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A NATIONAL SECURITY CRISIS: FOREIGN LANGUAGE CAPABILITIES IN THE FEDERAL GOVERNMENT

HEARING

BEFORE THE

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

OF THE

COMMITTEE ON HOMELAND SECURITY AND GOVERNMENTAL AFFAIRS UNITED STATES SENATE

ONE HUNDRED TWELFTH CONGRESS

SECOND SESSION

MAY 21, 2012

Available via the World Wide Web: http://www.fdsys.gov

Printed for the use of the Committee on Homeland Security and Governmental Affairs

U.S. GOVERNMENT PRINTING OFFICE

75–214 PDF WASHINGTON : 2012

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
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A NATIONAL SECURITY CRISIS: FOREIGN LANGUAGE CAPABILITIES IN THE FEDERAL GOVERNMENT

MONDAY, MAY 21, 2012

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

The Subcommittee met, pursuant to notice, at 2:35 p.m., in Room SD–342, Dirksen Senate Office Building, Hon. Daniel K. Akaka, Chairman of the Subcommittee, presiding.

Present: Senators Akaka.

OPENING STATEMENT OF CHAIRMAN AKAKA

Senator AKAKA. Thank you all for being here. I call this hearing of the Subcommittee on Oversight of Government Management, Federal Workforce, and the District of Columbia to order.

I want to welcome our witnesses. Aloha and thank you for being here.

As Chairman of the Subcommittee, I have held seven oversight hearings that emphasized the need to build the Federal Government's foreign language skills, from developing a foreign language strategy to improving U.S. diplomatic readiness. This is my final hearing on this topic.

Today, we will review the importance of foreign languages to our national security and our economy. We will also examine the State of the Federal Government's foreign language capabilities and consider ways to improve our Nation's language capacity.

Last year, we marked the 10th anniversary of the September 11, 2001, terrorist attacks. This tragic event exposed our Nation's language shortfalls. The 9/11 Commission raised concerns about the shortage of personnel with needed Middle Eastern language skills at both the Federal Bureau of Investigation (FBI) and the Central Intelligence Agency (CIA), which hindered our understanding of the threat. These agencies, as well as the Departments of State, Homeland Security, and Defense continue to experience shortages of people skilled in hard-to-learn languages due to a limited pool of Americans to recruit from. Because of these shortages, agencies are forced to fill language-designated positions with employees that do

not have those skills. Agencies then have to spend extra time and funds training employees in these languages.

As U.S. businesses of all sizes look to expand, they need employees with the foreign language skills and cultural knowledge to access overseas markets. Our national and economic security is closely linked to how well our schools prepare students to succeed in a global environment. Experts indicate that learning languages starting at the K–12 levels develop higher language proficiency than those starting in college.

The Federal Government must partner with schools, colleges, and the private sector to address this ongoing challenge at its root cause: Our Nation's failure to adequately invest in language education, starting at early ages.

Even in a difficult budget environment, we must fund important international education and foreign language study programs to build the pipeline to a 21st century workforce, including the Foreign Language Assistance Program (FLAP). We must make sure that budget cuts are not at the expense of strategic national security interests. Short-sighted cuts, for example, to the Department of Education's Title VI program, could severely undermine the progress we have made in this area.

Today, we will hear about agencies' progress on their language capabilities. However, I believe agencies can do more to coordinate and share best practices in recruiting, retaining, and training personnel. Furthermore, I strongly believe that a coordinated national effort among all levels of government, industry, and academia is needed to tackle the problem before us. If we work together, we can improve our Nation's language capacity and effectively confront the challenges to our Nation's security and economic prosperity.

I look forward to hearing from our witnesses today and continuing the discussion on how we can address our Nation's language needs.

Former Senator David Boren of Oklahoma, who has been a longtime advocate on this issue and was a friend while he was here, was kind enough to provide a statement for this hearing. He continues to urge that we invest in comprehensive language training and to address this language crisis.

I will submit his statement[1] for the record.

Senator AKAKA. I look forward to hearing from our first panel of witnesses and welcome again you here today. Eduardo Ochoa, who is Assistant Secretary for the Office of Postsecondary Education (OPE) at the U.S. Department of Education.

Linda Thomas-Greenfield, the Director General of the Foreign Service and Director of Human Resources at the U.S. Department of State.

Dr. Laura Junor, the Deputy Assistant Secretary of Defense for Readiness at the U.S. Department of Defense (DOD).

Ms. Tracey North, who is the Deputy Assistant Director of the Intelligence Operations Branch, of the Directorate of Intelligence, for the Federal Bureau of Investigation at the Department of Justice (DOJ).

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[1] The statement of David Boren appears in the appendix on page 156.

And, Mr. Glenn Nordin, the Principal Foreign Language and Area Advisor for the Office of The Undersecretary of Defense Intelligence at the U.S. Department of Defense. He is representing the Director of National Intelligence.

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

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

Mr. OCHOA. I do.

Ms. THOMAS-GREENFIELD. I do.

Ms. JUNOR. I do.

Ms. NORTH. I do.

Mr. NORDIN. I do.

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

Before we start, I want you to know that your full written statements will be made a part of the record and I would also like to remind you to please limit your remarks to 5 minutes.

Mr. Ochoa, will you please proceed with your statement?

TESTIMONY OF HON. EDUARDO OCHOA,[1] ASSISTANT SECRETARY, OFFICE OF POSTSECONDARY EDUCATION, U.S. DEPARTMENT OF EDUCATION

Mr. OCHOA. Thank you. Good afternoon, Chairman Akaka.

Thank you for the opportunity to appear before the Subcommittee today. My name is Eduardo Ochoa and I am the Assistant Secretary for Postsecondary Education at the U.S. Department of Education. I am pleased to provide testimony for this hearing on national security and Federal foreign language capabilities. I particularly appreciate your focus on this issue as I have direct experience having been born in Buenos Aires, Argentina, where I attended bilingual schools until my family moved to the United States during my junior year of high school. I can tell you I personally understand the importance of foreign language programs as they not only provide students with a better understanding of other cultures, but they also provided me with a unique insight and appreciation of my own culture and language.

Before providing an overview of our programs, let me express the Department's appreciation of your strong, longstanding support for the advancement of foreign language learning in this country.

The Department believes it is imperative that we improve our Federal Government's foreign language capabilities. In keeping with this belief, the Department recently adopted a fully articulated international strategy designed to simultaneously advance two goals: Strengthening the educational attainment of U.S. students and advancing our Nation's international priorities. A key objective of our plan which is particularly relevant to the topic of today's hearing is to increase global competencies of all U.S. students including those from historically disadvantaged groups. The need for these competencies which we think of as 21st Century skills

[1] The prepared statement of Mr. Ochoa appears in the appendix on page 39.

apply to the world is clear both for U.S. civil society and for our Nation's workforce, and for our national security.

Right now, just 30 percent of U.S. secondary students and 8 percent of postsecondary students are enrolled in a foreign language course, a long way from the multi-lingual societies of so many of our economic competitors. Two-thirds of Americans aged 18 to 24 cannot find Iraq on a map of the Middle East. And African-Americans and Latinos continue to be underrepresented among those who study abroad.

The development of these skills, including foreign language proficiency, must start early, in elementary and secondary education. U.S. colleges and universities have a responsibility to help students further develop and deepen these skills but waiting until postsecondary education to start is too late. This means that school systems at all levels, from elementary to postsecondary, must place a far greater emphasis on helping students understand their responsibilities as global citizens. We believe that engaging students in these ways will help our Nation meet the President's 2020 college attainment goal with more graduates ready to lead us well into the 21st Century.

I want to take some time to talk briefly about several programs funded by the Department through our Office of Postsecondary Education that support international learning and foreign language acquisition. We support the teaching and learning of foreign languages through a portfolio of 14 discretionary grant programs under the Higher Education Act (HEA) Title VI and the Fulbright-Hays Act. Nine of these programs receive $66.6 million to operate domestically and four programs received $7.5 million to operate internationally.

One of the primary roles of the Title VI and Fulbright-Hays programs is meeting the national need for expertise and competence in foreign languages and in foreign area and international studies. The National Resource Centers, supported under Title VI, represent the Department's primary mechanism for developing U.S. language and area expertise on college campuses.

The 127 current grantee institutions provide instruction, research and development in over 110 less commonly taught languages from all world areas. These programs play an important part in meeting the needs of the Nation's Federal workforce, national security, and economic competitiveness for individuals with foreign language skills.

In addition to our Title VI National Resource Centers, the companion program, Title VI Foreign Language and Area Studies Fellowships (FLAS)—provides funds to colleges and universities to assist undergraduate and graduate students in foreign language and area. In fiscal year (FY) 2011, 735 FLAS students attended summer language programs overseas. Title VI funding also supports the American Overseas Research Centers. In 2010 alone, 11 of these centers worked with nearly 1,000 social science and humanities faculty and scholars, teachers, and students.

The Federal investment in foreign languages and area studies is critical to developing and sustaining the pipeline of individuals with foreign language and international education skills that are needed to address national security and economic competitiveness

needs. These programs also help to enhance the capacity of education institutions and agencies at all levels, including K–12 and postsecondary, to effectively teach and learn foreign languages.

We are committed to continuing to improve and refocus our programs to support the goals of the Department's international strategy to strengthen U.S. education and advance the Nation's international priorities.

We believe firmly that knowledge and understanding of other cultures and languages are, in an increasingly interconnected world, critical to building and sustaining our Nation over the coming years.

Thank you, Mr. Chairman, for your attention to this important issue, and I would be happy to answer any questions later.

Senator AKAKA. Thank you very much for your statement.

And now, Ms. Thomas-Greenfield, would you please proceed with your statement?

TESTIMONY OF HON. LINDA THOMAS-GREENFIELD,[1] DIRECTOR GENERAL OF THE FOREIGN SERVICE AND DIRECTOR OF HUMAN RESOURCES, U.S. DEPARTMENT OF STATE

Ms. THOMAS-GREENFIELD. Thank you, Mr. Chairman.

Thank you very much for the opportunity to appear before you today to discuss the Department of State's efforts and their challenges to build the foreign language skills we need to fulfill our mission and also to deliver on America's foreign policy agenda.

I will be presenting a summary of my statement today and ask that the full statement be submitted for the record.

The Bureau of Human Resources (HR) has the critical responsibility of building and maintaining an effective civilian workforce that can fulfill its role in strengthening the security and prosperity of our Nation. As Secretary Clinton emphasized in the Quadrennial Diplomacy and Development Review, managing threats, such as regional conflicts, wars, and terrorism, depends as much on diplomacy and development as on the use of military force.

Therefore, we have increased the number of positions at difficult, hazardous posts that are vital to our foreign policy agenda. We now have close to 4,000 language-designated positions (LDPs) in these posts as well as in other locations.

It is challenging to uphold the Department's high standard for foreign language capability with the increasing needs that we have faced over the past years.

Over the past decade, there has been significant shift and growth of positions to the Near East, South Asia, and East Asia Bureaus requiring an increase in speakers of languages such as Arabic, Hindi, Urdu, Dari, and Chinese. Overall, positions have tripled in the Bureau of South and Central Asian Affairs (SCA) where language designated position requirements have increased tenfold and on the Bureau of Near Eastern Affairs (NEA) has doubled regular positions and the corresponding with Arabic requirements.

The Foreign Service Institute (FSI) has expanded its foreign language training capacity to meet these demands and to raise the proficiency of existing foreign language speakers. More targeted re-

[1] The prepared statement of Ms. Thomas-Greenfield appears in the appendix on page 48.

cruiting, however, can help to address the current challenges, and we are recruiting aggressively for certain priority language proficiency skills.

To address increasingly complex national security challenges, the State Department must have robust foreign language capabilities. Therefore, working with our interagency partners, we strongly encourage young people to study languages earlier in life, starting in middle and high school and continuing through college as my colleague just mentioned.

To assist in building the pipeline, the State Department's Bureau of Educational and Cultural Affairs is providing language learning opportunities to thousands of American University, college, and high school students and teachers each year through our exchange program.

However, we are very concerned that with budget constraints, universities are cutting language programs first before they cut anything.

In addition, the Department has established incentives to encourage employees to strengthen their language skills, particularly in the so-called hard and superhard languages such as Arabic, Chinese, Russian, Japanese, Korean, and Hindi. Such incentives underscore the value placed by the Department on improving capacity in our most difficult and critical foreign languages.

We appreciate the support we have received from you as well as from Congress as a whole under our Diplomacy 3.0 hiring program to hire a training complement that enables more overseas positions to remain filled while replacements receive the required languages and functional training so that we do not continue to assign people to posts who do not have the requisite language skills.

While we work aggressively to recruit and retain the talented staff needed in places like Afghanistan and Iraq, we also must guarantee that our employees have the foreign language skills necessary to succeed in these challenging environments.

But the need is not limited to a handful of countries. We have needs in many parts of the world, as I stated earlier. No matter where in the world our employees are serving, our employees must have the language skills to gather information, explain and advocate U.S. policies, establish and maintain diplomatic platforms, build and maintain trusts, and create relationships.

In today's rapidly changing world, the need for these skills has never been more critical. In fact, we believe that our country's future well-being and security depend on them.

Mr. Chairman, I thank you for the opportunity to address you today and I would be happy to answer any questions following.

Senator AKAKA. Thank you very much.

Dr. Junor, please proceed with your statement.

TESTIMONY OF LAURA J. JUNOR,[1] PH.D., ASSISTANT SECRETARY OF DEFENSE FOR READINESS, U.S. DEPARTMENT OF DEFENSE

Ms. JUNOR. Thank you. Chairman Akaka, thank you for inviting me to talk to you about such an important topic. This is a priority for the Nation and for the Department of Defense.

Let me begin by stating that Defense Secretary Panetta has long believed that having a strong language ability is critical to our national security and we are committed to fielding the most capable force that we deploy. Our mission success is directly connected to our ability to communicate effectively with local populations and international partners.

Our current challenge lies in filling language-required positions with personnel that possess the requisite language skills. We have been reducing this deficiency but we need help.

We need our Nation's schools to develop students with these skills from which we can recruit to meet our needs. Studies show that exposure to foreign language and early language learning greatly facilitate language acquisition.

Therefore, bringing in individuals with foreign language skills make it easier to train people to higher levels of proficiency. This, in turn, would make it easier for us to fill positions with appropriately qualified individuals.

We are working to overcome these challenges through collaborative interagency strategies to achieve our vision for language, regional, and cultural capabilities. The strategy addresses the importance of identifying our language needs, acquiring and sustaining language skills, enhancing language careers, building partners and increasing surge capacity. The department is improving the identification of its language needs through standardized capability-based processes. These processes enable the combatant commanders to articulate their language and needs or requirements and provide them to the military services who supply the staff to meet those needs.

We have also sought innovative solutions to enhance the language acquisition and sustainment processes, which includes creating a national security workforce pipeline; enhancing language training and sustainments in the total force; increasing partner language capacity; recruiting native and heritage speakers; and creating financial incentives.

Enhancing language careers is essential to sustaining and retaining persons with foreign-language skills. We are creating better opportunities for promotion of personnel with critical language skills, creating multiple regionally focused training initiatives and offering language enhancement opportunities to Federal national security employees.

We also recognize the need for partners. The Department actively engages with Federal agencies through the National Security Education Board (NSEB), an interagency governance body that provides input on language, regional, and cultural issues.

We also use an internal governance body, the Defense Language Steering Committee (DLSC), consisting of representatives from 25

[1] The prepared statement of Ms. Junor appears in the appendix on page 53.

key components across the Department to coordinate policies and programs.

By experience, we have learned the importance of building a surge capacity to yield language expertise quickly and at a reasonable cost. The Department's National Language Service Corps (NLSC) provides a pool of qualified volunteers with high levels of proficiency in both English and foreign languages who can serve and then be activated as temporary government employees when needed.

We have made real progress in improving our foreign-language skills, regional expertise, and cultural capabilities to meet 21st Century national security challenges. Although we have achieved much success, we acknowledge that much work remains. Our vision and strategy are designed to build language and cultural capabilities so they are available to DOD and other Federal agencies when needed.

Thank you, sir, for the opportunity to share the Department's efforts in this area and I am happy to answer any questions that you may have.

Senator AKAKA. Thank you very much, doctor.

Ms. North, would you please proceed with your statement?

TESTIMONY OF TRACEY NORTH,[1] DEPUTY ASSISTANT DIRECTOR INTELLIGENCE OPERATIONS BRANCH, DIRECTORATE OF INTELLIGENCE, FEDERAL BUREAU OF INVESTIGATIONS, U.S. DEPARTMENT OF JUSTICE

Ms. NORTH. Thank you, Chairman Akaka.

I am proud to sit before you alone with my esteemed counterparts. I want to thank you for the opportunity to appear before the Committee today and in particular for your continued support for the FBI's foreign-language program and our critical mission.

The Directorate of Intelligence's Language Services Section (LSS) is responsible for the organization's entire foreign-language program. They support the FBI's mission by providing quality language services to the FBI and its partners. These services include foreign migrant recruitment, hiring, testing, training, translations, interpretations, and other foreign-language related functions at the FBI. The Language Services Section provides a centralized command and control structure at FBI headquarters to ensure that our linguist resource base of over 1,400 linguists, an increase of 85 percent since 9/11, is strategically aligned with priorities set by our operational divisions and national intelligence priorities.

The FBI relies on foreign-language capabilities to quickly and accurately inform operations and enhance analysis. The success of the FBI's mission is clearly dependent upon high quality language services and the ability to translate and analyze information in a timely manner.

The FBI's foreign-language program has made great strides in its ability to meet the rising demand FBI language needs since September 11, 2001. The program has moved forward through increased recruitment, hiring, retention, specialized training, technology, and collaboration.

[1] The prepared statement of Ms. North appears in the appendix on page 75.

We have also significantly increased the range and volume of the foreign-language training the FBI offers to personnel who need to develop language proficiency to do their jobs. Programs include academic immersion training, study abroad, and tailored language courses.

We realize we are not able to address our foreign-language needs with recruitment, hiring, or training alone. So, we also invest in the development of human language technology tools. These tools provide the ability to triage and process large volumes of information while enabling the workforce to enhance productivity.

Through collaboration, we address our foreign-language needs by leveraging the intelligence community and other partners through cross community resource sharing, joint duty assignments, and interagency short-term temporary duty assignment opportunities.

We work with the National Security Education Programs (NSEP) national Flagship universities and Georgetown's English for Heritage Language Speakers Programs to funnel language-capable people into the contract linguist process and we reach out to the National Language Service Corps when we have language needs we cannot meet with in-house language resources.

As the executive agent for the National Virtual Translation Center (NVTC), we are able to provide virtual language support not only for other intelligence community partners but also for other agencies with foreign-language challenges.

In closing, I want to thank you for the opportunity to appear here today and provide testimony on the FBI's foreign-language program. As you know, more detail has been provided in my written testimony which I respectfully submit for the record. I am also looking forward to answering any questions you may have for me today.

Senator AKAKA. Thank you very much, Ms. North.

Mr. Nordin, will you please proceed with your statement?

TESTIMONY OF GLENN NORDIN,[1] PRINCIPAL FOREIGN LANGUAGE AND AREA ADVISOR, OFFICE OF THE UNDER SECRETARY OF DEFENSE INTELLIGENCE, U.S. DEPARTMENT OF DEFENSE

Mr. NORDIN. Senator Akaka and other folks attending, I am honored to act as spokesman for the Director of National Intelligence in today's hearing. I am particularly honored, as I know this will be the last hearing of this Subcommittee chaired by you, sir.

We, in the foreign-language community, are indebted to you for your leadership in bringing world language study to a focal point in national dialogue. Thank you.

Foreign language capabilities, together with a deep knowledge of the cultures and societal infrastructure of the populace in geographic areas of interest to our national security, are of paramount importance to the successful performance of the strategic and tactical intelligence missions of today.

The complexity of the Intelligence Community's (IC) mission in today's world and the variety of Nations and nonstate global actors impacting our national security and national interests make it an

[1] The prepared statement of Mr. Nordin appears in the appendix on page 82.

absolute imperative that we possess a deep understanding of their cultures, interests, and intentions along with the capability to understand and communicate in their languages.

Professional language skills, cultural awareness, and textual knowledge are core competencies in the collection, processing, analysis, and dissemination of intelligence information.

The shift in real and perceived threats to national security and global stability from 1992 until the present resulted in an increase in the number of world languages that are essential to understanding and dealing with those threats. A sharp increase in our needs for skills in the less and the least commonly taught languages led to shortfall in sufficiency and proficiency of the community's language workforce.

In order to meet the needs of the day, the community and our forces engage contractor services comprised primarily of foreign nationals and civilian immigrants, citizen immigrants.

We know that we must build an organic civilian and military language workforce of translators, interpreters, negotiators, and language analysts capable of supporting our steady State needs and vetting the contract capabilities needed during surge.

Thus, the community is now set on a course to significantly increase and improve our organic capabilities together with rational employment of their foreign-language skills and foreign area knowledge. In order to retain their services, we need to offer these professionals rewarding careers as language specialists.

While the technology of today and many tomorrows ahead will not replace the human cognitive skills in processing foreign language, rational integration of key technologies can facilitate the work process and enable higher productivity on the part of the language-equipped analyst.

The Director of National Intelligence advocates a significant increase in foreign-language capability through expansion of the language-capable workforce while facilitating and expediting their work through integration of state-of-the-art human language technology into the collection and analytic processes.

Together with the Defense Department leadership, we are exploring the feasibility and potential cost benefits of a professional military cadre of translators, interpreters, language analysts, and instructors serving in the general purpose, special operations, and intelligence forces.

Research has shown the advantage of starting language at an early age as noted before. The IC's STARTALK program which supports language students and teachers in the elementary and secondary school system is an essential first step.

The Intelligence Community will seek to capitalize on the current investments in language education by targeting, recruiting, and hiring the best and brightest products of programs currently sponsored under IC and other Federal funding, and the community will continue to recruit and hire native and heritage speakers.

I see that my time has about expired. I would like to continue for another minute, sir.

Senator AKAKA. Yes.

Mr. NORDIN. I would be remiss if I did not cite two activities sponsored by the Defense Department and the intelligence commu-

nity that have and will continue to have major impact on national foreign-language capability.

First, the Defense Language Institute Foreign Language Center (DLIFLC) that continues to produce novice, professional language specialists from high school graduates. The center also provides worldwide initial online learning as well as maintenance and enhancement continuing education to all entities.

Second, the Center for the Advanced Study of Language, a university-affiliated research Center at the University of Maryland (UMD). The center is charged with improving the way we teach, learn, and employ second and multiple languages through research toward enhancing and optimizing human cognitive skills.

The work of the center is contributing to improved aptitude testing, training and working memory and improved understanding of the languages of Africa and Asia.

On behalf of the Director, I thank you for this opportunity to address this important national issue; and one final statement, sir, as foreign language capabilities are an inherent government responsibility, the Federal Government must continue its investment in these precious, valuable tools for national security.

Senator AKAKA. Thank you very much, Mr. Nordin.

Dr. Ochoa, you testified, and it seems that the panel agrees to this, that foreign-language skills are critically important to our national security. However, the Department's only K–12 initiative, which is the Foreign-Language Assistance Program could, lose out on funding by competing with other core subjects and funding for Title VI language programs have been significantly reduced since Fiscal Year 2011.

How will you support the Department's international strategy to develop globally competent students in light of these budget cuts?

Mr. OCHOA. Thank you, Mr. Chairman, for the question.

It is true that we have rolled that money into lump-sum funding for K–12 to provide more flexibility and more efficiency in the management of those programs but we are also placing, more globally, an emphasis on the development of global competencies.

The fundamental message that we are transmitting is that in order to achieve the objectives of the President's 2020 goal, we have to have a kind of quality education that includes those global competencies as part of it. So, as we move beyond the focus on math and English language competency to encompass other subjects, these will also be emphasized and highlighted throughout the pipeline.

Senator AKAKA. I would like to follow up with a question to the rest of the panel. How will cuts in the Department of Education's language and international programs affect your efforts to build and maintain your Department's language capabilities? Ambassador.

Ms. THOMAS-GREENFIELD. Thank you very much for that question, and it is very relevant to what we do in the State Department in terms of training our officers for language skills.

We know that it is more difficult to train people as adults than it is to bring them in with the foreign-language skills early on. And, it is our belief that young people who start language training

as early as sixth and seventh grade come prepared with the languages when we hire them.

Right now, we are spending, and this figure is a very rough figure, but about $250,000 for each position that we are training people for. If I use Iraq as an example, where we are signing people for 1 year when they come in. We have one officer in the position. We have one officer in the first year of training and one officer in the second year of training. If we brought those people in with the language skills, we would save that amount of money up front with our officers.

Again, thank you.

Senator AKAKA. Thank you. Dr. Junor.

Ms. JUNOR. Yes, Senator. To follow-up and to build on the last set of comments, DOD has built a lot of partnerships with the support of our national language fellowships with the States and we have made a lot of headway.

But this relies on an infrastructure and capacity that was laid down by the Department of Education. So simply put, it makes a hard problem harder. Clearly, continued partnerships, public-private partnerships, the State-Federal partnerships will help us get through this but there is no question that we value our partnership at the Department of Education now and in the past.

Senator AKAKA. Thank you. Ms. North.

Ms. NORTH. So, as you know, the FBI recruits from our communities out there and whether we recruit from the heritage community, a native community, or for those people who have learned the language through education, for us our challenge is to get them through the recruitment and background process.

So, as the Department of Education increases the number of students for us to recruit that are U.S. citizens, who have spent their life here in the United States as opposed to overseas, that increases the ability of us to get them through their background, their full-scope background quicker. And, for that reason we definitely appreciate what the Department of Education is doing for us in that respect.

Senator AKAKA. Thank you. Mr. Nordin.

Mr. NORDIN. Yes, sir. I think we have a responsibility in our outreach program from all of the Federal entities to go out and help the school boards and the systems to find ways to continue language education, and I think that is a responsibility that we bear.

Senator AKAKA. Thank you.

Dr. Ochoa, as I mentioned in my statement, I believe coordination is key to addressing our language crisis and strategically target limited resources. How is the Department working with other Federal agencies to make sure that it's programs are addressing our national security needs?

Mr. OCHOA. Mr. Chairman, thank you.

Pursuant to the Higher Education Opportunity Act of 2008, the Secretary of Education consults annually with the 16 cabinet agencies in the Federal Government to receive recommendations on areas of national need for expertise in foreign languages and world regions.

The Department's Deputy Assistant Secretary for International Foreign-language Education and the senior staff at OPE serve as

advisory committee members for the Department of Defense National Security Education Program and the Department of State's Title VIII program under the Bureau of Intelligence and Research.

The Department also has an interagency agreement with the Department of State to assist with administration of the Fulbright-Hays programs administered by the Department, and the staff of our International Education Division works cooperatively with the Department of Commerce's International Trade Administration Western Hemisphere Office to plan and participate in seminars intended to give students and faculty at Historically Black Colleges and Universities (HBCUs) and the Hispanic-Serving Institutions (HSIs) an understanding of funding and other opportunities in international business education.

And, we are also members of the Interagency Language Roundtable (ILR) which is an unfunded Federal interagency organization that was formally established in 1973 for the coordination and sharing of information about language related activities at the Federal level.

So, that group serves as a premier way for the Department and agencies of the Federal Government to keep abreast of the progress and implementation of techniques and technology for language learning, language use, language testing, and other language related activities.

Senator AKAKA. Thank you. I would like to ask the rest of the panel to answer this followup question. Will you please discuss steps your Departments have taken to coordinate Federal language education programs? Ambassador.

Ms. THOMAS-GREENFIELD. Thank you again for that question.

As you know, we have a premier language Foreign Service Training Institute at the Foreign Service Institute, and we make available places at the Foreign Service Institute for other agencies to participate in our language training program. We also participate in the interagency committees that look at language training.

We think it is very important as our embassies represent the platform for all agencies overseas for those agencies also to have people with language skills who arrive to fill their positions as well. So, we see it as key to all of our foreign policy goals to have other agency individuals with the requisite language training.

Senator AKAKA. Dr. Junor.

Ms. JUNOR. Sir, by far our biggest effort is the National Security Education Board which helps fund the National Security Education Program. This board was established by Senator Boren in 1991 and has been meeting since 1994. It brings together about seven Federal agencies to help achieve its main goal, which is to establish partnerships among the Federal Government, partnerships with Federal and State entities and even public-private partnerships.

In doing so, we have helped create State roadmaps for education. These roadmaps are an opportunity for individual States to work with our Flagship institutions and they create a clearinghouse for best practices in providing language instruction to our kids.

This pipeline then flows through elementary school, middle school, high school and into our Flagship colleges where we provide several initiatives. The Boren scholarships and grants ensure that we are not only creating folks with an awareness of language but

some with that professional level of expertise that ILR–3 or better where we sponsor an immersive experience overseas. And in doing so, that creates a better pool for not only DOD but all of our Federal partners to draw from.

Within DOD, we have several initiatives. Our Project Global Officer. We have a new project with the Reserve Officer Training Corps (ROTC) candidates and several initiatives for our Foreign Area Officers (FAOs) and we already heard about our Defense Language Institute (DLI) to create classes for military members to come and learn. Many of the teaching devices that are available through DLI are also open to Federal partners.

Thank you, sir.

Senator AKAKA. Thank you. Ms. North.

Ms. NORTH. So, one of the better ways that we are actually collaborating with our partners is through the National Virtual Translation Center. This is a center that was created as a result of the USA Patriot Act back in 2001 and then in 2003 the FBI became the executive agent for this center under the Office of the Director of National Intelligence (ODNI).

What this center does is they are a virtual capability for the U.S. Government and the intelligence community where they have provided support not only for the intelligence community but for DOD, the combatant commands. Particularly at one center, we have in Doha where they provided regional expertise to the embassies in that region, CENTCOM and AFRICOM.

We are also a member of the Interagency Language Roundtable and the Foreign-Language Executive Committee (FLEXCOM) which is an interagency committee where best practices are shared and different initiatives and the outcomes for those initiatives.

One of the results of that is the FBI created a language quality program where all of our products are then quality controlled before they go out the door. That became a best practice and that process and methodology was shared among our partners, not only here in the United States but also overseas.

Then, we are just continuing to leverage the other IC partners as far as technology is concerned. As we know, that as technology develops we need to be able to triage our collection faster and in a more expeditious manner. We are hoping that through the combined efforts of all of our partners that technology will advance to a rate that we can use on a daily basis and it will cut back the time it takes us to actually review that collection. That is a priority for us.

Senator AKAKA. Mr. Nordin.

Mr. NORDIN. I suppose one of the big items is the STARTALK program that the DNI initiated as part of the National Security Language Initiative in which teachers and students in the elementary and secondary school system are treated to a summer of study and interchange in the languages that they have.

There is a number of community meeting places where we all get together. The ILR is a primary one which is currently led by an employee of the Army.

That unchartered and unfunded organization is doing just fine after 30 some years and its work is added to by the Foreign-Language Executive Committee of the ODNI. The State Department's

FSI is a great host to this organization, and you have the Defense Language Steering Committee, the National Education's Security Education Program, all of these groups work together, sir. It is the most collaborative group of people that I have ever worked with. Thank you.

Senator AKAKA. Thank you. This question is for the national security agencies. The DOD has filled only 28 percent of the positions with language requirements with qualified employees and other agencies here are struggling with this issue as well. What challenges are your Departments facing in recruiting, hiring, and retaining personnel with the needed language skills and what steps have you taken to address these challenges? Ambassador.

Ms. THOMAS-GREENFIELD. Thank you again for that question.

We are actually doing very well now in filling our language-designated positions with people with the requisite language training, and right now the State Department is about 70 percent. We have a very high bar for that, and that is, people who have tested recently in the language at a 3–3 level.

So, we feel we are doing very good but it is because we have done a lot of work over the past 3 years with the training float that we were able to develop based on a 3.0 diplomacy hiring. So, we have hired over the past few years about 15 percent more so that we can put people in language training while others are in the jobs. We are somewhat concerned as we approach the next year because we do not have the hiring float. He will only be able to a hire to attrition and we need to continue to encourage more hiring or get support and resources for more hiring to continue to have that training float so that we can continue to train qualified people.

Senator AKAKA. Thank you. Dr. Junor.

Ms. JUNOR. Yes, sir. I talked a lot about our first challenge and that is to try to improve the accession pool. After folks come in, we have two ways we think about this, teaching folks who come in their language capability. We have the Defense Language Institute Foreign Language Center. And that is creating an in-house cadre of language speakers and we can get them up to ILR–2. This is hard and it is expensive but it does serve its purpose.

We are also using the Language Training Centers. In order to further improve our language capabilities, we are trying to improve how we use these folks. So, you may have seen recently that the Army is creating regionally aligned forces, and this will help us build expertise in other cultures as well as give service focal points for folks who speak those languages around the world to go and practice.

We are also trying to expand how we use, over the last several years we have tried to expand how we use heritage speakers. We have the National Language Service Corp which is a very important surge capacity. That is over 240 languages that are at our disposal and there is no way we could have created such a competency starting from scratch. We are very thankful for that.

We also have something called 09 Lima program and the Military Accessions Vital to the National Interest (MAVNI) program. These are methods for heritage speakers to come and actually serve as uniformed military members and serve as in-house lan-

guage and cultural experts. These folks have been critical to our efforts in Iraq and Afghanistan over the last 10 years.

And, we also have the Defense Language Institute English Language Center and again that is to increase the language capacity of our partners.

Senator AKAKA. Thank you. Ms. North.

Ms. NORTH. So, as I mentioned earlier, we actually have a linguist workforce of over 1,400 which is an 85 percent increase from 9/11 and our retention rate is 94 percent. So, we are actually doing fairly well in that regard.

We have implemented what we call a workforce planning model where we actually do targeted recruitment toward languages where there is a shortfall or anticipated need. Our hiring goal is 90 percent fill rate. We are currently at 88 percent and we anticipate that we are going to meet our Fiscal Year 2012 goal, and the flexibility that we have is that mixed workforce of contract linguists and language analyst.

As a result, we have reduced our average applicant processing time and we are down to now 10 months which, for us, is a really good news story. The challenges that we face in recruiting and hiring is our difficulty in finding those individuals who can pass the foreign-language test battery at the level that we require. They also need a polygraph examination and a full scope background.

And then, given our requirements that a lot of our material has to be submitted to a court of law for evidentiary purposes, we have a higher bar set for our language skills.

We have an average of 1 in 10 applicants actually getting through that applicant process. And of course, we are competing with everyone else here at the table for those same resources.

The way that we mitigate those challenges is through recruiting fairs that we actually go out to look at the native and heritage communities. We advertise in those foreign-language newspapers. We put out press releases and we do in-person events. We also attend university hiring events and the intelligence community has a virtual career fair that we also attend.

And then, we leverage the other language enabled employees in the FBI. We are able to provide them with a limited amount of foreign-language incentive pay where, if they have a language that is critical to our needs, we can actually reward them for that ability.

And then, we also leverage our IC partners through cross-community resource sharing. So, we host joint duty assignments, interagency short-term temporary duty assignments. We work with the National Security Education Program as I have mentioned before and that Heritage Language Speakers Program.

Still we do have foreign-language needs and those continue to be Arabic, the Yemeni dialects, Chinese, Farsi, Pashto, and Somali.

Senator AKAKA. Mr. Nordin.

Mr. NORDIN. One of the difficulties that we have had has always been the inability to take people away from the positions where they are actively using their language and send them off to school to learn their language better or to do other jobs.

We are very appreciative of the training float that was granted to the DNI for a number of positions so that we can send some of these people off to get their enhancement training.

But the biggest difficulty we face, sir, I feel, is in our leadership, and I cannot give the specific names, but let us say the general Federal entity leadership is as unaware of the needs for language within their organizations as the general populace is failing to be aware of the needs for language in their community. It is a national disgrace in that respect, sir.

And, it is that lack of knowledge that we need to correct. We need to find a way to communicate to our people just how important that interpreter/translator at the social services level is to a community's well-being. So, that is our biggest education challenge I feel.

Senator AKAKA. Thank you very much, Mr. Nordin.

Dr. Junor, you mentioned earlier the National Language Service Corps. Will you please discuss how the Corps addresses the Department's language needs, as well as any plans to further develop the corps?

Dr. JUNOR. Yes, sir. The National Language Service Corps, there are over 3,500 members at this point and about 400 more applicants. I mentioned before that this represents over 240 languages around the world. There is a national pool that looks like our inactive reserve and a dedicated pool that looks like our active reserve.

And, what this means is that it truly is a surge capacity for those emergent needs that must be filled. That dedicated pool represents a predictable and very broad capacity for languages that are not commonly found.

Several geographic combatant commanders, to include CENTCOM and PACOM and AFRICOM are regularly drawing from this. Several of our force providers, our North Atlantic Treaty Organization (NATO) oriented units, are drawing on these capabilities as well as key agencies.

Non-DOD agencies, and we have heard from some of them today, include everywhere from FBI to the Federal Emergency Management Agency (FEMA), the Internal Revenue Service (IRS), Department of Justice, Center for Disease Prevention, and several States. Individual States have drawn from the service corps.

In a time of fiscal austerity, it is useful to point out that we have actually been able to recapture some of the investments we have made in Federal employees in that about 8 percent of the service corps have previously had Federal background. So, we are recapturing those language capabilities.

The National Language Service Corps is something that we rely on frequently and is relatively new in our world. As word is getting around, we expect the demand for this capability to increase. So, it is something that we take very seriously.

Senator AKAKA. Thank you. Let me ask my final question to the entire panel. What do you envision as the end goal for language capacity and what resources or authorities are needed to reach that goal?

Mr. Ochoa, I would like to discuss the Department's vision for a national language capacity and I would like the other witnesses to discuss language capacity within your Departments. So, that is my question to the entire panel. And let me begin with Mr. Ochoa.

Mr. OCHOA. Thank you, Senator Akaka.

Well, ultimately we are really trying to prepare the Nation for the global 21st Century society that we are going into; and that requires, as we have outlined in our international strategy, the development of global competencies in our citizenry. This will lead to positive outcomes all around.

In addition to the very focused national security concerns, there is improved understanding of the world, the greater effectiveness in our business dealings with other countries and other regions of the world, also a greater understanding of the diversity within our own country as we draw from populations across the world.

This is the kind of society that we are going to be working in the future. We have, as we draw students from across the world, they represent a potential untapped resource because they are really bridges to communities all over the world.

We are a Nation that, unlike many other countries, we are defined by an idea that draws people from all over the world and has for the lifetime of our country. And so, that is a very powerful asset that we have and I think that preserving and expanding that cultural diversity and the language that people bring is something that I think will stand us in good stead in the global society of the future.

Senator AKAKA. Well, I have always felt the diversity of our country is its strength, and so that is that part of the strength. Thank you.

Mr. OCHOA. Absolutely.

Senator AKAKA. Ambassador.

Ms. THOMAS-GREENFIELD. Thank you again.

The Department of State has a huge responsibility of carrying out our diplomatic goals all over the world; and in order to do that, we have to have a workforce that has the language skills to do it wherever we are in the world.

So, what we see in the future or hope for in the future is to be able to recruit people with those language skills when they come into the Foreign Service so that we are able to deploy them as quickly as possible to those areas of the world where they are required and we would like to be able to have the resources to continue to train them in their languages, to improve their language skills so that as they go up in the Foreign Service, they are better able to negotiate for our government to help us prevent wars.

This is a huge responsibility that we have and we know that we need to have people with language skills to carry out those responsibilities.

Senator AKAKA. Thank you. Dr. JUNOR.

Ms. JUNOR. Yes, sir. We live with two realities. The first is that we are the biggest, largest consumer of language capabilities, that we are the biggest hirer of folks, we have the largest need of folks with language requirements in the Federal Government and probably nationwide and these are profound needs. These are needs in some of the most difficult languages out there.

The second reality is that except for a gifted few, learning language is hard. It is not something that you do once and then is yours forever. You have to sustain that expertise throughout your career; and especially with the fiscal realities being what they are,

our end state is the furtherance of the national plan, a national partnership.

We cannot meet our needs alone. Partnerships like I said among our Federal partners to share best practices on how to help K–12 to keep that pipeline coming, practices on how to improve and sustain language capability once they have come in our doors, and further partnerships with Congress to help keep this pivotal national issue.

Thank you, sir.

Senator AKAKA. Thank you. Ms. North.

Ms. NORTH. Since September 11, 2001, the FBI's Foreign Intelligence Surveillance Act (FISA) collection in counter-terrorism and counter-intelligence related matters has increased significantly and we do not see that trend reversing at all. We project that the demand for translation services will only continue to increase.

So, the challenge for us is achieving the goal of translating all of the material that we collect. We are never going to be able to do that because of what we collect and the volume that continues to come in.

So, really what we need to be able to do is partner with our other agencies in the intel community, in the civilian community so that we have the resources that we need then to remain flexible so that we can meet those new and emerging threats as they appear.

As years go along, the languages that are going to be in demand are going to change. Right now, we cannot predict what those languages will be 20 years from now but now is the time that we actually have to start training our workforce for those languages 20 years in the future.

So to have those resources to remain flexible so that we can reconfigure our workforce and also to help work on the technology so that we can triage the material that we are getting to be able to ID the speaker, ID the language, look to see what we can do to actually focus our analysts so that their work becomes more productive and not such a sifting through of all the collection that we have.

Senator AKAKA. Thank you very much, Ms. North. Mr. Nordin.

Mr. NORDIN. The Director has laid a strategy of increasing the number of persons in the intelligence community who have command of other languages, cultures, knowledge of the countries and augmenting that increase with key technologies inserted at critical points within our intelligence collection and analytic systems so that you facilitate and control the volumes of material that are being processed.

There is no one solution to the problem. It lies in the Nation itself understanding the need for foreign language in their daily lives. Thank you.

Senator AKAKA. Thank you. I want to thank this panel very much for your responses and your statements, of course. You have been very helpful and I want to wish you well as we work together to continue to increase our Nation's language.

You are doing a great job but we still have more to do. I want to thank you for what you are doing and wish you well in your work.

I would like to ask our second panel to please come forward.

I want to welcome Mr. Andrew Lawless, Member of the Globalization and Localization Association and Chief Executive Officer of Dig-IT Strategies for Content Globalization; Dr. Allan Goodman, Member of the Council on Foreign Relations' Task Force on U.S. Education Reform and National Security and President of the Institute for International Education; and Dr. Dan E. Davidson, President of the American Councils for International Education and Elected President of the Joint National Committee for Languages (JNCL).

It is the custom, as you know, of this Subcommittee to swear in all witnesses. I would ask you to please rise and raise your right hand. Do you swear that the testimony you are about to give this Subcommittee is the truth, the whole truth, and nothing but the truth so help you, God?

Mr. LAWLESS. I do.

Mr. GOODMAN. I do.

Mr. DAVIDSON. I do.

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

Before we start, I want you to know that your full written statements will be made a part of the record, and I would like also to remind you please to limit your oral remarks to 5 minutes.

So, Mr. Lawless, would you please proceed with your statement.

TESTIMONY OF ANDREW LAWLESS,[1] MEMBER OF THE GLOBALIZATION AND LOCALIZATION ASSOCIATION AND PRINCIPAL OF DIG–IT CONSULTING

Mr. LAWLESS. Thank you, Chairman Akaka.

Thank you for the opportunity to offer my testimony about the business of language in the United States; I will do so on behalf of the Globalization and Localization Association (GALA) that is the international trade association for the corporate translation sector.

As an American citizen with a thick German accent and an Irish last name, I feel especially motivated to speak to you today how the shortage of language resources puts our economic security at risk.

Let me give you some context first. U.S. businesses exported about $1.5 trillion in goods and $600 billion in services last year, all of which depended on language services to sell and market to audiences whose native language is not English.

News statements, Web sites, movies, product literature, software, and safety information, labeling, digital games, and customs support are all translated every day in over 500 major language pairs.

The outsourced language services industry represented in $15.5 billion of activity and 190,000 jobs in North America last year. This does not account for the vastly larger pool of part-time and freelance linguists in the United States, let alone the jobs that the language industry has indirectly created such as for the American people who market, sell, deliver, and support U.S. made products worldwide.

Languages, and the business that they enable, may be the most powerful force in job creation in the United States today. Without

[1] The prepared statement of Mr. Lawless appears in the appendix on page 88.

translation and localization, U.S. businesses would be missing $2.1 trillion in gross income.

As U.S. companies target multi-lingual audiences at home and abroad, they create a rapidly growing need for language services and a workforce that can deliver in cross-cultural settings. If you sell products in Germany, your customers will tweet back at you in German and your customer support team needs to be ready.

To stay relevant and to continue to successfully compete in a global marketplace, U.S. companies must build language capabilities. Acquiring language skills takes time, repeated exposure, and practice to develop. Not acting immediately on these development needs have dire consequences on the U.S. economy.

We are already seeing a chronic shortfall of qualified language specialists and stagnant translator activity. As a result, corporations are increasingly relying on less qualified translators and low quality machine translations, all of which are rendering their products less competitive in the global marketplace.

The American workforce needs more key competencies in disciplines such as translation, localization, terminology, localization technologies, engineering, and multimedia. These skills are in high demand and will continue to be sought after.

U.S. businesses and government agencies are addressing the needs for language competence but we need more cooperation between private sector, government, and academia.

For example, investing in startup and existing language technology companies, promoting research and development of language activity in key areas such as emerging markets, homeland security and cyber crime, expanding the educational and career opportunities for U.S. citizens in language-related fields, and last but not least, training specialized workers such as law enforcement officers and the intelligence community in targeted skills.

As an association, GALA has committed to educating our member companies in advancing our industry to alleviate the looming crisis but we cannot do it all on our own. We will need the close collaboration between translation service companies, technology providers, the buyer community, government, and academia.

GALA would welcome the opportunity to expand on this testimony and our recommendations in more detail. We also appreciate the invitations from the previous panel to collaborate with the private sector and we are definitely open for that and welcome that conversation.

And, thank you for the opportunity to testify and I am happy to answer any questions that you have.

Senator AKAKA. Thank you very much, Mr. Lawless.

Dr. Goodman, please proceed with your statement.

TESTIMONY OF ALLAN E. GOODMAN,[1] PH.D., MEMBER OF THE COUNCIL ON FOREIGN RELATIONS' TASK FORCE ON U.S. EDUCATION REFORM AND NATIONAL SECURITY AND PRESIDENT OF THE INSTITUTE FOR INTERNATIONAL EDUCATION

Mr. GOODMAN. Thank you, Mr. Chairman. It was an honor to receive the call from this Subcommittee to present some testimony. It is a privilege to serve as President of the Institute of International Education which administers the Fulbright, Gilman, and

Boren programs on behalf of the Department of State and the Department of Defense.

What really captured my attention for this hearing was participation in the Council on Foreign Relations' Task Force. It was chaired by Secretary Condoleezza Rice and former Chancellor of the New York City Public School System, Joel Klein. It was a very bipartisan and very mixed group.

For someone in a higher education, what really was to me the heart of the recommendation was the call for a national readiness audit which would help us understand the very things your statement and your questions and this Subcommittee have been asking about for a long time. How prepared is the Nation and at what levels are we teaching all of our citizens to have proficiency in another language?

Now, it is easy for us in higher education and international education to forget just how many of our citizens are connected to the world and do not get the chance to study it.

Seventy percent of Americans today do not have a passport. That is about the same percentage of Americans with a college education that cannot find Indonesia on a map, cannot find Iran on a map, and believe that South Sudan, the newest country in the world, is either in Southeast Asia or in South America.

Most Americans who do study abroad go to a relatively few number of countries, many also English-speaking, and they study abroad for a very short period of time.

The other thing that we tend to forget, except for you and this Subcommittee, is that foreign language learning in our country may be at the lowest level in our Nations history.

Certainly, for college students today about, as Secretary Ochoa said, only 8 percent studying a foreign language, that is half of what it was in 1965; and yet, the need for, as you have noted many times, the need for much more proficiency in foreign language is where the future ought to be.

The Federal programs that this Subcommittee has supported are quite strategic, therefore, in my view. Fulbright, Boren, Gilman, are global. They get our citizens to more than 150 different countries.

They are very diverse, not only in terms of where students go but the students from our society that go. More than half are from minority groups in our society, a much different portfolio and profile than is the normal study abroad profile of Americans going abroad. They go for longer periods of time, and that is conducive to language study.

So, I think this Congress has repeatedly made very strategic investments in these programs and we are grateful. But to move the needle—I am not going to ask for more money to move the needle, what has to happen is that American higher education has to reinstitute foreign language proficiency as a graduation requirement for every undergraduate going through our systems.

A hundred years ago that was true in every college in America, from technical schools to liberal arts schools to research univer-

[1] The prepared statement of Mr. Goodman appears in the appendix on page 99.

sities, and today I do not think it is true for more than a dozen or two dozen in our whole country.

That is the only thing that is really going to change the pipeline and assure that the panel that we just heard from is going to have the future language speakers that we need to protect our country.

In conclusion, I want to depart from my written statement just a little bit because your Subcommittee is focused also on the District of Columbia. Twenty blocks from here my daughter runs a clinic, a pediatric clinic under a federally qualified health clinic.

They have had over 600,000 patients visits last year and 95 percent of her patients' language is mainly Spanish. When she went to medical school she realized that what she needed more than learning chemistry, biology, and physics, if she was going to be an effective doctor in your National Health Service Corps, was to be able to speak to patients in their own language and in this case it was their first language Spanish.

I agree that more language for diplomacy and national security will help make our world a less dangerous place but I also think sometimes learning another language helps our citizens right here at home to live in a safer and more secure world.

Thank you very much for your support of both programs.

Senator AKAKA. Thank you very much, Dr. Goodman.

Dr. Davidson, please proceed with your statement.

TESTIMONY OF DAN E. DAVIDSON, PH.D.,[1] PRESIDENT OF AMERICAN COUNCILS FOR INTERNATIONAL EDUCATION AND ELECTED PRESIDENT OF THE JOINT NATIONAL COMMITTEE FOR LANGUAGES

Mr. DAVIDSON. Thank you very much, Senator Akaka, for the opportunity to appear before you today. It has been my honor to serve as the Elected President of the Joint National Committee for Languages for the last 4 years.

The foreign-language profession in the United States is in a strong position to address the needs that have been so articulately and eloquently spoken today by our colleagues from DOD, ODNI, State, Justice, Education, the foreign affairs community and American business.

If we are to meet the demands of keeping the peace around the globe as called for by Secretary Panetta, of engaging audiences and institutions around the world as envisioned by President Obama and Secretary Clinton and also detecting the intentions and preventing the actions of those who would do us harm, as the National Security Agency (NSA) Director Michael Werthheimer has stated, then what is needed is a citizenry and a government workforce that includes substantial numbers of persons professionally fluent and culturally literate in the major languages and cultures of the world.

Research shows that professional level knowledge of language is highly sensitive to cultural signals and cues, of understanding not only what people say but also how they use language to communicate, to modulate meaning, to conceal values, or communicate their intentions and their aspirations, to build rapport with one an-

[1] The prepared statement of Mr. Davidson appears in the appendix on page 106.

other, to persuade, to negotiate, to establish trust, or fail to establish trust, as the case may be.

Information transfer, is a relatively minor part of communication if you look across the mass of communicated elements that we have; the cultural component is what is central. It is specific to each language, not something generically "global," and here I differ a bit from one of the comments made earlier today. It can be very hard to discern, especially if you have never set foot outside the "greenhouse" or a classroom in this country.

We, in the foreign-language field, therefore, salute yours and the U.S. government's decision to raise the bar for language designated positions across agencies to Level III. But the real answer for scaling up the system and delivering speakers, readers, and analysts in major world languages and cultures to the new level required by the government is to begin that training as far upstream as we can take it, as you have said today, with an extended sequence in the K–12 system, periodic opportunities for full immersion in the target culture, continued advanced and content-oriented study in the university and a strong language maintenance strategy for the Federal and civilian work corps employees.

Thanks to the National Defense Education Act (NDEA) of a half a century ago, the United States has been able to maintain a core capacity in the university level in for foreign language and areas studies for most world areas through Title VI and Fulbright-Hays both of which have been unfortunately reduced by 40 percent over the past 2 years alongside the outright elimination of FLAP which you have commented on.

This is movement in the wrong direction which we hope can be addressed by the Administration and Congress as soon as possible.

On a more positive note, in the post 9/11 era, initiatives arising from the defense, foreign affairs, and intelligence communities notably National Security Language Initiative, which builds on Title VI and Fulbright-Hays, specifically aims at helping address the new mandate for high level language and culture across the sectors of the economy.

And, here I simply want to mention programs that are making a big difference in the foreign-language field right now on the ground. The STARTALK program funded by NSA is running high quality stateside summer programs, 159 different programs in 10 languages in 48 States and the District of Columbia. It is making a big difference even though it has not been out there very long.

The State Department is investing more than $30 million a year in the National Security Language Initiative for Youth (NSLI–Y), Critical Language Scholarships (CLS), and related teacher programs supporting critical language study for more than 1,500 American university, college, and high school students a year.

The NSLI–Y program, for example, is open to any student in the country and has a remarkable level of language achievement even for the short period that it works. Similarly the CLS program has done the same thing for the undergraduate students.

The final point I want to make is the National Security Education Program's Flagship Program because, while it has some very promising K–12 pilots in place, it has totally reinvented the way that foreign languages are taught today in our universities, setting

three as the logical outcome for a series of programs and training models that do not even require the undergraduate learner to be a major in that field.

Together the NSLI group and those supported by Title VI and Fulbright-Hays are low cost, high quality, proven models that we believe are scalable. They are working in a few places right now. They could work in a lot of places with the same level of success.

Thank you for the opportunity to comment.

Senator AKAKA. Thank you very much for your statement. Mr. Lawless.

Mr. LAWLESS. Yes, sir.

Senator AKAKA. What are some of the barriers U.S. companies face when attempting to enter overseas markets and how does the process of localization assist companies in accessing and succeeding in these markets?

Mr. LAWLESS. Right. There is a difference between translation and localization. Localization is the cultural adaptation of products or services to the target country.

To give you an example, if you buy a Japanese car, you buy it here in the United States, you sit on the left even though it was produced in Japan where you sit on the right because you have left-hand traffic.

So, you need to adapt your product. You need to adapt your user manual. You need to adhere to local laws and regulations. So that is the process of localization. It goes far beyond just translation, although translation is a most important part of localization.

The question that you asked about the key challenges for U.S. companies to enter markets. That really depends on the organization. It starts very often with what they do not know how to put a document into translation.

But most likely, and that resonates with what was said by the previous panel, it is lack of executive awareness; and if more executives understood that almost 50 percent of their income comes from overseas, they would pay more attention.

I gave an example with Apple Computer. Apple Computer last year made $108 billion of revenue, 60 percent of that was generated abroad. Facebook's international revenue grew from 33 percent in 2010 TO 44 percent in 2011. Wal-Mart international sales in the last quarter of last year rose by up to almost 9 percent whereas the U.S. business slipped by half a percent.

If more executives really understood that language is the key enabler for their success and for their ability to survive, they would not have a lot of middle managers in their companies that struggle to get a localization budget.

Thank you.

Senator AKAKA. Thank you, Mr. Lawless.

Dr. Goodman, as you mentioned in your testimony, you served on the Council on Foreign Relation's Task Force on U.S. Education Reform and National Security, which concluded that short falls in U.S. education raise national security issues. Will you please explain how the Task Force came to that conclusion?

Mr. GOODMAN. Thank you, Mr. Chairman.

We began with the horrifying statistic which was 75 percent of our young people today are unqualified or disqualified from military service.

That was a number that shocked really all of us. Some are unqualified because of their educational background, some because of persistent health problems, and some because of obesity which we know is a major problem in America.

So, we tried to zero in on the part of that population that at least we could fix and that was through education and what we tried to get agreement on and got a substantial amount of agreement was that America needs a core curriculum as about 20 States and 20 Governors have now accepted.

What surprised me the most was I thought I would have to fight very hard for a foreign language requirement to be considered essential and to be considered core. I did not have to at all.

People on the task force really realized that it is our key to understanding the world that we share, to preparing Americans for global life and global work, and getting ready to enter national service whether it is in the security or diplomatic Everest.

So, we believe in a core curriculum. We believe in foreign language, and we also believe in a readiness audit that helps establish the dialogue and then the coordination that you are concerned about among academia, the private sector, and also government.

So, when we know where the gaps are, we can fix them.

Senator AKAKA. Yes. Mr. Lawless and Dr. Goodman, the Task Force's report discussed the reality of cyber espionage against business and government information systems.

Would you explain why foreign languages are important to cyber security?

Mr. LAWLESS. Yes. Right now we see an explosion of content on the Internet, only 20 percent of that content is in English so the rest I guess is not English.

There is also a huge increase in what we call user-generated content through blogs and other social media sites. So, if you want to analyze what is out there, if you want to understand what other people say about you as a company or about us as a Nation, then speaking those languages but also understanding these languages in the current context and the context of the culture is absolutely crucial.

Senator AKAKA. Dr. Goodman.

Mr. GOODMAN. Thank you, Senator.

Dan mentioned in his testimony that language conveys values and sometimes it conceals intentions and we need people skilled at understanding both. I think to me the same is true in the cyber security area.

The Internet is an English-speaking world a lot, not exclusively, and it is being used by people with many different values and many different intentions, and so, I think part of our recommendation of the task force to focus on this is to try to understand those people who are speaking English using the Internet and have intentions that are very different than the ones we associate with simply sharing more information.

Senator AKAKA. Thank you.

Dr. Davidson, your testimony notes that there is a general lack of knowledge of how to develop and implement language training from early childhood, and you recommended using the K–12 Flagship model to build a pipeline of proficient language speakers.

What key elements from this program can be emulated by schools across the Nation?

Mr. DAVIDSON. Thank you, Mr. Chairman, for that question.

I think the lessons of Flagship are that best practices are out there in the field. Flagship did not sort of create a bunch of mystical new ways of learning language but rather it mobilized the best thinking in the field and stood back with a certain perspective and said how can we do all of this better and in a consistent way.

I think in terms of the Federal role in the Flagship model, it is a very clever one in the sense that it does not attempt to purchase a turnkey shop of some kind but rather looks at those limited points of leverage along the way where a Federal boost can make the difference in whether a program survives or a student is motivated or the progress in learning that language is suitably advanced.

For example, never to forget the importance of the teacher, the investment in the teacher. It is maybe not as sassy as a headline but the teacher is critical to this process. Another really strong lesson we have learned is that the overseas study piece or the summer intensive study piece can fit into a curriculum without doing damage to everything else.

In fact, if you do it well, then you can actually pursue part of the major requirements later on, harking back to Allan's point about requirements. Those requirements can actually be continued overseas in the setting in a direct enrollment model.

So, I think the key to Flagship really is mobilizing the best practices which are out there now, the standards, the outcomes. The field has its act together in that sense, and then looking at those points of leverage, like the summer, like the capstone where a little boost from an external funder can make it all come together.

Senator AKAKA. Thank you very much, Dr. Davidson.

My next question is for the panel. I would like to give you all an opportunity to provide any final statements or comments. I know you have lots to say about foreign languages.

Mr. LAWLESS. Yes. Well, thank you very much for giving us the opportunity to testify to you and the Subcommittee.

As an industry association, we represent the majority of people that actually produce that work that generates $2.1 trillion in revenue. And, we would really welcome the opportunity to cooperate with the previous panel and this panel because we have all the same challenges and I would like to note, as I only realized that after my testimony, that the entire first panel left the room before the second panel began.

So again, thanks again for the invitation and I am looking forward to more conversation hereafter. Thank you.

Senator AKAKA. Thank you. Dr. Goodman.

Mr. GOODMAN. Thank you, Senator. I simply hope that this Subcommittee and its exercise of government oversight will continue to focus on the very issues you have identified since 9/11, the need for our country to be able to speak other languages to operate effec-

tively in the world, the role that academia places in that, the role of the private sector plays in that, the role that the government plays in that.

So, I hope that the spirit of these hearings will very much continue. Thank you.

Senator AKAKA. Thank you very much. Dr. Davidson.

Mr. DAVIDSON. Mr. Chairman, I would like to second what Allan just said about the importance of these hearings and the way you have been able to focus public attention over time to this very important need inside our government.

I think the good news is that models are there that we can make a difference and those models are scalable. We mentioned Title VI. We mentioned the State Department programs and we mentioned the NSEP and the Flagship and STARTALK. These are excellent models that do not have to be reinvented and they are operating in 150 places or 12 places or in 24 places. It would take so little to double that number. The marginal difference in the cost would enable those models to be generalized and disseminated more broadly in the country. Thank you.

Senator AKAKA. Thank you.

Well, I want to thank you so much for your responses, and of course, the statements. It will be helpful to this Subcommittee. We look upon you as key partners, and together we can use your expertise to improve our country's language capacity.

We are a diverse country. We have the languages. We just have to use it well and make sure we train our people well to serve in that capacity. So, thank you very much. We appreciate your presence.

Now, I would like to ask our third panel to please come forward. I want to welcome the third panel.

We have Shauna Kaplan, a fifth grade student at Providence Elementary School in Fairfax County, Virginia.

Ms. Paula Patrick, Coordinator of World Languages, Fairfax County Public Schools.

Ms. Michelle Dressner, a 2010 Participant in the National Security Language Initiative for Youth Program.

Mr. Jeffery Wood who was also a 2010 participant in the National Security Language Initiative for Youth Program.

And, Major Gregory Mitchell, a 1995 Fellow for the David L. Boren Fellowship Program.

As you know, it is the custom of this Subcommittee to swear in all witnesses. So, I ask you to please stand and raise your right hands.

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

Ms. KAPLAN. I do.

Ms. PATRICK. I do.

Ms. DRESSNER. I do.

Mr. WOOD. I do.

Major MITCHELL. I do.

Senator AKAKA. Thank you.

Let it be noted in the record that the witnesses answered in the affirmative.

Before we start, I want you to know that your full statement will be made a part of the record and I would like to remind you to please limit your oral remarks to 3 minutes.

So, Shauna, will you please proceed with your statement.

TESTIMONY OF SHAUNA KAPLAN,[1] A FIFTH GRADE STUDENT AT PROVIDENCE ELEMENTARY SCHOOL, FAIRFAX COUNTY, VIRGINIA

Ms. KAPLAN. [Speaking in Chinese].

I just said in Chinese: Hello everyone. My name is Shauna. I am 11 years old. I am in fifth grade at Providence Elementary School. I like Chinese class very much because Chinese class is fun.

Senator AKAKA. Xie xie.

Ms. KAPLAN. I have been taking Chinese since the 1st grade, which was the first year it was taught at my school. My Chinese teacher is Ms. Yuan, who has been my teacher all 5 years. There is a second Chinese teacher at my school, Ms. Su, who is teaching my little sister.

I really like learning Chinese. Class is a lot of fun because we learn using a lot of games and activities that include everyone in the class and teach us new things. My regular teacher, Mrs. Pratt, told me she works with Ms. Yuan so that sometimes they are teaching about the same things at the same time. This year, when we learned about ancient civilizations in Mrs. Pratt's class, Ms. Yuan taught us about ancient China and different dynasties while we were learning Chinese. I like that they go together. Sometimes we even do math in Chinese.

I want to keep learning Chinese. I want to be fluent in Chinese. I would like to visit China, and I want to be able to talk to the people there. I also like showing people in Virginia how I have learned Chinese, like when I count in Chinese the number of things we ate at my favorite dim sum restaurant. The people working there were very surprised that I could count in Chinese.

Thank you for helping Fairfax have Chinese classes. I also want to thank Ms. Yuan for being such a great teacher, all the people who help her, and my mom and dad who encouraged me to learn Chinese and to work hard in school, and even my sisters who also got to take Chinese. I am very excited to be here representing them, all of Providence Elementary School, and Fairfax City. [Speaking in Chinese.]

That means: Thank you everyone. I am happy to speak some Chinese today. Learning Chinese is not hard. You also can learn Chinese. [Applause.]

Senator AKAKA. Xie xie, Shauna.

Ms. Patrick, will you please proceed with your statement.

TESTIMONY OF PAULA PATRICK,[1] COORDINATOR OF WORLD LANGUAGES, FAIRFAX COUNTY PUBLIC SCHOOLS

Ms. PATRICK. Yes, Mr. Chairman. Mahalo.

Fairfax County public schools is the 11th largest school division in the country with approximately 175,000 students. The school di-

[1] The prepared statement of Ms. Kaplan appears in the appendix on page 121.
[1] The prepared statement of Ms. Patrick appears in the appendix on page 123.

vision prepares students with the necessary skills that are desperately needed in the Federal workforce, national security, and on the economic front by providing a variety of language offerings to students in kindergarten through 12th grade.

Funding provided by the Federal Government allowed Fairfax to implement Chinese and Arabic programs that would not have been implemented otherwise. Some policymakers simply felt these languages were too challenging for elementary students. Federal start-up funding made it possible to implement Chinese and Arabic where district funds were not available.

Once policymakers could see the success of the language programs, they gladly provided funding to ensure students could continue the languages through high school and have since expanded Chinese and Arabic to additional sites.

The Foreign Language Assistance Program grant addressed the need of studying the critical needs languages. The funding provided a firm foundation for language study that ultimately increased the number of students learning Chinese and Arabic and provided them the opportunity to become proficient in these critical needs languages.

Prior to the grant in 2005, we had 125 high school students learning Chinese and we had 162 students learning Arabic. Today we have a little over 5,000 students in elementary, middle, and high school learning Chinese and we have over 1,000 students learning Arabic.

Our fifth grade students are now connecting sentences to convey meaning orally as well as in writing using characters and Arabic script.

The FLAP grant awarded in 2006 actually funded projects at every level. With the funding, we developed a virtual online Chinese language course for the Virginia Department of Education which allows more students the opportunity to learn Chinese not just in Fairfax County but throughout the Commonwealth of Virginia.

We developed an electronic classroom that broadcasts synchronous Arabic courses to Fairfax County high school students attending schools that do not have sufficient enrollment to offer Arabic. We also developed Chinese programs in the Fairfax high school pyramid which gives students in grades 1 through 12 an articulated program of study and we supported Chinese and Arabic programs at eight additional elementary schools and four high schools by providing professional development and materials. We also partnered with Georgetown University and George Mason University for student mentoring, seminars, guest speakers, and summer language camps.

We now have ample research that proves what all other countries have known for a long time. We must start language learning at an early age when the brain is most receptive to language acquisition. Mastering a foreign language takes time, sequential study and practice. When language supervisors propose starting a language program, they are often denied due to already stretched district and State budgets. Policymakers view them as a want and not a need for students. Federal funding is the only way we can initiate programs that will prove to the taxpayers and policymakers that

the money is well spent once people can see what these children can do with a second language. We do not know what the world will be like in 20 years but we do know we cannot say that we are educating our students for the 21st Century if we are not giving them the tools they need to protect the country and to keep America the superpower it is today.

In closing, I would like to say that Fairfax County public schools is thankful for the Federal funding that we received and 6,000 Fairfax County students studying Chinese and Arabic are thankful too.

Senator AKAKA. Thank you very much, Ms. Patrick.

Ms. Dressner, please proceed with your statement.

TESTIMONY OF MICHELLE DRESSNER,[1] 2010 PARTICIPANT IN THE NATIONAL SECURITY LANGUAGE INITIATIVE FOR YOUTH PROGRAM

Ms. DRESSNER. I have always been an adventurer. I enjoy puzzles, exploring, and learning new things. These qualities led me to apply for the National Security Language Initiative for Youth (NSLI–Y).

I studied Russian in high school for 2 years. I decided that the ideal way to get to the next level in Russian language was through immersion. So, in my senior year of high school, I applied for NSLI–Y, a scholarship funded by the U.S. Department of State through the Bureau of Educational and Cultural Affairs and Administered by American Councils for International Education. When I won a semester NSLI–Y scholarship to study in Nizhniy Novgorod, Russia, I was ecstatic. However, I had no idea how significantly this experience would change my perception of culture and language as well as shape my educational and career aspirations.

During my time in Russia, I lived with a host family. On my first day, they were unsure of how to behave around me, how to speak to me, and even how to feed me. Bread? Pancakes? Soda? What do Americans eat for breakfast?

Unfortunately, my ability to communicate was limited to prepared phrases I learned in high school and at my program orientation. I knew how to say hello, goodbye, please, thank you, and very tasty. Well, "very tasty" was helpful with the food issue. However, I felt unable to communicate my emotions and learn more about the family kind enough to keep me as their guest. I wanted so badly to speak to them and tell them how grateful I was for their generosity and hospitality. My host family made my reason for language learning personal and emotional.

My goal to communicate in Russian was achieved through practice speaking with my family, practice around the city, and my studies at the Nizhniy Novgorod Linguistics University. There our professors, Natalia and Svetlana, put an extraordinary amount of effort into teaching us Russian. Through their teaching, I quickly became able to express myself. My host mom was delighted when I asked her about her day and told her about the poem I was read-

[1] The prepared statement of Ms. Dressner appears in the appendix on page 125.

ing, all in Russian. My new friends, professors, and host family inspired me.

After returning from Russia, I was confident not only that I wanted to study Russian in college, but that I wanted to pursue a career involving Russia and international relations. In 2014, I will graduate from Smith College with a double major: Economics and Russian Civilization. I hope to work in public service for either the U.S. Department of State, a sector of the Federal Government, or a nonprofit organization. By pursuing a career involving public service and Russia, I know that I will be working in a field that I am passionate about, and it is through NSLI–Y that I discovered my passion for Russian studies.

Thank you, Mr. Chairman, for this opportunity and I would be happy to answer any questions.

Senator AKAKA. Thank you very much, Ms. Dressner.

Mr. Wood, please proceed with your statement.

TESTIMONY OF JEFFREY WOOD,[1] A 2010 PARTICIPANT IN THE NATIONAL SECURITY LANGUAGE INITIATIVE FOR YOUTH PROGRAM

Mr. WOOD. NSLI–Y is a federally funded program by the U.S. Department of State that has allowed me to do unimaginable things. Without the support from NSLI–Y, I would not have been granted the opportunities that I have experienced such as going to Beijing, China twice in my lifetime along with speaking in front of you all today.

Additionally, I would not have pursued learning the Chinese language. This program highlighted the importance of language, especially the Chinese language and how learning the language can benefit me and others.

Prior to graduating from high school, I had no interest in learning another language. As a student who attended Roosevelt High School in Washington, DC, my opportunities were very limited. However, during my 10th grade year, I was granted an opportunity that changed my life forever. After much convincing from my AP government teacher, I applied for the Americans Promoting Study Abroad program (APSA). I figured this would be a way to view the world outside of my local periphery. But I took a chance and it paid off. I was offered the opportunity to study abroad in Beijing, China for 6 weeks to study Chinese language and culture.

I am forever grateful that NSLI–Y's funding granted me the opportunity to go to China. As a student who had never been on a plane prior to going to Beijing, this was a life-changing experience. I appreciate that Americans Promoting Study Abroad targets students that live in underrepresented communities across the Nation because that is where dire attention needs focus now. It is not just the students who can afford these opportunities that are deemed "globally aware" because of their travel experiences, but also through the lenses of students like me, and ones in underrepresented communities because every student deserves a global experience.

[1] The prepared statement of Mr. Wood appears in the appendix on page 128.

Since my experience, I decided to pursue a future career in the Foreign Service, working either in an international development organization or intergovernmental organization/non-governmental organization (IGO/NGO). I recently finished my freshman year at George Mason University where I am pursing a double major in Global Affairs with a concentration in international development and a major in Chinese. I am also currently in the Chinese language buddy program at my college where you chat and build relationships with native Chinese citizens that come to study at Mason. I would have probably pursued a career very different from the one I am pursuing now if I did not go to the program.

These types of programs are very necessary for the development of our future young generation because without them, we have very limited views on the world. As the United States becomes more diverse, more interactive, more developed technology-wise, we have to understand that the only barrier that we have to break through is communication, especially through languages such as Chinese.

Improving the foreign language capacity of the Nation is crucial to the United States' success over this lifetime. In order to become powerful, we have to learn to adapt and learn new knowledge. Through language and immersion, you achieve both requirements.

Thank you for your time and I am happy to answer any questions that you have.

Senator AKAKA. Thank you very much, Mr. Wood.

Major Mitchell, please proceed with your statement.

TESTIMONY OF MAJOR GREGORY MITCHELL,[1] A 1995 FELLOW FOR THE DAVID L. BOREN FELLOWSHIP PROGRAM

Major MITCHELL. Chairman Akaka, I thank you for the opportunity to discuss my experiences as a Boren Fellow and the impact the program has had on my career as an Army Officer.

Before entering the Army, my Boren Fellowship afforded me the opportunity to spend a semester at the American University in Cairo's Arabic Language Institute. It was an experience which significantly shaped my decision to enter the military and has significantly impacted my career as an Army officer specialized in the affairs of the Arab world. I have served a total of 48 months in the Middle East as both a combat arms officer and a Foreign Area Officer. Throughout my career I have leveraged my Arabic language training to build partnerships at the tactical, operational, and strategic levels with our partners in the region. I have studied Arabic in a variety of venues, to include the Foreign Service Field School in Tunis, Tunisia; Princeton University; and my Alma Mater Washington University in St. Louis. However, it was the semester I spent in Cairo as a Boren fellow where I laid the groundwork for a high degree of spoken Arabic proficiency.

I first put my Arabic language skills to work in 2003 when I served in al Anbar province with the 3d Armored Cavalry Regiment. My commander understood the valuable role I could play in the unit's efforts to build rapport with local Iraqi officials and he placed me in charge of the Squadron's government support team. The rapport I built in cities such as Fallujah and Habaniya saved

[1] The prepared statement of Mr. Mitchell appears in the appendix on page 130.

American and Iraqi lives and helped my unit develop a successful counterinsurgency strategy.

In 2004, I took command of a tank company in the 3d Armored Cavalry Regiment and trained my men for a second tour beginning in April 2005. Because I could speak Arabic, my commander again placed me in a unique role partnered with an Iraqi Army battalion on the outskirts of Tal Afar in Ninewa Province. Our tour was very successful and our partnership with our Iraqi battalion was recognized as one of the strongest American-Iraqi tactical partnerships at that time. With my Arabic, I was able to plan and execute tactical operations with my Iraqi counterparts without an interpreter. I have the National Security Education Program to thank for that.

Because of my Boren fellowship, I came to the Army with a unique skill set that I have leveraged to build and strengthen important tactical and strategic relationships with our partners in the Middle East. Boren Fellows and National Security Education Program alumni like me are currently serving across the Department of Defense and other governmental agencies. We arrive at the Federal workplace language enabled and regionally astute, ready to address complex problems and build lasting partnerships across the globe.

And, sir, I want to thank you for your continued interest in this very important capability. Thank you.

Senator AKAKA. Thank you very much, Major Mitchell.

Shauna, when I was a youngster my dad spoke Chinese and Hawaiian in Hawaii, but at that time people thought it was bad for children to learn multiple languages. So, my parents did not teach me. As a matter of fact they said speak English.

You are very lucky because now we understand that it is good for students and very important for our country to teach foreign languages. My question to you is: What do you like most about learning a different language and what made you want to learn it?

Ms. KAPLAN. What I like most about learning Chinese is how it is taught to us through activities but still learning. I guess my parents inspired me to learn another language because I was already learning one because of my religion, and I just like learning more about the other cultures and ideas that inspired me to learn Chinese.

Senator AKAKA. I see. Did you have an opportunity to go to a Chinese community or to China?

Ms. KAPLAN. Not yet, but I am hoping to when I am older to go to China and learn more about the culture and their way of life.

Senator AKAKA. As you know, there are different dialects in China. When I said my father spoke Chinese, he spoke Cantonese. So, it is a little different from the major language now in China.

Thank you very much for your responses, Shauna.

Ms. Patrick, I am impressed with your achievements in educating young students in foreign languages and I would like to say mahalo, thank you, to you as well.

Ms. PATRICK. Thank you.

Senator AKAKA. Do you know how often students continue their language study after they finish your program and how the program has influenced their career goals?

Ms. PATRICK. I think the key is when you start language learning at an early age, students do not really look at it as being a difficult language or really even an academic subject. They look at it as a communicative tool and we now have all of our language lessons that are related to content. So, they are using language to problem solve in the area of math, science, and social studies.

And so, to continue on as you heard today, it just seems like the natural next step. You are learning the language to sixth grade, you continue on through seventh until you hit the higher levels of proficiency which we are seeing in our students.

The students, it is interesting, we do not encourage them to only think of two languages. We want this to be the foundation of multiple languages.

So, sometimes we see our students take on even another language in middle school or high school and continue on with two or three languages in college. So, I think because we are developing that fearlessness of language, they are also more encouraged to continue with the language at the higher level of education.

Senator AKAKA. Thank you.

This question is for Ms. Dressner, Mr. Wood, and Major Mitchell. How has learning a foreign language and about a different culture shaped your perspective about the world we live in? Ms. Dressner.

Ms. DRESSNER. Well, I feel that learning a language and learning about the culture is critical to language learning in general because it gives you a basis for understanding and you can really connect more to the language and have a reason for continuing to learn the language. And, I believe that is growingly important in this day and age when the world needs language speakers and needs people to be able to communicate cross culturally. Thank you.

Senator AKAKA. Thank you. Mr. Wood.

Mr. WOOD. I think that it allows me to think outside of my own stereotypes that I had prior going. I think learning a new language and about their culture allows me to learn about the language and the people that are within the culture as the people and what they do and how they interact with each other, and it allows me to see them as, I guess I can explain this, it allows me to interact with them in a way where I could not have before if I did not learn their language; and with their language, it helped me develop a relationship with them.

Senator AKAKA. Thank you very much. Major Mitchell.

Major MITCHELL. Yes, sir. I think that language is sort of the hard science of understanding people who come from different paces than oneself. I find it emphasizing the common things between things that are common to myself, to my peers in the Army, and to people that we work with.

Learning a language helps you to emphasize those common factors as human beings. So, I am a big advocate, maybe a language determinist in the sense that I think a lot of the way we think is done in language.

So, if I want to know another way of thinking about a topic, to learn to do that in a different language gives me a different perspective. So, I am a big advocate of language training.

Senator AKAKA. I should tell you that I am a World War II veteran; and during that time, I served in the Pacific; and at that

time, our country used our Japanese citizens to deal with the Japanese. And so, they became a part of what I call military intelligence service (MIS).

But it is claimed that there were out there in the Pacific during that period of time and because of the language they were able to shorten World War II by years. So, even at that time language made a difference.

And, I knew some interpreters for General MacArthur who served in the Philippines as well as in Japan after the war. I learned from them that their language speaking ability really made a difference with the Japanese and they were able to help stabilize the government at that time even to the point where it helped to bring Japan about so that it could become, as it has, one of the top industrial Nations.

So, the language skills of our citizens makes a difference. I am so glad that we are moving in that direction. But I want to be sure we have adequate resources and programs to help bring this about.

This is why we have you here on our panels. Everything you have said will be part of the record and will demonstrate the importance of these programs.

So, I would like to say thank you to our witnesses for being here today. It is clear that we have made good progress to improve our Nation's language capabilities. However, as you know, more work remains to be done.

I look forward to working with the Administration and my colleagues in the Senate to make sure we have robust language capabilities and you are helping us to do that.

The hearing record will be open for 2 weeks for questions other Members may have. Again I want to say mahalo. Thank you so much for your responses and your statements.

This hearing is adjourned.

[Whereupon, at 4:47 p.m., the Subcommittee was adjourned.]

APPENDIX

STATEMENT OF CHAIRMAN DANIEL K. AKAKA

A National Security Crisis: Foreign Language Capabilities in the Federal Government

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

Aloha, I want to welcome our witnesses to today's hearing: *A National Security Crisis: Foreign Language Capabilities in the Federal Government*.

As Chairman of this Subcommittee, I have held seven oversight hearings that emphasized the need to build the Federal government's foreign language skills, from developing a foreign language strategy to improving U.S. diplomatic readiness. This is my final hearing on this topic.

Today, we will review the importance of foreign languages to our national security and our economy. We will also examine the state of the Federal government's foreign language capabilities and consider ways to improve our nation's language capacity.

Last year, we marked the 10th anniversary of the September 11, 2001, terrorist attacks. This tragic event exposed our nation's language shortfalls. The 9/11 Commission raised concerns about the shortage of personnel with needed Middle Eastern language skills at both the Federal Bureau of Investigation and the Central Intelligence Agency, which hindered our understanding of the threat. These agencies, as well as the Departments of State, Homeland Security, and Defense continue to experience shortages of people skilled in hard-to-learn languages due to a limited pool of Americans to recruit from. Because of these shortages, agencies are forced to fill language-designated positions with employees that do not have those skills. Agencies then have to spend extra time and funds training employees in these languages.

As U.S. businesses of all sizes look to expand, they need employees with the foreign language skills and cultural knowledge to access overseas markets. Our national and economic security is closely linked to how well our schools prepare students to succeed in a global environment. Experts indicate that learning languages starting at the K-12 levels develop higher language proficiency than those starting in college.

The Federal government must partner with schools, colleges, and the private sector to address this ongoing challenge at its root cause: our nation's failure to adequately invest in language education, starting at early ages.

Even in a difficult budget environment, we must fund important international education and foreign language study programs to build the pipeline to a 21st century workforce, including the Foreign Language Assistance Program. We must make sure that budget cuts are not at the expense of strategic

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national security interests. Short-sighted cuts, for example to the Department of Education's Title VI program, could severely undermine the progress we have made in this area.

Today, we will hear about agencies' progress on their language capabilities. However, I believe agencies can do more to coordinate and share best practices in recruiting, retaining, and training personnel. Furthermore, I strongly believe that a coordinated national effort among all levels of government, industry, and academia is needed to tackle the problem before us. If we work together, we can improve our nation's language capacity and effectively confront the challenges to our nation's security and economic prosperity.

I look forward to hearing from our witnesses and continuing the discussion on how we can address our nation's language needs.

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Senate Committee on Homeland Security and Governmental Affairs
Subcommittee on the Oversight of Government Management, the Federal Workforce, and the District of Columbia
Hearing on *"A National Security Crisis: Foreign Language Capabilities in the Federal Government"*

Testimony of Eduardo Ochoa,
Assistant Secretary for Postsecondary Education of the U. S. Department of Education
May 21, 2012

Introduction

Good afternoon Chairman Akaka, Ranking Member Johnson, and Members of the Subcommittee. Thank you for the opportunity to appear before the Subcommittee today. My name is Eduardo Ochoa and I am the Assistant Secretary for Postsecondary Education at the U.S. Department of Education. I am pleased to provide testimony for this hearing on national security and federal foreign language capabilities. I particularly appreciate your focus on this issue as I have direct experience having been born in Buenos Aires, Argentina where I attended bilingual schools until my family moved to the U.S. during my junior year of high school. I can tell you I personally understand the importance of foreign language programs as they not only provide students with a better understanding of other cultures, but it also provided me with a unique insight and appreciation of my own culture and language.

Before providing an overview of our programs, let me express the Department's appreciation of Senator Akaka's strong, long-standing support for the advancement of foreign language learning in this country.

It is imperative that we improve our federal foreign language capabilities. In 2007, the National Research Council reported that "a pervasive lack of knowledge about foreign cultures and foreign languages threatens the security of the United States as well as its ability to compete in the global marketplace and produce an informed citizenry."

International Strategy at the U.S. Department of Education

Reflecting these concerns, the U.S. Department of Education recently adopted a fully articulated international strategy designed to simultaneously advance two goals: strengthening the educational attainment of U.S. students and advancing our nation's international priorities. These goals and the underlying objectives reflect:

- the critical importance of a world-class education for all students;
- the need to increase global competencies of all U.S. students;
- a heightened focus on international benchmarking and applying lessons learned from other countries; and
- a renewed focus on education diplomacy and engagement with other countries.

In today's globalized world, no nation can launch a fully effective domestic education agenda without also addressing global needs and trends and nurturing a globally competent citizenry. The reality is that a hyper-connected world requires individuals to have strong 21st century skills and a disposition to engage in the world around them. Such global competencies, including foreign language competency, cannot be seen as an 'add-on' either in higher education or in K–12. They will prepare students, and our nation, for economic competitiveness and jobs, collaboration to address global challenges, national security and diplomacy, and effective engagement in a diverse U.S. society.

A key objective of our plan, which is particularly relevant to the topic of today's hearing, is to increase the global competencies of all U.S. students, including those from historically disadvantaged groups. The need for these competencies, which we think of as "21st Century skills applied to the world", is clear – both for U.S. civil society and for our nation's workforce, and for our national security.

Right now, just 30 percent of U.S secondary students and 8 percent of postsecondary students are enrolled in a foreign language course, a long way from the multi-lingual societies of so many of our economic competitors. Two-thirds of Americans aged 18 to 24 could not find Iraq on a map of the Middle East. And African-Americans and Latinos continue to be underrepresented among those who study abroad.

Many of us are aware of the dramatic decrease in the number of college students who enrolled in any foreign language over the past several decades. Surveys by the Modern Language Association and others indicate that currently only about 8 percent of students at the postsecondary education level are enrolled in a foreign language as compared to about 17 percent of postsecondary education students in the 1960s, and only about 1 percent of students at the postsecondary education level are enrolled in the less commonly taught languages. This downward trend in language enrollment at the postsecondary education level demonstrates the magnitude of the need and the importance of high quality language study starting in the early grades.

The Global Competence Task Force, formed and led by the Council of Chief State School Officers and the Asia Society, has pointed out that, to acquire and exercise global competencies, students must be able to understand the world through disciplinary and interdisciplinary study. They need opportunities to investigate the world beyond their immediate environment and to recognize perspectives – their own and those of others. They must be able to communicate ideas effectively with diverse audiences and take action – to translate their ideas into constructive endeavors.

The development of these skills, including foreign language proficiency, must start early, in elementary and secondary education. U.S. colleges and universities have a responsibility to help students further

develop and deepen these skills, but waiting until postsecondary education to start is too late. This means that that school systems at all levels—from elementary to postsecondary—must place a far greater emphasis on helping students understand their responsibilities as global citizens, helping them work effectively on diverse teams, educating them to acquire cross-cultural competencies, challenging them to make ethical decisions for the common good, and encouraging them to engage in their communities locally and globally. We believe that engaging students in these ways will help our nation meet the President's 2020 college attainment goal with more graduates ready to lead us well into the 21st Century.

Department of Education Programs: Office of Postsecondary Education

The Department of Education currently awards funds specifically for international learning and foreign language acquisition through the Office of Postsecondary Education (OPE). We support the teaching and learning of foreign languages through a portfolio that consists of 14 discretionary grant programs under Title VI and Fulbright-Hays Act. These programs are grouped into nine programs that received $66.6 million to operate domestically and four that received $7.5 million to operate internationally.

Though funding for the international programs has decreased—from $125.9 million in fiscal year (FY) 2010 to $74 million in FY 2012—the Title VI and Fulbright-Hays programs have managed to keep supporting the most significant needs by being flexible and adaptive. These programs support the Federal government's investment in the international service pipeline and work in concert with the investments in students through our Federal Student Aid programs that help them access and afford a college education in foreign language and other areas of international importance. In our last survey of postsecondary students in 2007-2008, nearly 270,000 undergraduates majoring in foreign languages received $1.9 billion in Federal student aid.

By working with colleges and universities, the international programs run by OPE ensure a steady supply of graduates with expertise in less commonly taught languages, world areas, and international studies. Despite the challenges in developing a budget that would provide a world-class education for our students in a tough economic period, the President's FY 2013 budget proposed $75.7 million, an increase of $1.7 million over the 2012 appropriation, for the International and Foreign Language Education programs.

One of the primary roles of the Title VI and Fulbright-Hays programs is meeting the national need for expertise and competence in foreign languages and in foreign area and international studies. The program particularly addresses the need to develop foreign language competence in less commonly taught languages, such languages as Arabic, Chinese, Korean, Portuguese, Russian, Indian languages like Hindi and Urdu, , and African languages like Swahili and Zulu, to name a few. Now, only about 1 percent of students at the postsecondary education level are enrolled in less commonly taught languages.

In 2008, in cooperation with several Federal agencies, including the Departments of Defense and State, as well as selected university linguistics and language professors, our office compiled a list of 78 less commonly taught languages, which were determined to be priority, and posted this list on the Department of Education's Website at http://www2.ed.gov/about/offices/list/ope/iegps/languageneeds.html. As required in the Higher Education Opportunity Act of 2008, our office also consults with the other cabinet agencies to obtain recommendations regarding areas of national need for expertise in foreign languages and world regions. These recommendations are also posted on our Website along with the list of 78 priority less commonly taught languages.

The National Resource Centers, supported under Title VI, represent the Department's primary mechanism for developing U.S. language and area expertise on college campuses. The 127 current grantee institutions provide instruction, research and development in over 110 languages from all world areas. Between 2000 and 2008, the number of students enrolled in critical language programs at National Resource Centers nearly doubled. As an example of the effective use of the funds we were given after FY2000, in that year we funded 140 Middle East Foreign Language and Area Studies fellows. In FY 2009 we funded 310—an increase of 120 percent.

Our advanced overseas intensive language program, supported by the Fulbright-Hays Group Projects Abroad program, (and currently funded at approximately $3 million) gives upper-level undergraduate and graduate students the opportunity to study modern foreign languages overseas. A program assessment completed in fiscal year 2011 for the program found that the majority of students who participated in it between 2000 and 2008 achieved proficiency at the "professional working" level or higher in speaking, listening, reading, and writing. The majority of students who participated in the program during that same period are working in positions that allow them to use their language (61 percent) or cultural competence skills (85 percent).

Through their focus on building national capacity to teach less commonly taught languages, especially at the postsecondary level, and developing expertise in area studies especially in strategically important regions of the world, the Title VI and Fulbright-Hays programs play an important part in meeting the needs of the Nation's federal workforce, national security, and economic competitiveness needs for individuals with foreign language skills.

In addition to our Title VI National Resource Centers, the companion program—Title VI Foreign Language and Area Studies Fellowships (FLAS)—provides funds to colleges and universities for the academic year and summer fellowships to assist undergraduate and graduate students in foreign language and area or international studies. In FY 2011, 735 FLAS students attended summer language programs overseas. These students study at the intermediate or advanced level of their languages. World areas where students study include: Africa, Canada, East Asia, Eastern Europe, Latin America, Europe/Russia, the Middle East, South Asia, Southeast Asia, and Western Europe. Over 2,600 FLAS fellowships have been given to students to study languages of the Middle East. Title VI funding also supports American Overseas Research Centers. These centers make it possible for our faculty, students, and teachers to enrich their scholarship and research by facilitating the research clearances, making connections to the academic and research communities in strategic regions around the world, and hosting major conferences on topics that are vital to our understanding of the cultures where these Centers operate. In 2010 alone, 11 Centers worked with nearly 1000 social science and humanities faculty and scholars, teachers, and students. The relatively modest funds of $650,000 are leveraged to do much.

Helping to Build a Competitive Workforce

The Centers for International Business Education (CIBEs), within OPE, serve as resources for the teaching of improved business techniques, strategies, and methodologies that emphasize the international context in which business is transacted; and offer instruction in critical capacity to teach less commonly taught languages and international fields needed to provide an understanding of the cultures and customs of U.S. trading partners. Over 2 million students have taken international business courses through the CIBEs.

Outreach to underserved populations in international education

As we continue to advance international education and foreign language learning through the discretionary grants that we administer, I want to reaffirm our commitment to promoting access and diversity in foreign language learning and international education by serving underserved populations. In FY 2011, over 50 percent of the Title VI National Resource Centers provided outreach services to community colleges and minority-serving institutions. In FY 2012, in order to help promote greater access to international education programs and to diversity in international education, OPE conducted Webinars to reach out to over 300 individuals from community colleges, historically black colleges and universities, and Hispanic-serving institutions (including faculty and prospective project directors) to discuss Title VI and Fulbright-Hays programs that could help achieve greater access to diversity in international education for postsecondary education students.

Foreign Language Assistance Program

While Congress chose not to fund the Foreign Language Assistance Program in FY 2012, the Administration is proposing in our reauthorization of the Elementary and Secondary Education Act of 1965 to create an "Effective Teaching and Learning for a Well-Rounded Education" program. This proposed $90 million program would support competitive grants to States, local educational agencies, and institutions of higher education and non-profit organizations in partnership with high-needs local educational agencies to develop and expand innovative practices to improve teaching and learning in the foreign languages among other subjects that contribute to a well-rounded education.

Conclusion

The Department has continues to make the case for investing in language and cultural education for all students. The Federal investment in foreign languages and area studies is critical to developing and

sustaining the pipeline of individuals with foreign language and international education skills that are needed to address national security and economic competitiveness needs. These programs also help to enhance the capacity of education institutions and agencies at all levels, including K-12 and postsecondary, to effectively teach and learn foreign languages. We are committed to continuing to improve and refocus our programs to support the goals of the Department's international strategy to strengthen U.S. education and advance the nation's international priorities. We believe firmly that knowledge and understanding of other cultures and languages are, in an increasingly interconnected world, critical to building and sustaining our nation over the coming years.

Thank you, Mr. Chairman and Members of the Subcommittee, for your attention to this important issue, and I would be happy to answer any questions.

STATEMENT

OF

AMBASSADOR LINDA THOMAS-GREENFIELD

DIRECTOR GENERAL OF THE FOREIGN SERVICE AND
DIRECTOR OF HUMAN RESOURCES
DEPARTMENT OF STATE

BEFORE

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

HEARING

ON

"A NATIONAL SECURITY CRISIS: FOREIGN LANGUAGE CAPABILITIES IN THE FEDERAL GOVERNMENT"

MAY 21, 2012

Mr. Chairman and Members of the Subcommittee, thank you for this opportunity to appear before you today to discuss the Department of State's efforts to build the foreign language skills we need to fulfill our mission and deliver on America's foreign policy agenda.

The Bureau of Human Resources (HR) has the critical responsibility of building and maintaining an effective civilian workforce that can fulfill its role in strengthening the security and prosperity of our nation. Our highest priority is assigning our people to places and positions where we believe they can best achieve our foreign policy goals. We are thankful for the funds that Congress appropriated in recent years to increase our ability to accomplish this mission in a rapidly changing environment worldwide. This funding has helped set us on the right path to address the global challenges of today and tomorrow.

The United States and the world face great perils and urgent foreign policy challenges, including regional conflicts, wars, the global economic crisis, weapons of mass destruction, climate change, worldwide poverty, food insecurity, pandemic disease, and terrorism. State Department employees are working diligently toward solving the problems that these issues have created.

As Secretary Clinton emphasized in the Quadrennial Diplomacy and Development Review, managing these threats depends as much on diplomacy and development as on the use of military force. Therefore, we have increased the number of positions at difficult, hazardous posts that are vital to our foreign policy agenda. And we now have close to 4,000 language-designated positions (LDPs). We have worked hard to ensure that qualified language speakers encumber these positions. The percentage of worldwide language-designated positions (LDPs) encumbered by fully language-qualified personnel has increased to 74 percent in 2012 from approximately 61 percent in 2009. Of our Foreign Service employees assigned to LDPs in FY 2011, 78 percent either met or exceeded the language requirements for their positions. This is a major achievement.

Over the past several years, we have had to make critical choices about whether to leave a position vacant for the time it takes to train a fully language-qualified officer or curtail all or part of the language training. These were difficult choices.

The Department makes every effort to ensure that Foreign Service Officers are fully trained in and meet the language requirements needed for the position, but there are cases where a medical emergency or other problem has forced us to curtail the assignment of someone serving in a language-designated position. When that occurs, it is often hard to find someone with the requisite language skills who can fill the position immediately.

A similar situation can occur when someone volunteers to serve in Afghanistan, Iraq, or Pakistan. Filling those positions meets critical service needs, but that can create a gap elsewhere. The Department may need to send an officer to fill the gap who does not have full language training, but who possesses the other required skills to meet the needs of the position.

Fortunately, that has begun to change for the better. With the additional hiring authorized by Congress, we launched Diplomacy 3.0 in March 2009 and have now increased the Foreign Service by 17 percent and the Civil Service by 7 percent. We used a significant portion of that increase to double the size of our long-term training complement allowing us to leave employees in training longer without suffering staffing gaps overseas.

Meeting our Foreign Language Needs

It is challenging to uphold the Department's high standards for foreign language capability. Over the past decade, there has been a significant shift and growth of positions to the Near East, South Asia, and East Asia.

Overall, positions have tripled in the Bureau of South and Central Asian Affairs (SCA) where LDP requirements have increased tenfold and the Bureau of Near Eastern Affairs (NEA) has doubled regular positions and the corresponding language requirements.

Comparing December 2002 to November 2011 data, overall LDPs have increased by 46 percent, with Chinese (65 percent) and Arabic (125 percent) among the languages with the highest growth rates. These languages are among the hardest to learn, each of them requiring two years of training to reach a level of general professional proficiency. Meeting our Arabic needs has

been particularly challenging, since much of the growth in Arabic LDPs has been at one year assignment posts. This means that we must commit three officers for each one-year Arabic-speaking position; one currently in the assignment, one in the first year of training and one in the second year. For cases such as these, the Department pays on average an additional $252,000 in salary and benefits for the two officers in training.

The shifting focus, mirroring our shifting foreign policy, has also required additional training in other languages from these parts of the world, including Pashto, Hindi, Urdu, Dari and Farsi, all of which require one year of training to reach general professional proficiency.

The Foreign Service Institute (FSI) has expanded its foreign language training capacity to raise the proficiency of existing foreign language speakers. In addition, to meet increased demand, FSI is also running a two-shift schedule and expanding on-line offerings. Currently, FSI offers training in 65 different languages.

More targeted recruiting, however, can help address the current challenges, and we are recruiting aggressively for certain priority language proficiency skills at this time. Those with these language proficiencies who pass our stringent Foreign Service Officer Test are given preference points in the hiring process.

To address increasingly complex national security challenges, the State Department must have robust foreign language capabilities. Therefore, we strongly encourage young people to study languages earlier in life, starting in middle and high school and continuing in college.

In addition, the Department has established incentives to encourage employees to strengthen their language skills – particularly in the so-called "hard and superhard languages "such as Arabic, Chinese, Russian, Japanese, Korean, and Hindi. For example, employees receive extra time in service for studying and achieving fluency. We also have a Language Incentive Pay (LIP) program under which proficiency in certain languages provides additional compensation for employees who have achieved proficiency and who are serving in a country where the language is the primary spoken language. And, in 2009, we established the Asymmetric Language

Incentive Pay (ASLIP), a pilot program wherein employees may receive compensation for uneven proficiency (for example, where the employee's spoken language is strong and deemed more important than reading) in several strategically important languages (including Arabic, Russian, and Korean). Such incentives underscore the value placed by the Department on obtaining capacity in our most difficult and needed foreign languages.

Conclusion

While we work aggressively to recruit and retain the talented staff needed in places like Afghanistan, Iraq, and Pakistan, we also must guarantee that our employees have the foreign language skills necessary to succeed in these challenging environments. But the need is not limited to a handful of countries. No matter where in the world they are serving, our employees must have the language skills to gather information, explain and advocate U.S. policies, establish and maintain our diplomatic platforms, build and maintain trust, and create relationships. In today's rapidly changing world, the need for these skills has never been more critical. In fact, we believe that our country's future well-being and security depend on them.

Prepared Statement

Of

Dr. Laura J. Junor

Before the

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

"A National Security Crisis: Foreign Language Capabilities in the Federal Government"

May 21, 2012

INTRODUCTION

Chairman Akaka, Ranking Member Johnson, and members of this distinguished subcommittee, thank you for the opportunity to address the importance of foreign language skills in carrying out the Department's mission, our plan for improving foreign language capabilities, and our efforts and accomplishments regarding ways to increase the number of individuals with foreign language skills.

Let me begin by stating that Defense Secretary Panetta has long believed that having strong language ability is critical to our national security. He offers that "*Language, regional, and cultural skills are enduring warfighting competencies that are critical to mission readiness in today's dynamic global environment*."

The Secretary emphasized the importance of language and culture in an August 2011 memorandum to the Department's key leaders. In it he outlined his vision to have the required combination of language skills, regional expertise, and cultural capabilities to meet our Nation's present and future national security needs. In short, he stated that, "*The Department must establish and execute policies and procedures that show we value these skills.*" (see Attachment 1).

The August memorandum supports his January 2012 Defense Strategy, which emphasizes that we are a Nation with important interests in multiple regions. We remain engaged in the international arena and must communicate with local populations and their senior officials if we are to strengthen relationships with existing allies, and forge new relationships with potential partners.

The Department is committed to fielding the most capable Force it can deploy, and language is a critical capability of that same Force. As a result, we have improved our tracking of both language requirements and language capabilities over the past seven years. The Department looks at language capabilities within three separate but overlapping groups: the General Purpose Forces (GPF), the Special Operations Forces (SOF), and Language Professionals, which includes language analysts, translators, linguists and Foreign Area Officers. Together, they span our Total Force.

The Department faces difficult challenges regarding language. Currently, the DoD Total Force includes 3.3 million personnel with 7.92% or 258,786 individuals with reported language skills. Although this is noteworthy accumulation of language capability, we find that slightly over 142,000 of these personnel speak Spanish, so the majority of our language capability is not addressing current operational deployments. Our challenge is in generating capabilities to address current and projected operational needs. We need personnel who have the required language competing at the right proficiency level to fill the 36,983 military positions in DoD that are identified as having language requirements. In Fiscal Year (FY) 2011, over 81% (29,960) of our military positions identified as having language requirements were filled. However, only 28% (10,377) of the positions with language requirements were filled with personnel at *the required foreign language proficiency level.* Although we may be filling the positions, we are not filling those positions with individuals with the requisite proficiency skill level. We have, nevertheless, made headway.

The Fiscal Year (FY) 2011 fill rate indicates that 34.6% of assigned personnel have the required level of proficiency for their positions, an increase from 31.7% in FY 2010. We admit that we have a lot of work to do in this area and will continue to address this deficiency through

training and other incentives. The long-term solution must be a national one. In short, we recruit from a national pool of individuals who, for the most part, have little or no formal language training. We recognize that our schools cannot teach every language vital to U.S. national security, but we know that having a pool of individuals who have been exposed to a foreign language or had early language learning will greatly facilitate further language acquisition. A citizen possessing any language learning skills would greatly increase the Department's ability to fill language required positions with qualified individuals.

We are working to overcome these challenges through a strategic, integrated way forward -- not only for our nation's security but also for the security of our global partners. As a result of Secretary Panetta's August 2011 memorandum, the Department created a new strategic organization: the Defense Language and National Security Education Office. This office grew from a merger of two strategic offices and allows the Department to draw upon the National mission of the National Security Education Program and the Departmental mission of the Defense Language Office.

As a result of this merger, Departmental leadership has the benefit of national coordination through the National Security Education Board (NSEB) and Department-wide coordination through the Defense Language Steering Committee (DLSC). The NSEB is an interagency governance body with representatives from several Cabinet-level federal agencies, including the Departments of Defense, Education, State, Commerce, Energy; the Office of the Director of National Intelligence; and the Chairperson of the National Endowment for the Humanities, along with six presidential appointees, to provide input on critical language, regional, and cultural issues. The DLSC is an internal governance body that consists of General Officers/Senior Executive Service members from 25 key components across the Department that coordinate

policy and programs, such as Department-wide strategic planning, language requirements, language training, and proficiency testing.

Building upon the 2005 Defense Language Transformation Roadmap, which established a foundational capability to have people with the right skills in the right place at the right time, our current strategy addresses the entire language, regional, and cultural spectrum of activity—from public school education to initial skill training, assessment, enhancement, sustainment, and leveraging international partners.

There is no shortcut for acquiring foreign language skills. They involve significant investment in time and training. We recognize that the linguistic, regional, and cultural readiness of our force is heavily influenced by the preparedness of the national citizenry, from which we build this force. Accordingly, we have initiated programs to attract personnel with these skills. We also assist in training more of our Nation's youth so they develop these skills prior to joining federal service. However, our efforts cannot make up for the fact that opportunities to gain these skills in our Nation's schools are not currently designed to meet the needs of this century.

Therefore, the Department has moved forward to invest in developing these needs. Over the past decade we have come a long way in defining the problem. Based on planning and discussion throughout DoD, we have agreed across the Department that the first step in addressing a strategy is to better identify the language needs within the Total Force. As we work across the Department to identify the need, we are coordinating and improving policies and programs to acquire, sustain, and enhance language skills as well as to build meaningful military and civilian career paths. Lastly, we are working to build strategic partnerships within and across the Federal government, to include our national educational system, our allies, and our

international partners. However, we know we cannot always accurately predict the need, so we are also increasing our ability to surge language capabilities to meet unexpected demands.

IDENTIFICATION OF LANGUAGE NEEDS

We are actively working to improve our identification of language needs through a standardized, capabilities-based process. This process enables the Combatant Commands to articulate their language requirements and provide them to the Military Services. The Military Services then supply staff to meet those needs. This year, the Geographic Combatant Commands will finish articulating these requirements, which will be the first time that the Military Services will have precise demand signals to inform recruiting, training, and resource management decisions to fill warfighter requirements. While military intelligence agencies have routinely carried out analyses of language requirements, this effort expands upon that to include the Total Force, as our experiences over the last decade of war show that we must identify the linguistic needs of the Total Force if we are to be prepared for the full spectrum of contingencies.

Additionally, every two years, we conduct a language capabilities-based review, which determines the languages upon which we should focus to meet strategic and operational needs for the next 10 to 15 years. Based on a thorough review of the national strategic guidance, intelligence assessments, ongoing operations, and input from the Combatant Commands, Joint Staff, Services, and Defense Agencies, the capabilities-based review prepares the DoD Strategic Language List. This list informs our policies and resource allocation decisions as we recruit, retain, train, and test our personnel.

LANGUAGE ACQUISITION AND PROFICIENCY SUSTAINMENT

To increase the pool for critical languages, the Department must find the means to support language acquisition. Language skills atrophy over time, especially if they are not constantly engaged. Therefore, equally important to language acquisition is language proficiency sustainment. As a result, we have sought innovative solutions to enhance not only language acquisition but also the sustainment process. Our solutions present a strategic and integrated approach that will ensure we create a pipeline for a future workforce that has the skills to meet the demands of the national security community. Our pipeline to build a future workforce can only be accomplished by collaboration, partnership across the Nation, and engagement with our Nation's schools, colleges and universities, industry, and research centers to foster a new generation of skilled individuals, from which DoD and other Federal agencies can recruit a national security workforce.

Pipeline for National Security Workforce

The Department has invested in many strategic initiatives to develop a national security workforce pipeline. These initiatives encompass partnering with Kindergarten through 12th grade (K-12) schools and institutions of higher education to increase the nation's language capability. Programs such as Boren Scholarships and Fellowships, the Pilot African Language Initiative, and The Language Flagship are designed to improve the pool of professionals with critical language proficiency and regional expertise. The Language Flagship is raising standards for undergraduate language education by providing professional level language proficiency for students of any academic major in 26 universities across the country. The Flagship program is designed to bring students to Interagency Language Roundtable (ILR) Level 3, or general

professional proficiency (see Attachment 2 for sample of ILR proficiency levels). This is the level identified by the national security community as being the minimum to provide work as useful language professionals, such as analysts, translators, or in diplomatic capacities. Normally, the Flagship program develops these skills within a four-year period, during which Flagship students would complete their undergraduate degrees with concurrent intensive language study and an academic year overseas.

To build a pipeline, which in turn will reduce DoD's training time and costs, we have built upon our innovative K-12 initiative to promote and improve language instruction by expanding our partnership between the Language Flagship Program and State and local education entities, such as the State of Utah and the Oregon Public Schools. This year, we have launched a new partnership with the Department of Defense Education Activity. Together, these expanded initiatives will build stronger pathways to language skill development in public schools feeding The Language Flagship, Reserve Officer Training Corps (ROTC), and Project Global Officer programs, as well as the DoD supported and public K-12 schools and public schools, which serve large numbers of students from military families. Though still relatively small in number, all of these efforts are intended to create a pipeline of language skilled individuals.

Future Officer Cadre

Future officers require a global perspective as leaders of the 21st Century. Therefore, the Department is investing in its future officer leaders through two programs: Project Global Officer and the Pilot Flagship Reserve Officers Training Corps initiative. Through Project Global Officers, we provide grants to institutions of higher education to teach critical languages and enhance future officers' regional expertise and intercultural capacities, largely through study

abroad and cultural immersion opportunities. The Pilot Flagship ROTC Initiative will increase the number of ROTC students completing their undergraduate studies with professional-level proficiency in critical languages and significant regional expertise. These investments in our future leaders, over time, will result in a future officer corps that is better equipped with the skills to lead its noncommissioned officers, interact with our partners, and think and act strategically.

Total Force

The Department places great emphasis on high quality language training. Much of this training is provided by the Defense Language Institute Foreign Language Center (DLIFLC). DLIFLC delivers language training to language professionals, special operations forces, and the general purpose forces. In addition to intensive classroom instruction at the Presidio of Monterey, DLIFLC offers instructional venues through over 30 Language Training Detachments and Mobile Training Teams. It also offers a full range of language learning opportunities through online programs. In 2011, we developed a new initiative to leverage our Nation's academic institutions entitled Language Training Centers. We currently have Language Training Centers at five universities located near major military populations. DoD provides grants to these institutions of higher education and in return they provide specific linguistic and cultural training for active, reserve, and guard personnel. These new efforts allow us to better leverage investments and resources across the military, civilian, and academic language programs.

In 2005, we established the Department of Defense Foreign Area Officer program which created common training and education standards across the Department. In response, each of the four Military Services has instituted a Foreign Area Officer (FAO) program, which provides a corps of mid-grade military officers with high levels of regional expertise and professional-

level language proficiency. Since 2006, we have increased the number of FAOs from 1,414 to 2,055. We plan to add approximately 800 FAOs to these ranks by 2015. We are watching to see how draw downs impact this career field. These officers combine military skills with specific regional expertise, language competency, and political-military awareness to represent and advance U.S. interests in one of nine geographical areas: Latin America, Europe, South Asia, Eurasia, China, Middle East and North Africa, Northeast Asia, Southeast Asia and sub-Saharan Africa. Tomorrow's global engagements will require that we continue to invest in FAOs for the knowledge and skills they provide as advisors to Geographic Combatant Commanders.

Another large professional language community consists of the Department's language analysts. Language analysts are primarily enlisted personnel who attend anywhere from 26 to 63 weeks of training at the DLIFLC to achieve ILR Level 2, or limited working level proficiency, in their assigned foreign language(s). Their efforts have proven to be of great utility through previous and current conflicts.

Language proficiency and regional expertise are among the critical capabilities necessary to effectively engage our partners and allies in order to conduct Foreign Internal Defense, Unconventional Warfare and other Irregular Warfare tasks. Special Operations Forces (SOF) will increasingly need these capabilities in order to develop lasting relations, develop trust, and assist our partners and allies in more effectively addressing threats to security and stability. The SOF components have taken steps to increase capabilities and have tapped into external resources such as the DLIFLC.

The U.S. Army Special Operations command, traditionally the principal regionalized special operations force, significantly strengthened both language and regional instruction. All

Army Special Forces, Military Information Support, and Civil Affairs Soldiers receive cross cultural communications training and language instruction to proficiency level of ILR level 1. Additionally, the top 15% of graduates attend follow-on training to attain ILR 2 and to learn specific regional content related to one of the five geographic combatant commands in 8-week regional studies courses. At the end of their SOF qualifying courses, Army SOF are then assigned to operational units based on their regional alignment. Naval Special Warfare Command implemented language instruction for its operators. All SEALS and Special Warfare Combatant Craft Crewman (SWCC) currently train to ILR level 1 or 0+ during their SOF qualifying instruction and the troop graduates attend follow on course to achieve ILR 2 or 1+ depending on the language. Combat Aviation Advisors in Air Force Special Operations Command train to ILR level 1 and select Critical Skills Operators in the Marine Special Operations Command are trained to ILR 2. All SOF have access to sustainment and enhancement programs to include the Special Operations Forces Tele-training System, Joint Language University, DLIFLC online resources, and the Language Training Centers. These skills increase mission readiness and continue to lead to improved operational success

Current operations have taught us that language and culture training is also necessary for the success of our General Purpose Forces. Therefore, we made it a requirement that all DoD personnel deploying to Afghanistan take basic language and culture training. The DLIFLC also operates language training detachments that provide pre-deployment language and cultural instruction to the General Purpose Forces to ensure basic linguistic and cultural norms are met and that any specified, mission-specific vocabulary is identified and learned prior to deploying.

Partner Language Capacity

We must build our partners' language capacity so that DoD can increase interoperability. The Defense Language Institute English Language Center provides this capacity by training international military and civilian personnel to speak and teach English. This resource is vital to building and sustaining partner capacity throughout the world and is a key component for coalition operations as well as foreign military sales and security cooperation initiatives. It serves as the primary vehicle through which foreign military members gain the language capability needed to attend military training and education in the U.S., and has resulted in building global contacts.

Native and Heritage Speakers

Native and heritage speakers possess not only desired linguistic skills, but a deep cultural understanding that can inform leaders and influence mission success. The Department has leveraged this expertise through the Military Accessions Vital to the National Interest pilot program, which brings highly proficient native and heritage speakers into the General Purpose Forces, increasing the Department's overall language capacity without expending the time and financial resources to grow this capability within our existing force. The Army's 09L (Interpreter / Translator) program currently recruits native and heritage speakers of Middle Eastern languages who perform interpretation and translation functions in support of Overseas Contingency Operations. The English for Heritage Language Speakers program provides a pipeline of speakers of critical languages who are well-equipped with the skills needed in national security positions. Continuing these native and heritage speaker programs will provide the Department with native level language proficiency and cultural knowledge.

Financial Incentives

The Department invests in acquisition and sustainment of language because it is a critical skill for a highly functioning Total Force. In many cases, given the mission, we must start with students that do not possess language learning skills or proficiency.

The Defense Language Institute Foreign Language Center trains primarily military enlisted personnel to become language analysts. This training program is often referred to as the Basic Course. It also has a smaller training program for military officers preparing to become Foreign Area Officers. This training program is an intensive course of study to bring students with no language proficiency to limited professional capability in the shortest possible time. Few educational institutes can match its output in quality or quantity. The Department also trains students at the university based Flagship program to ILR level 3, general professional proficiency. This program starts with students who already have language skills.

The Department provides incentives to active duty and reserve military, as well as to civilian personnel. Financial incentives to study a language are also available to ROTC cadets and midshipmen. The Foreign Language Proficiency Bonus is targeted to active duty and reserve personnel and is intended to encourage members to identify, sustain, and enhance their proficiency in languages of strategic interest to the Department. To ensure we have a pipeline of leaders with language skills, a skill proficiency bonus is paid to ROTC students that study foreign languages of interest to the Department. The role of these financial incentives is to send a clear message that the Department values these skills and to encourage more personnel to acquire, sustain, and enhance their skills.

BUILDING PARTERNSHIPS

We recognize that the work of building language capability cannot be done alone. We use informal and formal forums to generate cross-collaborative efforts at the national, state, and local levels. Building on the efforts of the 2005 National Security Language Initiative to encourage interagency collaboration, the Department continues to engage with a number of federal agencies in formal and informal venues. The Department leverages the NSEB by hosting Senior Language Authorities from DoD, as well as representatives from other federal agencies, to present and discuss their needs, and their efforts to build a workforce with advanced language capabilities. Together with the DLSC, the Department uses the NSEB as a means to create and support national collaboration and partnership.

Additionally, DoD collaborates with local, federal and state programs to enhance language, regional and cultural pre-federal service capabilities through K–12 critical language programs and postsecondary programs. This year, our Portland K–12 Chinese Language immersion pilot sent its first graduates--as advanced Chinese language speakers--to the University of Oregon Flagship program. We are currently exploring expansion of immersion programs to additional languages across the state of Utah and have interest in further expansion to an additional 15 states. The Department also continues to work at the State level with its Language Roadmap Initiative. Under this program, the State of Rhode Island this year will present a strategy for statewide language initiatives in partnership with its DoD sponsored Language Flagship program. On an international basis, we are also supporting the Global Ministry of Defense Advisors program with language and culture training to assist in building partner capacity, and are establishing new regionally focused initiatives modeled after the Afghanistan- Pakistan Hands program.

SURGE CAPACITY

Through experience, we have learned the importance of building a surge capacity through which we may obtain the needed language expertise quickly and at a reasonable cost. The Department's National Language Service Corps (NLSC) provides a pool of qualified volunteers with high levels of proficiency in both English and a foreign language who can then be activated as temporary government employees, when needed. Department of Defense Combatant Commanders have been our primary single user since inception; however, in the past year we have had a significant response from many other federal agencies. For instance, we are coordinating with federal agencies so they can utilize this corps of volunteers to meet their emergent language needs, especially in response to Executive Order 13166 regarding Limited English Proficiency. This Executive Order mandates that all federal agencies will provide language access at all levels of government to individuals who have limited English proficiency. The NLSC is already part of the Department of Homeland Security's language access plan built in response to Order 13166, and that plan is being used as the template for other agencies. Additionally, we have had numerous requests for assistance from the Department of Justice, with the Federal Bureau of Investigations and Interpol being the primary users.

The Departments of Homeland Security, Health and Human Services, and customers in the Intelligence Community have utilized, or are preparing to use, our members for operational needs. In the first four months of 2012, the NLSC has completed five missions, has two missions on-going, and is planning ten others in support of five U.S. government agencies, totaling over 10,000 hours of work with 60 members.

Through targeted recruitment of members, the NLSC has become another means of leveraging very valuable language and cultural training that our federal employees receive while

serving in the military or as a civilian federal employee. Because of their operational experience and language training, the NLSC is an effective means of capturing and redeploying their language skills to address language capability gaps in the federal government workforce.

CONCLUSION

We have made great progress in improving our foreign language skills, regional expertise, and cultural capabilities to meet 21st century national security challenges. Although we have achieved much success, we acknowledge that much work remains. A critical challenge lies in the lack of language skills from which we can recruit. However, our vision and strategy are designed to build language and cultural capabilities so they are available to DoD and other Federal agencies when needed. Our continued investments in developing a pipeline and in training our personnel are critical to success.

The lessons learned expressed by our warfighting Commanders validate the importance of having a Total Force with the required language skills, regional expertise, and cultural capabilities that are available when necessary. Thank you for the opportunity to share the Department's efforts in this area and for your continued support of our language and culture programs.

ATTACHMENT 1

SECRETARY OF DEFENSE
1000 DEFENSE PENTAGON
WASHINGTON, DC 20301-1000

AUG 10 2011

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
COMMANDERS OF THE COMBATANT COMMANDS
DIRECTOR, COST ASSESSMENT AND PROGRAM EVALUATION
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTORS OF THE DOD FIELD ACTIVITIES

SUBJECT: Language Skills, Regional Expertise, and Cultural Capabilities in the Department of Defense (DoD)

Language, regional and cultural skills are enduring warfighting competencies that are critical to mission readiness in today's dynamic global environment. Our forces must have the ability to effectively communicate with and understand the cultures of coalition forces, international partners, and local populations. DoD has made progress in establishing a foundation for these capabilities, but we need to do more to meet current and future demands.

The Department must establish and execute policies and procedures that show we value these skills. As a minimum, both military and civilian personnel should have cross-cultural training to successfully work in DoD's richly diverse organization and to better understand the global environment in which we operate. Commanders must ensure that deploying units, leaders, and staffs receive the language and culture training that is commensurate with their missions and responsibilities. We must also increase and sustain the foreign language proficiency of our language and regional professionals if we are to be able to understand and plan for future missions. Finally, we must build relevant career models for officer and enlisted personnel that place a high value on language, regional and culture expertise to increase DoD's capacity to support global missions.

In order to move forward to meet the challenges of building and sustaining these skills, I have asked the Under Secretary of Defense for Personnel and Readiness to develop a way ahead. I expect your full support as we proceed in building and institutionalizing these vital skills in our Force.

OSD 09206-11

ATTACHMENT 2

INTERAGENCY LANGUAGE ROUNDTABLE FOREIGN LANGUAGE PROFICIENCY SCALE

The U.S. government relies on the Interagency Language Roundtable (ILR) language proficiency scale to determine linguistic expertise. The following table outlines the proficiency descriptions for each ILR proficiency level. Below are the ILR descriptors for speaking. There are also ILR skill level descriptions for Reading, Listening, Writing, Translation Performance and Interpretation Performance and are located at (http://www.govtilr.org/)

ILR RATING	ILR PROFICIENCY DESCRIPTION
0	*No Proficiency*: Unable to function in the spoken language. Oral production is limited to occasional isolated words. Has essentially no communicative ability.
0+	*Memorized Proficiency*: Able to satisfy immediate needs using rehearsed utterances. Shows little real autonomy of expression, flexibility or spontaneity. Can ask questions or make statements with reasonable accuracy only with memorized utterances or formulae. Attempts at creating speech are usually unsuccessful. **Examples:** The individual's vocabulary is usually limited to areas of immediate survival needs. Most utterances are telegraphic; that is, functors (linking words, markers and the like) are omitted, confused or distorted. An individual can usually differentiate most significant sounds when produced in isolation but, when combined in words or groups of words, errors may be frequent. Even with repetition, communication is severely limited even with people used to dealing with foreigners. Stress, intonation, tone, etc. are usually quite faulty.
1	*Elementary Proficiency*: Able to satisfy minimum courtesy requirements and maintain very simple face-to-face conversations on familiar topics. A native speaker must often use slowed speech, repetition, paraphrase, or a combination of these to be understood by this individual. Similarly, the native speaker must strain and employ real-world knowledge to understand even simple statements/questions from this individual. This speaker has a functional, but limited proficiency. Misunderstandings are frequent, but the individual is able to ask for help and to verify comprehension of native speech in face-to-face interaction. The individual is unable to produce continuous discourse except with rehearsed material. **Examples:** Structural accuracy is likely to be random or severely limited. Time concepts are vague. Vocabulary is inaccurate, and its range is very narrow. The individual often speaks with great difficulty. By repeating, such speakers can make themselves understood to native speakers who are in regular contact with foreigners but there is little precision in the information conveyed. Needs,

	experience or training may vary greatly from individual to individual; for example, speakers at this level may have encountered quite different vocabulary areas. However, the individual can typically satisfy predictable, simple, personal and accommodation needs; can generally meet courtesy, introduction, and identification requirements; exchange greetings; elicit and provide, for example, predictable and skeletal biographical information. He/she might give information about business hours, explain routine procedures in a limited way. and state in a simple manner what actions will be taken. He/she is able to formulate some questions even in languages with complicated question constructions. Almost every utterance may be characterized by structural errors and errors in basic grammatical relations. Vocabulary is extremely limited and characteristically does not include modifiers. Pronunciation, stress, and intonation are generally poor, often heavily influenced by another language. Use of structure and vocabulary is highly imprecise.
1+	*Elementary Proficiency Plus*: Can initiate and maintain predictable face-to-face conversations and satisfy limited social demands. He/she may, however, have little understanding of the social conventions of conversation. The interlocutor is generally required to strain and employ real-world knowledge to understand even some simple speech. The speaker at this level may hesitate and may have to change subjects due to lack of language resources. Range and control of the language are limited. Speech largely consists of a series of short, discrete utterances. **Examples:** The individual is able to satisfy most travel and accommodation needs and a limited range of social demands beyond exchange of skeletal biographic information. Speaking ability may extend beyond immediate survival needs. Accuracy in basic grammatical relations is evident, although not consistent. May exhibit the more common forms of verb tenses, for example, but may make frequent errors in formation and selection. While some structures are established, errors occur in more complex patterns. The individual typically cannot sustain coherent structures in longer utterances or unfamiliar situations. Ability to describe and give precise information is limited. Person, space and time references are often used incorrectly. Pronunciation is understandable to natives used to dealing with foreigners. Can combine most significant sounds with reasonable comprehensibility, but has difficulty in producing certain sounds in certain positions or in certain combinations. Speech will usually be labored. Frequently has to repeat utterances to be understood by the general public.
2	*Limited Working Proficiency*: Able to satisfy routine social demands and limited work requirements. Can handle routine work-related interactions that are limited in scope. In more complex and sophisticated work-related tasks, language usage generally disturbs the native speaker. Can handle with confidence, but not with facility, most normal, high-frequency social conversational situations including extensive, but casual conversations about current events, as well as work, family, and autobiographical information. The individual can get the gist of most everyday conversations but has some

	difficulty understanding native speakers in situations that require specialized or sophisticated knowledge. The individual's utterances are minimally cohesive. Linguistic structure is usually not very elaborate and not thoroughly controlled; errors are frequent. Vocabulary use is appropriate for high-frequency utterances. but unusual or imprecise elsewhere. **Examples:** While these interactions will vary widely from individual to individual, the individual can typically ask and answer predictable questions in the workplace and give straightforward instructions to subordinates. Additionally, the individual can participate in personal and accommodation-type interactions with elaboration and facility; that is, can give and understand complicated, detailed, and extensive directions and make non-routine changes in travel and accommodation arrangements. Simple structures and basic grammatical relations are typically controlled; however, there are areas of weakness. In the commonly taught languages, these may be simple markings such as plurals, articles, linking words, and negatives or more complex structures such as tense/aspect usage, case morphology, passive constructions, word order, and embedding.
2+	*Limited Working Proficiency Plus*: Able to satisfy most work requirements with language usage that is often, but not always, acceptable and effective. The individual shows considerable ability to communicate effectively on topics relating to particular interests and special fields of competence. Often shows a high degree of fluency and ease of speech, yet when under tension or pressure, the ability to use the language effectively may deteriorate. Comprehension of normal native speech is typically nearly complete. The individual may miss cultural and local references and may require a native speaker to adjust to his/her limitations in some ways. Native speakers often perceive the individual's speech to contain awkward or inaccurate phrasing of ideas, mistaken time, space and person references, or to be in some way inappropriate, if not strictly incorrect. **Examples:** Typically the individual can participate in most social, formal, and informal interactions, but limitations either in range of contexts, types of tasks or level of accuracy hinder effectiveness. The individual may be ill at ease with the use of the language either in social interaction or in speaking at length in professional contexts. He/she is generally strong in either structural precision or vocabulary, but not in both. Weakness or unevenness in one of the foregoing, or in pronunciation, occasionally results in miscommunication. Normally controls, but cannot always easily produce general vocabulary. Discourse is often not cohesive.
3	*General Professional Proficiency*: Able to speak the language with sufficient structural accuracy and vocabulary to participate effectively in most formal and informal conversations in practical, social and professional topics. Nevertheless, the individual's limitations generally restrict the professional contexts of language use to matters of shared knowledge and/or international convention. Discourse is cohesive. The individual uses the language

	acceptably, but with some noticeable imperfections; yet, errors virtually never interfere with understanding and rarely disturb the native speaker. The individual can effectively combine structure and vocabulary to convey his/her meaning accurately. The individual speaks readily and fills pauses suitably. In face-to-face conversation with natives speaking the standard dialect at a normal rate of speech, comprehension is quite complete. Although cultural references, proverbs and the implications of nuances and idiom may not be fully understood, the individual can easily repair the conversation. Pronunciation may be obviously foreign. Individual sounds are accurate: but stress, intonation and pitch control may be faulty. **Examples:** Can typically discuss particular interests and special fields of competence with reasonable ease. Can use the language as part of normal professional duties such as answering objections, clarifying points, justifying decisions, understanding the essence of challenges, stating and defending policy, conducting meetings, delivering briefings, or other extended and elaborate informative monologues. Can reliably elicit information and informed opinion from native speakers. Structural inaccuracy is rarely the major cause of misunderstanding. Use of structural devices is flexible and elaborate. Without searching for words or phrases, the individual uses the language clearly and relatively naturally to elaborate concepts freely and make ideas easily understandable to native speakers. Errors occur in low-frequency and highly complex structures.
3+	*General Professional Proficiency Plus*: Is often able to use the language to satisfy professional needs in a wide range of sophisticated and demanding tasks. **Examples:** Despite obvious strengths, may exhibit some hesitancy, uncertainty, effort or errors which limit the range of language-use tasks that can be reliably performed. Typically there is particular strength in fluency and one or more, but not all, of the following: breadth of lexicon, including low- and medium-frequency items, especially socio-linguistic/cultural references and nuances of close synonyms; structural precision, with sophisticated features that are readily, accurately and appropriately controlled (such as complex modification and embedding in Indo-European languages); discourse competence in a wide range of contexts and tasks, often matching a native speaker's strategic and organizational abilities and expectations. Occasional patterned errors occur in low frequency and highly-complex structures.
4	*Advanced Professional Proficiency*: Able to use the language fluently and accurately on all levels normally pertinent to professional needs. The individual's language usage and ability to function are fully successful. Organizes discourse well, using appropriate rhetorical speech devices, native cultural references and understanding. Language ability only rarely hinders him/her in performing any task requiring language; yet, the individual would seldom be perceived as a native. Speaks effortlessly and smoothly and is able to use the language with a high degree of effectiveness, reliability and

	precision for all representational purposes within the range of personal and professional experience and scope of responsibilities. Can serve as in informal interpreter in a range of unpredictable circumstances. Can perform extensive, sophisticated language tasks, encompassing most matters of interest to well-educated native speakers, including tasks which do not bear directly on a professional specialty. **Examples:** Can discuss in detail concepts which are fundamentally different from those of the target culture and make those concepts clear and accessible to the native speaker. Similarly, the individual can understand the details and ramifications of concepts that are culturally or conceptually different from his/her own. Can set the tone of interpersonal official, semi-official and non-professional verbal exchanges with a representative range of native speakers (in a range of varied audiences, purposes, tasks and settings). Can play an effective role among native speakers in such contexts as conferences, lectures and debates on matters of disagreement. Can advocate a position at length, both formally and in chance encounters, using sophisticated verbal strategies. Understands and reliably produces shifts of both subject matter and tone. Can understand native speakers of the standard and other major dialects in essentially any face-to-face interaction.
4+	*Advanced Professional Proficiency Plus*: Speaking proficiency is regularly superior in all respects, usually equivalent to that of a well educated, highly articulate native speaker. Language ability does not impede the performance of any language-use task. However, the individual would not necessarily be perceived as culturally native. **Examples:** The individual organizes discourse well employing functional rhetorical speech devices, native cultural references and understanding. Effectively applies a native speaker's social and circumstantial knowledge; however, cannot sustain that performance under all circumstances. While the individual has a wide range and control of structure, an occasional nonnative slip may occur. The individual has a sophisticated control of vocabulary and phrasing that is rarely imprecise, yet there are occasional weaknesses in idioms, colloquialisms, pronunciation, and cultural reference or there may be an occasional failure to interact in a totally native manner.
5	*Functional Native Proficiency*: Speaking proficiency is functionally equivalent to that of a highly articulate well-educated native speaker and reflects the cultural standards of the country where the language is natively spoken. The individual uses the language with complete flexibility and intuition, so that speech on all levels is fully accepted by well-educated native speakers in all of its features, including breadth of vocabulary and idiom, colloquialisms and pertinent cultural references. Pronunciation is typically consistent with that of well-educated native speakers of a non-stigmatized dialect.

Federal Bureau of Investigation
Statement for the Record

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

At a Hearing Entitled
"A National Security Crisis: Foreign Language Capabilities in the Federal Government"

Presented
May 21, 2012

Introduction

Chairman Akaka and Members of the Committee, thank you for the opportunity to discuss the FBI's Foreign Language Program.

The FBI's Language Services Section ("LSS") is responsible for the organization's entire Foreign Language Program. LSS supports the FBI's mission by providing quality language services to the FBI, law enforcement communities, and the Intelligence Community ("IC") as a whole. These services include foreign language recruitment, hiring, testing, training, translations, interpretations, and other foreign language related functions in the FBI.

The FBI relies on foreign language capabilities to quickly and accurately inform operations and its executives. The success of the FBI's mission is dependent upon high quality language services and the ability to translate and analyze information in a timely manner.

The FBI's Foreign Language Program has made great strides in its ability to meet the rising demand of language needs since September 11, 2001, and has built a sustained and robust program. The program has moved forward through specialized training, increased hiring, retention, technology, and collaboration. The FBI has invested in multiple strategies to increase its foreign language capabilities.

Prioritization

The IC and the FBI have identified priorities to ensure the safety and security of Americans at home and abroad, as well as that of the citizens of our allied partners. Within the FBI, the Directorate of Intelligence's Language Services Section ("LSS") manages the workload across the Foreign Language Program as a reflection of the IC and FBI priorities.

Foreign Intelligence Surveillance Act ("FISA") collection is further prioritized by tiers to direct resources consistent with the immediacy and nature of the threats. Whenever there are

multiple cases competing for resources, the FBI's Foreign Language Program consults with the FBI's Operational Divisions for guidance on prioritization of cases.

Since September 11, 2001, our FISA collection in counterterrorism and counterintelligence-related matters has increased significantly. These national security matters often involve the need for translation of various foreign languages in a time-sensitive environment. The FBI is also experiencing an increase in demand for foreign language assistance in other programs. Based on the continual increase in collection and requests for foreign language assistance since 2001, we project that demand for translation services across FBI programs will continue to steadily increase.

The FBI has challenges achieving the goal of translating all of the material it collects, largely because of the ever increasing volume and types of data that are being collected. This is consistent with trends throughout the IC. The FBI currently reviews the highest priority material it collects in a timely manner and must wisely use its linguist resources on the most productive sources of information.

Recruitment, Hiring, and Retention

Prior to September 11, 2001, translation capabilities, like most other FBI programs, were very decentralized and managed in the field. The Language Services Section ("LSS") is located at FBI Headquarters and now provides centralized management of the Foreign Language Program. LSS provides a command and control structure at FBI Headquarters to ensure that our linguist resource base of over 1400 linguists, distributed across 56 field offices, Legal Attachés, and Headquarters, is strategically aligned with priorities set by our operational divisions and with national intelligence priorities.

Since September 11, 2001, Foreign Language Program recruitment efforts have resulted in the addition of over 800 new Contract Linguists and over 100 new Language Analysts. The FBI has increased its overall number of linguists by 85%, with the number of linguists in certain high priority languages, such as Arabic, increasing by 261%, Urdu increasing by 733%, and Farsi increasing by 142%.

The FBI has been, and continues to be, successful in hiring new linguists in most languages. Based on workload metrics and review data, the FBI has devised and implemented a workforce planning model with recruitment efforts targeted toward languages where there is a shortfall or anticipated need. These recruitment efforts focus on those languages needed for the higher priority investigations. The FBI also harnesses the flexibility of a mixed labor force of linguists consisting of full-time government employees and contract linguists.

With a current workforce of over 1400 linguists, over 600 are Language Analysts and over 800 are contractors. We have also reduced our average applicant process cycle time. Additionally, when national security interests dictate, this cycle time can be compressed even further without compromising the quality of the process.

The FBI uses its pool of tested, cleared, and quality-vetted contract linguists as a direct hiring pool for the employee Language Analyst position. As such, we convert approximately 40 contract linguists each year to Federal service, replacing retiring or departing Language Analysts.

The FBI faces a few challenges with recruitment and hiring. At the outset, it is difficult to identify the right people. It is difficult to find individuals who are capable of passing the foreign language test battery at the level the FBI requires, a polygraph examination, and a full-scope background investigation. The FBI tests applicants across multiple language skills, including translation and foreign language speaking. On average, one out of every ten applicants gets through the entire contract linguist applicant process. Furthermore, there is a limited availability of qualified speakers of vital foreign languages who are U.S. citizens and have the English skills to support our requirements. We are competing against multiple government agencies and private companies for the limited pool of qualified linguist applicants in certain high priority languages.

We have taken several steps to mitigate these challenges, including:

- Hosting several dedicated contract linguist recruiting fairs each year, primarily focused in native and heritage speaking communities. We focus on field divisions with significant foreign language collection, space for growth, and large foreign-speaking populations in their domain. For each event, we advertise in local foreign language media sources, send out press releases and distribute flyers throughout the heritage communities. We conduct an initial foreign language screening on site and briefings about the Foreign Language Program that include topics such as working as a contract linguist and information about how to apply to become a contract linguist. By the end of FY2012, we will have had four such events.

- Attending heritage community and university hiring events, the American Translator's Association annual meeting, and actively participating in the annual IC Virtual Career Fair.

- We are leveraging other language-enabled employees in the FBI to address the need for critical language ability. There are currently over 3,000 FBI employees and contractors who have certified foreign language proficiency scores at or above the working proficiency level, including Language Analysts and Contract Linguists. Thus far in FY2012, the FBI has awarded Foreign Language Incentive Pay ("FLIP") to over 2,000 FBI employees with validated foreign language skills in critical languages. This allows

the FBI to leverage a larger pool of language-enabled employees in times of need. Financial incentives such as FLIP are a valuable tool to build, sustain, and track language resources in the FBI.

- Leveraging IC and other partners through cross-community resource sharing, joint duty assignments and interagency short-term temporary duty assignment opportunities. We work with the National Security Education Program's National Flagship Universities and Georgetown's English for Heritage Language Speakers programs to funnel language-capable people into the contract linguist process. We reach out to the IC, specifically the National Virtual Translation Center and the National Language Service Corps, when we have language needs that we cannot meet with in-house language resources. We currently have a linguist out on joint duty, an IC linguist in on joint duty, and we are preparing to receive two additional joint duty linguists with critical language skills from other agencies. We anticipate that the practice of sharing linguists will continue to grow.

FBI Language Analysts are part of the FBI's Intelligence Workforce, which includes all FBI intelligence professionals, including Intelligence Analysts ("IAs") and Special Agents ("SAs"). The Intelligence Workforce is supported by validated competency models which drive selection and hiring, training and development, performance management, and career progression. Career paths which reward and develop technical experts in intelligence operations are essential to the Bureau's ability to retain a world-class national intelligence workforce.

Top Foreign Language Needs

Our challenges in assessing our foreign language needs and capabilities are due to the unpredictability of emerging threats, thus our needs are fluid and vary depending on current events and threats. However, currently our top foreign language needs include Arabic (Yemeni), Chinese, Farsi, Pashto, and Somali. Again, these are common needs across the IC.

Training

The FBI's Foreign Language Program strives to improve our skills and retention rates through training. We don't offer foreign language training only to develop proficiencies of Language Analysts, but also to stimulate career-long language learning among all FBI employees.

In order to meet the rising demand of language needs since September 11, 2001, the FBI's Foreign Language Training Program ("FLTP") has significantly increased the range and volume of the foreign language training it offers to personnel who need to develop language proficiency to do their jobs. In FY 2011, the FLTP offered 88,855 hours of classroom training in 50 languages to 616 students. Ninety-one percent of these students met or exceeded our

language proficiency training goals. Since September 11, 2001, the total number of students participating in the FLTP has increased by 379%.

Programs through which training is provided include academic immersion training, study abroad, and tailored language courses. Since 2005, the FBI has been working with a long-time partner to offer intensive Arabic training to Special Agents. Since 2009, long-term foreign language training at the U.S. Department of State's Foreign Service Institute ("FSI") has been made available. Several agents have graduated from the program, and additional agents will enter the program in August 2012.

Since September 11, 2001, the FBI's Language Professionals Training Program has moved the Foreign Language Program forward by providing increased training opportunities to its linguists who already possess the foreign language skills they need to do their jobs. Training programs provided to linguists include Language Analyst Specialized Training ("LAST") 1.0, a two-week class intended for all linguists to take at the beginning of their careers at the FBI. More than 800 linguists speaking more than 40 languages and dialects have been trained since its inception in FY 2006. LAST 1.0 is followed by LAST 2.0, a two-week class intended for linguists with more than five years of Bureau experience. Since its inception in March 2010, over 100 linguists have been trained. In addition to these programs the FBI has offered a language cross-training program for linguists to develop proficiency in other critical languages through long-term training at the FSI. To date, over 30 linguists have graduated from this program, gaining proficiency in six critical languages.

Between September 11, 2001, and the end of FY 2010, the FBI provided training in consecutive interpretation to Bureau linguists at contract vendor schools. In FY 2011, the FBI worked with ODNI and assumed the administration of a series of general and language-specific translation and interpretation workshops open to all qualified linguists in the IC. Since the program's inception in February 2011 the FBI has trained over 450 linguists in the FBI and throughout the IC.

Technology

Investment in Human Language Technology ("HLT") measures productivity and allows for optimal use of our human resources by saving man hours. HLT tools are efficient and provide the ability to triage and process large volumes of information while enabling the workforce to enhance productivity. We have increased our capability to meet rising language demands since September 11, 2001, through the introduction of state-of-the-art triaging technology tools such as Speaker ID, Language ID, Terminology Management, Translation Memory, and Spam Filters to streamline automated processing so that linguists can focus on essential content. These technologies have been developed in partnership with other IC components.

We have a secure network that allows us to efficiently route translation requests to any field office where linguistic resources are available. This business model and capability enable the Foreign Language Program to better manage the workload, address critical requirements in a timely fashion, assign the best qualified linguists to the task, lessen travel expenses, and add great flexibility in recruitment.

Other Efforts

A certain portion of our foreign language surveillance collection is mixed with English material. As a result, LSS created an English Monitoring Facility in June 2002, and we now have two such facilities. This unit is comprised of English Monitor Analysts charged with reviewing the English language material in these mixed language cases, thereby allowing Language Analysts to focus on the foreign language material and reducing the workload of Special Agents and Intelligence Analysts.

Implemented in 2005, the FBI's Language Quality Control Program rapidly developed into a mature robust program with other intelligence partners and other government agencies. This Language Quality Control Program has been replicated and serves as the benchmark across the IC. This program provides valuable feedback regarding the quality of translations to linguists and managers.

NVTC

The National Virtual Translation Center ("NVTC") was established in 2001 under the authority of Section 907 of the USA Patriot Act to provide accurate and timely translations for the USIC in support of national security. On February 11, 2003, the Director of Central Intelligence designated the FBI as the Executive Agent for the NVTC.. The NVTC operates within a cost-effective virtual model that connects NVTC program staff, translators, and customers nationwide via a common workflow management system. Since its inception, the NVTC has complemented language capability gaps and provided translation support (including

surge) for the IC and Combatant Commands. The NVTC also complements other Defense Department organizations and civilian U.S. Government agencies that serve U.S. residents with limited English proficiency, using a resource-effective and cost-for-service business model. NVTC's Doha (Qatar) unit in particular has supported in-theater USCENTCOM, USAFRICOM, and U.S. regional Embassy translation requirements in the areas of counterterrorism, military intelligence and combat operations, and public diplomacy and foreign relations. The NVTC has translated more than 500,000 pages of text and 2,000 hours of audio files into English from approximately 100 different languages and dialects since 2009 alone. The NVTC is also an IC leader in facilitating innovative multilateral collaboration in the fields of Human Language Technology and Computer-Assisted Translation.

Conclusion

Mr. Chairman, the FBI remains committed to meeting its language needs and partnering with the greater IC, as we confront common challenges that threaten our national security. Since September 11, 2001, the FBI has made considerable progress on the Foreign Language Program human capital and technology fronts. Thank you for the opportunity to submit this written Statement for the Record on behalf of the Federal Bureau of Investigation.

Statement for the Record

on Behalf of the

Office of the Director of National Intelligence

Before the

Senate Homeland Security and Governmental Affairs Committee

May 21, 2012

Mr. Glenn Nordin
Principal Foreign Language and Area Advisor
Office of the Under Secretary of Defense for Intelligence

Introduction

The United States faces a complex and rapidly shifting international security landscape in which the capability to accurately transfer into English the meaning of words written or spoken in another language is of paramount importance to successful intelligence operations around the world. Human skills in foreign languages, knowledge of cultures, and expertise in regions all play a key role in or directly support all foreign intelligence disciplines. For example, accurately translated documents obtained through open or covert sources often provide the information essential for precise interpretation of imagery, and accurate translations require cultural and regional expertise.

The complexity of the Intelligence Community's mission and the variety of countries and cultures relevant to our national security make it an absolute imperative that we have a deep and highly nuanced understanding of those cultures and the ability to communicate with their people. Human skills in foreign languages open the door to understanding the cultures and societal-governance structure of nations, non-state actors, and diverse interests of populations within geographic regions of interest to U.S. security. An intelligence analyst without language skills must rely on others' translations and interpretations, which may include error and unintentional or malicious bias in the transfer of meaning.

Over the last decade, since the terrorist attacks on our homeland, the Intelligence Community (IC) has taken aggressive and sustained measures to increase and integrate its foreign language capabilities in support of intelligence operations across the global spectrum. The Office of the Director of National Intelligence (ODNI) is committed to developing the IC workforce and adopting language processing tools and technologies to meet National Intelligence Priorities. The following statement provides both the continuing challenges the IC faces and examples of integrated forums and programs that have been activated since the signing of the Intelligence Reform and Terrorism Prevention Act (IRTPA) of 2004 and establishment of the ODNI.

Challenges

Of the 7,000 recorded languages of the world, the Intelligence Community is challenged to collect and process information in about 150, many of these are among the less and least commonly or never taught languages. The technologic advances in communications and publications across the world and our ability to collect information in those languages have outpaced our capability to process that information. Our challenge is to identify or build and enable proficient human capability to process that information into actionable intelligence for decision makers at strategic and tactical levels. Insufficiency and lower proficiency with the federal and IC workforce continue to present barriers to timely exploitation of collected information in its period of usefulness. Thus, we add information to the historical files, but fail to add value within the context of live operations.

No "silver bullet" will solve the IC's language problem—not even an unlimited budget for contractor support or the build-up of machine translation tools. It takes time to learn a language well; no real shortcuts exist, despite claims to the contrary. Even with an unlimited budget, which is not a possibility in our current economy—the IC could not "buy" its way out of the current situation by using contractors—there simply are not enough clearable people available who have the high foreign language proficiency levels the IC needs. Neither will technology be the ultimate solution in the near future. No machine "universal translator" will replace humans. Consequently, the IC will always need to train a portion of its workforce in languages critical to its mission.

Fortunately, the federal government has led the nation in transforming how language is taught to the higher proficiencies and has made great progress in transforming classes. Language classes taught today at the Defense Language Institute's Foreign Language Center (DLIFLC), the Foreign Services Institute (FSI), and the National Cryptologic School (NCS) differ greatly from those taught in high school and college. Today's language training graduates are better prepared and much more capable of speaking and interacting in the ways needed.

For the long-term, we have to dedicate the time and effort needed to educate; transforming how our schools and universities regard and teach foreign language and culture. Today's academia simply will not produce, for the foreseeable future, the number of linguists the federal, state, and local governments need.

Research has shown the need to start at an early age to build superior skills in learning second or multiple languages. Our nation needs to overcome its resistance to learning languages. Language education must start younger than high school. The federal government needs to push for requiring daily, challenging language classes in our kindergarten through sixth (K–6) grades. The IC's STARTALK program, which supports language students and teachers in the primary and secondary school system, is an essential first step. The IC's and DoD's investment in the National Security Education Program (NSEP) and similar scholarship programs of the Department of Education and State Department take our nation a critical step further in producing a viable pool of future employees and service members equipped in language and motivated to continue language study and work.

For the IC to truly succeed, the government and academia also need to encourage learning a language along with primary disciplines. Scientists and engineers can learn another language in addition to their occupational studies. Every other nation in the world emphasizes learning another language—usually English—and their scientists, doctors, engineers, and military leaders all learn other languages. The incorrect perception that learning a language takes too long and detracts from learning primary skill sets is detrimental to our capabilities. Instead, we need to promote the reality that language adds to those skill sets in a critical way.

Realistically, the IC's language needs will likely continue to outpace its capability. Consequently, the IC has focused on developing and applying new Human Language Technologies (HLT) that will enhance the performance of human linguists, collectors, and analysts in their diverse mission sets. While the automated technology of today can facilitate and enhance the application of human language skills, it cannot and will not replace the need for foreign language expertise in most analytic or collection tasks. Machine translation and speech communication tools are based on paired lexicons that must be vetted by true language experts. Human language technology has made breakthrough advances in the last five years, and the HLT tools available to the IC today can greatly enhance productivity. The challenge is to get linguists not using HLT resources today to do so.

Integration and Collaboration

The IC's language community is very collaborative; it shares ideas, curriculum, and tests. The present and past Directors of National Intelligence and the directors of key IC components, such as CIA, NSA, and DIA, have encouraged innovative concepts for integration and enhancement of foreign language capabilities across the community. Moreover, leaders of IC and other federal government institutions and programs work closely with academic leaders across the nation to improve the techniques used in the classroom.

The ODNI's Foreign Language Program Office (FLPO), under the Assistant Director of National Intelligence for Human Capital (ADNI/HC), was established to serve as a focal point for integrating community needs and for advocating enhancement of foreign language skills, cultural knowledge, and regional expertise on a cross-organizational scale. The ODNI, in collaboration with the USD(I), has led an aggressive campaign to support seventeen IC elements by increasing recruiting, training, education, and retention and by adopting language technologies to better tackle the collection and exploitation challenges.

An IC-wide forum of executive level language experts, the Foreign Language Executive Committee (FLEXCOM), addresses foreign language and cultural issues across the IC. Expert Groups reporting to the FLEXCOM now collaborate routinely in five enterprise segments:

1. operations,
2. education and instructional technology,
3. testing and assessment,
4. human language technology, and
5. culture and regional knowledge.

The Culture and Regional Knowledge Expert Group has implemented a community-wide review to determine the baseline of cultural and regional professional development resources currently existing in the IC with an eye to creating, with the Education and Instructional Technology Expert Group, a "one-stop shop" for IC language, culture, and regional expertise programs in the future. The group envisions a site similar to the Joint Language University's (JLU) portal, which offers "one-stop shopping" for community-wide language training and resources.

In FY2012, the Director of National Intelligence released an IC Foreign Language Strategic Plan for 2012 to 2016. This plan sets two overall goals:

1. Double the capacity for IC foreign language exploitation and production in critical languages by 2016.
2. Ensure 25% of personnel in IC foreign language-enabled occupations have Interagency Language Roundtable (ILR) level 2 "Limited Working Proficiency" in a foreign language or recognized cultural knowledge or regional expertise at a similar level of understanding.

The desired outcomes and objectives of the IC Foreign Language Strategic Plan outline important steps the IC can adopt to most effectively leverage existing foreign language talent and to establish career-long programs for building and sustaining additional foreign language and cultural knowledge capabilities.

Enhancement Programs

The following categories exemplify the IC's efforts to support and enhance capabilities in foreign language proficiency, cultural knowledge, and regional expertise:

- **Requirements:** The ODNI has led an effort to track and document foreign language requirements and capabilities across the IC, enabling the community to better analyze gaps and prepare for future programming decisions. In an effort to avoid duplicative data calls, the Office of the Under Secretary of Defense for Intelligence (USD(I)) partnered with ODNI to collect data through FLPO to track and document both National Intelligence Program (NIP) and Military Intelligence Program (MIP) language requirements and capabilities across the IC. The DoD Foreign Language Program also supports improved identification, vetting, and tracking of military and civilian personnel with language skills across the General Purpose, Special Operations, and Intelligence forces.

- **Recruiting:** The STARTALK program, managed by the National Security Agency, is a nation-wide, long-term educational initiative to provide foreign language learning opportunities to students (K-16) and professional development opportunities for foreign language teachers across the nation. The IC has also hosted two IC Virtual Career Fairs that focus on individuals with proficiency in critical foreign languages or with diverse backgrounds and who have the potential to further enable IC missions. The Heritage

Community collaborates with the both IC and DoD to assist recruitment efforts with native and heritage speakers.

- **Training:** Congress authorized the DNI to provide backfill equivalents, through the training FLOAT, allowing managers to release their workforce for critical foreign language and training in area skills. ODNI has established beginner-level acquisition and mid-level enhancement training opportunities for IC members to increase their skills and better support their operations. The ODNI has been collaborating with numerous agencies such as FBI, DIA, and CIA to execute this initiative. The ODNI also provides enterprise-wide licenses for self-paced on-line training in language and cultural orientation and established training and networking opportunities for IC foreign language instructors across the community. Expert vocabulary and domain training for technical and scientific translation and reporting is available, as are translation and interpretation workshop programs for IC linguists. Finally, the Services and DLIFLC support building national foreign language capabilities in the less and least commonly taught languages. Graduates go to federal careers with their newly acquired language capabilities.

- **Education:** The IC is investing in education and the nation's future. Our National Foreign Language Initiative provides support to undergraduate and graduate language studies at select universities across the U.S., even providing opportunities for select students to study abroad. By sponsoring the DoD-managed National Security Education Program (NSEP), the IC has invested in undergraduate and graduate level scholarships for students to study language abroad under the auspices of the Boren Awards Program, which recently expanded the scope of its offerings to the languages of Africa. NSEP also provides a scholars program for native/heritage speakers of critical languages to improve their English skills and prepare them for federal government service.

- **Operational Support:** The IC integrates its foreign language capability by allowing linguists to work across the community via Joint Duty Assignments. Additionally, the National Virtual Translation Center (NVTC) serves as a translation processing service to the IC and the federal government, processing translations in over 120 languages.

- **Human Language Technology (HLT):** The IC's linguists, collectors, and analysts encounter information in numerous formats (text, video, audio), languages, dialects, and domains, and they are beginning to use language technologies routinely to meet the wide range of challenges presented them. Throughout the IC, agencies are supporting integration of HLT, such as language and speaker identification, optical character recognition (OCR), speech recognition, and machine translation, in desktop tools and workflows. They are developing reusable and shareable digital resources, such as glossaries and parallel corpora, that individuals, instructors, students, and technologists can use in a variety of ways for different purposes. Finally, IC elements have begun to share HLT software across the community either as stand-alone systems or via web services.

Way Ahead

The IC is on a strategic trajectory to improve its capability through four harmonized focus areas: the foreign language-skilled workforce, human language technology, work process improvements, and an alignment of resources. The outcome of this strategic effort will include the following:

- A workforce with strong language skills, deep cultural knowledge, and regional expertise that will greatly increase IC capability and readiness.
- An increased IC capacity and capability for processing and exploiting foreign language material by integrating and deploying cutting-edge foreign language technology and tools.
- A fully integrated IC foreign language capability.
- Collaboration across the IC to understand and document the breadth and depth of foreign language capabilities and identified IC resources needed to maintain and enhance those capabilities.

Conclusion

The IC operates as an integrated enterprise that strives to collect, analyze, and disseminate accurate, timely, and objective intelligence. It is implementing the proper balance between long-term recruiting, workforce training, developing human language technology tools, and increasing the numbers of languages supported at professional levels of capability.

Foreign language skills, cultural understanding, and regional expertise constitute essential baseline capabilities for the IC's core mission objectives to combat violent extremism, counter the proliferation of weapons of mass destruction, provide strategic intelligence and warning, integrate counterintelligence, enhance cyber security, and support diplomatic, military, and law enforcement operations.

Language Drives Economic Growth, Creates Jobs, and Fosters Competitiveness for U.S. Businesses

by

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Testimony before the

U.S. Senate Committee on Homeland Security

and Governmental Affairs

Subcommittee on Oversight of Government Management,

The Federal Workforce, and the District of Columbia

on

A National Security Crisis: Foreign Language Capabilities in the Federal Government

Monday, May 21, 2012

WRITTEN TESTIMONY

Why Language Matters to U.S. Business

Every sector of the U.S. economy depends on language services for revenue, profit growth, job creation, product innovation, and research and development. There are no exceptions. All U.S. industry sectors produce content to sell and market their products or services to audiences whose native language is not English. American companies are competing in the global economy for market share, customers, and resources. Meanwhile, U.S. corporations are investing in reaching Latinos in the U.S. and other domestic language populations. Whether it is a multinational enterprise selling software, a governmental agency monitoring chatter, or an NGO helping disperse information about water sanitation, the end user must understand the language of the message, service or product. News, political statements, websites, movies, product literature, software, safety information, labeling, digital games and customer support are all translated every day in over 500 major language pairs worldwide. As U.S. companies target multilingual populations at home and abroad, there is a growing need for language services and a strong linguistically trained workforce.

Languages are not just a prerequisite for international commerce; they are business drivers for the U.S. economy in three key areas:

1. Languages Drive Economic Growth

U.S. businesses derive significant percentages of their revenue from markets outside the United States. The U.S. Census Bureau reports that total U.S. exports resulted in about $1.5 trillion of total U.S. goods traded in 2011.[1] For example:

- Apple generated over 60% of its $108 billion of last year's revenue abroad.[2]
- Facebook's international revenue grew from 33% in 2010 to 44% last year.[3]

1 Source: U.S. Census Bureau News, U.S. Goods Trade: Imports & Exports by Related-Parties 2011. http://www.census.gov/foreign-trade/Press-Release/2011pr/aip/related_party/rp11.pdf
2 Source: http://www.apple.com/pr/library/2011/10/18Apple-Reports-Fourth-Quarter-Results.html
3 Source: http://traderanalysis.com/49/s1-filing-facebooks-revenue-generation-sources

- Wal-Mart's international business comprised 26% of total sales, or $28 billion. Wal-Mart's profits and its international business remains its growth engine and it expects growth in emerging markets to accelerate.[4] International sales rose almost 9% for its 4th quarter, while Wal-Mart's U.S. business slipped 0.5% during the same period.

Not surprisingly, foreign sales for U.S. companies correlate closely with the scope of their language (or "localization") programs. Multilingual versions of products and services significantly drive revenues gained from abroad. Industry research shows that companies spend an average of 0.5% - 2.5% of gross revenues on localization, often contributing to more than half of their total income.[5] In other words, a small investment in languages produces a huge return on investment for U.S. businesses.

Major world markets like Europe, Japan, and China are already well-known areas for economic expansion. But new markets are also emerging. Places like India, Latin America, the Middle East, and Africa have some of the fastest growing economies in the world. The World Bank reports that economic growth in Sub-Saharan Africa remains strong and is poised for lift-off after growing at 4.9 percent in 2011.[6] The language requirements for entering those markets are new and significant – Africa alone has some 2,000 languages!

Simply put, languages are the enabler that helps U.S. businesses expand and the U.S. economy grow.

2. Languages Create Jobs

Companies in North America (U.S. and Canada) produced approximately $15.5 billion in outsourced language services in 2011. Those services were provided by thousands of small- to medium-sized enterprises, with the vast majority in the United States. With average revenue per full-time employee of $81,500, this means that the outsourced language industry in North America was responsible for about

4 Source: http://www.usatoday.com/money/companies/earnings/2011-02-22-walmart_N.htm
5 Source: Common Sense Advisory.
6 Source: World Bank, Press Release No:2012/401/AFR, http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/GAMBIAEXTN/0,,contentMDK:23174058~menuPK:50003484~pagePK:2865066~piPK:2865079~theSitePK:351626,00.html

190,000 full-time jobs in 2011, most of them in the U.S. This does not even account for the vastly larger pool of part-time and freelance U.S. linguists or language-program-related staff that U.S. businesses also maintain. Nor does it account for jobs the language industry has indirectly created, such as the people who help market, sell, deliver and support U.S.-made products to consumers worldwide.

Languages – and the business that they enable – may be the most powerful force in job creation in the United States. Without languages, there would be $1.5 trillion missing in total goods sold in the U.S. today.[7]

3. Languages Foster Global Competitiveness

Operating on a global scale is one of the biggest challenges companies face. Competition from abroad is fierce, whether you are a tiny start-up or a multi-billion-dollar corporation. English was long considered the global language for doing business, but it is losing that status. Less than 27% of the Internet is now in English, and growth in other languages – especially Chinese – is much faster.[8]

Social media and on-line communities are creating an explosion of non-English content. Collectively, they constitute a whole new category of information that barely existed five years ago, called "user-generated content" (UGC). For example, every single day:

- 60,000 new websites are added to the Web.
- Over 140 million tweets are created on Twitter.
- 1.5 billion pieces of Facebook content are created.
- 1.6 million blog posts are written.
- 2 million videos are added on YouTube[9]

UGC is the new frontier of business interaction with customers and markets. And the critical point here is that the majority of user-generated content is ***not in English***.

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7 Source: U.S. Census Bureau News, U.S. Goods Trade: Imports & Exports by Related-Parties 2011. http://www.census.gov/foreign-trade/Press-Release/2011pr/aip/related_party/rp11.pdf
8 Source: http://www.internetworldstats.com/stats7.htm
9 Sources: Pingdom, Technorati, TechCrunch, Contently, Facebook, Twitter

If U.S. companies wish to stay relevant and compete in the global marketplace – they must adopt more comprehensive language strategies. If you sell products in Germany, your customers will tweet back at you in German, and your customer support team needs to be ready.

President John F Kennedy sitting with Berlin Mayor Willy Brandt, White House, March 13, 1961: "If I'm selling to you, then I'll speak English. If you're selling to me.....dann müssen Sie Deutsch sprechen."

Apple provides an excellent example of languages as a driver for growth and international competitiveness. In their latest product release, on March 16, 2012, Apple launched the new-generation iPad in 9 countries simultaneously. One week later, the iPad launched in 25 more countries. This is a massive feat of localization, engineering, sales, marketing, and distribution. Apple's product platform (iOS) was immediately available in 34 languages. Sales of the iPad topped 3 million units – over $1 billion in new revenues – in the first three days. International sales of the iPhone 4 S accounted for 64% of Apple's revenue in its last quarter.[10] Apple's comprehensive and globally oriented localization program is, without a doubt, one

10 Source: USA Today, Apple trumps earnings expectations: http://www.usatoday.com/tech/news/story/2012-04-24/apple-earnings/54510014/1

of the key drivers that has helped Apple become the most valuable company in the world.

Overview of the Language Industry

It is the localization and language industry that helps organizations reach their targets in the right language and cultural context. Language industry research shows that the worldwide language services market is growing at an annual rate of 7.4%.[11] Estimates for 2014 put the world market at some $39 billion, with nearly $20 billion in North America, most of which is in the U.S.

The language industry consists of many different types of entities providing both outsourced language technology and services and in-house support within multinational companies. The major components of the industry are:

1. **Localization service providers (LSPs) and translation companies.** With more than 6,700 languages spoken in 230 countries worldwide, these providers adapt products and services so they are accessible to a region's residents. This process involves adaptation to the language, culture, customs, and other characteristics of the target locale. Among the U.S. companies providing language services, the vast majority are small businesses.
2. **Technology developers.** Technology companies are a key element of the language industry. From machine translation (like the well-known Google Translate), to terminology, content mining, analytics and many other technologies, we are seeing innovation and start-up companies create solutions to accelerate time-to-market for customers going global.
3. **In-house localization and translation departments.** Many multi-national companies have in-house teams that coordinate translation strategy and implementation internally, and most work with outsourced LSPs.
4. **Translators & Interpreters.** Individual translators and interpreters are at the core of the corporate language sector, often working as independent contractors and freelancers or as full-time staff.

11 Source: www.commonsenseadvisory.com

Currently nearly 20% of the world's language services companies are located in North America, with the great majority in the U.S. North American language services companies hold nearly 50% of the global language services market, and 6 of the top 10 ranked of these companies were U.S. companies in 2011.

Addressing the Gaps in U.S. Language Capabilities

No official language exists at the federal level in the U.S., and the latest U.S. Census Report on *Language Use in the United States* illustrates evidence of the continuing and growing role of non-English languages as part of the national fabric.[12] Because American English is the primary language used for legislation, regulations, executive orders, treaties, federal court rulings, and all other official pronouncements, it has also been the global language of business for the last decades. But there were two events in the last decade that brought a ten-fold change, bringing other languages to the forefront:

- The explosion of the Internet (sometimes called Internet 2.0), and
- The terror attacks on 9/11

The issue of language competency has become one of homeland security and national economic security.

U.S. business and government agencies are addressing their need for language competence, but with little cooperation between private sector, government and academia, even though they have almost identical needs. Linguistic and language-management skills cross over from one sector to the other with considerable ease; technology requirements are almost identical; language pairs for the most part overlap. There is great potential for addressing gaps in language capabilities through close collaboration.

12 Source: U.S. Census Bureau, Language Use in the United States: 2007 (ACS) http://www.census.gov/hhes/socdemo/language/data/acs/ACS-12.pdf

Language and Professional Training

Language skills take time, repeated exposure, and practice to develop. The U.S. needs programs that incentivize deep language learning, including in-country experiences and training. Words are only one part of communicating; culture is the other, and experience on how to perform before the background of a foreign culture can't be acquired in a classroom or textbook. But this skill is equally critical in all settings, whether it is gathering intelligence, fighting corporate espionage, or creating an international marketing campaign.

Additional training is required to develop key competencies in disciplines, such as translation, localization, terminology, localization technology, engineering, and multimedia. All of these come into play in order to communicate information between languages. For example, it does little good for an intelligence analyst to understand Arabic radio chatter if he or she cannot first filter out which piece of information is relevant to homeland security and then transmit its meaning in English to those who immediately need it. Such skill is in high demand and will continue to be sought after.[13]

Needed: A Government-Industry-Academia Partnership

New technologies provide government, industry, and academia with a unique opportunity to partner in addressing today's gaps in language capabilities, such as:

- Exploiting opportunities for research and development that require scope, scale, funding, duration, resources, and testing
- Promoting connections and links between the three sectors and international collaborators
- Engaging talent in the U.S. to conduct language research and education
- Fostering research, especially in areas that promise to create or enhance technologies

13 Source: Readers Digest, http://www.rd.com/money/9-recessionproof-careers

Such a three-pronged partnership can produce concrete outcomes that benefit the language needs of U.S. businesses and government, for example, by:

- Developing, funding and supporting new and existing language technology companies (through spinoffs, joint ventures, and the like)
- Promoting language-related research and development that is aimed at strengthening competitiveness and capabilities in key areas (emerging markets, homeland security, cyber-crime, etc.)
- Expanding the educational and career opportunities for U.S. workers in language-related fields
- Training specialized workers, law enforcement officers, intelligence community, etc., in targeted skills

What GALA Can Do to Help

As the largest non-profit language trade association in the world, GALA is in a unique position to facilitate the collaboration between the three sectors. We cordially invite public-sector, academia and for-profit organizations to collaborate in exchanging and disseminating best practices within the language community. GALA plays a pivotal role in warehousing, exchanging, and disseminating best practices within the corporate language community; for example, GALA is a key body in the area of language standards for business, serving as a neutral player interfacing with such global standards organizations as ISO, ASTM, OASIS, ETSI, and others.

GALA already drives and fosters such collaboration with the European Union in several programs aimed at increasing the visibility of languages, promoting language standards in international business, and training the next generation of linguists. One current example is the Horizon 2020[14] program that provides research and development to ensure that by 2020 the information of European government will be delivered to all the citizens of Europe in their native language.

[14] Source: The EU Framework Programme for Research and Innovation http://ec.europa.eu/research/horizon2020/index_en.cfm

Individual countries are also making their own investments in domestic language capabilities, even during these tough economic times. For instance, Science Foundation Ireland, created by the Irish government, has been funding the Center for Next-Generation Localization (CNGL)[15] – in partnership with industry and academia – with 4-5 million euros per year to research and develop language technologies, processes, and resources.

Not acting on the challenges may have dire consequences on the US private sector to compete in the near future. We are already seeing a chronic shortfall of qualified language specialists and stagnant translator productivity. As a result, corporations increasingly rely on less qualified translators and unrefined machine translations, rendering their products less competitive in the global market place.[16]

GALA pro-actively informs and educates its members to intelligently apply machine translation and other translation automation solutions to alleviate the looming crisis. But we cannot do it on our own. We will need the close collaboration between translation services/technology providers, the buyer community from government and private sector as well as academia.

GALA would welcome the opportunity to expand on this testimony and the recommendations included herein in more detail.

[15] For information visit: http://www.cngl.ie

[16] In its recent report, Future Shock, Common Sense Advisory predicts 'major structural and technological changes in a short timeframe – for which [localization] providers are simply unable to address market demand without changing how they operate.

What is GALA?

The Globalization and Localization Association (GALA) is the largest non-profit association for the language industry in the world. We provide resources, education, knowledge and research for thousands of global companies. GALA members are primarily companies who specialize in language services or technologies, including translation vendors, localization service providers, interpretation companies, globalization consultants, and language technology developers. A growing portion of the GALA members are multinational corporations who buy language services and technologies. GALA is comprised of over 320 member companies from 50 countries. The largest group of members by country within GALA is from the United States (64 member companies).

GALA is a go-to source for objective information about the language business. We regularly interact with tens of thousands of companies – over 1,600 in the U.S. alone – through our outreach programs, newsletters, *Language of Business* conference series, webinars, global standards initiatives and partnerships with national and international organizations.

GALA actively promotes translation as a key component of global business strategy. In addition to educating businesses worldwide on the benefits of translation and localization, GALA offers localization companies and teams a global, non-biased corporate language and translation community. We provide communities for the global language industry to share knowledge and collaborate, giving professionals within our member companies the tools, knowledge and ideas to do their jobs better. GALA disseminates information and facilitates discussion about best practices in the corporate language sector, from working with translators to selecting service providers and technology vendors.

GALA is headquartered in the United States and is a registered 506(c) trade association. The organization is run by a permanent executive staff and an all-volunteer Board of Directors, elected annually from among the membership.

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Statement Prepared for a Hearing Before the

Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia

U.S. Senate Committee on Homeland Security and Governmental Affairs

21 May 2012

By Dr. Allan E. Goodman

President and Chief Executive Officer

Institute of International Education

This Subcommittee periodically focuses on a subject we would all rather forget. Foreign language study in our nation today is at its lowest level in history. In part, this has happened because English is becoming the world's lingua franca in science and much of higher education. Nevertheless, our nation needs – perhaps more than ever – a corps of people who serve in official capacities that can speak other languages. So I thank the Subcommittee for holding this and other hearings on our national skills deficit and for giving me the chance to offer a perspective on what we can do to move the needle to where it should be.

The Institute of International Education, which I represent, is an independent not-for-profit organization founded in 1919, and we are privileged to assist the federal government in administering key academic exchange and public diplomacy initiatives such as the David Boren scholarships and fellowships, the Benjamin Gilman scholarships, and the nation's flagship Fulbright Program to which over 100 other governments also contribute. I have been invited to testify because of the Institute's history and role in these programs and based on my participation on a Council on Foreign Relations Task Force that convened throughout 2011 and which recently published a report entitled "US Education Reform and National Security." The chairs of the Task Force were Joel Klein, former Chancellor of the New York

City Department of Education, and Condoleezza Rice, the former Secretary of State. While the Report focuses on K-12 education, it has profound implications for higher educational institutions, too, as they prepare our next generation for global citizenship and work in an intercultural world.

For the United States, knowledge of foreign languages and cultures is essential to our national security and to preparing Americans to meet the demands of the global workforce. The Task Force reached a strong consensus that our young people "must master essential reading, writing, math, and science skills, acquire foreign languages, learn about the world, and—importantly—understand America's core institutions and values in order to be engaged in the community and in the international system." And the Report issued an emphatic warning that "educational failure puts the United States' future prosperity, global position and physical safety at risk." To me, its most important recommendation is the call for a national security "readiness audit" to determine on a nation-wide basis how many students are mastering "important national security skills, such as learning foreign languages … ." Such an audit would help us all to achieve the better coordination among federal, state, and local governments, the private sector, and academia in addressing the gaps about which this Subcommittee has been so persistently and correctly concerned.

Of particular relevance to this hearing, the Task Force concluded that "the United States must produce enough citizens with critical skills to fill the ranks of the Foreign Service, the intelligence community, and the armed forces. For the United States to maintain its military and diplomatic leadership role, it needs highly qualified and capable men and women to conduct its foreign affairs." The pipeline for this is not currently being filled by the skills taught in our nation's K-12 schools, and our higher education system is not yet committed to making up the deficits. That is why it is very important to support efficient and effective higher education initiatives that are strategically targeted to build these capacities. And, indeed, the Federal Government currently provides a number of programs that are making a difference both in

terms of the number of young Americans who are getting the language training and area studies expertise needed for government service. But we do have a very long way to go and the government alone cannot close the gaps that have troubled this Subcommittee.

In my view, higher education institutions should reinstitute foreign language proficiency as a graduation requirement. A hundred years ago this was, in fact, the case for virtually all our colleges and universities. Today, this is true literally for just a handful. And we also need to do much better at encouraging those of our students with real aptitude for critical languages to extend and deepen their studies and skills. According to the U.S. Department of Education, there were only 121 Bachelor's degrees in Arabic language awarded by US colleges and universities in 2009/10, the most recent year for which data is available. There were 456 Bachelor's awarded in Chinese and just 356 in Russian. That same year, by comparison, there were nearly 92,000 Bachelor's degrees awarded in visual and performing arts. While more American students are studying overseas than ever before, the total is still less than 2% of all the 20 million enrolled in U.S. higher education in any given year, and the majority of those students are studying abroad in Western Europe and only for short periods that are not conducive to significant language gains.

The Federal programs represented at this Hearing are very strategic government investments in international education and academic exchanges that are working to counter these trends. Without these programs and their global focus and networks, the reality is that most of our young Americans in higher education today would end up studying abroad in the United Kingdom, Ireland, Canada, Australia and New Zealand and mostly in summer.

The National Security Education Program's Boren Scholarships and Fellowships provide funding for study abroad that focuses exclusively on parts of the world where most Americans do not go. More than

80% of Boren Scholars and Fellows study overseas for a full academic year. As NSEP initiatives, the Boren Awards focus on countries, languages, and fields critical to U.S. national security, recognizing a broad definition that includes traditional concerns of protecting American well-being, as well as challenges of global society, such as sustainable development, environmental issues, disease, migration, and economic competitiveness. Boren Scholars and Fellows represent a vital pool of highly motivated individuals who wish to work in the federal national security arena. In exchange for scholarship and fellowship funding, Boren Award recipients commit to working in the federal government for at least one year after graduation.

Also under the auspices of the National Security Education Program, The Language Flagship is creating an entirely new approach to language learning, building an innovative partnership among the federal government, education, and business to produce global professionals with a superior proficiency in critical languages. Programs include rigorous language study at home, content courses taught in the target language, and an articulated program of at least 1 year overseas that includes an internship and/or community service experience, designed to ensure that the student can negotiate academic and workplace culture, and solidify professional level language skills. Dr. Laura Junor, Deputy Assistant Secretary of Defense for Readiness, who oversees these programs, will describe them in greater detail in her testimony to this committee.

The State Department's educational and cultural exchanges, notably the Fulbright and Gilman Programs and Critical Language Scholarships, emphasize leadership skills, cultural competence and language learning. These programs are managed by the Bureau of Educational and Cultural Affairs.

Each year, more than 1,700 of our brightest students, young professionals and future leaders from increasingly diverse backgrounds go abroad through the Fulbright U.S. Student Program for study and

professional development and to serve as English teaching assistants, many in underserved regions and schools. Applications for the U.S. Student Fulbright Program are at an all-time high. Through a multi-faceted and vigorous outreach effort, we have expanded participation by African-, Hispanic- and Native-American students and the public, private, large, and small colleges and universities where they study. The Critical Language Enhancement Awards element of the Fulbright Program provides 3-6 months of intensive language study in host countries for U.S. Fulbright students prior to and concurrent with their Fulbright awards. Emphasis is on gaining proficiency in Arabic, Chinese, Korean, Russian, Turkish and the Indic languages.

The Fulbright Foreign Language Teaching Assistant (FLTA) Program (a component of the Foreign Student Program) helps U.S. students learn and reach proficiency in critical languages such as Arabic, Chinese, Russian, Hausa, Kiswahili, Pashto, Persian, and Turkish by bringing to U.S. campuses recent graduates from abroad who serve as teaching assistants and cultural ambassadors. This year, over 250 U.S. institutions, including historically black colleges and universities, Hispanic-serving institutions, and community colleges, are hosting FLTA's and over 12,000 American undergraduates are being taught. U.S. colleges and high schools also receive Fulbright teaching assistants in more commonly taught languages (French, Spanish, and German) who enrich the classroom as native speakers and share their cultures.

An additional activity of the Bureau of Educational and Cultural Affairs is the Critical Language Scholarship Program, which provides awards to U.S. undergraduate and graduate students for intensive summer study of important world languages. In summer 2012, over 600 students will study 13 languages at these intensive summer institutes abroad. Similarly, ECA supports language study abroad by more than 600 high school students each year through its National Security Language Program for Youth – NSLI-Y.

The goal of the Benjamin A. Gilman International Scholarship Program, also sponsored by ECA, is to diversify the kinds of U.S. students who study abroad and the countries and regions where they go. This program, which currently provides 2,300 grants each year, was created to reach students at the undergraduate level who are talented and ready for an international experience but who cannot undertake such an experience without financial assistance. Eligibility requires students to be recipients of U.S. federal financial aid. Selection criteria focus on academic merit, destination of study (with preference toward non-traditional destinations and languages), and student diversity. To reach a diverse applicant pool, we together with the State Department have developed a robust and integrated outreach approach. This year, 54% of all Gilman recipients are from underrepresented ethnic minorities, compared to 21% of the U.S. study abroad population. More than half of the Gilman alumni were the first in their families to go to college. Gilman alumni have successfully competed for Fulbright and Boren Scholarships to continue to develop their cultural and linguistic abilities.

All these programs address different elements of preparing the next generation of citizens to address our national security needs. Many graduates from these programs are serving in the federal government in a variety of critical capacities, including offices as varied as the Foreign Service, NASA, the International Trade Administration, the military, and the intelligence community. Therefore, I want to thank the Subcommittee and the other members of the Senate and the House for establishing such programs and for their consistent support in sustaining them over the years.

America's foremost cultural historian, Jacques Barzun, noted in his landmark study 'From Dawn to Decadence: 500 Years of Western Cultural Life" that "It is a noteworthy feature of 20th century culture that for the first time in over a thousand years its educated class is not expected to be at least bilingual." Not to try to correct this deficit in the 21st century would be a costly mistake. Learning and using

another's language teaches that we cannot solve world problems on our own no matter how many Chinese and Indians speak English. Languages convey more than facts; they enable people to reach conclusions in different ways and are the standard bearers of cultures from which we can also learn. It has never been more important for more Americans to know that, especially as they prepare for and enter careers of service to the nation and in departments and agencies that all aim at making the world we share a less dangerous place.

Thank you.

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STATEMENT

CROSS-SECTOR AND INTERAGENCY COLLABORATIVE MODELS FOR BUILDING U.S. CAPACITY IN WORLD LANGUAGES

by

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to the
U.S. Senate Committee on Homeland Security and Governmental Affairs
Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia
on
"*A National Security Crisis: Foreign Language Capabilities in the Improving the Federal Government*"

Thursday, May 21, 2012
2:30pm
342 Dirksen Senate Office Building
Washington, DC

Senator Akaka, Members of the Subcommittee: I am grateful for the opportunity to appear before you today to present my views, experiences, and research results on the current state of foreign language learning in the U.S., directly connected with improving the Federal Government's Foreign Language Capabilities in the year 2012.

For the past 32 years, I have worked extensively in research, training, and assessment of the foreign language skills of Americans at key junctures in our educational system, including the evaluation of K-12 programs, college entrance testing, and the assessment of language gains connected with overseas immersion learning of a large number of school and university-level students preparing to enter careers in government, business or academic fields. Most of my work has focused on the study and teaching of Russian, but over the past decade, I have worked extensively with colleagues in Arabic, African, Chinese, Persian, and Turkic languages with similar interests and responsibilities.

Currently, I also serve as elected president of the Joint National Committee for Languages (JNCL), an umbrella organization composed of 75 different national, regional, and state-level professional associations with combined memberships of more than a quarter of a million professionals at all levels of the educational system. I am a member of the K-16 Foreign Language Standards Collaborative, the World Languages Committee of the National Board of Professional Teaching Standards (NBPTS), the College Board Academic Advisory Committee for World Languages, and as immediate past chair of the Council of Language Flagship Directors.

As President of American Councils, I oversee programs focused on advanced and professional-level language acquisition at overseas universities and immersion centers funded by the U. S. Department of State and the National Security Education Program of Department of Defense, which contribute to the preparation of more than 1,500 Americans annually including the nationally competitive State Department NSLI-Y program for high school students and the undergraduate overseas Critical Language Scholarships overseas summer institutes, the Department of State's Title VIII training program, USED Fulbright-Hays Group Project Abroad, the Defense Language and National Security Education Office's (DLNSEO) innovative "Flagship" Overseas Programs in Arabic, Chinese, Turkic, Persian, Russian, and Swahili, as well as the African Language Initiative (AFLI). We also administer several smaller but critical federal teacher training programs in these languages, including overseas immersion training which is made possible by federal support through the State Department's ISLI and TCLP programs and the USED's Fulbright-Hays (GPA).

Many of the participants in the above programs, probably more than half, select study in these demanding training programs because they expect to enter into government service upon completion of their studies. Because students combine their professional level language and cultural proficiency with concurrent study in other majors (international relations, government, business, security studies, engineering, or economics), they are well positioned to go on to a broad range of positions in government, including DHS, DOD, ODNI, State, Commerce, Justice, Energy, EPA, branches of the military, and the National Language Service Corps.

And that brings me to the first observation I would like to share with you today: to the extent that Americans undertake the study of the major world languages in extended course and program sequences that provide adequate opportunities for overseas immersion study (preferably at younger ages, as well as in the university), **our citizens may now expect to attain professional level linguistic and cultural proficiency in those languages and be well prepared for careers in government or in the private sector as strong contributing members of a globalized U.S. workforce.**

The major shift in preparing U.S. citizens in world languages has begun only recently, but its effects are clear and measureable – and cannot be overstated. My longitudinal studies, appearing the referred journals *Foreign Language Annals* (Davidson, 2010)[1] and *Russian Language Journal* (Davidson, Lekic M., 2011)[2] 2address the issue of the foreign language learning career of American learners of Russian, taking into account the relative contribution of K-12 study, summer, semester, and year-long immersion programming, as well as a range of individual learner variables. The subjects for the study include (for the first time) participants in the NSEP Language Flagships, as well as at-large students supported at the Flagship level by the U.S. Department of State, and the U.S. Department of Education's Fulbright-Hays programs.

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1 Davidson, Dan E. "Study Abroad: When, How Long, and with What Results? New Data from the Russian Front," *Foreign Language Annals*, Spring (2010), 3-27.

2 Davidson, Dan E. and Lekic, Maria D. "The Overseas Immersion Setting as Contextual Variable in Adult SLA: Learner Behaviors Associated with Language Gain to Level-3 Proficiency in Russian," *Russian Language Journal*, Vol. 60, 2010, 55-78.

Policy decisions taken by the U.S. government in 2005 officially raised the bar for federal employees in language-designated positions to ILR Level 3, or ACTFL "Superior" level or higher. DOS has also called for training beyond level 3 for critical diplomatic postings. Similar high expectations of language and cultural competency are increasingly present today in both the academic and business worlds, as well. DOD's landmark "Roadmap Initiative" became the model for the most important cross-agency language training effort since NDEA – the National Security Language Initiative (NSLI), launched formally by the White House in January of 2006.

A key component of NSLI is the STARTALK program, funded by ODNI, which last year offered 150 high-quality summer programs for teachers and students of the critical languages in 48 states and the District of Columbia. STARTALK'S goal is to provide innovative language instruction for students, facilitate stateside curriculum development, and provide much-needed faculty development for US teachers of the critical languages at the K-12 level.

Success in acquiring and maintaining proficiency in a foreign language is closely associated with substantial periods of immersion in the target language and culture, yet access to appropriate high-quality overseas immersion training has been unavailable or beyond the reach of most American students and teachers, particularly those in the critical languages, until recently. Over the past five years, the notable cross-agency collaboration represented by the "NSLI–generated" programs have increased or in many cases generated entirely new overseas

immersion opportunities for American learners of the critical languages through the State Department's NSLI-Youth for secondary school students and Critical Language Scholarships overseas summer institutes (CLS) for university students, and the DOD's Language Flagship Program, with its year-long overseas capstone program designed to bring students from ILR Level 2 (advanced) to Level 3 (professional/superior) or higher. The Flagship programs have successfully built on the achievements of long-standing federal investments in advanced language and area studies research and training through Tile VI, Fulbright/Hays, and FLAP, programs which in the past two years have experienced substantial cuts at the U. S. Department of Education.

MEASURED OUTCOMES FROM OVERSEAS IMMERSION

It is relevant for policymakers and educators alike to be familiar with the growing body of empirical research on the impact on language gain of different durations and levels of overseas immersion training. The relative contribution of overseas immersion at different points along the language learning career to language proficiency development for Americans is the subject of the 2010 FLA study, noted above. The RLJ (2010) study looks more closely at the relationships between time-on-task and types of activities to ultimate outcomes in the overseas immersion environment at different levels of instruction.

In producing these studies, American Councils has maintained records over the past 25 years pertaining to the general academic and in-country language performance of many thousands of American high school, undergraduate, and graduate students who have undertaken

summer, semester, or academic year language training programs under its auspices in countries around the world. The population is significant for today's discussions because it represents the leading edge of American college graduates who go on to enter government service.

I. Predictors of Gain in Semester and Academic Year Programs: Results

Of particular note in the analysis are the clear relationships between second language gains and other variables such as program duration, initial level of proficiency, listening comprehension, previous immersion, early learning, and control of language structure. Listening proficiency emerges as a critical predicator variable for speaking gain at the Advanced and Superior levels, the academic year and Flagship programs. It stands to reason that students at these levels must be able to comprehend clearly and monitor effectively the feedback they receive from native speakers in the form of re-castings and informal corrections in daily discourse, if they are to raise their oral proficiency to the next level. Unfortunately, the research also indicates that listening comprehension is the least developed linguistic skill of those who begin their study of languages at the college level. For those who start at the K-12 level, listening comprehension, by contrast, is likely to be more highly developed.

Learner control and awareness of language structure prior to study abroad is correlated positively with second language gain in all modalities during study abroad. Moreover, language structure re-emerges at the Advanced and Superior levels as salient for effective communication and appropriate levels of rapport-building with native speakers at those levels.

AC students regularly report surprise at being held to a higher standard of language production and performance as they approach the Advanced/High and Superior levels, even by their long-time contacts and professional associates overseas. Improper word choices or inappropriate collocations, which would not have attracted notice at the 1+ or 2- level, become salient for native speakers at higher levels (Fedchak, 2007)[3]. Structural errors can undercut confidence and undermine trust among native speakers for the non-native speaker operating at or near the professional level.

Effective study-abroad programs make use of both linguistically supported and unsheltered activities in tandem with improved metacognitive learner and teacher preparation in self-managed learning, learning strategies, and "identity competence" (Pellegrino, 2005, p. 150)[4].

High school instruction, it should be noted, in light of the fact that 27.8 percent of the informants had studied Russian in high school emerges as significant statistically as a predictor of reading and listening gain, and approaches significance as a predictor of speaking gain for the academic year and Flagship models. As noted above, listening competence, in turn, is critical for the development of professional-level speaking proficiency.

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3 Fedchak, K. (2007). "An Empirical Investigationof Russian Interlanguage at the superior level and the perspective of the educated native speaker." Unpublished doctoral dissertation, Bryn Mawr College, Pennsylvania.

4 Pellegrino, V.A. (2005).*Constructing the self in the study abroad context.* Cambridge: Cambridge University Press.

Initial level of proficiency also has an impact on gain within the study-abroad environment (see Brecht & Robinson, 1995)[5]. For example, of those participants entering the academic year program with 2-level reading skills, 81 percent crossed the threshold to 3-level proficiency in reading, as compared to 44 percent of those in the semester program, and 39 percent of those in the summer program.

The development of speaking proficiency is most often cited by study-abroad students as their primary motivation for studying language overseas. Students with an initial oral proficiency of 2 (Advanced) have about an equal chance of remaining at the 2 level after one year of study, of advancing to the 2+ level, or of attaining the 3 (Superior) level of proficiency. Chances of attaining level 3+ in the course of a single semester, by comparison, are approximately seven percent. What is also clear is that students aspiring to attain the highest levels of oral proficiency should take advantage of every opportunity, stateside and overseas, to develop proficiency in the language prior to the critical long term of study-abroad instruction.

An exception to this pattern is represented by the Overseas Language Flagship program in Russian at St. Petersburg University, which accepts students on a selective basis for a highly intensive program of immersion study focused on the full development of professional language skills. With weekly contact hours and direct language utilization measured at 65-70 hours per week (and higher), the nine-month Flagship program has produced six graduating classes of U.S. students with post-program proficiencies at 3, 3+, and 4 (in both the ILR and

5 Brecht, R. & Robinson, J. (1995). On the value of formal instruction in Study abroad: Student reactions in context. In B.F. Freed (Ed.), *Second Language Acquisition in a Study Abroad Context* (pp. 317-334). Amsterdam: John Benjanims.

European Union [CEF] frameworks) in three skills, which are increasingly the expected outcomes for Flagship participants.

Comparable outcomes have been measured using multiple systems of language assessment by the Arabic Overseas Flagship Programs in Alexandria (Egypt) and Damascus (Syria), the Chinese Flagship in Nanjing, and the Persian Program in Dushanbe (Tajikistan).

Obviously, existing language skill measures should not be seen as exhaustive statements of cross-cultural competence, but they represent nonetheless a good level of consensus across government and academia regarding constructs viewed as important for operating effectively in a professional environment in a second language and culture. Multiple studies of the long-term impact on personal lives and professional careers of overseas immersion learning of critical languages provide considerably further validation of study-abroad learning (Davidson & Lehmann, 2005)[6].

Research has shown that language learning in the overseas immersion environment holds enormous potential for meeting the linguistic and cultural training needs for the government work force in the 21st century. But to function effectively, it must be properly integrated into K-12 and undergraduate curricula and adequately supported by faculties, administrators, policymakers, and funders. In short, a sustained effort across government and the academy in support of world languages and cultures will necessitate a concomitant approach to overseas language immersion study, as well. The above data make it clear that such

a concerted effort is possible and can succeed, but the commitment required of students, universities, and society at large is great. I would like to present some key elements of the highly successful Flagship programs:

- Articulated school-to-college proficiency-based programs and curricular sequencing e.g., the K-16 outcomes-based standards for foreign languages in the U.S.;*[7]
- Intensive summer immersion institutes (stateside) for non-beginning students engaged in developing language skills beyond 0+, 1, and 1+ levels;
- Effectively supported study abroad immersion language programs for non-beginning students engaged in developing language skills beyond 1, 1+, 2, and 2+ levels; and
- Stateside university-based advanced level and content-based courses, taught in the target language, to support language maintenance and language development at or near the 3 level for learners returning from substantial study abroad programs and/or previously trained heritage speakers.

State Department (NSLI-Y and CLS) and DOD Flagship programs exist today for many of the critical modern languages. Flagship domestic programs are housed within major research universities (Arizona State, Hawaii, Maryland, Michigan, Michigan State, Mississippi, Oklahoma, Texas, UCLA and Wisconsin); others within smaller institutions that have made particular commitments of resources and faculties over time to advanced language study, such

6 Davidson, Dan E. and Lehmann, Susan G. "An Overview of Language Learning Careers of 520 ACTR Alumni of the Study Abroad Programs in Russia," preliminary report on version posted at http://www.actr.org.

7 *Language-Specific Standards for the Modern Foreign Languages: K-16.* Foreign Language Standards Collaborative, Allen Press, Lawrence, KS, 2006.

as Bryn Mawr College (Pennsylvania), Hunter College (New York), Portland State University (Oregon), and Rhode Island.

II. Census of Less Commonly Taught Languages in U.S. Schools

Critical to this discussion of U.S. national capacity in the critical languages is a discussion of the state of language instruction in American schools. American Councils has conducted a nationwide survey of less commonly taught language instruction in U.S. high schools to identify those schools, and to collect basic data on instruction in order to support ongoing efforts to strengthen critical foreign language education.

As of May 2009, there were 3,500 high schools in the U.S. offering instruction in the less commonly taught languages. I cannot emphasize enough the critical importance of developing a pipeline of young students who begin foreign language instruction at an early age. It is important that the funding that is invested in language programs, such as the Language Flagship, is invested early – from the stateside STARTALK and USED/ FLAP and overseas NSLI-Y programs to the Language Flagship – so that we have an established system in place that produces foreign language speakers at the highest levels of achievement, at levels 3, 3+, and 4. As a result of these programs, we are indeed producing speakers that do achieve at these high professional levels.

III. RECOMMENDATIONS

The latest research on critical language acquisition provides support for several basic assumptions underlying the formation of policy regarding the present "language gap" in the federal government's foreign language capabilities:

A. Americans are now achieving professional-level proficiency (ILR-3 or higher in multiple skills) in these languages thanks to the NSEP Flagship Program and its many feeders.

B. Americans are interested, as never before, in learning the critical languages, as is evidenced by the notable growth of K-12 programs in Chinese, Arabic, Japanese and Russian across the 50 states and the District of Columbia.

C. Americans who begin the study of a foreign language and continue with that study over an extended number of years are well positioned to reach high-levels of functional proficiency in a second language, while gaining a range of cultural and cognitive advantages for functioning as citizens and effective members of the work force of the 21st century.

What is needed, then, is a mechanism for drawing greater public attention to the successes and proof of concept for US success in this area that now exists, so that more students in institutions of all kinds can pursue long-term study of world languages, just as their counterparts in other parts of the world are doing in unprecedented numbers. That mechanism, both informational and financial, would address:

1) The general lack of knowledge, particularly at state and local levels, of how to plan and implement language training careers from early childhood through tertiary levels of the educational system that will bring larger numbers of our citizens to the 3-level, and also enable them to maintain that language through their professional lives; the Flagship K-12 experimental models in several American school districts should be emulated by other districts and states.

2) The need for increased federal support of proven models of long-term language proficiency development on the level of ESEA, as well as through specific programs activities with proven track records, such as FLAP, the "NSLI" complex of programs inaugurated during the past decade; the support of high quality pre- and in-service teacher professional development for those with responsibility for world languages at all levels; and the availability of standards-based assessments at grades 4, 8, 12 (such as AP) and 16 to permit learners and their teachers to demonstrate measureable progress in world language study.

3) Continued support of essential overseas immersion programs for students and teachers at the high school, undergraduate, and Flagship levels of training on site in the target country and culture where the language is native. Federal support for overseas study is critical, as such training and related travel is difficult for students and teachers, especially K-12 teachers and their districts, to afford on their own.

4) The support of continued research in the field of world languages and language acquisition, particularly the need for greater understanding of the processes of adult second language acquisition and the assessment of language competencies at the advanced- and superior levels of proficiency.

Currently, students who participate in the Flagship Programs, whether or not they have had the opportunity to study the language in school, have the real possibility of attaining 3-level proficiency by the time they are ready to enter the workforce upon graduation. Those that have started language study earlier in their schooling, reach professional levels of fluency at an earlier stage in their education and are better positioned to take advantage of international study and overseas internships at the undergraduate levels.

Flagship is clearly a model that should be disseminated generally, for it guarantees a capacity and an on-going source of well-educated US speakers of all the major critical languages, even while the larger educational system is adjusting to meet the new demands for high-level linguistic competence in virtually all government agencies and professional fields. Unfortunately, Flagship programs are available only on 22 American campuses at the present time, usually in no more than one or two languages per campus. The Flagship model, which serves government language capacity directly, should now be expanded, at least to the size of Title VI, which has provided the building blocks of language and area expertise at our major research universities, which has made the Flagship programs of recent years possible.

This concludes my prepared statement. I will be happy to answer any questions

Testimony of

SHAUNA KAPLAN

5th Grade Student

Providence Elementary School - Fairfax, VA

Before the Senate Homeland Security and Government Affairs Committee

Subcommittee on the Oversight of Government Management, the Federal Workforce, and the District of Columbia

"A National Security Crisis: Foreign Language Capabilities in the Federal Government"

May 21, 2012

Dà jiā hǎo, wǒ jiào Shāng Nà. Wǒ shí yī suì, wǒ shàng Providence xiǎo xué wǔ nián jí. Wǒ zuì xǐ huān shàng zhōng wén kè, yīn wèi shàng zhōng wén kè hěn hǎo wán.

I just said in Chinese: Hello everyone. My name is Shauna. I am eleven years old. I am in 5th grade at Providence Elementary School. I like Chinese class very much because Chinese class is fun.

I have been taking Chinese since the 1st grade, which was the first year it was taught at my school. My Chinese teacher is Ms. Yuan, who has been my teacher all five years. There is a second Chinese teacher at my school, Ms. Su, who is teaching my little sister.

I really like learning Chinese. Class is a lot of fun because we learn using a lot of games and activities that include everyone in the class and teach us new things. My regular teacher, Mrs. Pratt, told me she works with Ms. Yuan so that sometimes they are teaching about the same things at the same time. This year, when we learned about ancient civilizations in Mrs. Pratt's class, Ms. Yuan taught us about ancient China and different dynasties while we were learning Chinese. It's cool that they go together. Sometimes we even do math in Chinese.

I want to keep learning Chinese. I want to be fluent in Chinese. I would like to visit China, and I want to be able to talk to the people there. I also like showing people in Virginia how I have learned Chinese, like when I count in Chinese the number of things we ate at my favorite dim sum restaurant. The people working there were very surprised that I could count in Chinese.

Thank you for helping Fairfax have Chinese classes. I also want to thank Ms. Yuan for being such a great teacher, all the people who help her, and my mom and dad who encourage me to learn Chinese and to work hard in school, and even my sisters who also got to take Chinese. I am very excited to be here representing them, all of Providence Elementary School, and Fairfax City.

Xiè xiè dà jiā. Wǒ jīn tiān hěn gāo xìng néng hé dà jiā shuō yī xiē zhōng wén. Xué zhōng wén bù nán, nǐ yě kěyǐ xué zhōng wén.

That means: thank you everyone. I am happy to speak some Chinese today. Learning Chinese is not hard. You also can learn Chinese.

2006-2009 FLAP Grant

Fairfax County Public Schools

Fairfax County Public Schools prepares students with the necessary skills that are desperately needed in the federal workforce, national security, and on the economic front by providing a variety of language offerings to students in Kindergarten – 12th grade. Funding provided by the federal government allowed Fairfax to implement Chinese and Arabic programs that would not have been implemented otherwise. Policy makers simply felt the languages were too challenging for all students to learn. Federal "start-up" funding made it possible to implement Chinese and Arabic when district funds were not available. Once policy makers could see the success of the programs, they gladly provided funding to ensure students could continue the language through high school.

The Foreign Language Assistance Program grant or FLAP grant addressed the need of studying the critical needs languages. The funding provided a firm foundation for language study that ultimately increased the number of students learning Chinese and Arabic and provides them the opportunity to become proficient in these critical needs languages. Prior to the grant, we had only 125 high school students studying Chinese – today we have close to 5,000 elementary, middle and high school students learning Chinese. In 2005, there were only 162 high school students studying Arabic and today we have over 1,000.

The FLAP grant awarded in 2006 actually funded projects at every level. With the funding we…

- developed a virtual (or online) Chinese language course for the Virginia Department of Education which allows more students the opportunity to learn Chinese, not just in Fairfax County but throughout the Commonwealth of Virginia.
- developed an electronic classroom that broadcasts synchronous Arabic courses to Fairfax County high school students attending schools that do not have sufficient enrollment to offer Arabic.
- developed a Chinese program in the Fairfax HS pyramid which gives students in grades 1-12 an articulated program of study.
- supported Chinese and Arabic programs at eight additional elementary schools and four high schools by providing professional development and materials.
- partnered with Georgetown University and George Mason University for student mentoring, seminars, guest speakers, and summer language camps and workshops

- provided teachers of Arabic and Chinese the opportunity to study abroad to enhance instruction.

We now have ample research that proves what all other countries have known for a long time – we must start language learning at an early age when the brain is most receptive to language acquisition. Mastering a foreign language takes time, sequential study and practice. When language supervisors propose starting a languge program, they are often denied due to already stretched district and state budgets. Policy maker view them as a "want" and not a "need" for students. Federal funding is the only way we can initiate programs that will prove to the tax payers that the money is well spent once people see what these children CAN do with a second language. We don't know what the world will be like in 2025 – we cannot say we are educating our students for the 21st Century if we are not giving them the tools they will need to protect this country and keep America the super power that it is today. In closing, I'd like to say that Fairfax County Public Schools is thankful for the FLAP funding that we received and 6,000 FCPS students studying Chinese and Arabic are thankful, too.

STATEMENT
by

Michelle Dressner of Bethesda, Maryland

to the
U.S. Senate Committee on Homeland Security and Governmental Affairs

"A National Security Crisis: Foreign Language Capabilities in the Federal Government."

2:30 p.m. May 21, 2012
Dirksen Senate Office Building, Room 342

Good afternoon. It is an honor to be here to share my NSLI-Y experience. My name is Michelle Dressner, I live in Bethesda, MD, and studied Russian in Nizhny Novgorod, Russia for the 2010 fall semester. I am currently a student at Smith College studying Russian. I am grateful to the U.S. Department of State for this life-changing opportunity.

I have always been an adventurer. I enjoy puzzles, exploring, and learning new things. These qualities led me to apply for the National Security Language Initiative for Youth. When I applied, I had been studying Russian in high school for two years. In my high school Russian class, there were forty students ranging from levels one through six. The atmosphere was independent learn-at-your-own pace, and I although I studied diligently; I still found it difficult to improve my language skills to a conversational level. I decided that the ideal way to learn language was through immersion, so I was encouraged by my Russian teacher to pursue study abroad programs. In my senior year of high school, I applied for NSLI-Y, a scholarship funded by the United States Department of State. When I

won a semester NSLI-Y scholarship to study Russian in Nizhniy Novgorod, Russia, I was ecstatic. However, I had no idea how immensely NSLI-Y would change my perception of culture, language, and study abroad and shape my educational and career aspirations.

During my time in Russia on my American Councils implemented NSLI-Y program, I lived with a host family. On my first day with my host family, they were unsure of how to behave around me, how to speak to me, and even how to feed me. Bread? Pancakes? Soda? What do Americans eat for breakfast? Unfortunately, my ability to communicate was limited to prepared phrases I learned in high school Russian classes and at my pre-departure orientation. I knew how to say hello, goodbye, please, thank you, and "very tasty." "Very tasty" was helpful in relation to the food issue. However, I felt unable to communicate my emotions and learn more about the family kind enough to keep me as their guest for a semester. I wanted so badly to speak to them and tell them how grateful I was for their generosity and hospitality. My host family inspired me to learn Russian. Before NSLI-Y, learning language was simply a challenging exercise. Living in a Russian home made my reason for language learning personal and emotional.

My goal to communicate in Russian was achieved through practice speaking with my family, practice around the city, and my studies at the Nizhniy Novgorod Linguistics University. At university, I received intensive language lessons for four hours each day. The lessons were with my group – five American NSLI-Y students. Our professors, Natalia and Svetlana, put an unbelievable amount of effort into teaching us Russian. We practiced our speech, writing, grammar, and phonetics. They enthusiastically taught us complex aspects of the language, persistently and encouragingly explaining each of their lessons. Through these intensive lessons, I quickly became able to express myself. My host mother

was delighted when I asked her about her day and told her about a poem I was reading – all in Russian.

When I returned to the United States, I missed Russia very much. My friends, professors, and host family had inspired me. Before NSLI-Y, I was hesitant to study Russian in college, afraid that it would not be the right path for me. After returning from Russia, I was confident that I not only wanted to study Russian in college, but that I wanted to pursue a career involving Russia and international relations. In 2014, I will be receiving a degree from Smith College with a double major: Russian Civilization and Economics. I hope to work in public service for the either the US Department of State, a sector of the Federal Government, or a nonprofit business or organization. By pursuing a career involving public service and Russia, I know that I am pursuing career that I will love. My NSLI-Y experience opened my eyes to a new language – unlocking the key to learning a new culture. I now know that by studying Russian aiming for a career involving Russia, I will be studying and working in a field that I am passionate about.

STATEMENT

by

Jeffrey Wood of Washington, DC

to the
U.S. Senate Committee on Homeland Security and Governmental Affairs

"A National Security Crisis: Foreign Language Capabilities in the Federal Government."

2:30 p.m. May 21, 2012
Dirksen Senate Office Building, Room 342

Thank you Senator Akaka for allowing me to testify.

The National Security Language Initiative for Youth (NSLI-Y) is a federally funded program at the U.S. Department of State that has allowed me to do unimaginable things. Without the support from NSLI-Y, I would not have been granted the opportunities that I have experience such as going to Beijing twice in my lifetime along with speaking in front of you all today. Additionally, I would not have pursued learning the Chinese language. This program highlighted the importance of language, especially the Chinese language and how learning the language can benefit me.

Prior to graduating from high school, I had no interest in learning another language. As a student who attended Roosevelt High School in Washington, DC, the only goal on my mind was trying to graduate and maintain a GPA. However, during my 10th grade year, I was granted an opportunity that changed my life forever. After much convincing from my AP government teacher I applied for the Americans Promoting Study Abroad program also known as APSA. I figured this would be a way to view the world outside of my local periphery. But I took a chance and it paid off. I was offered the opportunity to study abroad in Beijing, China for six weeks to study Chinese language and culture.

I am forever grateful that NSLI-Y's funding granted me the opportunity to go to China. As a student who had never been on a plane prior to going to Beijing, this was a life-changing experience. I appreciate that APSA targets students that live in underrepresented communities across the nation because that's where dire attention needs focus now. It's not just the students who can afford these opportunities that are deemed "globally-aware" because of their travel experiences, but also through the lenses of students like me, and ones in underrepresented

communities because every student deserves a global experience. Trust me, it changed my life forever; it will do the same for another.

Since my experience, I decided to pursue a future career in the Foreign Service, an international development organization, or IGO/NGO. I recently finished my freshman year at George Mason University where I am pursing a double major in Global Affairs with a concentration in international development and Chinese. I am also currently in the Chinese language buddy program at George Mason where you chat and build relationships with native Chinese citizens who come to study at Mason. Without NSLI-Y's funding, I would have probably pursue a career very different from the one I'm pursuing now.

After coming back from China, my life was forever changed. My perspectives, the stereotypes, and most importantly, my views about the globe and my career changed. I no longer viewed the world as uneven across the playing field. In my view, the world is on an even ground because going to China made me realize that I, and everyone else in the U.S. are not as different. We all are all seeking the goal of friendship, knowledge, and unity.

Programs such as Americans Promoting Study Abroad, which are funded through NSLI-Y and the State Department, are extremely necessary for the development of our future young generation because without them, we have limited views on the world. As the United States becomes more diverse, more interactive, more developed technology-wise, we have to understand that the only barrier that we have to break through is communication, especially through languages such as Chinese. Improving the foreign language capacity of the nation is crucial to the United States' success over this lifetime. In order to become powerful, we have to learn to adapt and learn new knowledge. Through language and immersion, you achieve both requirements. As our nation grows, we cannot forget the most important concept that allows us to the freedom to communicate, and that concept is language.

Thank you for your time.

RECORD VERSION

STATEMENT BY

MAJOR GREGORY MITCHELL
G-3/5/7 TRAINING DIRECTORATE
UNITED STATES ARMY

BEFORE THE

HOMELAND SECURITY AND GOVERNMENTAL AFFAIRS COMMITTEE
SUBCOMMITTEE ON OVERSIGHT OF GOVERNMENT MANAGEMENT, THE
FEDERAL WORKFORCE, AND THE DISTRICT OF COLUMBIA
UNITED STATES SENATE

SECOND SESSION, 112TH CONGRESS

ON FOREIGN LANGUAGE CAPABILITIES IN THE FEDERAL GOVERNMENT

MAY 21, 2012

NOT FOR PUBLICATION UNTIL RELEASED BY THE
COMMITTEE ON HOMELAND SECURITY AND GOVERNMENT AFFAIRS

STATEMENT BY
MAJOR GREGORY MITCHELL
G-3/5/7 TRAINING DIRECTORATE
UNITED STATES ARMY

Chairman Akaka, Ranking Member Johnson, and distinguished Members of the Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia, I thank you for the opportunity to discuss my experiences as a Boren Fellow and the impact the program has had on my career as an Army Officer. Before entering the Army, my Boren Fellowship afforded me the opportunity to spend a semester at the American University in Cairo's Arabic Language Institute. It was an experience which significantly shaped my decision to enter the military and has significantly impacted my career as an Army officer specialized in the affairs of the Arab world. I have served a total of 48 months in the Middle East as both a combat arms officer and a Foreign Area Officer. Throughout my career I have leveraged my Arabic language training to build partnerships at the tactical, operational and strategic levels with our partners in the region. I have studied Arabic in variety of venues to include the Foreign Service Field School in Tunis, Tunisia, Princeton University and my Alma Mater Washington University in St. Louis; however it was the semester I spent in Cairo as a Boren fellow where I laid the groundwork for a high degree of spoken Arabic proficiency.

Impact in Iraq

I enlisted in the Army in 1997 and was commissioned through the Army Officer Candidate School in 1998. I would not put my language skills to work in the Army until 2003 when I served in al Anbar province with the 3d Armored Cavalry Regiment. My commander saw the valuable role I could play in the unit's efforts to build rapport with

local Iraqi officials and he placed me charge of the Squadron's government support team. I credit the National Security Education Program for the linguistic and cultural knowledge I leveraged throughout my first and second deployment to Iraq. The rapport I built in cities such as Fallujah, Habaniya, al Ramadi and al Rutba saved American and Iraqi lives and greatly contributed to mission accomplishment. In 2004 I took command of a tank company in the 3d Armored Cavalry Regiment and trained my men for a second tour beginning in April 2005. Because I could speak Arabic, my commander again placed me in a unique role partnered with an Iraqi Army battalion on the outskirts of Tal Afar in Ninewa Province. Our tour was very successful and our partnership with our Iraqi battalion was recognized as one of the strongest American – Iraqi tactical partnerships at that time. With my Arabic I was able to plan and execute tactical operations with my Iraqi counterparts without an interpreter. I have the National Security Education Program to thank for that.

Duties as a Foreign Area Officer

Upon my return from Iraq in 2006, I was accepted into the Army's Foreign Area Officer program and began my advanced Arabic training with Department of State and subsequently began my graduate studies at Princeton University. My previous Arabic studies as a Boren fellow made a great difference in my later FAO training. It prepared me for a level of Arabic and related regional studies I would not have attained without my previous undergraduate experience in Cairo as a Boren Fellow. I have continued to make contributions to our security cooperation and security force assistance missions in the region having recently completed year long tours in Tunisia and Yemen.

Closing Comments

My undergraduate education, specifically my time as a Boren Fellow in Egypt, gave me the Arabic language skills I needed to make a unique contribution to the 3d Armored Cavalry Regiment's success in al Anbar and Tal Afar, Iraq. I came to the Army with a unique skill set that I leveraged to conduct combined tactical operations with our Iraqi Security Force partners. I have the National Security Education Program to thank for my initial Arabic proficiency. Boren Fellows and National Security Education Program alumni like me are currently serving across the Department of Defense and other governmental agencies. Boren Fellows and other National Security Education Program alumni arrive at the federal workplace language enabled and regionally astute, ready to address complex problems and build lasting partnerships across the globe.

Post-Hearing Questions for the Record
Submitted to the Honorable Eduardo Ochoa
From Senator Daniel K. Akaka

"A National Security Crisis: Foreign Language Capabilities in the Federal Government"
May 21, 2012

1. At the hearing, you discussed a number of initiatives that the Department participates in to coordinate language programs with its federal partners.

    a. How does the Department measure the effectiveness of these efforts to ensure that these efforts are addressing our national security needs?

While it would be difficult to measure the effectiveness of our coordination efforts on any scientific basis, we believe that the consensus that we have been able to achieve with the other agencies is a strong indication that those efforts have been successful. The Department consults annually with all of the Cabinet Agencies to obtain recommendations on areas of national need in foreign languages and world regions, and these consultations include agencies engaged in national security matters. These recommendations are posted each year on the Department's Web site at http://www2.ed.gov/about/offices/list/ope/iegps/languageneeds.html. Through this consultation and through other interagency efforts like the Interagency Language Roundtable, the Department is able to achieve consensus across agencies to ensure that national security needs are being addressed.

The Department staff members who administer the Title VI, Title VII, and Fulbright-Hays grant programs meet periodically with officials from other federal agencies to discuss the activities the Department is supporting to promote the teaching and learning of foreign languages. The Department's senior international education officials also participate on advisory committees and advisory boards of other federal agencies such as the Departments of Defense and State to share relevant information and coordinate efforts related to foreign language education and national security needs. For example, the Department participates on the National Security Education Board, an interagency group that includes representation from the Departments of State, Defense, Commerce, Homeland Security, and Energy, as well as the Office of the Director of National Intelligence.

The Department has instituted a survey of Foreign Language Area Studies (FLAS) alumni that collects data for up to eight years after program completion in order to track their careers and achievements. These data will provide valuable information on the role of FLAS alumni in contributing to our nation's capacity to teach foreign languages and area studies at the higher education level as well as provide information on whether FLAS alumni serve in the federal government and national security fields. The Department completed evaluation of the Language Resource Centers program that demonstrates its value to the field, and has commissioned studies of the National Resource Centers and other programs in response to the 2007 NRC recommendations. This information will provide data that will enable the Department to better ensure that these programs address the needs of higher education and the national security community.

b. What steps has the Department taken to leverage resources and coordinate efforts with nongovernment stakeholders?

Grantees that receive funds for foreign languages programs generally augment activities with their own resources in order to achieve program objectives. In addition, the Department is in regular communication with numerous nongovernmental stakeholders such as higher education associations and chambers of commerce to discuss the advancement of international educational opportunities for U.S. citizens. After consulting with nongovernment stakeholders, the Department has also developed an international strategy, and we plan to work with a variety of these stakeholders in its implementation.

2. Mr. Glenn Nordin's written testimony emphasized the importance of learning a language alongside primary academic disciplines and recommended promoting the idea that language adds to those primary skill sets in a critical way.

    a. How does the Department ensure primary disciplines, such as math and science, are integrated with foreign language learning?

Most decisions affecting the integration of foreign languages and other disciplines at the K-12 level are made at the state and local levels. However, the Department recognizes and promotes the importance of integrating primary disciplines and foreign language study. To help further this important goal at the K-12 level, the Department has included in its proposal to reauthorize the Elementary and Secondary Education Act the "Effective Teaching and Learning for a Well-Rounded Education" program. This program would, among other things, provide competitive funds to school districts and nonprofit organizations that propose innovative strategies to teach subjects such as foreign language and to integrate such instruction with other disciplines, such as mathematics and science.

In addition, at the higher education level, the Department has provided opportunities for U.S. college students to study a variety of primary disciplines—including STEM fields, business, and social sciences—in a foreign language. These programs, most of which are in the final year of a four-year funding cycle, have supported collaborations among consortia of universities, with a focus on Brazil, Russia, the European Union, and Canada/Mexico. The main objectives of the programs have been to support institutions and students through their work on the development of joint curricula, foreign language learning, and exposure to other cultures; increased student and faculty mobility; the development of student apprenticeships or other work-related experiences; and the mutual recognition and portability of academic credits. For example, in one of these programs, a consortium funded in FY 2010 under the U.S.-Brazil Higher Education Consortia program is focused on creating a new interdisciplinary course in marine sciences to be taught in Brazil and San Diego. The U.S. partners are San Diego State University and the Scripps Institution of Oceanography at the University of California at San Diego. A major goal of this consortium is to provide students with hands-on experience in fieldwork, including in sample collection, data sequencing, and data analysis.

    b. What more can be done to further integrate these disciplines?

The Department's National Resource Centers (NRCs) program provides grants to establish, strengthen, and operate language and area or international studies centers that will be national resources for teaching any modern foreign language. Among other things, the grants support work in the foreign language aspects of professional and other fields of study. In addition, the Department's fifteen Language Resource Centers (LRCs) work to improve U.S. capacity to teach and learn foreign languages effectively. The NRCs and LRCs are also required to engage in outreach to K-12 schools, in addition to sponsoring research, training, performance testing, educational technology, and materials development.

One potential way to further support the integration of primary disciplines and foreign language learning would be to require NRC and LRC grantees to strengthen outreach services that focus on such integration at both the K-12 and higher education levels.

POST-HEARING QUESTIONS
FROM SENATOR CARL LEVIN
FOR
EDUCATION ASSISTANT SECRETARY EDUARDO OCHOA
FOLLOWING THE
OGM SUBCOMMITTEE HEARING

"A NATIONAL SECURITY CRISIS: FOREIGN LANGUAGE CAPABILITIES IN THE FEDERAL GOVERNMENT"
May 21, 2012

(1) The Title VI/Fulbright-Hays programs are comprehensive programs that ensure a strong U.S. educational foundation in over 200 foreign languages with a proven track record. Programs such as the National Resource Centers and others play a critical role in developing foreign language, world area, and international business experts that this nation needs to remain secure and competitive. In the decade following 9/11, funding for Title VI/Fulbright programs was increased substantially to build and strengthen language capacity and expertise in targeted world areas of strategic need. During this period, how have the Title VI/Fulbright programs strengthened the nation's education capacity in foreign languages in the United States, especially for the "least and less commonly taught" languages in strategic world areas?

There was a significant growth in the numbers of languages taught in strategic world areas between 2000 and 2008. The chart below illustrates the growth rates that occurred within the National Resource Centers between those years.

Language Course Offerings: Title VI National Resource Centers

Critical Languages	2000 institutions	2000 courses	2000 enroll	2008 institutions	2008 courses	2008 enroll
Arabic	21	375	5,218	29	869	16,722
Chinese-M	20	493	9,312	23	864	20,793
Hindi	14	114	1,319	17	228	2,924
Japanese	19	519	13,551	23	775	23,133
Pashto	0	0	0	6	32	128
Portuguese	25	397	9442	29	674	11,018

Quechua	5	22	135	7	35	149
Russian	20	495	4,288	24	677	9,325
Swahili	15	118	826	14	180	1,881
Urdu	8	35	2,116	16	140	904

The data on the National Resource Centers above show increases in capacity at institutions to teach foreign languages. For example, enrollment in the critical language of Arabic tripled, while the number of courses offered has more than doubled from 2000 to 2008.

In addition to the increased capacity at the National Resource Centers, Foreign Language and Area Studies Fellowships (FLAS) have continued to support undergraduate and graduate training programs. The FLAS grants provide opportunities for intensive study of less commonly taught languages and world areas, both domestically and abroad, during the summer or the academic year.

In addition, the Fulbright-Hays programs continue to make a strong contribution to the teaching of foreign languages, especially less commonly taught languages, as demonstrated by the data below.

GROUP PROJECTS ABROAD (GPA)						
Language	Participants per cohort year					GPA
	2005	2006	2007	2008	2009	Total
Arabic	4	11	18	43		76
Chinese	13	20	14	51	56	154
Hindi				6		6
Indonesian	4	10	9		14	37
Japanese		11	9	16	10	46
Khmer	1	2			9	12
Russian	58	58	43	34	17	210
Swahili	3			9	11	23
Tagalog	8	6	13	19	11	57
Thai	2	5	7	17		31
Turkish			11	10	15	36
Urdu				3		3
Venda	1					1
Vietnamese	8	10	9	6	12	45
Yoruba	9	12	11	1	10	43

Zulu	7	12		14	13	46
Other	15	17	17	25	21	95
DOCTORAL DISSERTATION RESEARCH ABROAD (DDRA)						
Language	Students per cohort year					DDRA
	2006	2007	2008	2009	2010	Total
Acehnese		1				1
Afrikaans	1					1
Akan	1				1	2
Albanian		1		1	1	3
Amharic					1	1
Arabic	6	4	7	8	13	38
Armenian	1		1	2	1	5
Aymara				1		1
Azerbaijani			1		1	2
Bamana			1	1		2
Bambara			1		1	2
Bamankan				1		1
Bangala			1			1
Basa Lio	1					1
Bau Fijian		1				1
Bemba			1			1
Bengali		2		1	2	5
Bosnian			1		1	2
Bosnian/Serbo-Croatian	2					2
Bulgarian					1	1
Burmese	1	1	2	1	1	6
Buryat			1			1
Cape Verdean Creole					1	1
Cebuano			1			1
Cha'palaachi		1				1
Chichewa		1				1
ChiGorongosi	1					1
Chinese	3	4	2	3	2	14
Chinyanja				1		1
Crioulo	1					1
Croatian			1		1	2
Czech	1	1	2		1	5
Dakani			1			1

Dogon				1	1	2
Dutch		1			2	3
Ejagham				1		1
English		1				1
Filipino				1	1	2
Fon				1		1
French	7	6	4	7	8	32
Fulfude				1		1
German	4	3	2	2		11
Georgian	1	1				2
Gujarati			2	1	1	4
Greek	1					1
Guarani	1					1
Haitian Creole			1			1
Hausa	2	1		2	2	7
Hebrew	1		2		1	4
Hindi		1	2	2	1	6
Hungarian	1			1		2
Indonesian	2	2	2	2	1	9
Italian	2			3		5
Ixil Maya				1		1
Japanese	2	1	1	1	2	7
Kabardian					1	1
Kadazan/Dusun		1				1
Kannada			1			1
Kaqchikel Maya		1				1
Kazakh	1	1	2	1		5
Khmer	1	1		1	1	4
Kimbundu				2		2
Kinyarwanda					1	1
Korean	1	1		1	3	6
Krio	1				1	2
Kyrgyz		1				1
K'iche' Maya				1		1
Ladakhi		1				1
Lithuanian					1	1
Luanda				1		1
Machiguenga					1	1

Malagasy	1			1	1	3
Malay		1				1
Malayam				1	1	2
Maori	1					1
Marathi	1			1		2
Maya			1			1
Mon	1					1
Mongolian	1			1	1	3
Montenegrin					1	1
Nahuatl				1		1
Nepali	2	2	1	1	2	8
Nigerian Pidgin				2		2
Ottoman Turkish	1					1
Pa Zande	1					1
Pali	1					1
Pashto		1				1
Persian	2		4		1	7
Polish	2	1	1	4	1	9
Portuguese	4	1	3	1	5	14
Prakrit				2		2
Punjabi			1			1
Quechua	4		1	1	2	8
Q'eqchi Maya	1					1
Romanian	1	1	1	2	2	7
Russian	4	3	5	2	5	19
Sanskrit	1	1	2	1	1	6
Santali				1		1
Serbian			1	10	1	12
Serbo-Croatian	1	1				2
Sesotho	1		1			2
Setswana	1					1
Shona		1	1			2
Sinhala	1	1	1		1	4
Slovak		1			2	3
Somali	1					1
Spanish	10	12	13	4	9	48
St. Lucian Kweyol					1	1
Swahili	2	2	4	1	3	12

Tagalog			1			1
Taiwanese	1					1
Tajik		1	1		1	3
Tamil	1	1	1	1	1	5
Tapirape		1				1
Telugu			1	1		2
Thai	2	1	1			4
Tibetan		2	1		1	4
Tok Pisin				2		2
Tsostil		1				1
Turkish	1	1	3	1	4	10
Twi	1	1	1			3
Ukrainian	1	1	1	1	2	6
Urdu	1		2	1	1	5
Uyghur				1		1
Uzbek		1	1			2
Vietnamese	1	1	1	1	1	5
Wolof	1		1	1	2	5
Xhosa		1		1	1	3
Yoruba				1	2	3
Yucatec Maya	1	1				2
Zulu	1		1		1	3

(2) Over the past several years, universities have been forced to eliminate or reduce less commonly taught language classes, area studies, and international business opportunities for students, as well as outreach to teachers, business, and government, including the military. Funding levels have been pushed back to pre-September 11, 2001, levels in current dollars, and six of the 14 Title VI/Fulbright-Hays "pipeline" programs have been eliminated.

(a) In what way will further erosion of these programs have an adverse long-term impact on our national security, global leadership, and economic competitiveness?

Reductions in the Title IV/Fulbright Hays program could significantly reduce the number of students studying, and teachers trained in, less commonly taught languages. The erosion of these programs could also significantly reduce access to overseas research resources in strategic host countries. This means fewer graduates with expertise in key strategic areas and languages, including international business expertise. Ultimately, this loss of expertise could negatively impact national security and global competitiveness.

(b) At a time when our nation's shortfall of deep foreign language and area experts continues to grow, how does the Department of Education plan to address this national need?

The Department has developed an international strategy with the overall goal of strengthening U.S. education and advancing national priorities. To that end, in FY 2013, the President's Budget includes an additional $2 million dollars over the FY 2012 level for the National Resource Centers, and maintains funding for the Title VI Foreign Language and Area Studies Fellowships program at the FY 2010 level. Additionally, a primary objective of the strategy is to increase access to foreign language courses for all U.S. students, including those from traditionally disadvantaged groups. The Title VI and Fulbright-Hays programs administered under the Department's Office of Postsecondary Education play a significant role in implementing this strategy. These programs are key to strengthening the Nation's capacity to develop deep foreign language and area experts.

(c) How is the Department of Education coordinating with the other federal agencies to develop a long-term foreign language teaching and training strategy?

The Department consults annually with all of the Cabinet Agencies to obtain recommendations on areas of national need in foreign languages and world regions. These recommendations are posted each year on the Department's Web site at http://www2.ed.gov/about/offices/list/ope/iegps/languageneeds.html.

In addition, the Department works routinely with the State Department, through an interagency agreement, on the administration of the Fulbright-Hays programs. The Department has co-sponsored international summits and conferences on strategic world areas such as India, Indonesia, and Latin America with the Departments of State and Commerce. The Department's senior international education staff sit on the Department of Defense's National Security Education Board and the board for the Soviet-Eastern European Research and Training Act's Title VIII program of the State Department's Bureau of Intelligence and Research (INR).

Questions for the Record Submitted to
Director General Linda Thomas-Greenfield by
Senator Daniel K. Akaka
Senate Subcommittee on Oversight of Government Management, the Federal Workforce and the District of Columbia
Senate Committee on Homeland Security
May 21, 2012

Question:

In 2011, the U.S. Department of State established the Strategic Plan for Foreign Language Capabilities. What improvements has the Department seen in placing qualified candidates in language-designated positions since implementing the strategy?

Answer:

Since the implementation of the Foreign Language Strategy in March 2011 and with the assistance of an increased training complement due to Diplomacy 3.0 hiring and a Department-wide effort to decrease language waivers, we have seen progress in assigning qualified candidates to language designated positions (LDPs).

At the end of September 2003 we had filled 56 percent of language positions with language-qualified staff, and at the end of September 2007 we had filled only 54 percent. By comparison, in FY 2011, 78 percent of our FS employees assigned to LDPs met or exceeded the language requirements for their positions. At the same time, 43 percent of all FS employees encumbering LDPs actually exceeded the required score. Of the 22 percent

who were granted language waivers, ten percent at least partially met the language requirements.

Question:

In 2011, the U.S. Department of State established the Strategic Plan for Foreign Language Capabilities. The Strategic Plan establishes a goal of filling 90 percent of language-designated positions with qualified employees by 2016 or 2017. What is the status of achieving this goal?

Answer:

The Department has made important strides toward ensuring that our Foreign Service employees are fully language-qualified for their positions. The percentage of worldwide Language Designated Positions (LDPs) encumbered by fully language-qualified personnel has increased from 61 percent in 2009 to 70 percent in 2011. By mid-year 2012, that number is approaching 75 percent. For cohorts of Entry Level Generalist classes, for whom we direct assignments, the language-qualified placements have been close to 100 percent, with many of these officers exceeding the required score of their LDPs.

We are still committed to increasing the rate of LDPs filled by fully qualified employees. Key to meeting this goal will be our ability to maintain a robust training complement to keep pace with our workforce and the resources to fund their training. Without these resources, we cannot ensure

the training complement necessary to develop employees with the skills they need to engage worldwide.

Question:

Previous Subcommittee hearings have revealed the need for a personnel training float to provide the Department enough flexibility to adequately train Foreign Service officers before sending them to their assigned posts. This was a key part of the Diplomatic Readiness Initiative and Diplomacy 3.0, and your statement noted that the Department used a significant portion of a Foreign Service staffing increase to double the size of the long-term training complement. Please provide more detail about the status of the personnel training float.

Answer:

From 2008 to 2010, we doubled the size of our training complement as a result of increased hiring under Diplomacy 3.0. This had a positive, direct impact on our ability to fill language designated positions with qualified employees. However, our training complement remains at a level required for pre-Diplomacy 3.0 needs. This situation is likely to remain stagnant if we are restricted to hiring at or below attrition while taking on greater global responsibilities.

CHARRTS No.: SHSGACOVERSIGHTGOVTMGMT-02-001
Hearing Date: May 21, 2012
Committee: SHSGACOVERSIGHTGOVTMGMT
Member: Senator Akaka
Witness: DASD(P&R) Junor
Question: #1

Question: As funds for many federal programs are being reduced, agencies are looking to partner with outside stakeholders to leverage resources. Please discuss what steps the Department of Defense has taken to promote public-private partnerships in regard to language learning.

Answer: The Department has taken a strategic approach to promote public-private partnerships through the Department of Defense sponsored Language Flagship program. This program supports university-based Flagship Centers to teach high level language skills for the future workforce. As part of the National Security Education Program, the Language Flagship program supports public-private partnerships through a number of efforts. This includes partnering with national language and educational associations, academic institutions, and the business community to address the nation's strategic need for language learning.

The most important effort has been the Flagship program's support of State Language Roadmaps, which have supported efforts at five different states to determine public and private needs at the state and local levels. The most recent Roadmap effort came about through a partnership with the University of Rhode Island Chinese Flagship Program, which brought together state government officials, education and business leaders to create a language roadmap for the state of Rhode Island. This Roadmap was launched in Providence, RI on June 8, 2012. Previous language roadmaps have been completed for the states of Utah, Oregon, Texas, and Ohio. These partnership efforts have also resulted in a national report entitled "What Business Wants: Language Needs in the 21st Century." The Language Flagship program also encourages its academic programs to engage directly with private sector, non-profit associations and foundations to build long-term external support and sustainment for its programs. The Department will continue to work with the private sector to sponsor internships and scholarship opportunities for students participating in National Security Education Program initiatives.

U.S. Department of Justice
Office of Legislative Affairs

Office of the Assistant Attorney General *Washington, D.C. 20530*

September 18, 2012

The Honorable Daniel K. Akaka
Chairman
Subcommittee on Oversight of Government Management,
the Federal Workforce, and the District of Columbia
Committee on Homeland Security and Governmental Affairs
United States Senate
Washington, D.C. 20510

Dear Mr. Chairman:

Please find enclosed responses to questions arising from the appearance of FBI Deputy Assistant Director Tracey North before the Subcommittee on May 21, 2012, at a hearing entitled "A National Security Crisis: The Federal Government's Foreign Language Capabilities." We hope that this information is of assistance to the Committee. Please do not hesitate to call upon us if we may be of additional assistance. The Office of Management and Budget has advised us that from the perspective of the Administration's program, there is no objection to submission of this letter.

Sincerely,

Judith C. Appelbaum
Acting Assistant Attorney General

Enclosures

cc: The Honorable Ron Johnson
Ranking Minority Member

Responses of the Federal Bureau of Investigation to Questions for the Record Arising from the May 21, 2012, Hearing Before the Senate Committee on Homeland Security and Governmental Affairs Regarding "A National Security Crisis: The Federal Government's Foreign Language Capabilities"

Questions Posed by Senator Akaka

1. The National Commission on Terrorist Attacks Upon the United States and a 2009 U.S. Department of Justice's Office of Inspector General report (The Federal Bureau of Investigation's Foreign Language Translation Program, Audit Report 10-02) raised concerns about the Federal Bureau of Investigation's (Bureau) backlog of material that linguists needed to translate and review. To what extent has the Bureau continued to address this backlog since 2009, and what challenges remain?

Response:

The Department of Justice Office of the Inspector General (OIG) developed its estimate of the accrued backlog for unaddressed counterintelligence and counterterrorism materials by examining monthly reports produced by the FBI's Foreign Language Program (FLP). The statistics included in these reports included total collection and total amounts processed. The statistics did not, though, quantify the backlog, and this number cannot be derived by subtracting reviewed materials from collection, which is the method used by the OIG. The OIG's method of computing backlog is problematic because it includes collection that does not require review or translation. For example, collection includes duplicate material produced when audio is forwarded from one site to another and material that investigative personnel have determined does not require review but that still resides on collection systems.

The FBI is not able to quantify the current backlog because the system previously used for this purpose is in the process of being replaced. The new system was designed to address a broad set of FBI needs, with the FLP being only a small part. The system capabilities that are operationally oriented received a higher priority than the metrics portion, which is not yet fully available. Although the new system has not replaced all elements of the legacy system, we can obtain a sense of whether the backlog is increasing or decreasing by reviewing the relative progress from month to month in the aspects that can be tracked using the new system. For example, from February 2012 through May 2012, the FLP reduced the amount of unaddressed work by more than 7.5 percent.

Additional information responsive to this inquiry is classified and is, therefore, provided separately.

2. The 2009 Audit Report also found that the Bureau only met two of its 14 linguist hiring goals, and the Bureau's process to hire contract linguists took approximately 19 months, which was increase from 16 months cited in a prior audit.

a. What steps has the Bureau taken to address the reasons for these shortfalls, and what progress has the Bureau made in meeting its hiring goals?

Response:

The FBI is on track to meet FY 2012 linguist hiring goals, which include reducing the number of unfilled linguist positions from 12 percent to 10 percent. In addition to identifying linguists through the FBI's online job application portal, each year the FBI's FLP hosts several career fairs dedicated to recruiting linguists. These career fairs, which are often conducted in FBI field divisions with significant foreign language collection and large foreign language populations, focus primarily on what are often called "heritage communities." These communities include groups (not necessarily living in the same neighborhood) who speak a common language and who grew up in households in which a foreign language was spoken, but who did not receive their formal education in that foreign language. For the FBI's purposes, these are often 2nd or 3rd generation Americans who understand and speak a foreign language because it was used in the home.

b. What steps has the Bureau taken to reduce the time it takes to hire linguists, and what challenges exist?

Response:

The FBI has taken several steps to reduce the time required to hire linguists, including the development of a more robust system for managing linguist candidates' applications and for tracking them through the process. We have also hired three full-time contract security adjudicators to focus solely on linguist security adjudications. This is important because many of the best qualified linguists have multiple foreign family members and/or foreign contacts, have spent extensive time overseas, or both. In part because of these security challenges, an average of only one of every ten contract linguist applicants completes the application process. Security adjudicators who are accustomed to these challenges are able to ensure that the background investigation process is completed efficiently and, as a result, the contract linguist hiring process has been reduced from an average of 19 months to 10 months.

Hearing Date: 21 May 2012
Committee: SHSGAC
Member: Senator Akaka
Witness: Mr. Glenn Nordin
Question: 1

Question 1: (U) On March 30, 2011, the Chair and Vice Chair of the National Commission on Terrorist Attacks upon the United States (9/11 Commission) testified before the U.S. Senate Committee on Homeland Security and Governmental Affairs. They recommended developing and implementing a strategy to incentivize young people to become fluent in difficult languages and that the Intelligence Community should play a role in the strategy's development. What are your views on this recommendation, and what, if any, progress has been made to implement it?

Answer: **(U)** The Intelligence Community (IC) is one of the larger, if not the largest, U.S. Government consumers of foreign language services in translation, interpretation, language analysis, and instruction. The IC, which includes military intelligence, is also a major producer of high-end foreign language translators, interpreters, language analysts, and instructors, in that the Defense Language Institute Foreign Language Center (DLIFLC) and its production of novice professional level language workers is funded within the Military Intelligence Program (MIP). Over the years the experience and instructional methods of the DLIFLC have shaped much of the basic language education and evaluation of language proficiency at work in our public and private education of today. Therefore, it is logical that the IC and the Defense Intelligence Enterprise play a positive role in the strategic development of the nation's foreign language-capable workforce by contributing to improvements to our country's capability and capacity to teach and learn foreign languages.

The National Security Education Program (NSEP) – which includes the Boren Awards, Flagship University, and English for Heritage Language Speakers (EHLS) programs – provides many undergraduate, graduate, professional, and institutional incentives for U.S. citizens to become fluent in difficult languages of strategic importance to the nation. The Office of the Director of National Intelligence (ODNI) plays a positive, collaborative role in NSEP's development by applying National Intelligence Program (NIP) funding to underwrite the program. This sponsorship includes baseline resourcing as well as directed funding, such as a recent initiative to incentivize the development of educational programs in the languages of Africa. ODNI also provides policy oversight and advocacy for NSEP, to include assessing important return on investment matters. In fact, the ODNI Chief Human Capital Officer is the sole representative of the IC on the National Security Education Board (NSEB), which oversees the shaping and delivery of NSEP's programs. In this regard, ODNI actively leverages its NIP sponsorship to shape the strategic development of NSEP as a national focal point for foreign language education in terms of providing the programmatic emphasis, direction, advocacy, and resourcing for individual and institutional professional development opportunities.

In 2006, the National Security Language Initiative (NSLI) established an IC investment on the part of ODNI that was designed to incentivize language study and instruction under the auspices of the STARTALK K-16 foreign language program. Designed to incentivize organizations at the

community level to initiate and develop critical language programs across the nation, STARTALK exists today as the sponsor of over 200 student, teacher, and combination programs each summer across the nation in ten STARTALK-designated languages. The core function of the program is to offer students opportunities to experience the acquisition of a second language, or improve on a mother language learned in the home, with a goal of building and identifying a larger pool of U.S. citizens with language talent. An additional task was developed to enhance the teaching of languages through summer workshops for language teachers, providing them the opportunity to learn and apply the best instructional practices as part of their professional development as foreign language educators. The response to this program, which is overseen by the National Security Agency (NSA) in an executive agency capacity and which is delivered by the University of Maryland's National Foreign Language Center (NFLC), has been tremendous and very meaningful in its six years of existence, now involving over 8,000 student and educator participants annually. In this regard, the STARTALK program has emerged as an important component of the NSLI pathway to foreign language professional development.

We must now find ways to encourage the continuation of language studies through secondary programs, such as those of Washington State and the Seattle Highline Public School system or Glastonbury Schools. Such programs should lead participants to early careers as language workers, enlistment for further language education with our military services, or to the college-level programs of Title VI and the family of language learning programs under the auspices of NSEP.

In recent years, members of the IC have expanded their foreign language advocacy in a number of ways. The Interagency Language Roundtable (ILR) – comprised of representatives from the government, academic, and commercial vendor sectors – continues to contribute to the strategic development of the nation's foreign language discipline through the refinement of foreign language proficiency guidelines as well as through the introduction of new cross-cultural proficiency principles. These are important fundamental achievements to establish the national framework for foreign language education and instruction; testing and evaluation; and recruiting and utilization of a global workforce.

Members of the IC also provide foreign language advocacy through a wide range of outreach programs and initiatives. The recent release by ASTM International of industry standards for assessing language proficiency is the result of a 15-month effort by an inter-disciplinary sub-committee to refine such standards and practices in terms of language test creation, use, and maintenance. A similar sub-committee is examining standards on language teaching, translation, and interpretation. Among other IC outreach initiatives are continued participation and advocacy in professional organization at the national level – such as the American Council on the Teaching of Foreign Languages (ACTFL), the American Translators Association (ATA), and the Modern Language Association (MLA) – where members of the IC interact with the heritage and academic communities to underscore the importance of foreign language proficiency and cultural competencies to national security.

Many programs exist within the IC to incentivize the learning and utilization of foreign languages, to include languages and skills that are critical to national security. Most IC agencies and components have robust foreign language incentive pay programs, to include hiring bonus

and proficiency pay opportunities. In addition, the IC offers many critical language training programs and initiatives, to include foreign language skill acquisition, sustainment, and enhancement courses delivered through U.S. Government schools, academic institutions, and commercial vendors. Many agencies also maintain foreign language strongholds programs that incentivize the learning of related languages and dialects among their foreign language proficient personnel. From the perspective of incentivizing professional skills development, the IC offers immersion and iso-immersion programs; domain-specific training in technical fields; and translation and interpretation workshops. These and other programs and initiatives are designed to incentivize the career development of foreign language professionals within the IC, to include providing equal opportunity assurances and personal and professional development opportunities for such personnel to realize their human potential across the arc of a career of public service.

Beyond these ongoing IC external and internal programs and initiatives, the Under Secretary of Defense, Intelligence (USD(I)) white paper on "Building Capabilities for Language and Culture in Defense Intelligence" outlined a concept for creating a professional language cadre or corps to serve professional language needs and designed to attract and retain the services of military language specialists. We are exploring the establishment of that cadre with rewarding career opportunities and full employment of language talents as an incentive for STARTALK and other secondary language talent to join our military language workforce.

The USD(I) white paper also outlined a concept to recruit promising civilian high school graduates in a program similar to that of the current military service foreign language programs. In this program, candidates would agree to a six-year period of service as a civilian in exchange for receiving enhanced language education and training in the arts of translation, interpretation, and language analysis. After initial language education and language worker training, the civilian linguist would be assigned to full time duties with US agencies or assigned on call to agencies with temporary language work. Additional language enhancement courses would be offered during the remainder of the six-year commitment and tuition assistance provided to permit off-duty attendance in college-level studies leading to a degree prior to completion of the six-year service period.

Although the concepts outlined above are directed to service with the IC, the language specialists produced in the civilian language workforce could be made available for service across the federal enterprise during times of need or as assigned employees for their term of service. Highly-capable language workers – individuals with the skills, abilities, and desires to meet the challenging tasks of translation, interpretation, language analysis, active trans-language negotiation, and instruction – are in short supply.

Hearing Date: 21 May 2012
Committee: SHSGAC
Member: Senator Akaka
Witness: Mr. Glenn Nordin
Question: 2

Question 2: (U) Your testimony emphasized the importance of learning a language alongside primary disciplines, such as math and science, and recommended promoting the idea that language adds to those skills sets in a critical way. Please elaborate on this recommendation.

Answer: (U) Current literature contains many references to the findings of applied research that certain cognitive skills – such as working memory, cognitive control, and ambiguity resolution – of individuals with acquired or learned second or multiple languages enhance the performance of other human skills and abilities, such as mathematics and scientific reasoning. Studies indicate that the working memory, cognitive control, and ambiguity resolution skills of individuals who have acquired another language are transferred to other human skills in mathematics and scientific reasoning. For example, in 1992, the College Entrance Examination Board reported that high school "students who average four or more years of foreign language study scored higher on the verbal section of the Scholastic Aptitude Test than those who had studied four or more years in any other subject area. In addition, the average math score for individuals who completed four or more years of foreign language study was identical to the average score of those who had studied four years of mathematics." See *College Bound Seniors: The 1992 Profile of SAT and Achievement Test Takers* for additional details.[1]

Specific research into the effects of bilingualism or a deep study of a foreign language attribute "greater cognitive development, creativity, and divergent thinking" as among the functional outcomes of being multilingual. Increased flexibility and creativity have been noted when children are exposed to multiple languages at an early age. Students in foreign language magnet schools in the Kansas City Public School system, who started foreign language study in first grade, were reported to have surpassed all national averages in all subjects by the time they reached fifth grade, and they performed especially well in mathematics (see *Eaton, 1994*). Perhaps the most cogent reason for requiring Science, Technology, Engineering, and Mathematics (STEM) program students to undertake language study relate to research findings that people with competency in multiple languages outscore monolinguals on tests of verbal and non-verbal intelligence. See *Bruck, Lambert, and Tucker (1974)* and *Weatherford (1986)* for additional details. [2]

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[1] Information from "Foreign Languages: An Essential Core Experience" Staff paper of the University of Tennessee at Martin citing the National Council of State Supervisors for Languages. See http://www.utm.edu/staff/bobp/french/flsat.html and http://www.ncssfl.org/papers/index.php?rationale

[2] Information from "Foreign Languages: An Essential Core Experience" Staff paper of the University of Tennessee at Martin citing the National Council of State Supervisors for Languages. See http://www.utm.edu/staff/bobp/french/flsat.html and http://www.ncssfl.org/papers/index.php?rationale

As I noted in my testimony, the University of Maryland's Center for Advanced Study of Language (CASL) plays a unique and significant role in the promotion of national foreign language capabilities. This is accomplished principally through focused research into methodologies to improve the instruction, learning, and employment of second and multiple language skills. As a Department of Defense-funded University Affiliated Research Center (UARC), CASL represents a unique partnership between the University of Maryland and the U.S. Government in which CASL serves the nation by improving the language capabilities of the U.S. Government workforce through applied research into topics of relevant interest. In this regard, CASL continues to be an important focal point for U.S. Government research and knowledge into the critical aspects of the foreign language disciplines, such as second language acquisition; technology use; performance and analysis; less commonly taught languages and cultures; and cognitive neuroscience.

The University of Oklahoma

OFFICE OF THE PRESIDENT

May 17, 2012

The Honorable Daniel K. Akaka
Chairman
Subcommittee on Oversight of
Government Management, the Federal
Workforce and the District of Columbia
Washington, DC 20510-6250

Chairman Akaka,

Thank you for your invitation for me to appear before the Senate Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia to discuss "A National Security Crisis: Foreign Language Capabilities in the Federal Government." As you know, increasing foreign language capabilities for the nation has been a priority of mine for well over two decades. You are completely correct in saying that we are in a crisis situation regarding language. It is my belief that without a strategic way forward on language, this crisis will only get more acute if nothing is done to bolster foreign language capability as the United States works to maintain its leadership role in the global community.

As you know, this crisis is not new. I had recognized, over 20 years ago, the dire need for the United States to create a pool of highly intelligent and well-educated citizens who understand the cultures and speak the languages of people in areas of the world critical to national security. This resulted in the passage of the David L. Boren National Security Education Act and the National Security Education Program (NSEP). Though small in size, NSEP programs have been enormously successful. The Boren Scholars and Fellows program have provided over 4,500 scholars and fellows a pathway to federal service in positions of national security. The Language Flagship program now has 26 institutions that teach high-level skills in language that are critical for both our national and economic security.

Since the foundation of the NSEP programs, the world has gone through tremendous changes and these changes have strengthened the need for innovative approaches to increase our understanding of the languages and cultures so key to our nation's security and our role as a world leader. We need a future workforce with language skills not only to serve in the military and intelligence community, but also those who can be involved in the complex global economy. As a nation, we must lead as a partner with other nations in the world and we cannot build effective partnerships if we do not understand our partners. We must understand the values, cultures, histories, and religions of both our partners and enemies. Clearly, we cannot do this without language capabilities.

660 Parrington Oval, Room 110, Norman, Oklahoma 73019 (405) 325-3916, FAX: (405) 325-7605

I have always said that we need a strategic reserve of talent to prepare us to operate in a changing global community. Enhancing language capabilities is a critical component of this strategy. Despite the headway we have made with the NSEP programs, too few colleges and universities are involved in the Flagship led effort to restructure their educational programs to incorporate effective language proficiency-targeted curriculum, which greatly enhances the skills of our nation's future workforce. One thing we do know is that we cannot predict very well exactly what language skills we will need in 10 or 15 years. As a university president, I know that it is very difficult to create programs to teach languages on demand. It is essential that the federal government continue to partner with the academic institutions to leverage the talent and skills of the faculty but also to reach high quality students who make up our future workforce.

We must continue to invest in comprehensive language training so that we are prepared to face what will come in the future, and while the United States begins its drawdown of forces in Afghanistan, we must look to sustain language capacity within the Total Force. We are facing a crisis because we have not yet created a blueprint for America's new foreign and national security policy. The U.S. needs leaders such as you to step up and take on this challenge and we require a plan to improve the nation's foreign language capabilities or our role as a world leader and global partner will be compromised.

Thank you for the opportunity for me to submit testimony to your committee. Please let me know if I can be of any help.

Sincerely

David L. Boren.
President

AMERICAN ACADEMY
OF ARTS & SCIENCES

CHAIR OF THE BOARD & TRUST
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Neal Lane
VICE CHAIR, MIDWEST
John Katzenellenbogen
VICE CHAIR, WEST
Jesse H. Choper

June 1, 2012

Sen. Daniel K. Akaka, Chairman
Committee on Homeland Security and Governmental Affairs
Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia
340 Dirksen Senate Office Building
Washington, DC, 20510

Chairman Akaka, Ranking Member Johnson, and members of the Subcommittee:

The American Academy of Arts and Sciences is grateful for the opportunity to submit the attached statement for the record of the Subcommittee's May 21, 2012, hearing on "A National Security Crisis: Foreign Language Capabilities in the Federal Government."

The American Academy applauds Chairman Akaka and the Subcommittee for your continuing efforts to draw public attention to the critical importance of foreign language proficiency and knowledge of other cultures. These are topics that have long concerned the American Academy.

As noted in the statement, the American Academy's Commission on the Humanities and Social Sciences, formed at the request of four Members of Congress, plans to issue recommendations early next year. We look forward to the opportunity to discuss with you and your staff the Commission's recommendations for improving foreign language and area studies education and, more generally, for supporting the humanities and social sciences as disciplines critical to the nation's global competitiveness.

Sincerely,

Leslie Berlowitz

Leslie C. Berlowitz

Attachments

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Statement of

Leslie C. Berlowitz
President
American Academy of Arts and Sciences

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

A National Security Crisis: Foreign Language Capabilities in the Federal Government

May 21, 2012

Introduction

Chairman Akaka, thank you for the opportunity to submit testimony for the Subcommittee's hearing on "A National Security Crisis: Foreign Language Capabilities in the Federal Government."

The American Academy of Arts and Sciences (the American Academy) is pleased to submit this statement regarding the importance of foreign language skills and cultural knowledge within the U.S. government workforce, and across society more broadly, to the Nation's security, economic competitiveness, and civic wellbeing.

The American Academy applauds Chairman Akaka and the Subcommittee for your continuing efforts to draw public attention to the critical importance of foreign language proficiency and knowledge of other cultures. These topics have long been of concern to the American Academy.

Founded in 1780 by John Adams, James Bowdoin, John Hancock, and other "scholar-patriots," the American Academy of Arts and Sciences is an independent, nonpartisan policy research center and honorary society headquartered in Cambridge, Massachusetts. Drawing on the expertise of 4,000 Fellows and 600 Foreign Honorary Members who represent the academic disciplines as well as the arts, business, and government, the American Academy provides authoritative advice to the Nation through multidisciplinary projects that focus on science and technology policy, energy and global security, institutions of democracy, the humanities, and education.

In 2010, Senators Lamar Alexander and Mark Warner, along with Representatives David Price and Tom Petri, called on the American Academy to prepare a report that responds to the following question:

> What are the top ten actions that Congress, state governments, universities, foundations, educators, individual benefactors, and others should take now to maintain national excellence in Humanities and social scientific scholarship and education, and to achieve long-term national goals for our intellectual and economic well-being; for a stronger, more vibrant civil society; and for the success of cultural diplomacy in the 21st century?

The American Academy's *Commission on the Humanities and Social Sciences* (the Commission) was formed in response to this request and has been working to identify critical priorities and challenges for government, schools and universities, cultural institutions, businesses, and philanthropies. Duke University President Richard Brodhead and Exelon Corporation Chairman Emeritus John Rowe serve as Co-chairs of the Commission. Members of the Commission include distinguished higher education and business leaders, humanists, artists, journalists and former elected officials. (See the attached list of Commission members.) The Commission's report, to be issued in early 2013, will focus on education at the K-12 and post-secondary levels, as well as on other institutions critical to the humanities and social sciences such as libraries and cultural institutions.

During the past twelve months, members of the Commission have heard testimony, shared data, and considered draft recommendations for sustaining the Nation's commitment to the humanities and social sciences, of which language and area studies form a critical part. These deliberations have led the Commission members to identify proficiency in foreign languages and an understanding of other cultures as core competencies necessary for maintaining U.S. leadership in the global economy and for supporting the long-term security of the Nation.

At its most recent meeting in April 2012, the Commission heard presentations by retired Army General and former U.S. Ambassador to Afghanistan Karl Eikenberry, U.S. Secretary of Commerce John Bryson, National Endowment for the Humanities Chair Jim Leach, and former U.S. Ambassador to the Netherlands Cynthia Schneider, among others. All underscored the importance of foreign language and area studies to the effective use of both "soft" and "hard" power.

While there is broad consensus about the need to increase foreign language acquisition at all levels of the U.S. education system, the Commission notes troubling trends in language studies.

According to the *Humanities Indicators* (www.HumanitiesIndicators.org), a comprehensive and regularly updated online compilation of empirical data about the humanities created and maintained by the American Academy, 15.7 percent of Americans consider themselves fluent in a language other than English. However, those who become fluent in non-English languages do so predominantly through exposure to languages spoken at home — not through classroom learning. Only 3 percent achieve fluency through academic study.

As noted, the Commission plans to issue recommendations in early 2013. In the meantime, we offer the following initial findings which we hope will inform the Subcommittee's work on this important topic.

I. Language learning is critical for national security.

Knowledge of the world's cultures, including foreign languages, is essential for U.S.national security and success in a global economy. Tomorrow's leaders will require transnational understanding and a cosmopolitan approach to cultural differences. Our traditional reliance on English will no longer suffice when we send our representatives—students, businessmen, and diplomats—to other countries.

In speaking with a wide range of distinguished members of our military and diplomatic corps, the Commission has collected persuasive testimony concerning the importance of language and area studies to our national security and to our role as a global leader.

In a recent keynote address to the National Humanities Alliance, Commission Co-chair and President of Duke University Richard Brodhead shared a powerful example:

> "General (David) Petraeus is another humanist: Petraeus took a Ph.D. from Princeton in International Relations. To revise the Army's long out-of-date Counterinsurgency Field Manual, Petraeus drew on a diverse group of military officers, academics, human rights advocates, and journalists -- broad-based expertise on a problem that is not military alone. Petraeus wrote of Iraq: 'We have to understand the people, their culture, their social structures and how systems to support them are supposed to work -- and how they do work.' In short, we have to be better students of the otherness of cultures, the preserve of the humanities." (Richard H. Brodhead, "Advocating for the Humanities," *Duke Today* [March 19, 2012])

Since the days of the National Defense Education Act, the federal government has provided funding for foreign language acquisition and area studies. In January 2006, President George W. Bush announced the National Security Language Initiative, which was designed to "dramatically increase the number of Americans learning critical need foreign languages such as Arabic, Chinese [Mandarin], Russian, Hindi, Persian, and others through new and expanded programs from kindergarten through university and into the workforce." More recently, essential

government funds for language acquisition and area studies have been cut and some propose even further reductions.

II. **To be effective in diplomacy, business, and other pursuits, Americans require deep understanding of other cultures and training in area studies.**

While foreign language study is perhaps the most important step towards a more productive, reciprocal engagement with foreign cultures and governments, language study alone cannot provide the cultural and historical context in which such exchanges take place.

In addition to greater emphasis on foreign language acquisition, elementary and secondary school curricula should introduce students to basic concepts of globalization and teach the histories and cultures of Western and non-Western peoples.

Area studies and study abroad programs should be expanded as a part of undergraduate education. Undergraduates should be encouraged to have a significant international experience in order to ease movement among different cultures.

While it is critical that the nation's military, diplomatic, and intelligence agencies focus on addressing the need for language and cultural competencies in key countries and regions, we cannot always predict what the next high-priority region or language will be. Fluency in Farsi, for example, was not recognized twenty-five years ago as a skill that would have national importance. What is needed is a "deep and broad" pool of language skills within the U.S. population.

III. Language learning has far-reaching cognitive benefits.

The benefits of language studies are not limited to the acquisition of a second (or third or fourth) language. In addition to the strategic value to the nation of a more multi-lingual citizenry, research suggests that foreign language study also yields lasting improvements in students' critical thinking capacity.

As Catherine Porter, past President of the Modern Language Association, stated in her 2009 presidential address:

> Our failure to encourage and facilitate second-language learning throughout the population results in a devastating waste of potential. The benefits of bilingualism to the individual are increasingly attested by researchers in fields ranging from educational psychology and cognitive studies to neuroscience. Public school students who have had an early start in a long-sequence foreign language program consistently display enhanced cognitive abilities relative to their monolingual peers: these include pattern recognition, problem solving, divergent thinking, flexibility, and creativity. (Catherine Porter, Presidential Address 2009: "English Is Not Enough" *PMLA*, 125.3 [May 2010]: 546-555)

In addition, second-language study—of any language—improves capacity to learn a third language in later life.

IV. Current Census and other survey data necessary for tracking language acquisition is lacking

We can only measure the impact of federal spending on language and area learning with well-designed studies and data collection. Recently, some in Congress have advocated efforts to curtail data collection by the U.S. Census Bureau, including the administration of the American Community Survey. These cutbacks would yield modest budget savings, but would profoundly limit the availability of data for the social sciences in America. Eliminating the American Community Survey would severely reduce the scope and quality of data available to scholars and

policy-makers advancing evidence-based policy recommendations on matters of national importance, including the state of language skills in the U.S. population.

As noted in the American Academy's *Humanities Indicators*:

> For all the present concern about what is perceived as a national foreign-language deficit, existing data on multilingualism are of limited use in gauging the true extent of the country's achieved fluency in multiple languages . . .[C]urrently, no system objectively measures and registers individuals' multilingual capabilities. The national trend data covering the greatest length of time, those collected by the U.S. Census Bureau, reflect a concern with immigrants' ability to acquire English-language skills. Thus these data do not capture those individuals who have gained their proficiency in non-English language(s) via formal instruction; nor do they account for those who may have learned a non-English language in their childhood homes (and still speak it fluently) but who do not use that language in their own homes as adults. Moreover, Census Bureau data do not measure the extent of individuals' proficiency in their non-English "home" language. Finally, data collected by the Bureau and other organizations on this topic are structured to measure Americans' proficiency in just one language other than English and thus do not reveal how many people have facility in three or more languages.

V. Universities should be viewed as international actors.

The American Academy urges the Subcommittee to view our colleges and universities as critical partners in the effort to strengthen the Nation's foreign language capacity. Universities are increasingly transnational in character, as many prominent institutions are opening overseas branches and forging international partnerships. Coupled with new developments in on-line learning, these collaborations offer an unprecedented opportunity for expansion of access to area studies resources.

As education scholars Jason Lane and Kevin Kinser have observed in *The Chronicle of Higher Education*, institutions of higher education do more than teach foreign languages and world

studies. Through their international operations, universities can also "affect international relations . . . For example, Northwestern University in Qatar works with Al Jazeera, the widely-watched Arabic news channel; and Georgetown University's School of Foreign Service in Qatar is charged with training international affairs specialists for the Arab Gulf region." (Jason Lane and Kevin Kinser, "What Is Higher Education's Role in International Relations?," *The Chronicle of Higher Education*, March 12, 2012)

VI. Foreign language skills are part of a broad liberal arts tradition of learning that is critical to the nation's future.

Recognizing that the immediate focus of the hearing is on foreign language capabilities, the American Academy urges the Subcommittee to view this goal within the broader context of the liberal arts as they are taught from the elementary grades through post-secondary education. Today, government leaders at the state and federal levels today properly emphasize the need to strengthen and expand the science, technology, engineering, and mathematics (STEM) curricula. However, the skills cultivated by the humanities and social sciences are equally important to the Nation's competitiveness and, in fact, are prerequisites for the mastery of STEM subjects.

During a recent talk at Duke University, Chairman of the Joint Chiefs of Staff General Martin Dempsey illustrated the essential role of the humanities and social sciences. After attending West Point, General Dempsey earned a Masters of Arts in English at Duke, where he studied Joseph Conrad and William Butler Yeats. Asked how his humanities experience translated into his subsequent military career, General Dempsey said:

> "It opened my mind to seek, not just to accept, but *seek* other ways of thinking about things. When I got to West Point, a teacher held up a dictionary and the Complete Works of Shakespeare and said, pointing to each in turn: 'This will tell you the definition of words, and this will tell you what they mean.'"

Knowledge of U.S. history is a key element of a broad-based liberal arts education. Our diplomatic and strategic interests rely on a broad understanding of America's position in a dynamic global landscape. To be effective, our representatives must have an appreciation of their

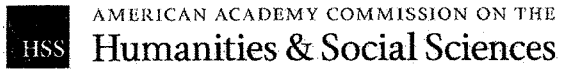
own history and civic institutions. In this regard, the American Academy's *Humanities Indicators* have recently highlighted disturbing trends:

- In 2010, only 45 percent of high school students demonstrated at least a basic understanding of U.S. history.
- A smaller share of students taking history classes was taught by a certified and degreed teacher than in any other subject area. Close to one-third (32 percent) of public high school students, the largest share found in any subject area, were taught history in 2008 by a teacher who was neither certified nor degreed in the subject. This proportion was more than five times as great as that for students in natural science classes.
- The percentage of middle school students taught history by a degreed teacher declined, so that by 2000, only 31 percent of middle school students were learning history from a teacher with an academic background in the subject.

Conclusion

Foreign language capabilities and knowledge of other cultures have been and should continue to be a critical national priority. The American Academy applauds the Subcommittee for focusing on the federal government's role in this area of national education. As with most complex challenges, no single action will yield immediate results, but a sustained investment in the areas we have identified can, over time, improve the ability of our diplomats, military, and private sector to more effectively advance their respective missions in an increasingly globalized world.

The American Academy appreciates the opportunity to provide these comments to the Subcommittee and remains ready to support your efforts. We look forward to sharing the initial findings and recommendations on the Commission on the Humanities and Social Sciences in the coming months.



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Diane P. Wood, Federal Judge, United States Court of Appeals for the Seventh Circuit
Pauline Yu, President, American Council of Learned Societies

The Commission will also involve additional representatives from two- and four-year colleges, learned societies, government, and business, as well as additional experts in education serving as project advisors.

Statement for the Record for the Senate Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia hearing on "A National Security Crisis: Foreign Language Capabilities in the Federal Government," held on May 21, 2012.

Donald A. DePalma and Nataly Kelly

from Common Sense Advisory, Inc.

May 18, 2012

Commentator Background and Problem Statement

Common Sense Advisory is a global research firm and think tank dedicated exclusively to the language services market. Based in Massachusetts, our company advises public and private sector clients, including numerous Fortune 500 companies, in more than 30 countries. We track the markets for translation, interpreting, localization, and other language services. We publish the sector's most widely cited estimates. We produce quantitative and qualitative studies on the importance of language for firms engaged in global trade, government agencies, and for companies and agencies dealing with multicultural life in the U.S. Organizations that have relied on our research, advisory, and consulting services include Apple, Dell, Google, Harley-Davidson, Hewlett Packard, IBM, the International Monetary Fund, McDonald's, Sony, Symantec, and the World Bank.

Throughout our 10-year history, we have been vocal proponents of re-examining the U.S. government's approach to language services. Based on our experience monitoring other governments' approaches throughout the world, and given our knowledge of best practices in the private sector, we have often stated that the U.S. federal government has procured and managed language services in ways that put the best interests of taxpayers at risk, jeopardizing the nation's long-term economic, national security, and foreign policy objectives. In 2009, we conducted an analysis of federal government spending on language services over 20 years that confirmed our assertions about government inefficiencies.[1]

Immature Practices Have Led to the Current Language Crisis

As this statement will show, we concur with past subcommittee findings about the lack of sustained leadership and coordinated efforts. Both factors are critical components of any successful language services program, and have also contributed to the lack of ability to identify its language shortfalls. Because such challenges were commonplace among large firms in the private sector, in 2006, we developed the Localization Maturity Model (LMM)[2], a capability model that is widely used by Fortune 500 companies to benchmark their approach to providing language services. The primary areas of the model include:

- **People.** In both private and public organizations, a lack of consistent leadership for the language function leads to numerous problems, mostly due to the absence of clear oversight. When such leadership is lacking, it is impossible to link it to other strategic issues. At corporations, we have championed concepts such as a "Chief Globalization Officer"[3] and a "Chief Content Officer"[4] to ensure that language-related work supports global expansion and content strategy at the enterprise level. For public sector work, we have seen similar models succeed in other countries, such as Canada, and even in transnational bodies. The U.S. federal government has not made use of such models.

- **Process.** Both private and public sector organizations fail when they do not define the best practices for delivering language services, measuring the quality and productivity of translators and interpreters, training staff and suppliers, deploying technology, and

procuring services. We have long advocated systematic reviews of suppliers, service agreements to ensure consistent performance, and centralization of management and procurement to optimize budget and to avoid costly duplication of assets and output.

- **Technology.** Technology can enable and accelerate localization maturity, thus allowing organizations to scale to meet the increasing demand for languages. In our research of translation automation solutions, we have been an early active proponent of intelligently using technology wherever a human touch is not required.[5] This advocacy includes the use of machine translation, sophisticated automated workflows, and advanced tools for scheduling both translator and interpreter assets.

Past Efforts Have Focused on the Wrong Issues

We have criticized past government efforts to address strategic language issues, but our biggest critique has been of the underlying assumption that the crisis could be addressed simply by improving education in foreign languages. While such education is an important foundation, it is just a stepping-stone to a broader strategy that must also address educating professionals in the practices of translation and interpreting.

By limiting its focus to educating students in foreign language, the U.S. government has neglected education in the professions of translation, interpreting, and localization. Our research shows that there is a global shortage of qualified individuals who are both proficient in other languages and who know how to use them for critical language services such as translation and interpreting.[6] More language-savvy nations have been recruiting the U.S.'s top talent in translation and interpreting, resulting in a "language brain drain."

In summary, we believe that the U.S. government has ignored some of the most critical issues facing the language services market today while undertaking a mix of fragmented and high-cost projects with no comprehensive language strategy.

The Language Services Industry

Here are the most critical points to know about the language services market:

- **Highly globalized market.** The language services and technology sector turned over US$31.4 billion in revenue in 2011.[7] This business is global – many language service providers operate, recruit staff, and their offerings in more than one country.
- **North America's share.** Nearly half of that revenue comes to U.S.-based language providers. However, large interpreting contracts to federal agencies account for much revenue. Translation revenue for U.S.-based service providers lags behind Europe.
- **Most important services.** Translation comprises nearly 60% of language service revenue; interpreting around 25%; and other offerings such as localization, website globalization, internationalization, and transcreation make up the balance.

- **Translation and interpreting automation.** Technology has played a role in adding more value to the price paid for each word translated, and should enable service providers to dramatically increase their productivity. However, technology has yet to make an appreciable dent in the market for human-delivered translation services.
- **Market imbalance.** Demand for translation has grown along with the huge increase in digitized content, but prices for most languages have actually compressed due to global competition, automation, and changes in process and procurement practices.[8]
- **Benefits of language services.** Buyers have long debated the return on investment of adding support for international markets in their products and websites. Research for both business-to-business[9] and business-to-consumer[10] demonstrates high returns for each category. Our study on translation at Fortune 500 companies shows substantial returns in improving the customer experience, enhancing the brand, and meeting local market requirements.[11] We have also found that many industry sectors in the U.S. derive less international revenue than might be expected.[12]

Comprehensive data, detailed analysis, and insight about the demand and supply sides of the language services and technology markets can be found at our research website. Besides our longitudinal studies on the size of the market, pricing, and industry compensation,[13] organizations frequently cite and use our research on interpreting practices,[14] translation management systems,[15] machine translation,[16] and how to effectively manage large-scale globalization efforts.

Recommendations for Improvement

The problem isn't just about language. It's also about supporting all aspects of the experience that someone has interacting with a U.S. company or government agency. That includes cultural, commercial, legal, logistical, religious, and political aspects, each calibrated to what the organization wants to convey. The absence or quality of foreign-language support is often a visible symptom that something is wrong, as language often stands in the way of communications or transactions. However, the reality is that language affects many other aspects of international business and diplomacy. Our recommendations fall into three areas: strategy, procurement, and workforce development.

Develop a Language Strategy

The U.S. government sorely lacks a language strategy. It will take a committee or task force with an executive sponsor at the highest level – the President himself. This task force should assemble the best brains in global business, translation, interpreting, and language learning – and importantly, technology – to help create a national language strategy. It should consult specialists in managing and implementing such strategies for other nations.

As part of its work in developing this strategy, the task force will require a comprehensive needs assessment and a realistic inventory of language resources and assets, public and private. We also recommend that it draft a report comparing the country's language resources and assets with those of other nations; this information will be helpful for

everything from immigration policy to economic and global trade policy. Technology needs to be a core component throughout this strategy development effort.

We strongly suggest that this task force view language and translation through the economic lens of available and potential resources. Currently, we are in a state of "linguistic deficit" when it comes to such resources; we need to get to a "linguistic surplus" to achieve leadership status on the world stage in the areas of national security, diplomacy, international trade, and innovation in other areas.

Modify the Procurement Processes

The status quo is for federal agencies to outsource language services to the lowest bidder. While this might seem like a smart strategy to save money in the short term, the long-term effects are extremely costly. Contractors need to make a profit, so they are incentivized to find the lowest-cost resources. This approach can leave military personnel with interpreters who do not even speak the correct language, or lead to people translating documents who are not skilled in a particular domain. Worse yet, this kind of procurement results in the most qualified people leaving the profession or working in other countries where their services will be better remunerated.

Develop the Labor Market

Because of the longstanding practices that have resulted in language-skilled individuals being paid less for their skills over time in the United States, we strongly believe that there needs to be investment in developing the linguistic capacity of the workforce. Here, we are referring not just to the ability to speak another language, but to use it for translation, interpreting, and other services that benefit national security and commercial endeavors.

Translation and interpreting are the critical differentiators, not multilingualism. Around one in five people speak another language at home, so we already have a linguistically diverse society. However, we do not have a strategy that harnesses those resources, refines them, and manages them smartly. We need an approach that converts language-skilled individuals into the workers that the nation can use in professions such as multilingual media analysts, localization engineers, and machine translation technologists. Some of these positions do not yet exist, because we have not invested in developing them.

Final Thoughts: A Long-Term Strategy Is Essential

The federal government's linguistic deficit is a chronic problem that is addressed in response to strategic threats, changes in administration, or annual continuing fund resolutions. However, the need for foreign-language support in business and government is not sporadic or cyclical. It grows every year, but the supply of specialists has not increased commensurate with the need. If it is to end this linguistic deficit, the federal government must define a multi-year strategy that is not subject to disruptive, game-ending changes in language policy.

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SECRETARY OF DEFENSE
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JUN 18 2012

The Honorable Daniel K. Akaka
Chairman
Subcommittee on Oversight of Government
Management, the Federal Workforce,
and the District of Columbia
Committee on Homeland Security and Governmental Affairs
Washington, DC 20510

Dear Mr. Chairman:

Thank you for the invitation to appear before the Senate Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia for the hearing entitled, *A National Security Crisis: Foreign Language Capabilities in the Federal Government*.

I am honored that you invited me to participate in this hearing. Foreign language capabilities are vital to national security and the Department of Defense. As you know, these skills are enduring warfighting competencies that are critical to mission readiness in today's global environment. Although scheduling conflicts prevented me from attending this hearing in person, I request you submit this letter for the record. I want to take this opportunity to express my appreciation for your many years of support and your recognition of the value of foreign language skills to the Department and the Nation. Your efforts to continue to keep these skills in the forefront are greatly appreciated.

Ensuring our forces are adaptable and capable of deterring aggression and providing a stabilizing presence, especially in the highest priority areas and missions in the Asia-Pacific region and the Middle East, are critical. Today's forces must have the ability to communicate with and understand the cultures of coalition forces, international partners, and local populations. These global missions require a Force that can engage in today's complex missions.

I am pleased that the Department has made significant progress in establishing these skills, but we must and will do more to meet current and future demands. We can only do this by working in partnership with Congress, academia, our Nation's schools, and other Federal agencies. Thank you for your continued support in developing critical skills to defend our Nation.

Sincerely,

cc:
The Honorable Ron Johnson
Ranking Member

OSD006839-12