able to adapt to functioning in a different foreign language by virtue of having learned another foreign language.
4 Providing the capability to understand and use language tools (e.g., automatic translation devices, interpreters).

The Army uses the above language capabilities as tools to prepare for, execute, and evaluate training scenarios at Combat Training Centers (CTCs) and to a limited extent, at home station and mobilization sites. Every deploying Brigade Combat Team receives a CTC rotation. During CTC rotations, heritage/native speaking role players provide evaluations on individual and unit language and cultural skills while performing warfighting tasks. Role players provide valuable feedback and insight into the effectiveness of unit interactions with local populations while accomplishing their tasks. The evaluation assesses whether a Soldier uses basic language skills and exercises cultural sensitivity to effectively perform their tasks.

The challenge associated with evaluating language capabilities for the general force will be in developing and tailoring the tests that will apply to the diverse set of tasks that our Soldiers must perform to support mission accomplishment for full spectrum operations in the desired languages. This will be no small task. For example, DLIFLC has developed language survival kits in 44 languages that are designed to familiarize the general purpose force with situations covering Civil Affairs, Medical, Air Crews, Cordon & Search, Force Protection, Military Police, and Public Affairs. Each one of these situations would require several tests to evaluate performance.

Dr. SNYDER. Will a unit's readiness reporting include indicators reflecting its foreign language skills readiness and cultural awareness readiness?

General LONGO. The Army's readiness reporting of a unit is based upon the organization's Modified Table of Organization and Equipment (MTOE). The MTOE includes, as part of position skill requirements, the Military Occupational Specialty (MOS) and Additional Skill Identifier (ASI) required by pay grade. In addition, a Language Identification Code (LIC) requirement is annotated for each position that requires a language skill. LIC is measured as a data point in the Army's readiness reporting system, but does not factor into the calculation of the unit's Personnel Readiness Level.

The Unit Status Report (USR) does not *specifically* address cultural awareness; however, commanders may provide comments about an assessment of cultural awareness training as part of the unit's training assessments and Mission Essential Tasks. Furthermore, many language and cultural skills are embedded in other tasks that are specifically addressed (e.g., a commander who rates Force Protection as a "T" (for Trained) has effectively also assessed language and cultural skills required for interaction with the local population as a "T" since they are embedded tasks). Since cultural awareness training is specific to the particular geographic region to which the unit is deploying, measuring cultural awareness in the USR as a generic metric is not applicable. However, units undergo specific training prior to deployment to a specific geographic region. This pre-deployment training is assessed as an integral part of the training plan for each unit.

Dr. SNYDER. Is foreign language proficiency a consideration for promotion outside of the linguist or foreign area officer career paths? Wouldn't making some set level of foreign language ability a criterion for advancement to general or flag officer and senior non-commissioned officer create a pipeline for the future?

General LONGO. Officers are promoted based upon their performance and demonstrated potential for future service. Foreign language proficiency is an important and valued skill for any Officer, and the Army clearly recognizes the applicability of the knowledge, skills, and abilities that language proficiency offers. The Officer Record Brief (ORB) is the first document in an Officer's record that is reviewed by a promotion or selection board panel. Language training and proficiency are among the most prominent entries on the ORB. However, they represent only part of the criteria that board members consider for officers in career fields that do not require foreign language proficiency.

While language training and proficiency are important, the Army does not use foreign language ability as a primary determinant when evaluating commissioned and noncommissioned officers' fitness for greater responsibility. The Army is, however, committed to improving this valuable skill and has implemented a number of incentives and funded language programs to improve the language capability.

Dr. SNYDER. How are you focusing assignments for the new FAOs, RAOs, RAS, PAS, and other regional experts to gain return on the investment and continue to develop their skills—will they get lost in the personnel system?

General LONGO. The Army is currently conducting a Chief of Staff of the Army (CSA) directed review of its Foreign Area Officer (FAO) program to ensure that it remains the program to emulate within DoD and reaffirm that FAOs are of critical importance during this era of persistent conflict. The Army also wants to make certain that those officers who have worked hard to become FAOs are being recognized for their efforts. The Army has a single track/singularly focused FAO program with a FAO Proponent Division on the Army Staff and dedicated Human Resources Command assignment officers who ensure Army FAOs are assigned to positions which will maximize the use of their language skills and unique training. Foreign Area Officers rarely serve in positions outside of the FAO career field. The Army assesses that 98% of Army FAOs currently serve in FAO billets or positions that require their unique language and cultural expertise and continue to be in high demand within the Army and Joint Community. FAO assignments are closely monitored and the Army's FAOs are not at risk of being "lost in the personnel system."

Dr. SNYDER. The Chairman's Language and Regional Expertise Planning Instruction, CJCSI 3126.01, states that "[l]anguage skills and regional expertise are critical 'warfighting skills' that are integral to joint operations." Similarly, DOD Directive 3126.01 states: "[i]t is DOD policy that: . . . Foreign language and regional expertise be considered critical competencies essential to the DoD mission and shall be managed to maximize the accession, development, maintenance, enhancement, and employment of these critical skills appropriate to the Department of Defense's mission needs." What is the significance of identifying these skills as critical warfighting skills or competencies in terms of organizing, training, and equipping the force? Please identify the other critical warfighting skills or competencies. Are language

skills and regional expertise now considered to be on par with those other skills and competencies?

Mr. MCDADE. The Air Force views cross-cultural competence (3C) as both a critical force enabler and warfighting skill. It is a cornerstone to the Air Force Culture, Region and Language Program and embedded throughout the Air Force Institutional Competency List (ICL). The ICL includes Employing Military Capabilities, Fostering Collaborative Relationships, Communicating, Global, Regional and Cultural Awareness, Strategic Communication, Building Teams and Coalitions and Negotiating.

There are many Air Force warfighting skills which enable the Air Force's mission to fly, fight and win in air, space and cyberspace. Through Global Vigilance, Global Reach and Global Power the Air Force provides the Joint Force Commander a range of capabilities for success. Cross-cultural skills, which include language and regional skills are an integral capability required for success as a force enabler and as a warfighter skill. But, just like every Airman is not a pilot, every Airman is not a linguist. Therefore, it will be dependent on the requirement and mission to determine which warfighting skills are the most critical.

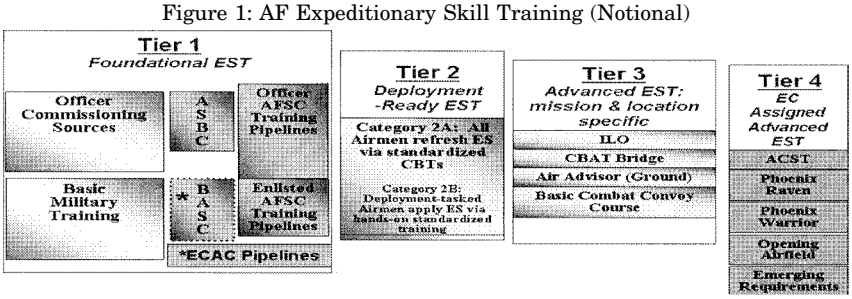
Dr. SNYDER. Since we are planning to employ general purpose forces to carry out irregular warfare missions like building partner capacity, conducting counterinsurgencies and stability operations—missions that have been traditionally conducted by special operations forces—should we be looking at the way special operations forces acquire and maintain their language, regional, and cultural skills as a model for doing the same with the general purpose forces?

Mr. MCDADE. The Air Force Culture, Region and Language (CRL) Program takes a deliberate approach to inculcating general purpose forces (GPF) based on Air Force-unique mission requirements with cross cultural competence (3C), which include language, regional and culture ability. Specifically, the Air Force's goal in this respect is have:

Airmen Developed and Sustained with Sufficient Cross-Cultural Capacity: Airmen with appropriate levels of cross-cultural knowledge, skills and attitudes who are able to meet Air Force mission needs and are able to surge for emergent requirements.

This approach allows for specific targeted development of GPF who will be engaged in irregular warfare missions, similar to targeted 3C development of Airmen. Additionally this program is based on the data and analysis gleaned from a RAND study and the scholarly work conducted by the Air Force Culture and Language Center at Air University. The Air Force determined that cross-cultural competency was a capability all Airmen required and that we needed to refocus our efforts to provide language and regional skills to targeted Airmen. The approach is based on the Air Force's planned model for Expeditionary Skills Training. This model (figure 1) provides targeted education and training to Airmen based on mission set and expeditionary requirements. Airmen will be targeted, beginning at accessions points and throughout their career.

Figure 1: AF Expeditionary Skill Training (Notional)



Dr. SNYDER. Has the Language Roadmap or your Service's strategy for foreign language, cultural awareness and regional expertise changed the way you are recruiting, aside from the heritage speakers program? Would someone with foreign language skills be considered preferable to someone without them, all other things being equal? Are individuals with language skills placed on career paths or do they receive assignments that use those skills?

Mr. MCDADE. The Air Force Recruiting Service makes every effort to match heritage speakers to linguist positions. If an individual is a heritage speaker, they're offered an opportunity to take the Defense Language Proficiency Test (DLPT) to de-

termine their proficiency level. If they score a minimum of 3/3, we seek to match them to language duty, if available.

Airmen in language inherent billets, to include cryptolinguist and regional affairs strategists, are placed on career paths that utilize their skills. In accordance with the AF Culture, Region and Language Program, language enabled Airmen will be provided language sustainment opportunities and utilized in language assignments based on mission requirements.

Dr. SNYDER. We know that there are established means for assessing levels of foreign language proficiency. How will you measure and assess cultural awareness proficiency? Please provide examples.

Mr. MCDADE. The Air Force's Culture, Region and Language Strategy will guide the development and measurement of four elements of Airmen's cross-cultural competence (3C): knowledge, skills, attitudes and learning approaches. Knowledge will be assessed using standard cognitive measures integrated into accessions programs and expeditionary training. These will be delivered to and measured in all Airmen through in-residence and on-line classes. Skills, particularly communicating, negotiating and relating across cultural differences, will be assessed primarily through exercises in role playing scenarios and simulations. Attitudes will be measured using scientifically valid psychometric instruments. Learning approaches will be assessed through capstone exercises, simulations, individual and leader surveys. Note that the 3C approach is broadly applicable to a variety of cultures and regions, rather than just one specific group or place, and is therefore well suited to Air Force requirements.

Dr. SNYDER. Lower level language capabilities are being more fully incorporated into the general force, yet the current testing is designed for language professionals, who have higher level language capabilities. How do you plan to evaluate language training provided to the general purpose forces? What measures or tests will be used? What challenges are associated with evaluating language capabilities for the general purpose force?

Mr. MCDADE. The Defense Language Proficiency Test (DLPT) System is the only DoD validated measure of language proficiency, based on the interagency language roundtable scale. Airmen must attain a valid score in order to qualify for foreign language proficiency pay. Therefore all Airmen will be evaluated for language ability using the DLPT.

As the Air Force progresses with developing Airmen-Statesmen, according to our Air Force Culture, Region and Language Program, there will be challenges to ensure the DoD has sufficient capability to assess speaking proficiency as well as proficiency at the sub 2/2 (reading/speaking) level. With the expansion of the GPF into irregular warfare, speaking ability, tested through an Oral Proficiency Interview, will be more in demand. The Air Force will continue to work with the Defense Language Steering Committee and the Defense Language Institute Foreign Language Center to articulate requirements and ensure availability of interviewers, especially in low density languages.

Dr. SNYDER. Will a unit's readiness reporting include indicators reflecting its foreign language skills readiness and cultural awareness readiness?

Mr. MCDADE. The DoD has developed, for use by the Services and Combatant Commands, the Language Readiness Index. The index will analyze service language proficiency and capability against Combatant Command requirements.

Dr. SNYDER. Is foreign language proficiency a consideration for promotion outside of the linguist or foreign area officer career paths? Wouldn't making some set level of foreign language ability a criterion for advancement to general or flag officer and senior non-commissioned officer create a pipeline for the future?

Mr. MCDADE. Foreign language proficiency is implicitly a consideration for promotion in all career paths within the Air Force. Air Force guidance to promotion board members, in-line with Deputy Secretary of Defense policy includes the following phrase: "Experience and education that contribute to broader cultural awareness and enable better communication in a global operating environment are crucial underpinnings to support strategic national interests."

The Air Force promotion system is designed to develop a diverse and capable Air Force leadership. There is no "single" trait that is a criterion. At the same time, the Air Force recognizes the need for Senior Leaders who are Airmen-Statesmen, with the capability to influence the outcomes of US, allied and coalition operations and to maximize operational capabilities by Building Partnership Capacity. This is achieved through A) the Developing Leaders goal of the Air Force Culture, Region and Language Program; B) making Global, Regional and Culture awareness, Communications, Building Teams and Coalitions, and Negotiating part of the Air Force leadership development policy; and C) Promotion Board Precepts.

Dr. SNYDER. How are you focusing assignments for the new FAOs, RAOs, RAS, PAS, and other regional experts to gain return on the investment and continue to develop their skills—will they get lost in the personnel system?

Mr. MCDADE. Both the Air Force International Affairs Specialist (IAS) program and Political-Military Affairs Specialist (PAS) program target future senior leaders to prepare them with the necessary political-military education and real world experience they will need as leaders at the highest level of responsibility in the Air Force and Joint arenas. The IAS program ensures a return on investment and continues to develop Regional Affairs Specialist (RAS) skills through a multi-faceted approach. The program is unique in that designated RAS Officers are dual-tracked between their FAO-type assignments and their primary Air Force specialty. This rotational assignment policy serves to provide a level of expertise not only to the specialized FAO community, but also to the GPF when RAS officers return to their "line" unit. This expertise inter-change pays dividends to all involved since a RAS officer stays current in their primary specialty, while also providing their functional communities with highly specialized culture, regional and language capability and expertise. Where possible, non-RAS assignments will also provide added RAS development, such that an assignment in a primary career field-related position occurs within the RAS geographic area of specialization. Additionally, there are language and regional enhancement programs designed to improve RAS officers' expertise, to include tutoring and language and area studies immersion to continue RAS skills development. For officers in the PAS program, we send select officers to training in preparation for a specific position as a PAS officer. Once an officer becomes a RAS or PAS officer, they receive a skill code designating them as such and we use these skill codes to track them throughout their Air Force career.

Dr. SNYDER. The Chairman's Language and Regional Expertise Planning Instruction, CJCSI 3126.01, states that "[l]anguage skills and regional expertise are critical 'warfighting skills' that are integral to joint operations." Similarly, DOD Directive 3126.01 states: "[i]t is DOD policy that: . . . Foreign language and regional expertise be considered critical competencies essential to the DoD mission and shall be managed to maximize the accession, development, maintenance, enhancement, and employment of these critical skills appropriate to the Department of Defense's mission needs." What is the significance of identifying these skills as critical warfighting skills or competencies in terms of organizing, training, and equipping the force? Please identify the other critical warfighting skills or competencies. Are language skills and regional expertise now considered to be on par with those other skills and competencies?

Admiral HOLLOWAY. Language, Regional Expertise, and Culture (LREC) skills identification allows for planning and inclusion of this skill set in future operational plans and training priorities. Navy considers LREC to be critical warfighting competencies in the execution of the Maritime Strategy and for Theater Security Cooperation efforts. However, these competencies are not required for every member of the service. Given the nature of these skills, training and equipping the force in all three LREC areas would require sizeable investments in resources and time, and would exceed Navy's needs. As indicated in our Language, Regional Expertise, and Culture Strategy, Navy's vision and end state for these skills is:

- Language fluency for some, but not all
- Regional expertise for some, but not all
- Cultural awareness for all

To ensure LREC skills are appropriately prioritized and aligned with other critical warfighting skills, Navy has integrated LREC skills into the Navy Mission Essential Task List (NMETL) process. NMETs form the critical building blocks for Fleet training, aligning unit training tasks with essential Navy missions to support national strategy. NMETs have matured over the last several years, and have developed necessary specificity to assess training with appropriate conditions and standards. Language and cultural awareness proficiencies have been established as specific Navy Tactical Tasks, associated with appropriate Navy Mission Essential Tasks, with appropriate training being assigned to fulfill the task. This will make LREC skills essential, critical capabilities, aligned with appropriate Navy missions. NMETs have evolved over the last several years, and, by comparison, mission-essential language/cultural awareness tasks are relatively new. Though mission essential LREC tasks are still evolving, they will be integrated into Navy missions where they are most critically needed.

To deliver required LREC training, Navy created the Center for Language, Regional Expertise, and Culture (CLREC) in Pensacola, Florida, and funds the Naval Postgraduate School's Regional Security Education Program which offers geographi-

cally relevant instruction to Navy strike groups underway. This training is augmented by Navy Professional Military Education (PME), which provides additional regional and cultural content. Additionally, the Naval Postgraduate School's Regional Security Education Program (RSEP) is an exceptional means for delivering tailored, regionally-focused education on political-military and culturally sensitive issues to deploying Naval forces.

Language and regional expertise very much are on par with other critical warfighting skills and competencies, such as maritime security, sea control, logistics, and disaster response. For some occupations such as Foreign Area Officers, cryptolinguists, naval attaches, etc., language fluency and regional expertise are essential. For the majority of other Navy occupations, these skills are valuable but not absolutely necessary. Cultural awareness, however, is a required core competency for all.

Dr. SNYDER. Since we are planning to employ general purpose forces to carry out irregular warfare missions like building partner capacity, conducting counterinsurgencies and stability operations—missions that have been traditionally conducted by special operations forces—should we be looking at the way special operations forces acquire and maintain their language, regional, and cultural skills as a model for doing the same with the general purpose forces?

Admiral HOLLOWAY. Yes, but only for training relevant to the specific mission of the General Purpose Force (GPF). For example, a Navy Expeditionary Combat Command unit will receive intensive cultural awareness and language familiarity instruction prior to deployments during which it will engage foreign nationals. Depending upon the mission assigned, other GPF within the Navy (e.g. individual officers and Sailors augmenting select ground forces overseas) also might benefit from this training model.

For the majority of the Navy GPF, however, this model would deliver more Language, Regional Expertise, and Culture (LREC) immersion than required by their missions. It also would compete with time needed to train in other mission-essential and combat-related skills. For example, the crew of a deploying submarine is unlikely to need intensive language training, but it certainly would benefit from basic cultural awareness instruction prior to foreign engagement. To optimize resources and maximize the training benefit, instruction must be tailored to the specific mission of the GPF. Navy does not simply promote a "one size fits all" response to LREC requirements related to Irregular Warfare (IW) missions.

To facilitate multiple levels of training, Navy established in February 2006 the Center for LREC (CLREC) at the Center for Information Dominance in Pensacola, Florida. CLREC provides pre-deployment training solutions in language and culture. This includes country studies on Navy Knowledge Online (NKO) and Mobile Training Teams (MTTs). CLREC also provides Cross-Cultural Competency and Language Familiarization material, which are self-paced instructional programs available via NKO.

Dr. SNYDER. Has the Language Roadmap or your Service's strategy for foreign language, cultural awareness and regional expertise changed the way you are recruiting, aside from the heritage speakers program? Would someone with foreign language skills be considered preferable to someone without them, all other things being equal? Are individuals with language skills placed on career paths or do they receive assignments that use those skills?

Admiral HOLLOWAY. Both the Defense Language Transformation Roadmap and the Navy Language, Regional Expertise, and Culture (LREC) Strategy put a premium on screening for foreign language skills in new accessions (officer, enlisted and civilian), but beyond Navy's Heritage Recruiting Program, neither significantly altered the existing recruiting process. Navy's compulsory screening of military recruits at all officer and enlisted accession points has resulted in visibility into the depth and breadth of foreign language skills in the Navy. Similarly, voluntary declarations of language skills across the Department of Navy civilian workforce have added another layer of potential linguistic capability. The information gathered is forwarded to the Navy Foreign Language Office (OPNAV N13F) for inclusion in a data base for analysis.

There is no preference for individuals with language skills except when recruiting to those billets that have specific language requirements. Under most circumstances, language is not a key factor in recruiting because the majority of Navy's annual recruiting requirement is for career fields with no language requirements. For example, the qualifications for a subsurface, surface, or aviation commission do not include language. On the other hand, foreign language would be viewed as a very positive attribute for a commission in naval intelligence or information warfare. In all cases, language ability is beneficial to the Navy, but it is of particular value in those occupations where it is likely be used.

Upon verification of language proficiency, candidates who qualify are informed about occupational fields in which their skills would be of particular value. For example, an enlisted prospect with strong language ability—and who desires to use the language skill—may be advised of ratings such as Hospital Corpsman, Storekeeper, or Master-at-Arms in which his or her linguistic skills are most likely to be exercised. It is important to note that in the vast majority of cases, Navy makes every attempt to place recruits into the career fields of their choosing. For example, a recruit with native Chinese language ability, but with extremely high math, science, and engineering skills, may opt for a highly technical occupation (such as advanced electronics) that does not require a language skill, but which is of equal value to the service.

Dr. SNYDER. We know that there are established means for assessing levels of foreign language proficiency. How will you measure and assess cultural awareness proficiency? Please provide examples.

Admiral HOLLOWAY. Until standards and guidelines are institutionalized within the Department of Defense (DoD), measuring cultural awareness proficiency will remain highly subjective and dependent on the knowledge and experience level of the instructor providing the training. Cultural awareness and regional area content are integral to our service academies (Naval Academy, Senior Enlisted Academy), reserve officer training programs, officer career training schools, recruit basic training, and Professional Military Education. Navy has established a Center of Excellence (CE) in Pensacola, Florida to oversee and standardize training and impart essential and mission-targeted cultural education to Sailors. The CE develops country and language familiarization packages and reviews Professional Military Education and Cultural and Regional Awareness Training for content. At the high end, the proficiency of Foreign Area Officers and other officers receiving in-resident instruction at war colleges is accounted for in degree transcripts.

Navy continues to work to develop methods for assessment within the force while relying on the overall performance of maritime and humanitarian assistance operations as a barometer for the successful institutionalization of cultural awareness in Navy doctrine. Recent operations include humanitarian deployments of USNS MERCY and USNS COMFORT. When DoD institutionalized standards and methods are developed, Navy will move forward to implement them in order to more accurately measure proficiency levels.

Dr. SNYDER. Lower level language capabilities are being more fully incorporated into the general force, yet the current testing is designed for language professionals, who have higher level language capabilities. How do you plan to evaluate language training provided to the general purpose forces? What measures or tests will be used? What challenges are associated with evaluating language capabilities for the general purpose force?

Admiral HOLLOWAY. The preferred method for testing foreign language proficiency within the Navy is the Defense Language Proficiency Test (DLPT) series of exams. When no DLPT exists for a particular language, the Defense Language Office (DLO) permits other types of tests on a case-by-case basis once they are certified for use by the Defense Language Institute Foreign Language Center (DLIFLC). Navy has made a great effort to ensure the DLPT series of exams is available to the force at Navy College Offices and testing centers both in the United States and abroad.

An additional component of the DLPT tests is the Oral Proficiency Interview (OPI) used to assess fluency in speaking and to infer listening ability in those cases where a certified test does not exist. The OPI is administered verbally in the target language. It is dynamic by nature in that the testing official, using his or her subjective judgment, adjusts the level of test difficulty in order to evaluate the appropriate level of language proficiency to assign. OPIs must be coordinated through the DLIFLC in Monterey, California, which then schedules one-on-one telephone calls between the examinee and a qualified instructor. DLIFLC uses its own faculty for many of the tests, but contracts State Department's Foreign Service Institute (FSI) or the American Council for the Teaching of Foreign Languages (ACTFL) when required. Identifying qualified examiners—particularly in less commonly taught languages such as Akan, Twi, Baluchi—can be a problem. It also can prove difficult to coordinate a connection across multiple time-zones.

Navy supports the current DLPT system, and in particular, the standards set by the latest revision, DLPT5. With that in mind, we remain open to other credible avenues for language proficiency evaluation in order to be ready to respond to the needs of our forward deployed operational forces.

Dr. SNYDER. Will a unit's readiness reporting include indicators reflecting its foreign language skills readiness and cultural awareness readiness?

Admiral HOLLOWAY. In June 2007, Navy implemented a Mission Essential Task (MET) for cultural awareness. Execution and completion of this MET will be tracked

via the Defense Readiness Reporting System, Navy (DRRS–N) and will be part of individual unit readiness reporting. Language skills readiness is only captured at the unit level for the small number of commands, predominantly in the Navy Special Warfare and Cryptologic communities, which have discrete language Navy Enlisted Classifications (NECs). This impact enters the Personnel Figure of Merit (PFOM) calculation used to inform the capability-based MET assessment. Additionally, Navy employs COGNOS, a business intelligence tool, to collate authoritative manpower and personnel data sources to monitor the pool of individuals with cultural awareness and foreign language skills.

In the future, a unit's language readiness will be accessible through the Language Readiness Index functionality of the Defense Readiness Reporting System which currently is under development as part of the Defense Language Transformation Roadmap.

Dr. SNYDER. Is foreign language proficiency a consideration for promotion outside of the linguist or foreign area officer career paths? Wouldn't making some set level of foreign language ability a criterion for advancement to general or flag officer and senior non-commissioned officer create a pipeline for the future?

Admiral HOLLOWAY. Foreign language proficiency currently is not a consideration for promotion outside of the linguist and Foreign Area Officer career paths. Precepts for promotion and selection boards do call out the value of foreign language or regional expertise acquired prior to or during a service member's career, and they emphasize the utility of those skills to the nation's Maritime Strategy.

Foreign language ability clearly could be a valuable attribute in the overall skill set of Navy Flag Officers, but few Navy Flag Officer assignments require proficiency. The same is true for senior Non-Commissioned Officers outside the cryptologic community. Mandating minimum foreign language proficiency levels for some or all of Navy's senior officers/enlisted force may yield greater aggregate linguistic capability for the force, but it would not create a pipeline or blueprint for future linguists.

Navy has taken the following steps to infuse the officer corps with language skills:

- Current promotion board precepts recognize language skill, cultural knowledge, and overseas experiences as critical competencies.
- Navy Flag Officers en route duties overseas are offered language familiarity training and tutors.
- The U.S. Naval Academy now requires four semesters of language for non-technical majors. New majors in Chinese and Arabic for the Class of 2010 have been instituted.
- 20–25 Naval ROTC Scholarships now are dedicated to Regional Studies/Language.
- In FY08 the Navy began purchasing 100 DLI Seats per year dedicated to non-FAO officer language training.

Dr. SNYDER. How are you focusing assignments for the new FAOs, RAOs, RAS, PAS, and other regional experts to gain return on the investment and continue to develop their skills—will they get lost in the personnel system?

Admiral HOLLOWAY. In September 2006, Navy established a Foreign Area Officer (FAO) restricted line community. The community support structure and leadership includes a Community Manager who is charged with oversight of FAO selections, professional development, and tracking of individual officer utilization, plus a Detailer who monitors individual FAO career growth and assigns him or her to a billet that will support both the individual's career needs and the requirements of the Navy. This team of officers, backed by the Navy's recently established Foreign Language Office, closely monitors individual FAOs career progression to ensure they are not lost in the system.

Once trained and designated a FAO, the officer can expect to have the following nominal career path in order to continue to develop his or her professional skills:

- First Assignment: Billet in the region/country of specialty requiring extensive use of recently acquired language skills and regional knowledge.
- Second Assignment: Staff or in country billet focused on the region of specialty. The billet will require extensive regional expertise, may not call for extensive language skills.
- Third Assignment: Billet in the region of specialty requiring use of language skills and extensive regional knowledge.

Follow on assignments will vary depending upon the direction of the officer's career development and the needs of the Navy, and could include such diverse assign-

ments as senior staff officer, attaché, military assist group, etc. The assignment is expected to focus on the region of specialty.

Dr. SNYDER. The Chairman's Language and Regional Expertise Planning Instruction, CJCSI 3126.01, states that "[l]anguage skills and regional expertise are critical 'warfighting skills' that are integral to joint operations." Similarly, DOD Directive 3126.01 states: "[i]t is DOD policy that: . . . Foreign language and regional expertise be considered critical competencies essential to the DoD mission and shall be managed to maximize the accession, development, maintenance, enhancement, and employment of these critical skills appropriate to the Department of Defense's mission needs." What is the significance of identifying these skills as critical warfighting skills or competencies in terms of organizing, training, and equipping the force? Please identify the other critical warfighting skills or competencies. Are language skills and regional expertise now considered to be on par with those other skills and competencies?

General LAKE. The significance of identifying language and cultural skills as critical competencies was essential in bringing about foundational transformation in the Department of Defense. By placing this statement in policy, it clearly informed DoD planners that they must consider these skills as they determine how to meet the post-9/11 challenges faced by the DoD today. The Defense Language Program has often cited this policy statement during drafting of doctrine, organization, training, materiel, leadership and education, personnel, and facilities (DOTMLPF) needed to conduct Irregular Warfare. As such, language and culture are recognized as critical warfighting competencies and embedded into longstanding DoD policy.

Today's operations increasingly require our forces to operate with coalition and alliance partners and interact with foreign populations in a variety of regions, with diverse languages and cultures. Given the focus on regional populations rather than opposing organized military forces, language and culture emerge as key enablers for success. Lessons learned have proven that appropriate foreign language skills and cultural awareness lead to fewer combat actions and reduced impact on the local populace. This in turn enhances good will which directly benefits forces engaged in Irregular Warfare operations.

The 34th Commandant of the Marine Corps, in his *The Long War* concept has identified four foundations of Marine Corps operations. These are

- Leadership and Professionalism
- Maneuver Warfare
- Task Organized, Combined Arms Capable, Multi-purpose Marines
- Cultural Awareness

Marines who are culturally and linguistically adept provide a significant force enabler to the Combatant Commander. Failure to understand the critical importance of culture and language in establishing and maintaining foreign relationships can significantly hamper Irregular Warfare efforts. To instill greater cultural awareness across the Marine Corps and build the linguistic capabilities of individual Marines, emphasis has been placed on culture and language training through mandatory pre-deployment training. Like the other critical warfighting skills, language and culture skills are assessed during the capstone Mission Rehearsal Exercises prior to deployment. Required pre-deployment training and assessment highlight the importance of ensuring units have these critical warfighting skills prior to operational deployment to the respective areas of operation.

Dr. SNYDER. Since we are planning to employ general purpose forces to carry out irregular warfare missions like building partner capacity, conducting counterinsurgencies and stability operations—missions that have been traditionally conducted by special operations forces—should we be looking at the way special operations forces acquire and maintain their language, regional, and cultural skills as a model for doing the same with the general purpose forces?

General LAKE. Areas of deployment are one of the main differences between Special Operations Forces and General Purpose Forces. As a general rule, Special Operations Forces operate in specified regions of the world while General Purpose Forces can be deployed globally at any time. Unlike the "traditional" warfighting skills, language, regional and cultural training can only be conducted once the region of deployment is determined. Lessons learned from regionally-focused Special Operations Forces can be carried over to the General Purpose Forces to enhance lesson plans for potential deployments.

The Marine Corps does not currently assign geographic regions to operating force units. However, recognizing that Special Operations Command (SOCOM) has a tremendously successful program for language and culture training, we maintain a working level relationship with the SOCOM Language Office (SOFLO) in addition

to the other service, DoD and US Gov agencies that provide and coordinate language and cultural training. Given that, it is important to understand that Marine Corps general purpose forces are not required to maintain language proficiency levels of that of SOCOM forces, nor that of personnel designated to maintain proficiency in a foreign language. The Marine Corps will continue to leverage other agency methods and models to improve the training curricula for language and cultural skills. As briefed during the hearing on 10 September 2008, the Marine Corps Career Marine Regional Studies program is applicable to the career force of Marines, both active and reserve, as is the current model of training and educating the total career force of Marines in regional cultural expertise and language skills.

Dr. SNYDER. Has the Language Roadmap or your Service's strategy for foreign language, cultural awareness and regional expertise changed the way you are recruiting, aside from the heritage speakers program? Would someone with foreign language skills be considered preferable to someone without them, all other things being equal? Are individuals with language skills placed on career paths or do they receive assignments that use those skills?

General LAKE. The Marine Corps welcomes officer candidates that possess foreign language skills; however, it is not a requirement or a determinate factor in receiving a commission. In an effort to increase the number of accessions assigned to the DC/E8 Cryptolinguist program, our Recruiting Command increased the enlistment incentive bonus from $4,000 in FY07 to $15,000 in FY08; the FY09 bonus will increase to $25,000, the highest bonus of all programs that we offer. In FY07, we recruited 232 individuals under the DC/E6 ($4,000) program; so far this year we have recruited 217 individuals under the DC/E8 ($15,000) program. We have also enlisted 82 more DD (intelligence) personnel in FY08 compared to FY07.

Recruiters are trained to ask if the applicant speaks or writes a foreign language (self-professed; no proof or testing required) and capture that result on the DD1966 Block 13 with 1st and 2nd language (using DoD Language Codes). Marine Corps recruiters have no way to gauge foreign language proficiency, therefore applicants who admit to a self-professed foreign language skill are not considered preferable when applying to enlist. On officer applicants, providing proof of proficiency, i.e. college course study, transcripts, degree, etc., is considered a positive attribute during the selection process.

Enlisted Marines who obtain a primary MOS requiring a foreign language (26XX) are placed on specific career paths to use their language skills. Enlisted Marines may also obtain an additional language skill designator if they qualify, but are not assigned language-required billets. The intent for these Marines is to provide interpreter capability to units.

Dr. SNYDER. We know that there are established means for assessing levels of foreign language proficiency. How will you measure and assess cultural awareness proficiency? Please provide examples.

General LAKE. We are in the initial stages of developing the process to measure and assess cultural awareness proficiency as part of a larger effort to define the need for regional and cultural competence in sufficient detail to provide personnel with the mission-critical knowledge and skills they need to meet mission requirements. We are working on the five action items listed in our October 2007 White Paper, *DoD Regional and Cultural Capabilities—The Way Ahead,* that ensure we have a coordinated and comprehensive approach to integrate regional and cultural competencies all the other competencies needed in the Total Force.

The five action items are: 1) Build a DoD Regional and Cultural Capabilities Strategic Plan; 2) Establish common terminology and a typology for identifying, developing, measuring, and managing regional and cultural capabilities; 3) Define and prioritize the Department's strategic and operational demands for regional and cultural capabilities; 4) Operationalize the Department's regional and cultural needs; 5) Partner with the public and private sectors in solutions.

The Marine Corps looks forward to future DoD-developed cultural awareness proficiency measurement and assessment policy. Until then, the Marine Corps will continue to adhere to Service-level cultural awareness and language proficiency pre-deployment assessment criteria and conduct assessments during the Mission Rehearsal Exercises prior to operational deployment. As Marine units take part in operational scenarios and navigate the "lanes" of the Mission Rehearsal Exercise, the Center for Advanced Operational Cultural Learning (CAOCL) evaluates individual Marines and the unit on six culture and communication skill areas. As an example, unit leaders are evaluated on Key Leadership Engagement, with points of observation such as 'frequency of engagement', 'greetings and pleasantries', and the 'conduct of meetings'. These skills and assessment areas are tailored to the culture of the region to which the unit will be deployed. Other evaluated topics include Communication, Managing Perceptions, Cultural Respect, Understanding Human

Terrain and Use of an Interpreter. This Service-level assessment ensures warfighters possess the region-specific culture and language skills to maximize the full potential of Marines prosecuting joint missions.

Dr. SNYDER. Lower level language capabilities are being more fully incorporated into the general force, yet the current testing is designed for language professionals, who have higher level language capabilities. How do you plan to evaluate language training provided to the general purpose forces? What measures or tests will be used? What challenges are associated with evaluating language capabilities for the general purpose force?

General LAKE. There is no minimum standard for language proficiency in the general purpose forces (GPF). The language training that is being provided for the GPF is introductory training and/or survival level skills.

There is, however, a small percentage of the GPF (20 Marines per year) that receive comprehensive training via the Defense Language Institute (DLI) as a reenlistment incentive. As with all graduates of DLI, those Marines are tested with the Defense Language Proficiency Test (DLPT).

All Marines who self profess a foreign language capability are encouraged to take the DLPT. According to DLI, the DLPT 5, the current DoD test of record for most languages, is not an accurate evaluation mechanism for Interagency Language Roundtable (ILR) sub 2 levels. For those Marines that believe they are sub 2, we encourage the Oral Proficiency Interview (OPI) as a means to accurately identify their skill level. Additionally, USSOCOM is currently working with OUSD to develop tests that accurately evaluate the lower levels of proficiency (ILR sub 2) and increase the availability of OPIs for ILR sub 2/2 service members. As those efforts mature, the Marine Corps will look to leverage those tests.

As an incentive to involve more Marines in language training, the Director of Intelligence, in his capacity as Senior Language Authority (SLA), updated the Marine Corps order on Foreign Language Proficiency Pay (FLPP) to include payment of tested language skills for all MOSs. Prior to this, only Marines in the Intel and Foreign Area Officer (FAO) MOSs were authorized FLPP. Additionally, we are now paying GWOT languages at the Interagency Language Roundtable (ILR) 1/1 level rather than at the previous minimum of 2/2. As we continue to achieve goals outlined in the DoD Language Transformation Roadmap and to emphasize regional and language expertise within our general purpose forces, we expect increasing numbers of Marines to gain with language capabilities for which they will rate FLPP. Additionally, language learning is now required within certain ROTC and Service Academy programs. Most of the officers who successfully complete these programs test at a minimum 1/1 level in GWOT languages, rendering them eligible for FLPP.

With the upcoming implementation of other culture and language initiatives such as the Career Marine Regional Studies program and the uploading of Rosetta Stone onto Marine Net, we expect additional Marines to test and gain eligibility for FLPP.

Dr. SNYDER. Will a unit's readiness reporting include indicators reflecting its foreign language skills readiness and cultural awareness readiness?

General LAKE. No. The present readiness reporting system of record, the Global Status of Resources and Training System (GSORTS), does not contain indicators for those. The Defense Readiness Reporting System (DRRS), which is under development, does not have indicators that would summarize a unit's readiness in those areas either. DRRS will have the ability to drill down into a unit's personnel records to find data on personnel with foreign language skills, but there is nothing for cultural awareness. DRRS will gather its personnel foreign language skill data from Service authoritative data sources. Presently, the pulls from those authoritative data sources are not: web enabled, validated, or tested.

Dr. SNYDER. Is foreign language proficiency a consideration for promotion outside of the linguist or foreign area officer career paths? Wouldn't making some set level of foreign language ability a criterion for advancement to general or flag officer and senior non-commissioned officer create a pipeline for the future?

General LAKE. No. The best and most qualified Marine Officers are selected for promotion regardless of MOS or language skills. It would be a mistake to make a set level of foreign language capability a requirement for GO/SNCO.

More requirements or restrictions would limit the eligible populations to be considered for selection. Furthermore, setting a foreign language skill requirement for promotion would require all officers be afforded the chance to meet the requirement. We would be mandated to provide time off to every single officer in order to both learn and maintain a foreign language, which would negatively impact time needed for other vital skills.

Dr. SNYDER. How are you focusing assignments for the new FAOs, RAOs, RAS, PAS, and other regional experts to gain return on the investment and continue to develop their skills—will they get lost in the personnel system?

General LAKE. The careers of Marine FAOs/RAOs are closely managed to ensure a balance of operational time in their primary MOSs with utilization tours in assignments that maximize a return on their FAO/RAO skills and progressively expand their expertise. Ideally, a FAO/RAO will serve as an attaché or Security Assistance Officer as an O–4/O–5, then, after a tour back in the operating forces, as the J–5/G–5 in a COCOM or Marine Component Command (MARFOR) as an O–6. There are, of course, many possible variations to this paradigm, but the idea of FAO/RAO billets increasing in responsibility and scope with increased rank and experience is key to continued development.

Furthermore, when serving operational tours in their primary MOSs, every effort is made to ensure that FAOs/RAOs are assigned to units with an operational orientation toward their region of expertise. In this way, their FAO/RAO skills can be leveraged by Marine Expeditionary Force (MEF) commanders even when they are not serving in a FAO/RAO billet.

Finally, various pilot programs to ensure skill sustainment for FAOs/RAOs, especially when they are not serving in a FAO/RAO billet, are under development to ensure those skills do not atrophy.

Dr. SNYDER. The Chairman's Language and Regional Expertise Planning Instruction, CJCSI 3126.01, states that "[l]anguage skills and regional expertise are critical 'warfighting skills' that are integral to joint operations." Similarly, DOD Directive 3126.01 states: "[i]t is DOD policy that: . . . Foreign language and regional expertise be considered critical competencies essential to the DoD mission and shall be managed to maximize the accession, development, maintenance, enhancement, and employment of these critical skills appropriate to the Department of Defense's mission needs." What is the significance of identifying these skills as critical warfighting skills or competencies in terms of organizing, training, and equipping the force? Please identify the other critical warfighting skills or competencies. Are language skills and regional expertise now considered to be on par with those other skills and competencies?

General PATTON. Identification of language and regional expertise as critical skills is the bedrock of transformational efforts. It ensures that the lessons learned from our current engagements are not lost and imbeds within the strategic guidance.

DOD guidance directs its components to increase foreign language skills and cultural capability by identifying and training personnel with high aptitude for learning foreign languages, as well as military personnel who conduct irregular warfare, perform stability operations, work with coalition partners or are involved in training and advising missions.

The Joint Staff has worked to incorporate language and regional expertise into an OSD strategic guidance and the *Joint Strategic Capabilities Plan* (JSCP), published in March 2008. The guidance provides strategic planning guidance and identifies foreign language for U.S. forces and English skills for allies as being important to security cooperation and campaign planning. It also reinforces the importance of language skills and regional expertise in regard to general purpose forces (GPF) and special operations forces (SOF). The JSCP implements this guidance and requires commanders to identify and prioritize language and regional expertise requirements critical to successful execution of their plans. In response to this guidance we expect that the combatant commands will identify increased requirements for language and culture as they plan for future engagements.

Critical warfighting skills vary by career field, unit type and mission. Language skills are critical warfighting competencies for intelligence, special operations forces and Foreign Area Officers, but they are enabling skills for others. A foreign language capability is not essential for aircraft repair or bridge construction, but it could enable communication, particularly for those service members involved in stability operations, negotiations or training and advising missions.

Dr. SNYDER. Since we are planning to employ general purpose forces to carry out irregular warfare missions like building partner capacity, conducting counterinsurgencies and stability operations—missions that have been traditionally conducted by special operations forces—should we be looking at the way special operations forces acquire and maintain their language, regional, and cultural skills as a model for doing the same with the general purpose forces?

General PATTON. The Joint Operating Concept (JOC) for Irregular Warfare (IW) signed by Secretary Gates in September 2007, states that executing IW campaigns will increasingly require the GPF to perform missions that in the last few decades have been primarily special operations forces activities. Language and regional expertise have traditionally been critical skills for special operations forces, but to engage in IW GPF personnel will need cultural and language training for the operational areas to which they will deploy. It is envisioned that these forces will be able to communicate the strategic message and that increased interaction abroad is an

opportunity to gain area familiarization and gather useful information about potential operational areas. Building partnership capacity will require the GPF to have a greater degree of language and cultural instruction.

It is essential that we maintain some balance between the need to expand IW mission capability and while ensuring that GPF remain prepared for the full spectrum of warfare. Special Forces model for all GPF could jeopardize other critical training time needed to ensure competency in traditional and non-traditional roles. This issue requires additional study.

Dr. SNYDER. Has the Language Roadmap or your Service's strategy for foreign language, cultural awareness and regional expertise changed the way you are recruiting, aside from the heritage speakers program? Would someone with foreign language skills be considered preferable to someone without them, all other things being equal? Are individuals with language skills placed on career paths or do they receive assignments that use those skills?

General PATTON. The Services continue to recruit based on their manpower requirements. The Defense Language Transformation Roadmap hasn't changed recruiting, but it has led to identification of self-professed language capability when recruits are assessed. I defer to the Services to make any additional comments.

Dr. SNYDER. We know that there are established means for assessing levels of foreign language proficiency. How will you measure and assess cultural awareness proficiency? Please provide examples.

General PATTON. OSD published regional proficiency skill level guidelines in DOD Instruction 5160.70 and the Joint Staff has published military planning guidance for regional expertise levels in the CJCSI 3126.01, "Language and Regional Expertise Planning". OSD has begun addressing how to measure and assess cultural awareness proficiency. The Joint Staff will participate with the Services and OSD on this effort and coordinate with combatant commands as needed.

Dr. SNYDER. Lower level language capabilities are being more fully incorporated into the general force, yet the current testing is designed for language professionals, who have higher level language capabilities. How do you plan to evaluate language training provided to the general purpose forces? What measures or tests will be used? What challenges are associated with evaluating language capabilities for the general purpose force?

General PATTON. The Defense Language Proficiency (DLPT) 5 and the Oral Proficiency Interview (OPI) are the two currently available testing methodologies. DLPT5s are available either in a lower-range test that gives scores from 0+ to 3 on the Interagency Language Roundtable (ILR) scale, or in an upper-range test that gives scores from 3 to 4 on the ILR. Some languages have only a lower-range test; some have only an upper-range test; and some have both. The OPI usually differentiates listening and speaking skills up to level 2 on the ILR. When addressing lower level testing for general purpose forces the large number of people to be tested poses one challenge. Determining the best content and methodology are two other challenges. This is an issue that must be addressed in the next phase of language transformation.

Dr. SNYDER. Will a unit's readiness reporting include indicators reflecting its foreign language skills readiness and cultural awareness readiness?

General PATTON. The Department readiness reporting systems currently have the capability of assessing language skill readiness, but only if the unit has a designed language requirement. Unit reporting in the Global Status of Resources and Training (GSORTS) measures the personnel, equipment and training readiness of a unit. If a unit has a language requirement deemed a critical skill, the unit's language status would be captured in GSORTS metrics (or commander comments to the report). If there is no specified requirement, language is not considered a readiness metric.

Language and cultural awareness readiness for general purpose force units is difficult to measure until the unit's mission and destination are known. Once they know where they are going, the unit can refine training and readiness assessments in accordance with the operational area.

As the Department migrates to OSD's Defense Readiness Reporting System (DRRS), the Language Readiness Index (LRI) which is integrated into DRRS will be able to pull personnel data for each unit from Service authoritative data sources. Data will include unit members by name and language skills (if any). The combination of DRRS and LRI will enable assessment of a unit's language readiness as well as a Services-wide search for specific language capability. LRI will also be used to compare regional expertise requirements with a unit's capability.

Dr. SNYDER. Is foreign language proficiency a consideration for promotion outside of the linguist or foreign area officer career paths? Wouldn't making some set level of foreign language ability a criterion for advancement to general or flag officer and senior non-commissioned officer create a pipeline for the future?

General PATTON. The Deputy Secretary of Defense asked the Departments to review promotion board precepts to ensure that language and cultural awareness are valued attributes. This will particularly help shape the future senior officer corps. Officers pay close attention to what is expected of them and those who aspire to the higher grades will ensure that they develop the right skills.

The Services have expanded both the availability of foreign language education and opportunities for immersion at their academies. They have also added established language requirements for graduation. These changes will shape the future senior leaders.

The Joint Staff has made cultural awareness a Joint Professional Military Education (PME) requirement for Primary, Intermediate and Senior levels of education and published appropriate policy. A soon to be published update to Enlisted PME Policy includes a greater focus on cultural awareness in the E–6 and above courses. These PME standards will also shape the skills of senior officer and enlisted leaders.

While relatively few general officer or flag officer assignments require language expertise, we are shaping the pool of future senior leaders.

Dr. SNYDER. What are DOD's plans for developing Phase II of the Roadmap (The Way Forward)? To what extent will this Phase II incorporate key elements of strategic planning, such as strategic goals and implementation tasks based on a needs analysis, linkage of these goals and tasks to funding, and metrics to assess progress?

General PATTON. OSD is leading the development of goals, objectives and tasks for Phase II of the Roadmap. One issue that we must address is linking requirements identified in plans to how the Services build language capacity. Another important issue is addressing the need to test language skills at the lower levels. The Joint Staff is working collaboratively with other members of the Defense Language Steering Committee in developing the way ahead. OSD expects to have the plan completed by Spring 2009.

Dr. SNYDER. Shouldn't certain positions, like combatant commanders, their staffs, and Joint Staff positions, require some foreign language skills and regional expertise? Who, today, in those organizations would typically be required to have those kinds of skills and background?

General PATTON. Select combatant command and Joint Staff positions do require regional expertise. Today, there are Foreign Area Officers (FAOs) within the combatant commands and on the Joint Staff. These officers provide professional level language and regional expertise skills. We currently have 28 FAO billets on the Joint Staff. They are utilized primarily for their regional expertise in the Strategic Plans and Policy Directorate. This total doesn't include the J–2 whose report is sent through DIA. Recognizing the value that FAOs bring to the strategic environment, the combatant commands are increasing their requirements for FAOs. In FY 07 there were a total of 294 FAO positions in the combatant commands; this total is projected to grow by 21 percent over the FYDP to 357 billets.

Senior leadership should also have some level of regional expertise wherever they are assigned. Looking at the broader context of qualifications for general and flag officers, effective 1 October 2008, designation as a joint qualified officer became an active duty requirement for promotion to flag or general officer. To earn that qualification, an officer must have completed both phases of Joint Professional Military Education (JPME) and have a joint duty assignment.

JPME policy requires completion of specific learning objectives that ensure senior officers understand key cultural differences and their implications for interacting with people from a culture. JPME expects leaders to be able to apply an analytical framework that incorporates the role that factors such as geopolitics, geostrategy, society, culture and religion play in shaping the desired outcomes of policies, strategies and campaigns in the joint, interagency, and multinational arena.

Officers who want to be competitive know that they must complete JPME. These requirements will shape the pool of senior officers, while not restricting the pool of officers eligible to fill joint billets. Foreign language skills are not critical to most combatant command billets, Leadership ability and experience are paramount, while language skills would be value added.

Dr. SNYDER. The Chairman's Language and Regional Expertise Planning Instruction, CJCSI 3126.01, states that "[l]anguage skills and regional expertise are critical 'warfighting skills' that are integral to joint operations." Similarly, DOD Directive 3126.01 states: "[i]t is DOD policy that: . . . Foreign language and regional expertise be considered critical competencies essential to the DoD mission and shall be managed to maximize the accession, development, maintenance, enhancement, and employment of these critical skills appropriate to the Department of Defense's mission needs." What is the significance of identifying these skills as critical warfighting

skills or competencies in terms of organizing, training, and equipping the force? Please identify the other critical warfighting skills or competencies. Are language skills and regional expertise now considered to be on par with those other skills and competencies?

Mrs. MCGINN. The DoD Directive you are referencing is DoDD 5160.41E, not DoDD 3126.01. The publication of DoD Directive 5160.41E, Defense Language Program, in October 2005, was a landmark update of defense language policy that had not been updated since 1988. To my knowledge, this is the first time that the Department identified foreign language and regional expertise as skills critical to our DoD missions, and it was an essential first step in our overall transformation. The language in the Directive was broadly agreed to in the Department and reinforced in the deliberations and publication of the Quadrennial Defense Review and subsequent policy documents. Other critical competencies are determined by the Military Departments in consideration of their individual mission requirements.

The significance of identifying language and cultural skills as critical competencies has been reflected in the initiation and subsequent growth of the 09L interpreter/translator program in the Army; heritage recruiting programs initiated by the other Departments; increased language instruction for officers pre-accession; growth of language translation and interpretation technology; broad expansion of pre-deployment training; incorporation of regional, cultural, and some language training into professional military education; and the improvements in foreign language proficiency pay to incentivize language learning and sustainment. It is also reflected in the groundbreaking action to conduct a self-assessment to determine potential language capability in the force, through which we have identified over 217,200 members who profess to have proficiency in a language of strategic interest to the Department. The growth of our joint Foreign Area Officer programs is also reflective of the acknowledgement of the strategic importance of these skills.

Dr. SNYDER. Since we are planning to employ general purpose forces to carry out irregular warfare missions like building partner capacity, conducting counterinsurgencies and stability operations—missions that have been traditionally conducted by special operations forces—should we be looking at the way special operations forces acquire and maintain their language, regional, and cultural skills as a model for doing the same with the general purpose forces?

Mrs. MCGINN. While there are lessons to be learned from the special operations approach, area of deployment is one of the main differences between Special Operations Forces and General Purpose Forces. As a general rule, Special Operations Forces operate in a specified region of the world, whereas General Purpose Forces could potentially be deployed anywhere in the world at a moment's notice. Unlike "traditional" war fighting skills, language, regional, and cultural training for these forces need to be completed after the area of deployment is determined. One of the transformational changes reflected in Department of Defense Directive 5160.41E requires as policy that "military units deploying to, 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." We have created pre-deployment materials and deployed mobile training teams through the Defense Language Institute Foreign Language Center. The Military Services have also established tailored pre-deployment training. The Special Operations Command Senior Language Authority participates in the Defense Language Steering Committee and is part of our deliberations on foreign language needs. Through that forum, we can discover lessons learned from the Special Operations Forces to help inform future efforts for the General Purpose Forces.

Dr. SNYDER. Has the Language Roadmap or your Service's strategy for foreign language, cultural awareness and regional expertise changed the way you are recruiting, aside from the heritage speakers program? Would someone with foreign language skills be considered preferable to someone without them, all other things being equal? Are individuals with language skills placed on career paths or do they receive assignments that use those skills?

Mrs. MCGINN. All Services continue to recruit to their requirements. However, the Defense Language Transformation Roadmap has affected the processes employed. For example, the Services now screen newly accessed personnel for language skills. These are entered into the Defense Manpower Data Center database for tracking purposes. The Defense Language Aptitude Battery is more widely used to determine which recruits have the aptitude to learn the more difficult languages. Officers, especially, are now more likely to enter service with language skills due to the improved course offerings in their commissioning programs. This provides opportunities for individuals to leverage skills while in the performance of their core duties and perhaps position themselves for admission into the Services' Foreign Area Officer programs.

Individuals recruited for language skills are normally recruited for the specialties that require those skills, such as cryptologic linguists. These specialties have clear career paths and personnel who qualify (attain the necessary language proficiency) serve in specific unit manning document positions. These Service members are trained in the language at Department of Defense schools, and then moved to their units of assignment to begin their duties and increase their skill levels to professional level.

Dr. SNYDER. We know that there are established means for assessing levels of foreign language proficiency. How will you measure and assess cultural awareness proficiency? Please provide examples.

Mrs. MCGINN. We are in the initial stages of developing the process to measure and assess cultural proficiency. This is a part of a larger effort to define the need for regional and cultural competence in sufficient detail to provide personnel with the mission-critical knowledge and skills they need to meet mission requirements. We are working on the five action items listed in our October 2007 White Paper, *"DoD Regional and Cultural Capabilities—The Way Ahead,"* that are designed to ensure we have a coordinated and comprehensive approach to integrate regional and cultural competencies into all the other competencies needed in the Total Force.

The five action items are: 1) Build a Department of Defense (DoD) Regional and Cultural Capabilities Strategic Plan; 2) establish common terminology and a typology for identifying, developing, measuring, and managing regional and cultural capabilities; 3) Define and prioritize the Department's strategic and operational demands for regional and cultural capabilities; 4) Operationalize the Department's regional and cultural needs; and, 5) Partner with the public and private sectors in solutions.

In September of this year, we conducted a cross-cultural roundtable discussion that included experts from business and academia. This roundtable addressed the second and the fifth goals of the White Paper. The roundtable provided the forum for the presentation, discussion, and debate on the issues surrounding cross-cultural and inter-cultural communications. The roundtable provided an opportunity for participants to exchange ideas and best practices and identify potential areas of cooperation that will help us move from theory to practice.

The roundtable was a multi-disciplinary partnership between government, academia, and the private sector and sought to further our understanding of cross-cultural communication in a globalized world. The roundtable included three working groups who presented information and their insights on what constitutes cross-cultural communication, why it is important in today's world, and how best to lay the foundation for building, sustaining, and training cross-cultural competency. The discussions that followed each presentation were rich with personal insights and experiences, candid comments, and lively exchanges with a solid balance of theoreticians and practitioners. We met the roundtable objectives, but we know that we still have a long road ahead of us. This cross-sector discussion has been an important first step. The Department is going to continue this comprehensive and cooperative joining of government, academia, and the private sector to guarantee future successes. Defining cross-cultural communication is a new discipline for academia as well as for DoD and we recognize that more work needs to be done and will continue this collaboration.

In February of this year, we formed the Defense Regional and Cultural Capabilities Assessment Working Group to address, in detail, the second goal of the White Paper. Three sub-working groups are looking at how to:

1. Develop definitions and terms of reference for language capabilities, regional capabilities (both global and culture-specific competencies), and cultural capabilities (to include country, region, and transformational).
2. Develop global cross-cultural developmental and assessment models for all military and civilians that identify cross-cultural competencies at key accession points and leadership/management levels; and develop a set of macro-learning objectives for these cross-cultural competencies that are aligned with official DoD definitions for language, regional, and cultural capabilities; and
3. Develop a professional development and assessment model for Defense-wide area "area specialists," e.g., Foreign Area Officers, Intelligence and Language Analysts, etc., that provides a flexible, multi-disciplinary, systematic framework for identifying, assessing, and tracking area specialists in support of a mission-driven, enterprise-wide human capital management process.

The working groups are making progress and will provide updates to the Defense Language Steering Committee.

Dr. SNYDER. Lower level language capabilities are being more fully incorporated into the general force, yet the current testing is designed for language professionals, who have higher level language capabilities. How do you plan to evaluate language training provided to the general purpose forces? What measures or tests will be used? What challenges are associated with evaluating language capabilities for the general purpose force?

Mrs. MCGINN. Appropriate end-of-course tests are developed for the courses of training that Service members currently attend. The Services are also developing performance-based tests for follow-on assessment at the lower skill levels. The Defense Language Institute Foreign Language Center is working on an Oral Proficiency Interview (computerized) that will be used to test proficiency at the lower skill levels. As Service members increase their language proficiency, they will be able to take the standard language proficiency tests. Language training in the General Purpose Forces must be relevant to the unit mission, the tasks Service members must perform, and the conditions under which they will perform them. The broad range of unit missions in the General Purpose Forces continues to make pertinent language training evaluation challenging.

Dr. SNYDER. Will a unit's readiness reporting include indicators reflecting its foreign language skills readiness and cultural awareness readiness?

Mrs. MCGINN. Some units' readiness might include indicators reflecting its foreign language readiness. Although cultural awareness is provided to all personnel prior to deployment, it is not currently reported as part of a unit's readiness. With language and culture identified as key capabilities, we must be able to identify, capture, and document the language and culture capabilities of the Total Force and match those against the requirements to determine risk. It is imperative to know what resources are available and have the ability to match them against Department of Defense (DoD) Agencies, Combatant Commands, and the Services requirements quickly and precisely. The Language Readiness Index (LRI) is a tool created to measure the percent of operational and contingency needs that can be met with the projected inventory.

The LRI is a direct result of the Defense Language Transformation Roadmap and will provide a wide array of management information to key personnel within the DoD Agencies, Combatant Commands, and the Services. It is not an assignment tool, rather it is designed to identify potential shortfalls in language capability so decision makers can assess risk and take appropriate action. The governing instructions for the LRI are contained in DoD Instruction 5160.70, "*Management of DoD Language and Regional Proficiency Capabilities,*" and in the Chairman of the Joint Chiefs of Staff Instruction 3126.01, "*Language and Regional Expertise Planning.*" Future spirals will include civilian data, a Cultural and Regional Awareness Module placeholder, a strategic plan on how to add language sources other than the military into the application, and new management reports. Additionally, it will be able to run various "what if" scenarios against plans to determine language capability gaps.

We have created the LRI as an application in the Defense Readiness Reporting System (DRRS). DRRS is the Department's single readiness reporting system and will be able to track detailed information on forces, down to the individual level, and provide accurate, authoritative data. When complete, DRRS will consist of a network of applications, including the LRI, that provide force managers at all levels with the tools and information and ability to identify the gaps and assess the risks of conducting operations.

Linking the LRI to DRRS ensures an integrated and synchronized approach to assessing Defense readiness across the Department.

Dr. SNYDER. Is foreign language proficiency a consideration for promotion outside of the linguist or foreign area officer career paths? Wouldn't making some set level of foreign language ability a criterion for advancement to general or flag officer and senior non-commissioned officer create a pipeline for the future?

Mrs. MCGINN. The Defense Language Transformation Roadmap tasked the Military Departments to make foreign language ability a criterion for general officer/flag officer advancement. To help accomplish this, the Deputy Secretary of Defense published promotion board guidance for the Secretaries of the Military Departments. The guidance requests that the Military Departments review and revise promotion board precepts to ensure that language and cultural awareness, among other issues, receive the right degree of emphasis.

To ensure a future pool of officers with these skills, each of the Service Academies has established foreign language course requirements, as outlined in my testimony. Senior Reserve Officers' Training Corps programs also encourage enrollment in foreign language programs. This will lead to a broader pool of officers with foreign language skills for promotion and assignment considerations.

For the enlisted force, our recruits most often graduate from our nation's public schools, which often do not include a mandate for foreign language study for high school graduation. The work we are doing with our Federal partners to improve and expand foreign language education in our nation's schools is an attempt to broaden the base of foreign language competency in our forces.

Dr. SNYDER. What are DOD's plans for developing Phase II of the Roadmap (The Way Forward)? To what extent will this Phase II incorporate key elements of strategic planning, such as strategic goals and implementation tasks based on a needs analysis, linkage of these goals and tasks to funding, and metrics to assess progress?

Mrs. MCGINN. As with the development of the original Defense Language Transformation Roadmap, our planning efforts for "Phase II" have begun with an understanding of our current environment through the validation or adjustment of the original Roadmap assumptions and goals. The resulting new or revised assumptions and goals will identify the tasks required to continue progress toward building language, culture, and regional proficiency capability in the Department. As with the current Roadmap, they will also form the basis for future budget requests. Metrics will be set to assess progress, as appropriate.

Dr. SNYDER. Shouldn't certain positions, like combatant commanders, their staffs, and Joint Staff positions, require some foreign language skills and regional expertise? Who, today, in those organizations would typically be required to have those kinds of skills and background?

Mrs. MCGINN. The Joint Staff and the Combatant Commands (COCOMs) have Foreign Area Officer (FAO) billets, which require foreign language and regional expertise skills. FAOs are assigned as political-military officers, country/regional desk officers, liaison officers, and security assistance officers at the Joint Staff and COCOMs. According to the Fiscal Year (FY) 2007 Department of Defense Annual FAO Report, the COCOMs and Joint Staff have a total of 322 FAO billets, with 273 of those filled. Over the Future Years Defense Program, FAO billets will increase 20 percent, to 385 billets by FY 2014.

In addition to their FAO personnel, the Air Force and Marine Corps have commissioned officers that have regional expertise but no foreign language skill. They are called political-military affairs strategists and regional affairs officers, respectively. These officers are assigned to the COCOMs and Service Component Commands and provide critical capability to the operating forces.

○