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THE STATE OF FOREIGN LANGUAGE CAPABILITIES IN NATIONAL SECURITY AND THE FEDERAL GOVERNMENT

HEARINGS

BEFORE THE

INTERNATIONAL SECURITY, PROLIFERATION, AND FEDERAL SERVICES SUBCOMMITTEE

OF THE

COMMITTEE ON GOVERNMENTAL AFFAIRS
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THURSDAY, SEPTEMBER 14, 2000

TUESDAY, SEPTEMBER 19, 2000

THE STATE OF FOREIGN LANGUAGE CAPABILITIES IN NATIONAL SECURITY AND THE FEDERAL GOVERNMENT

THURSDAY, SEPTEMBER 14, 2000

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

The Subcommittee met, pursuant to notice, at 11:05 a.m. in room SD–342, Dirksen Senate Building, Hon. Thad Cochran, Chairman of the Subcommittee, presiding.

Present: Senator Cochran.

OPENING STATEMENT OF SENATOR COCHRAN

Senator COCHRAN. The Subcommittee will please come to order.

Today we are having our first hearing on the state of foreign language capabilities in national security and the Federal Government.

Earlier this year, the House-Senate International Education Study Group hosted a briefing on the crisis in Federal language capabilities. As the subject of that briefing suggests, it is feared by some that the deficiencies among Federal agencies and the departments which have national security responsibilities in our government are serious enough to be called a crisis. This hearing will examine that subject.

We already know from previous hearings in both houses of Congress that this has been a serious problem for some time. There is a concern that the situation is getting worse rather than better. Are the right languages being taught to enough people? Are contract linguists sufficient for high level analysis? The Defense Language Institute trains up to 5,000 military personnel in 52 languages every year. The Foreign Service Institute teaches over 60 languages to its recruits. Our investment in training is very expensive. It costs $70,000 in tuition for foreign service officers to become proficient in some languages.

Our security depends upon our ability to communicate with other nations' security agencies to interdict drug trafficking, monitor terrorist activities, and conduct joint military operations. Having individuals who understand the languages of other nations is important to our success in diplomacy, defense, and intelligence-gath-

ering. We need to know how we can do a better job in meeting the need of our government personnel for foreign language proficiency.

We appreciate very much the witnesses who are here today to help us understand these issues. Ellen Laipson is Vice Chairman of the National Intelligence Council; Ruth Whiteside, Deputy Director of the National Foreign Affairs Training Center; Christopher Mellon, Deputy Assistant Secretary of Defense for Intelligence; and David E. Alba, Assistant Director of the Investigative Services Division. Your full written statements will be printed in the record in full, and we hope you will be able to summarize your statements for us at this hearing.

I am going to ask at this point that a statement by our distinguished fellow Subcommittee Member Senator Voinovich of Ohio be printed in the record in full.

[The prepared opening statement of Senator Voinovich follows:]

PREPARED OPENING STATEMENT OF SENATOR VOINOVICH

Good morning. I would like to commend you, Mr. Chairman, for holding this important hearing. Since July of last year I have held six hearings in my Subcommittee on Oversight of Government Management and Restructuring and the District of Columbia on various aspects of the human capital crisis confronting the Federal Government. The purpose of my Subcommittee's hearings has been to learn how the lack of attention governmentwide to sound workforce policies has adversely affected the management of Federal agencies and programs.

Your hearing today is interesting, Mr. Chairman, because it focuses on a specific problem—the state of our foreign language capability—and in doing so you are able to expose an acute need, which I think makes it easier for everyone to understand the consequences of what I call the human capital crisis facing the Federal Government.

Perhaps the current shortfalls in our language capability and their affect on mission success are best demonstrated in the ongoing U.S. peacekeeping intervention in the Balkans, an operation in which I have keen interest.

In testimony before the House Armed Services Committee, General Wesley Clark, former Supreme Commander of NATO, stated that NATO's actions in the Balkans had generated significant language requirements. At the same time, he said, you really have to look hard to find a staff sergeant in the U.S. Army who speaks fluent Albanian. There just aren't many of them, and the military is always going to be short of skilled linguists.

Therefore, the Department of Defense has had to hire more than 900 linguists on contract for its operations in the Balkans. Several of the contractors, in turn, are experiencing difficulty in recruiting qualified personnel to meet their obligation to the Defense Department. And depending upon the sensitivity of the situation, the use of non-U.S. Government personnel raises concerns about security.

Clearly, the shortage of organic language skills in the armed forces diminishes our peacekeeping ability. In the Balkans, our soldiers lack the cultural awareness and understanding that comes with a command of the spoken language. It almost certainly hinders our ability to cooperate with and assist the people we are there to help. Furthermore, it invariably makes conflict avoidance and resolution more difficult as well.

For the foreseeable future, our lack of language capabilities is going to greatly increase the difficulty of peacekeeping operations and compromise the safety of our troops in the Balkans and elsewhere.

There is another example I would mention, Mr. Chairman. Over half of the linguists and international experts in the FBI are nearing retirement, which could leave the FBI woefully short of the personnel needed to investigate international organized crime. We are seeing this retirement trend in critical positions throughout the Federal Government, and we must do something about it, especially since the current administration has failed to take the initiative.

Mr. Chairman, earlier this year, Senator DeWine and I introduced legislation to provide workforce realignment authority to the Department of Defense. Its purpose is to assist the Department in meeting its need for qualified staff in professional fields, such as linguists and computer specialists. The modified language of our bill was amended to the defense authorization bill, which is still in conference. But it

is only a down payment on the more comprehensive reforms that are needed to address the skills shortfalls in the Federal workforce. My Subcommittee is working on a report that will explore ways to improve the management of Federal agencies and programs through a concerted effort to develop and retain a world-class civil service, and I look forward to sharing that report with my colleagues and the next administration.

Mr. Chairman, I thank you once again for holding this hearing, and look forward to working with you, Senator Akaka, and Chairman Thompson next year on human capital reform.

Senator COCHRAN. Ms. Laipson, you may proceed first. Thank you.

STATEMENT OF ELLEN LAIPSON,[1] VICE CHAIRMAN, NATIONAL INTELLIGENCE COUNCIL

Ms. LAIPSON. Thank you very much, Mr. Chairman. Thank you for giving me the opportunity to address your Subcommittee regarding the Intelligence Community's foreign language requirements. I approach the subject from three perspectives. As the Vice Chairman of the NIC, I have a role in producing all source analysis and am aware of the Intelligence Community's capabilities to do so. As Vice Chairman of the National Intelligence Collection Board, I participate in discussions about collection needs and shortfalls, including our ability to process and exploit foreign language material. And lastly, I am the Director of Central Intelligence's representative on the National Security Education Program Board, which sets broad guidelines for this new foreign language scholarship program, about which your Subcommittee will be hearing more in a subsequent hearing.

Let me say a few words just to define what the Intelligence Community is. It is a wide array of agencies and institutions under the DCI's leadership. It comprises principally of the CIA, the Defense Intelligence Agency, the National Security Agency, the National Reconnaissance Office, and the Department of State's Bureau of Intelligence and Research, as well as components of other departments and organizations. I will try, in my remarks, to give general points that would be true of virtually all of these agencies and also identify for you issues that may pertain to some parts of the community more than others.

One cannot overstate the centrality of foreign language skills to the core mission of the Intelligence Community. Foreign languages come into play at virtually all points of the intelligence cycle—from collection to exploitation to analysis and production.

The collection of intelligence depends heavily on language, whether the information is gathered from a human source through a relationship with a field officer, or gathered from a technical system.

Information then has to be processed and exploited, which entails verifying the accuracy and explaining it in clear and unambiguous terms.

All source analysts then integrate these intelligence reports along with media reports, including information from the Internet, which, as many people don't know, is now increasingly in non-English languages, embassy reporting, and other information to produce finished intelligence products for decisionmakers.

[1] The prepared statement of Ms. Laipson appears in the Appendix on page 49.

Of course, the finished product is in English. But the inputs may come from several different foreign languages and need to be assessed by a range of people with the ability to translate and interpret the material in its original language and in its particular context.

Mr. Chairman, the Intelligence Community has a large number of talented people with the appropriate language skills. But their quantity, level of expertise, and availability do not always match the ever-changing requirements of the intelligence mission. You have asked, Mr. Chairman, how our language needs have changed over the past 25 years. During the Cold War, when the Soviet Union was the only credible threat to vital U.S. interests, one could structure a workforce to have a critical mass of personnel with needed skills, including Russian language, and then smaller ranks of cadres with expertise on other regions and critical hot spots.

Today, as we face much more diverse and complex threats, one would ideally want a workforce with skills that balance more evenly the requirements of events in Russia, China, the Arab world, Iran, Korea, Central Asia, and key countries of potential instability in Africa, Latin America, and East Asia. As nationalist tendencies continue to increase, we are seeing more independent nations come into existence, which places an ever greater burden on the Intelligence Community to keep pace with expanding language requirements.

There is no doubt that most managers in the intelligence business wish that foreign language capabilities of the workforce, whether in technical jobs, overseas positions, or analytic jobs, were more robust. At present, CIA, DIA, INR, and various other agencies have identified their key shortfalls in Central Eurasian, East Asian, and Middle Eastern languages. Of course, the Community's need for foreign language skills is not limited to non-European languages, even though that is where the emphasis is in new hiring. Strong language skills, for example, in Spanish and French, which are more readily available, can be critical for analyzing selected intelligence issues, such as counternarcotics in Latin America or turmoil in Africa.

Let me give some sense of what the shortfalls in foreign language capabilities can mean for our ability to serve our customers—senior national security decisionmakers:

The Intelligence Community often lacks the foreign language skills necessary to surge during a crisis. For example, Serbo-Croatian skills in the period of the buildup to the NATO bombing of Serbia.

At times, we obtain large volumes of documents that may be critical to make the case about gross human rights abuses by someone like Saddam Hussein. But lack of right scale of translating capacity makes it hard to provide thorough analysis in a timely way for policy decisions.

And a lack of language skills can limit our analysts' insight into a foreign culture, restricting their ability to understand and anticipate a deterioration in a particular situation. This often diminishes our ability to warn policymakers about a potential trouble spot.

Thousands of technical papers that provide details on foreign research and development in scientific or technical areas currently go

untranslated because we lack the funds and personnel to interpret the material. Should this situation continue, we could face the possibility of a technological surprise.

So let me address some solutions. The Intelligence Community clearly would like to remedy key shortfalls, have a higher percentage of its officers with knowledge of at least one language in the areas they work on, and have those with languages able to maintain their skills at a high level of functionality.

Let me turn to some specifics. Clearly, in recruitment, the Community is posting in its vacancy notices and advertisements to prospective job applicants an emphasis on foreign language. Hiring new officers with the appropriate language capability is clearly one important solution to the shortfall, but these newcomers to the intelligence business will require other training and seasoning before the range of their skills is put to full use.

For the workforce that is already in place, a number of important initiatives are underway to mitigate language shortfalls and plan for long-term needs across the Intelligence Community.

The Assistant Director of Central Intelligence for Analysis and Production, John Gannon, has recently completed a strategic investment plan for Intelligence Community analysis. It identifies strategies and a series of initiatives to improve analysis and production capabilities, including a focus on training and career development. Foreign language training will be a necessary component of these kinds of activities.

The Community also has a Foreign Language Executive Committee composed of senior intelligence professionals who bring a broader vista to our language work and try to make sure that foreign language is considered in discussions of policy, requirements, planning, and budgeting.

The Foreign Broadcast Information Service, which translates nontechnical foreign media, has made excellent use of foreign nationals and contract employees who can be tapped when a crisis erupts but may not become permanent employees of the U.S. Government. Because FBIS works in the unclassified arena, it has enjoyed a greater degree of flexibility than the National Security Agency or other agencies who also have a great need for linguists and translators but where security requirements are very stringent.

Many agencies, including DIA, CIA, and INR, offer on the job language training, and growing numbers of analysts are being sent to full-time language training in the course of their career. CIA, DIA, and NSA also provide incentive pay for both the maintenance and the usage of language on the job.

There are a lot of projects to develop and use technology, including machine translation tools, for foreign language because of the problem of the volume of the amount of data that has to be processed. But our current judgment is that humans must remain a very key part of this endeavor. The trend towards the development of machine translation tools is intended to assist rather than replace the human language specialist or instructor. Still, though this capability is not intended to replace human staff, it is increasingly useful in niche areas, such as technical publications.

In conclusion, it is clear that strong and adequate foreign language skills are essential to the successful performance of our foreign intelligence mission. It is also clear that, despite some innovative efforts to address the shortfalls, we still have a lot of work to do in this area.

I would like to thank the Members of the Subcommittee and staff for this opportunity to address you. I will be pleased to answer any questions.

Senator COCHRAN. Thank you very much, Ms. Laipson.

Ruth Whiteside, we will go to you next.

STATEMENT OF RUTH WHITESIDE,[1] DEPUTY DIRECTOR, NATIONAL FOREIGN AFFAIRS TRAINING CENTER, DEPARTMENT OF STATE

Ms. WHITESIDE. Thank you. Mr. Chairman, I appreciate very much the opportunity to appear before you on behalf of the State Department to talk about the importance of the State Department's language program.

American diplomats, indeed, are our first line of diplomatic readiness. Good language skills are clearly essential to their ability to do their jobs. And we believe they are as essential as the planes, tanks, and ships that provide the force readiness for our military.

Recently, in testimony before the Senate Appropriations Committee, Secretary Albright noted, "our Foreign Service, Civil Service, and Foreign Service National personnel contribute every day to American readiness—through the dangers they help contain, the crimes they help prevent, the deals they help close, the rights they help protect, and the travelers, American citizens, they just plain help." Strong language skills in our foreign service corps are vital to achieving these goals.

The Foreign Service Institute represents what we believe is the finest language teaching capability in our country. We have the capacity to provide the necessary language training for the U.S. Government international affairs professionals and many of their family members.

FSI's training focuses specifically on the work-related requirements of international affairs professionals, and the survival needs, the ability to get along in a particular country, of those who are unable to receive full-time language training.

At present, as you noted, we teach 62 languages, ranging from Albanian to Uzbek. Our largest enrollments continue to occur in French, Spanish, Russian, Chinese, and Arabic. And interestingly enough, in spite of the shifts that we will talk about in a moment, these languages have generally been our five since the Foreign Service Institute was founded in 1947.

For us, language training is very much a growth industry. In fiscal year 1999, we delivered more than 800,000 hours of language training in Washington, and that was an increase of about 22 percent over the previous 2 years. We also enrolled about 1,500 individuals from the State Department and a little less than 500 individuals from other foreign affairs agencies who come to FSI for training.

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[1] The prepared statement of Ms. Whiteside appears in the Appendix on page 56.

In terms of our specialist corps, those who are secretaries, communicators, and security officers, we are also working hard to increase language training. And our fiscal year 1999 total was about 45 percent higher than it was 2 years before in those categories.

And another growth industry, we are working very hard, as we have space available, to provide language training for family members of our foreign service personnel. That training has increased by more than 100 percent in the last 2 years.

We routinely provide individualized language training for ambassadors going to post. For example, our Ambassador to Tajikistan recently wrote of his ability to address the parliament on national day in Tajiki, while his Russian and Iranian counterparts were speaking in their own languages. And other examples abound. Almost every few weeks we hear from another ambassador or a deputy chief of mission who tells us about how his language ability played favorably in the local press or in the foreign ministry conversation.

We are also focused very much on language training for our newest employees, junior foreign service officers. Here again we have in recent years been able, because of modest increases in our own intake, to increase the language training we are able to give to new junior officers.

We are also looking at a variety of programs, and have implemented a number of programs, to provide incentives to our foreign service personnel to continue the languages they have, to use the languages they have, and to acquire new languages. We recently initiated, for an example, a new language incentive program which provides pay incentives for using and maintaining languages rather than the prior system which focused primarily on simply mastering a language without regard to whether or not it was used.

We are providing more intensive language and area training for our mid-level specialists, and enhancing the training in languages for all new personnel.

One of your questions was how our needs have changed over the past 20 years. I have indicated that in many ways our core language requirements have not changed that much. But we have continued, as we have expanded the number of languages we offer, to reach a number of areas that were inconceivable to us just a few years ago.

Generally changes in language requirements reflect changes in our foreign policy. In the early 1990's, when we opened numerous posts in the former Soviet Union and in Eastern Europe, we created new language requirements in many of these countries. We are now teaching Armenian and Kazakh, Kurdish, and Ukrainian, and a number of other languages that are new in the last decade or so.

We are very proud of the language capabilities of our foreign service corps and we are proud of the job we do. But the reality is that we are often unable to provide these individuals with the full course of training they need and the studies they need due to the urgent staffing requirements at our posts overseas.

A recent report of the Overseas Presence Advisory Panel on the State Department's diplomatic readiness noted that the State Department needed to increase the size of the foreign service by 10

to 15 percent in order to provide the kind of training float that could assure that at any given time our officers are able both to acquire the needed language skills and cover the critical job requirements overseas. When we are not able to leave officers in the full language training, it is because there is a critical vacancy overseas that simply must be filled.

If we are not able to address these resource needs, we risk, as the panel's report noted, we risk relying on an ineffective and hollowed out force to defend America's interests. And the consequences of that, as we all recognize, would be quite serious.

I welcome your questions, sir. And, again, I appreciate the opportunity and the focus you have brought on this very important subject.

Senator COCHRAN. Thank you, Ms. Whiteside.

Christopher Mellon is Deputy Assistant Secretary of Defense for Intelligence at the Department of Defense. Mr. Mellon, welcome.

STATEMENT OF CHRISTOPHER K. MELLON,[1] DEPUTY ASSISTANT SECRETARY OF DEFENSE FOR INTELLIGENCE, DEPARTMENT OF DEFENSE

Mr. MELLON. Thank you, Mr. Chairman. I would like to thank you and your staff both for providing an opportunity to discuss a critical national security issue that rarely receives the attention it deserves.

The Defense Department's language needs for national security are driven by our national and Defense Department security strategies. Engagement and enlargement requires the United States to deftly engage our foreign partners and adversaries to shape the international security environment in ways favorable to our interests. Clearly, foreign language expertise is critical to our success, critical to the success of our national security strategy.

Our needs have shifted from a singular Cold War focus on the former Soviet Union to hot spots across the globe. The impact on our language requirements has been profound. For example, in the case of the former Soviet Union, which mandated the use of Russian across 11 time zones, we are now in a position of having to engage with 14 different Republics, most of which insist on using their native languages.

Foreign language capabilities are essential in war-fighting today, particularly with our growing emphasis on coalition warfare. Foreign language skills and area expertise are integral to or directly support every foreign intelligence discipline and are essential factors in national security readiness, information superiority, and coalition peacekeeping or war-fighting missions. Information superiority is the paradigm promulgated by the Chairman of the Joint Chiefs of Staff and approved by the Secretary of Defense which underpins our military strategy for the future and assumes that we will have superior information regarding our adversaries, dominant battlespace awareness, etc. And foreign language skills and effective Intelligence Community is essential to achieving that strategy in the future. At any one time, our total needs are estimated to be

[1] The prepared statement of Mr. Mellon appears in the Appendix on page 61.

30,000 civil employees and contract translators and interpreters dealing with over 80 different languages.

Are these needs being met? Clearly, they are not. Combatant commands and defense agencies have been reporting significant shortfalls in language capabilities. These unmet needs and requirements are reflected in commander-in-chief integrated priority lists and joint military readiness requirements documents.

We are partially meeting our needs by operating what is arguably the world's largest language school, the Defense Language Institute Foreign Language Center. We provide basic language education to about 3,000 enlisted and officer personnel every year. We provide about 13 percent of all post-secondary instruction in foreign language and are still experiencing shortfalls in the less commonly taught and hard to learn languages.

We operate this school because we have learned that the high school and college language programs do not currently meet our needs in terms of numbers, proficiency level, and specific language requirements.

In response to the shortfalls, we have promulgated a strategy for Defense Foreign Language Program which has eight different elements that we hope will lead to an optimal level of foreign language capability within our workforce, drawn from the military active and reserve components as well as our civilian employee workforce and contract services. We hope to enable that workforce with appropriate technology to provide qualified professional service and support across DOD component organization lines and the mission spectrum. The Joint Requirements Oversight Council has earlier this month given their support to the strategy and the Defense Planning Guidance for 2002–2007 directing our efforts to further develop and provide the policy and program guidance required for implementation.

Mr. Chairman, that concludes my opening statement. I have tried to condense my remarks. I hope the prepared statement is fully responsive to the questions that you asked.

Thank you, Mr. Chairman.

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

David Alba is Assistant Director of the Investigative Services Division of the Federal Bureau of Investigation.

Mr. Alba.

STATEMENT OF DAVID E. ALBA,[1] ASSISTANT DIRECTOR, INVESTIGATIVE SERVICES DIVISION, FEDERAL BUREAU OF INVESTIGATION

Mr. ALBA. Good morning, Mr. Chairman. I appreciate the opportunity to talk to you about the FBI's foreign language program. Among other things, I am responsible for the FBI's foreign language program itself. I am also fluent in Spanish and can speak first-hand of the value of foreign language expertise in law enforcement as well as in national security investigations.

The 1990 Census figures show that almost 14 percent, or approximately 30 million people, in the United States speak a foreign

[1] The prepared statement of Mr. Alba appears in the Appendix on page 66.

language at home. Many of these people will be victims or subjects or witnesses in our investigations.

When you look at the FBI's major initiatives, such as foreign counterintelligence, international terrorism, international drug investigations, and multinational white collar crime, foreign language ability becomes even more critical. The FBI looks primarily at three different sources for its foreign language support. That is the special agents themselves, language specialists who are full-time employees, and contract linguists. Fifteen years ago, the language needs of the FBI were predictable, but today things have changed dramatically. Spanish continues to be one of our seven critical language needs. The other six are Arabic, Chinese, Japanese, Korean, Farsi, and Vietnamese. The FBI never has enough agents or linguists who speak these critical languages.

A few times a year, the FBI receives a request for a language we have never heard of. These include Twi, Avar, and Gypsy. Sometimes it is just a challenge identifying the language, but it is more difficult to find somebody who can translate a tape or a document from that language into English, often under pressure of short deadlines.

Court authorized electronic surveillance is highly effective and often involves a foreign language. Criminals usually use coded language to cover their activity and this complicates the issue even further. In 1993, you may remember the plot to bomb several New York landmarks by radical followers of an Egyptian sheik. The code word used for the bombs was the Arabic word "Hadduta," which literally means a child's bedtime story when translated from Arabic. It sounded innocent enough, but it became obvious that something was wrong when the suspects talked about "preparing four Hadduta," "renting a warehouse for the Hadduta," and "buying oil and fertilizer for the Haddutas."

We know that not all people who speak a foreign language are able to translate, or even fewer are able to interpret. These are very difficult and separate skills. Last year, the FBI language specialists and contract linguists translated over a million pages of documents and countless hours of audio material. With the growing demand for certain languages, the work continues to back up. When we are talking about unaddressed work coming from critical national security-related investigations, the implications are very sobering.

One problem we have is being able to keep some of our contract linguists busy enough so they won't be looking for other jobs. In some languages the volume of work never ends, but in others the amount of work may be intensive only for a few months. And when we need the language again, often after a period of months or even years, our contract linguists have found other jobs, and now we must start recruiting, testing, and processing all over again, which is very time consuming.

The FBI is now working with other Department of Justice components to develop common language proficiency and security standards for linguists who will have access to law enforcement sensitive information. That problem does not necessarily exist in the Intelligence Community but it does exist in law enforcement. The project is to create a database accessible to law enforcement

components that contain all known linguistic resources by specialty—for example, an interpreter, translator, or monitor, and also give language skill levels and, an important thing for us, security clearances.

We are always looking for new and innovative ways to find linguists and process foreign languages. We have a very active foreign language training program. Another source of support, something that has been mentioned already today, is machine translation. I have been told that in some languages it may be as accurate as 80 percent, but still you need a linguist to prepare it. So in essence, what it does, especially on documents, is kind of like a document triage. It does help.

The language requirements have multiplied several times over. For example, agents we have working on the border now who do not speak Spanish cannot take complaints in Spanish, interview victims or witnesses, nor can they develop informants in Spanish. Because of the influx of Spanish-speaking and other immigrants into the United States, this situation is happening not only on the border but in the rest of the country.

I appreciate the opportunity to brief the Subcommittee on things that are critical to FBI operations. I will be happy to answer any questions.

Senator COCHRAN. Thank you very much.

I appreciate so much the overview that we have received from this panel of witnesses. It is, I think, an excellent way to start our hearings to equip us with a knowledge-base to make some determinations about what policy changes or programmatic changes need to be made in the Federal Government to help meet the needs that we have for those who can speak foreign languages and at the level of proficiency that we need throughout our government.

One thing that occurred to me while Ms. Laipson was testifying was whether or not we have enough resources in terms of appropriated funds being provided to the Central Intelligence Agency for its language training needs. I also serve on the Appropriations Committee so it immediately occurred to me. You talked about the machine translation tools that are used now. These cost money I know. People who are contract linguists or instructors who actually work directly for the Federal Government have to be paid. What is the cost impact on your budget, and are those costs being met at the current levels of funding?

Ms. LAIPSON. All of the initiatives that I mentioned are currently funded. And in many cases, I think some of these projects are actually quite modest in their cost as compared to much larger systems and programs.

But in terms of any upcoming needs, I expect that you will see that in the build for the budget for 2002 and it will be discussed at the kind of program detail level with our oversight committee. At the present, the initiatives that I did mention are not lacking for the startup funds that are needed.

Senator COCHRAN. Does your agency, because it is involved in intelligence-gathering and classified documents and activities that are secret and not available for general public knowledge, do you have special problems in dealing with language skills and getting access to those who can translate unusual languages and the like?

Ms. LAIPSON. I cannot speak for all of the agencies, but my impression is that some of our requirements are similar to those at the State Department and the Defense Department, where for many positions a security clearance is required and, clearly, that takes time. So sometimes a need emerges and we may identify people with those language skills that have not worked in government. The time it takes to get them into the system is certainly affected by the security requirements, but that is not unique to the Intelligence Community.

Senator COCHRAN. Is there a government-wide agency or resource available to the FBI, the CIA, State Department, or DOD for emergency access if you need something addressed on an emergency basis, a translation of an unusual language that Mr. Alba brought up, for example? Can anybody access that resource, or does each department have its own place to go for that kind of thing?

Ms. LAIPSON. Well, our Intelligence Community, which does include the FBI, is now working on making sure that there is a database that cross-references language capabilities in the different agencies. So if an acute need were to arise for one agency, they might be able to either borrow or share the available translating capabilities of another agency. I cannot say that it is up and running in all of its potential capacity, but people are thinking exactly along those lines of trying to pool the available resources and making sure other agencies are informed of where the pockets of language capability are across the system.

Senator COCHRAN. When we were hearing about the fact that we have got a crisis and the problem is getting worse and not better in terms of the capability of staffing positions with people who are qualified in foreign languages, is that oversold, or is that really an accurate description of the situation, in your opinion? Is it overstated, Ms. Laipson?

Ms. LAIPSON. Overstated?

Senator COCHRAN. In terms of the CIA's experience, whether we have a crisis or not, whether the problem is getting worse or better. I am hearing from Ms. Whiteside that it sounds like we are doing a very good job of helping deal with the need for language training in the Federal Government. What is your impression?

Ms. LAIPSON. I think it is hard to generalize. Clearly, if you took the Somalia incident or Serbia, you could come up with discreet periods where for a period of months it could accurately be described as a crisis and the lack of ability to get on board enough of the linguists and translators that were needed for a discreet operation or a discreet period of time. I think if we look at it across the board, at least in terms of the intelligence mission, I would describe it as something less than a crisis. It is a chronic need, it is a chronic desire to be playing at a more robust level, but I think that I would reserve the word crisis for more narrow specific episodes that were time-limited.

Senator COCHRAN. I know that you have a previous commitment and you need to keep that commitment, and I am sensitive to that. So if you need to go now, you are free to go. We appreciate your being here at the hearing. Thank you very much.

Ms. LAIPSON. Thank you very much, Mr. Chairman.

Senator COCHRAN. Ms. Whiteside, you mentioned that training of foreign language skills in the State Department is actually increasing, not declining. You are training more people, you are it seems to me responding to the need for greater proficiency in foreign languages in the State Department. Is that an accurate summation or reaction to your testimony generally?

Ms. WHITESIDE. I think, if I may, sir, I would make the distinction between—in the first place, yes. In the last couple of years we have been able to begin to reverse a pretty long decline in our ability to expand language training. We believe we have a lot of capacity for language training at the Foreign Service Institute.

Our frustration in the State Department, the resource issue is in many cases the people to train. We are still sending officers overseas with less training than we would like them to have. We are giving them in many cases more training than they have had before, but we are not meeting what we would believe is our national security need for the training they really need. And that gap is the critical decisions that have to be made between leaving a critical job open overseas or sending an officer who may not have had the opportunity to get the full capacity of language training they need to operate at the top level.

Senator COCHRAN. One other impression I had of your testimony was that we could actually help this problem by providing more funds for staff needs generally at the State Department rather than trying to target funds to a foreign language training system. Is that right? You were talking about the fact that you had to rush people over into different posts all over the country and you had to take them out of language training to get them there.

Ms. WHITESIDE. Yes, sir.

Senator COCHRAN. That that was a bigger problem than——

Ms. WHITESIDE. I would never want to say, sir, that the Foreign Service Institute does not need and could not use more money. But I absolutely agree that the primary need at the State Department, we are a people agency and diplomacy means putting our people on the ground, and our critical need is to have a larger reserve of people so that we can meet those needs and meet the training requirements that those people have. So I would put increasing the staffing needs of the State Department, for me, that would be at the top of the list.

Senator COCHRAN. It occurs to me, just from my own personal experience, that at some of our embassies and offices around the world we have spent a lot of money recently on security and protection and trying to respond to the terrorist threats and the reality of terrorist incidents that we have confronted. Is this draining funds, do you think, that could be used for staffing and language training and other activities? Is this one of the problems that we have right now, the expense that we are having to bear to deal with the threats of terrorist activities?

Ms. WHITESIDE. Sir, I believe dealing with those threats to the security of our own employees and American citizens overseas is a top priority of the State Department and one that Secretary Albright has given a great deal of attention to. So for me, the issue is not could we move money from the security of our embassies to the training of our people, the issue is we need all of those things.

We need well-trained people, and we need to assure them that when they go overseas they will be as safe as they can possibly be.

I would just, if I might, make one other comment on the security side. I would emphasize the importance of languages to our security profile. As our officers, our security officers, our administrative officers have the ability to deal with local police in the local language, to deal with local intelligence counterparts and counterterrorism counterparts in their languages, they are that much more capable of assuring that we are addressing the security issues than they are when their language skills are not at that top level.

Senator COCHRAN. Mr. Mellon, you talked about the need to start early in terms of language training, that we need to do a better job in our schools, that you are not getting the kind of trained person coming out of high school and college with the language capacity that the Nation really needs at the Department of Defense. I think you are absolutely right about that. But it seems to me that schools are doing a better job than they used to. It was unusual when I was going to school for a school in my State to have foreign language courses. Now, more and more schools do have those courses and students are learning foreign languages at earlier ages. My daughter, for example, started out, I think, in kindergarten, certainly the first grade learning French. There was a French component in all of her classes all the way through to the 12th grade. She ended up with a major in French and she sounds fluent to me. I think she is. I can't understand her. [Laughter.]

But aren't we doing better on that though than we used to?

Mr. MELLON. Yes, sir, I think we probably are. My deputy, one of his children goes to a magnet school in Fairfax and he is in an emersion program where all of his courses are in German. And as near as I can tell, he is fluent in German. I am not in a position to assess that; we have not administered the DFLP proficiency test to him yet. But that is very encouraging and very positive.

I think one of the key points in considering our requirements are and what is at issue here is that in this changing world environment the levels of language expertise that were adequate many times in years past do not cut it today. When we are talking about counterproliferation and counterterrorism and counternarcotics, it requires a degree of real fluency in many cases to engage with these people or understand documents, interpret them, translate other information. So when it was a more static situation and you had more rigorous sorts of conventional military units, I am talking from a DOD standpoint now, reporting in standardized sorts of ways about what they were doing, you could teach people key words and get a better grip and deal with a more narrow, limited set of issues. This is a much more challenging environment.

So I think some of those trends are extremely positive and we are hopeful that in the future there will be more Americans with these kind of higher degrees of expertise to support our national strategy.

Senator COCHRAN. Along with advances in better education, I think we have also realized that we have better technology and new computer technology and related technology. Ms. Laipson talked about machine translation tools. Do you use these as well,

and do you have the funds that are necessary in order to acquire these tools to help you do a better job?

Mr. MELLON. Yes, sir, we invest fairly considerable resources through the Defense Advanced Research Projects Agency and other agencies in various kinds of machine translation capabilities. They are a partial answer to our needs and to our requirements. We are reviewing right now some internal proposals for increased funding for language which we want to put forward and advocate in our internal process.

Some of the examples, probably the clearest examples of Defense Department language skills being brought to bear, maybe some of the most salient ones, are ones that also show the limits of machine translation. For example, during the conflict in Panama, there were a number of instances where violence was averted because we had individuals with foreign language skills who could talk to a commander who was in a garrison or an individual that was under fire as we were approaching the kind of final moments where it was either you guys surrender or we are going to have to open fire sort of situation, and they were able to reconcile the situation without violence. Similar sorts of things happened in the Persian Gulf. In fact, the broad spectrum of that coalition with nations from all over the world placed extraordinary demands on the central command for language requirements.

Again, the automated tools can help us in those situations, but there is no substitute for having people who can talk face to face and engage.

Senator COCHRAN. Mr. Alba, when you were talking about some of the real life experiences that law enforcement personnel have at the FBI, I could not help but remember sitting in on a class at the University of Madrid one time, I just happened to be there, and it was a class where they taught colloquial Spanish, as a matter of fact. And I remember a phrase that the instructor was trying to explain, "Sabelo todo," which means somebody who is a know-it-all. I loved that. I have remembered it ever since 1963, or whenever that was. [Laughter.]

And I think it sometimes, but I try not to ever say it to anybody. But these are examples.

I wonder if in the language training courses that are available for FBI agents there is an emphasis on real-life situations that you run into and phrases that are used. You mentioned the World Trade Center. That was fascinating. Is there a special discipline that equips agents with their understanding of colloquial phrases that they are likely to run into in their line of work that you might not run into if you were in another environment?

Mr. ALBA. That usually comes from experience. When you are trying to learn a language, it is tough enough just to learn how to say good morning, good bye and remember how that goes. But when it comes to picking up the subtleties of the language and codes like that, we have made efforts at times to put together a glossary of those terms. But they change quite a bit because people put their own terms to it. It is very difficult to be able to teach that to somebody else. They usually have to have it from experience.

It becomes very important to have that in cases where life is at stake. If there is an extortion or a hostage-taking situation, we al-

most need to be able to get the correct translation as accurately as you can with some of these subtleties.

Senator COCHRAN. I asked earlier about the centralized availability of a resource for emergency translation. Is there a reliance by the FBI on such a database that we heard mentioned, or do you find that it is more appropriate that you have your own in-house capability for this kind of thing, the unusual languages that crop up occasionally? You mentioned three and I had never heard of any of the three. So I am impressed that we even know what those are.

Mr. ALBA. Originally, I guess we didn't know what they were, but we found some help and got that. We rely on some of the more common languages from Defense Department when we do not have enough personnel. Our effort is going to be to develop that. But on these other languages, now that we know they exist, we can make arrangements to have them available or make arrangements to develop resources. But for those that we do not know yet, we can only try to predict. But that can also be very difficult as to how do you go about developing and preparing for that? Nevertheless, I think it is somewhat necessary.

Senator COCHRAN. Are there any particular obstacles to hiring linguists? Are we hard-pressed to compete with the private sector, is this a problem? Is the pay better in other areas of our society than teaching languages to government employees? Is that something you can answer? This is really for everybody because it does cover all government agencies. What is your experience?

Mr. ALBA. The same problem we have in the government is the same problem the private sector is experiencing. As globalization and mobility and communications are improving, they are having the same difficulty. And, of course, quite often they can pay more money than we can, so that definitely becomes a problem. Sometimes people may come into the government and get training and then they go out and we lose them to the private sector.

Senator COCHRAN. Yes.

Mr. Mellon, what is your experience?

Mr. MELLON. Yes, sir, it is a problem. It is more acute for some languages than it is for others. Individuals who have rare foreign language skills, say in Chinese or Japanese where there is an expanding economy and expanding trade, lots of corporate investment and so forth, are more likely to get offers to, hey, come work for my corporation than somebody who works in a region that is not experiencing that kind of growth and so forth. So we certainly do encounter that. It bothers me to generalize. I would say a lot of it depends on the individual language.

Senator COCHRAN. Ms. Whiteside.

Ms. WHITESIDE. I would agree. There are two kinds of issues. One is finding teachers. It is not the question of losing teachers to the private sector, it is finding them at all. Our experience sometimes is in 62 languages it is very difficult simply to find a teacher. And then the pay is another issue. It is also a problem though in this kind of economy finding specific languages, some of the ones mentioned, Chinese, for an example, where there is a great demand for strong Chinese linguists and the government salary scales are not always competitive.

Senator COCHRAN. Ms. Laipson.

Ms. LAIPSON. I think when we are looking at people who are pure translators, looking for that very technical skill, we are clearly competing with the private sector that may need the same skills. But it strikes me that we are looking for a mix of skills in which the sense of mission makes government service different than non-government work. So sometimes we are appealing to people who do have a sense of excitement about working, using a foreign language and applying it in a national security setting where they feel that they are contributing to national decisionmaking. I think that what we are looking for is people that see language as part of a cluster of skills, and that therefore working in the government allows them to use all of their skills, not just the language skill.

Senator COCHRAN. As we conclude the hearing, I am curious to know what each of you would think we should consider as a program change or a resource emphasis to help meet the growing need that we have in all of our defense-related and security agencies for language skills, language training. Does anything occur to you specifically that you could recommend if you were up here proposing a new piece of legislation or a new program or funding with greater emphasis? What would you do?

Ms. Laipson.

Ms. LAIPSON. It seems to me that this hearing, in and of itself, has been enormously useful. I think it helps remind people and raise people's consciousness of the importance of this issue. Obviously, I think individual agencies have initiatives underway or have wanted to do initiatives that might require some more support and funding. Clearly, retaining the workforce that we have and recognizing the skills that they have is part of the issue. One of the issue that you are planning to address in subsequent hearings, making sure that language training is available for young people so that when they enter their professional service they are bringing the skills that the government needs, is a long-term strategy that is very much warranted. Obviously for the people who are already in-house, some of these incentive pay schemes, etc., I think are important to help us retain the workforce that we have.

Senator COCHRAN. Thank you very much.

Ms. Whiteside.

Ms. WHITESIDE. I think bringing to a broader consciousness in our country the critical nature of language issues in the world we live. I like what Mr. Mellon said in terms of even though we are all doing more, and we are very proud of what we are doing, the world is so much more complex that the target is always moving. I think the emphasis on learning languages at younger ages is always good. Our own experts say that the best predictor of success in learning a language is to have learned a language. And so when people come to us and we need to teach them a very difficult language that they are not likely to have learned in high school or college, if they have learned Spanish, French, other world languages earlier on, they have a sense of what learning language is all about and they are much better students. So I think the emphasis on language training across the board is critical for all the government. For the State Department, I think our interest continues to be to have the people to train and still meet our requirements.

Senator COCHRAN. Thank you.

Mr. Mellon.

Mr. MELLON. Yes, sir. I hope and expect that you will receive a budget request from the Defense Department that will ask for your support for increased funding for language programs within the State Department. More broadly, I would strongly agree that we would welcome programs that will help to produce more American citizens with high degrees of language proficiency. That is far beyond my ken in terms of education policy, but obviously we would benefit enormously. I think that some of the latest research suggests that in fact there are organic reasons why it is very difficult later in life to adopt and achieve a high degree of proficiency in a foreign language. I happen to have had a need to review some of this information recently and it appears that there is a certain plasticity in the way that we are wired and in our neurons and so forth at an early age that starts to drop off at about age seven or eight. [Laughter.]

Early exposure actually helps the way your neuro architecture sets up. In any event, early in life that kind of exposure to education and training helps to produce the kind of people that we think we are going to need, which is more and more fluency to deal with these complex issues like counterproliferation and counternarcotics and terrorism and so forth. So we agree that raising the awareness is a very helpful thing to do. And we are going to work within our budget and activities to try to place increased emphasis on this.

Senator COCHRAN. Thank you very much.

Mr. Alba.

Mr. ALBA. I guess I can repeat what he said. If you see a budget request from us to increase funding, I hope you keep in mind what we discussed today.

Senator COCHRAN. I will.

Mr. ALBA. And I know you have other needs, too.

Senator COCHRAN. Yes. We will.

Mr. ALBA. But it is interesting, as we have foreign officials coming in from different countries, how many of them speak English. It is somewhat embarrassing at times. But fortunately we do have a few agents who can speak their native languages. I have made it a point to tell our people that I am trying to learn another language at least, and that I will pick it up from there, to encourage them to do the same. I think it will make a better world to live in. It gives us insight into different cultures that we now have here in the United States, and I think it is very important. I appreciate the emphasis you have focused on it.

Senator COCHRAN. Thank you very much. I think this has been an excellent hearing, a wonderful way to start our effort to examine and understand more fully what the problem is and what the challenges are, and then to take a look at what some of the options are that we should explore and emphasize in terms of Federal policies and programs and funding levels to help improve the situation. I appreciate so much your all being here.

We have some materials that we are going to put in the record, including experiences that have indicated how serious a challenge it is to understand foreign languages and the national security context, our experiences in Bosnia, in Kosovo, other countries where

we have had experiences that illustrate this importance to our national security effort. So we will put those materials in the record to lay a groundwork for our additional inquiry that we will make later on.[1]

We will schedule another hearing. I do not think we actually have it scheduled. Oh, we do. September 19. And do we have a title for it, to kind of jazz it up?

Part II? That's the title? OK. [Laughter.]

Until then, the Subcommittee will stand in recess.

[Whereupon, at 12:01 p.m., the Subcommittee recessed, to reconvene on Tuesday, September 19, 2000.]

[1] The referenced materials appears in the Appendix on page 110–127.

THE STATE OF FOREIGN LANGUAGE CAPABILITIES IN NATIONAL SECURITY AND THE FEDERAL GOVERNMENT

TUESDAY, SEPTEMBER 19, 2000

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

The Subcommittee met, pursuant to recess, at 10:05 a.m. in room 342, Senate Dirksen Building, Hon. Thad Cochran, Chairman of the Subcommittee, presiding.

Present: Senator Cochran.

OPENING STATEMENT OF SENATOR COCHRAN

Senator COCHRAN. The hearing will come to order. We continue our hearings on the state of foreign language capabilities in national security and the Federal Government.

At our first hearing last week we heard from representatives of the State Department, the Department of Defense, CIA, and the FBI about the needs of those departments and agencies for personnel who are proficient in foreign languages.

We heard about some of the shortcomings and some of the ways they are working to help meet the needs for personnel in these areas and the relationship that has to our national security interests.

One of the questions I asked of the witnesses last week was what new Federal policy or legislation would you recommend to improve our preparedness in foreign languages. Each witness mentioned the importance of language instruction in elementary and secondary schools.

One panel member said the best indicator of how well a person will learn, how quickly they will learn and how efficiently they will learn a foreign language is whether or not they have already learned one at some point in their education, whether they attended school or were proficient in a second language.

The fact of the matter is that there are obviously needs for our education system to respond in this area. Today, we will examine the trends in foreign language education.

We hope to be able to learn what the Federal Government is doing or should be doing to ensure that our national security needs, which are dependent upon language skills, are being met.

We are very pleased to have as our first witness this morning the Hon. Richard W. Riley, who is Secretary of the Department of Education. He is accompanied by Scott Fleming, Assistant Secretary for Legislative Affairs.

We have a second panel which will include Dr. Robert Slater, Director of the National Security Education Program; Dr. Dan Davidson, President of the American Councils for International Education; Martha Abbott who is Foreign Language Coordinator, Fairfax County Public Schools here in Fairfax, Virginia and who is also a member of the Board of the Joint National Committee on Languages; and Dr. Frances Coleman, who is an Eisenhower Fellow and a teacher and technology coordinator for Ackerman High School and Weir Attendance Center in Choctaw County, Mississippi.

Secretary Riley, we appreciate very much your attendance. We hope you will speak to this issue and we will have an opportunity to ask you some questions.

We know you have a tight schedule. As soon as my questions and your answers are completed, you can leave. But thank you so much for coming here.

Thank you also for your visit. We surely appreciated your coming to Mississippi. It was several months ago now, I guess. You picked a hot time of year to go down to Mississippi. We appreciate your visit to our State and your assistance in some of our programs down there has been very welcomed. We thank you for that.

You may proceed.

STATEMENT OF HON. RICHARD W. RILEY,[1] SECRETARY OF EDUCATION, ACCOMPANIED BY SCOTT FLEMING, ASSISTANT SECRETARY FOR LEGISLATIVE AFFAIRS

Secretary RILEY. Thank you so much, Mr. Chairman. It is a real honor for me to be here and talk about the importance of foreign language instruction and how language knowledge can really affect our effective role in world affairs.

This might be my last testimony before a Subcommittee of Congress. It is a pleasure to be before you, if that is true.

The benefits of helping Americans acquire a second or third language are really significant. Strengthening this one area, foreign language instruction, helps to build a better work force, to improve our national security and diplomacy and, as research shows, to lift other areas of education as well.

That is why I am convinced that we should do everything we can to ensure that we have high quality foreign language instruction in America's schools.

Now, let me focus on three benefits of promoting what I call "biliteracy." The first benefit is a better workforce. Today, more of America's countries do business in other countries. More of our citizens regularly speak a language other than English in their home.

We should welcome these changes so long as learning English is our first priority. But knowing an additional language can make our Nation stronger. We should make sure that those who live in the United States and speak more than one language are valued.

[1] The prepared statement of Mr. Riley appears in the Appendix on page 72.

We should think of a second language as an asset for a student, not a barrier.

Now, let me be clear though, knowing a second language is not a substitute for mastering English. But with their language skills, people who are biliterate may enjoy greater opportunities in our increasingly diverse Nation and command a greater salary in the marketplace.

The second benefit is stronger national security, a subject, you have been, of course, very interested in. Helping young people learn foreign languages can, I think, even make our Nation safer.

If more Americans understand the language and the culture of others, I believe that we will be more likely to avoid conflicts and reach across cultural difference to form international friendships and partnerships.

There are also clear advantages in having members of our armed services who are biliterate.

The third benefit is improved academic achievement for our students. We have strong evidence today that studying a foreign language has a ripple effect, helping to improve student performance in other subjects.

The European Union has a goal for their students to learn three languages and surely we can help students remain competitive by learning English and at least one more language.

Here is what research says: Children who have studied a foreign language in elementary school score higher on standardized tests in reading, language arts and mathematics.

They also show greater cognitive development in areas such as mental flexibility, creativity, tolerance and higher order thinking skills, four qualities that are very desirable in today's workplace.

So far, our Nation has not done enough to help our children learn second and third languages. The United States lags behind many other developed countries in providing foreign language study to elementary and secondary school students.

Research suggests that students acquire foreign languages more easily when instruction begins at early grades. Despite this evidence, few elementary schools in the United States offer foreign language instruction.

Increasing our efforts in two areas will help us catch up with other nations in foreign language instruction and provide the excellent, complete education that our children deserve.

First of all, we recently have promoted a number of changes at the Department of Education to improve foreign language instruction in the United States. Our proposal to reauthorization the Elementary and Secondary Act (ESEA), would set a national goal "that 25 percent of all public elementary schools offer high quality, comprehensive foreign language programs by 2005 and that 40 percent offer such programs by 2010."

Our ESEA reauthorization proposals includes provisions that would help students to make a smooth transition in their foreign language studies as they advance from elementary school to middle and on to high school.

Another program is that when America's elementary schools offer foreign language instruction, typically it is an introductory exposure to the language. So our ESEA reauthorization proposal also

focuses on ensuring that the elementary school foreign language instruction is more challenging and more meaningful.

Our fiscal year 2001 budget request includes $14 million for Foreign Language Assistance, which is $6 million above the fiscal year 2000 level. The increase reflects the growing important of foreign language skills, which I have outlined.

The second area in which we can increase our effort and improve foreign language instruction is what are called "dual language" programs. These differ from regular foreign language instruction in that students are immersed in English and a second language, rather than being taught the second language as a separate subject.

In dual language programs, approximately equal numbers of English-speaking and non-English speaking students participate in classrooms, with every student challenged to meet high academic standards for each subject in both languages.

Again, this approach is backed by research showing that students in high quality dual-language programs have higher achievement than their peers who are not enrolled in a language program.

I have called on educators and community leaders urging them to create more dual language schools. Right now there are about 260 in the United States. I would like to see 1,000 dual language schools by 2005.

To help meet this goal, the Department announced on September 1st that we would be setting aside $20 million through the Bilingual Education program for two special competitions for dual language projects.

I am pleased that the budget plan that the President submitted to Congress for fiscal year 2001 would increase funding for bilingual education including dual immersion programs, to $296 million and increase our investment in foreign language education by 75 percent.

We will continue to do everything we can to ensure that bilingual programs make a positive difference in helping students learn English and achieve academically.

While my formal testimony focuses specifically on the work we have undertaken to enhance foreign language skills at the K–12 level, which is what you indicated was something you were very interested in, I would be remiss to not briefly discuss important work supported by the Department in the post-secondary area.

Under the International Education and Foreign Language Studies Program, the Department seeks to strengthen the capability and performance of American education in foreign language and international studies. These programs originated in the National Defense Education Act of 1958 and reflect the need to address high priorities critical to international security and to the conduct of business in the world economy.

Through the domestic component of the International Education Foreign Language Studies Program, we provide resources to institutions for higher education to strengthen instruction programs, to fund fellowships, to focus on effective teaching strategies, and assist in curriculum development.

Studies show that the Federal assistance is most important in otherwise neglected languages. A lot of them I could mention, Swa-

hili, for example, Indonesian, Serbo-Croatian, those kinds of languages. You really have to have some kind of special effort to make sure that this kind of knowledge is obtained.

Large proportions of students in those languages are supported by Federal programs. Similarly, the Department assists in overseas training of U.S. citizens in these areas through faculty research abroad, group training abroad, doctorial dissertation work abroad and special bilateral projects with foreign countries.

I am so pleased that the appropriations process appears headed toward meeting our budget request and possibly surpassing our request for these very important domestic programs.

I suspect the Chairman might be somewhat responsible for those favorable results.

I would like to emphasize that President Clinton and his staff have been leaders in the effort to improve foreign language acquisition.

At the beginning of the administration we made competency in foreign languages part of the Goals 2000 Education America Act. We added two things, I think, to what the governors had in theirs. One was foreign languages and the other was arts. Then I think later civics was added.

In 1993, we provided funding to four national language organizations to develop national standards in foreign language. These standards were issued in 1996. They have given us a strong foundation for improving foreign language acquisition.

In addition, on April 19 of this year, the White House released a memorandum on international education policy, which directs our Department of Education and other agencies to work to improve international education.

The memorandum specifically addresses the need to improve foreign language learning, including efforts to achieve biliteracy and to enhance the Nation's capacity to produce foreign language experts.

Technology and demographics are changing the world and changing the United States. As public officials, I think we should adapt our education policies to reflect these changes. By working together, we can encourage better foreign language instruction in our Nation's schools.

If we do that, we will strengthen our workforce, make our Nation more secure in the world, and elevate the level of education for America's children.

Thank you, Mr. Chairman. I will be happy to respond.

Senator COCHRAN. Thank you, Mr. Secretary. I compliment you for supporting the increases in funding for foreign language training and education.

I am also pleased to hear about your support for college level and postgraduate foreign language training as well, at colleges and universities in our country.

I noticed from my notes, preparing for this hearing, that over the last 4 years the Appropriations Committee in the Senate, with the support of the House committee as well, was successful in increasing funding for the Foreign Language Assistance Program, which is an elementary and secondary level program, from $5 million to $8 million.

These were not included in the administration's budget, but this year the fiscal year 2001 Labor, Health and Human Services Bill will include $14 million—that is our anticipation—for this program.

We have introduced, too—to try to help support these increases—a Foreign Language Education Improvement Act Amendment of 1999 which increases the funding authorization and puts special emphasis on schools serving disadvantaged students.

I am curious to know if the Department is using Title I or any other program to provide special support for those schools with high concentrations of disadvantaged students in providing foreign language classes.

Secretary RILEY. Well, under this Foreign Language Assistance Program there is no specific emphasis on low-income students. However, most of the recipients are Title I schools. So, you do see a strong connection between disadvantaged areas and these programs and the same is true with bilingual education programs.

So, the answer, I think, Mr. Chairman is yes, it ends up going in that direction, but certainly if certain language was in there it would make it very clear. But Title I is where the Federal Government, of course, is involved primarily, and that is where most of these funds go.

Title I, by the way, has gotten very flexible. I think you are indicating that, too. We are very free and now we have FLEX in most States and we have the potential of getting it in all 50 States. Of course, you can have waivers on Title I use of money if it is something that a State, a school district is particularly interested in.

So, we do have a lot of flexibility in Title I now and we are very free about giving waivers where local people have emphasized a particular thing and certainly this would be very important.

Senator COCHRAN. My personal recollection, growing up in Mississippi as I did in a small rural community school in the outskirts of town—that meant out in the country, but we called it "the outskirts." It sounded better. But we didn't have teachers who just taught foreign languages.

The teachers who taught foreign languages in our schools basically stayed one chapter ahead of us in the book. They may have taken a course or two in college, and I am not saying their instruction was not good. It was very good, I thought. That was my experience. I am talking about Latin and Spanish. They were both taught in my high school, even though it was a pretty small school.

Is that a problem that cuts across geography and regional lines, an inadequate number of trained professionals who teach foreign languages and how do we encourage more who are proficient in foreign languages to teach in the elementary and secondary schools of our country?

Secretary RILEY. Well, you are exactly right. Of course, I, like you, took Latin in high school. I never have been sorry about it. I have felt it was a tremendous background. I took Spanish in college. I have always felt like it was a very good learning process to understand English and other languages.

Right now, the numbers we have in the mid-1990's, in the 1993, 1994, 1995 area, show that approximately 25 percent of the schools that sought to hire foreign language teachers were unable to find them. That is a very large percentage of something that a school

district is seeking to find and simply can't find them in their community or attract people in. So, that is a real problem.

One of the critical needs for teachers, as you know, we are going to need over two million teachers over the next 10 years, four critical needs are math, science, special education, and bilingual teachers, teachers who speak more than one language as the country is becoming more and more diverse.

So, it is a critical need and you are seeing a lot of school districts and a lot of States are doing special things to attract teachers who meet these critical needs and in critical areas, very poor areas, some rural, a lot of them inner-city. Those are critical, needy areas and those critical needs for teachers and certainly language is one of them.

Senator COCHRAN. There is, as you pointed out, support at the college and university level. Tell me how this works and what the funding levels of these programs are. How does a college or university qualify to receive Federal funds for Federal programs in that area?

Secretary RILEY. Well, the funding for the big program in postsecondary, the domestic programs, as they are called, is for 2001, the administration proposed $62 million for those programs, the same as fiscal year 2000.

The overseas program that I referred to, $10 million, proposed an increase of $3.32 million over fiscal year 2000. Another program, International Public Policy, is like $1 million. It is a small program that deals primarily with encouraging African-Americans and other minorities to get into international service. It is kind of a related thing.

In the domestic programs grants are awarded to support centers, programs, fellowships and institutions of higher learning to produce increased numbers of trained personnel in research, in foreign language and so forth. Those are very sought-after programs.

The percentage of schools offering foreign language instruction is, I think, an interesting point. Some 86 percent of our secondary schools and 31 percent of elementary schools offer some kind of language instruction. So, it is not something that is not out there.

But these higher education programs are really what we build on. They are, we think, very, very important.

Senator COCHRAN. There is one program that I don't recall hearing about. It is not referred to in my notes here. But my personal experience is that the Teacher Corps is something that the Federal Government participates in and local governments match some funds and try to place teachers of foreign languages, math, and science in areas of States where they have an inadequate number or just none whatsoever.

I know my daughter taught French at Brookhaven High School in Mississippi, a public high school where there was no French teacher and they wouldn't have had one, I guess, but for this program. The Department of Education in our State participated. We had a private foundation that provided some money. I think Federal funds were involved, too. Is that a Federal program and are you still supporting the Teacher Corps program?

Secretary RILEY. Scott says he doesn't think it is now. It was in the past. I think Federal dollars were used to get the program started and then I think they phased out.

Senator COCHRAN. I see. Well, thank you very much for giving us an overview of the Federal role in which you see are some areas of emphasis where we can play an important role in helping to meet this very important need for foreign language education and training and teacher recruitment as well.

Thank you for your service as Secretary of Education.

Secretary RILEY. I thank you and I thank you for your service and I appreciate your interest in this very important education subject.

Senator COCHRAN. Thank you.

Our next panel will include, as I mentioned earlier, Dr. Robert Slater, Director of the National Security Education Program; Dr. Dan Davidson, President of the American Councils for International Education; Martha Abbott, Foreign Language Coordinator of Fairfax County Public Schools; Dr. Frances McLean Coleman, a teacher and technology coordinator at Ackerman High Security and Weir Attendance Center in Mississippi. We welcome you to our hearing. Thank you for responding to our invitation to be here this morning to discuss the issues that we have under review.

I am going to ask Dr. Slater to begin. Let me point out just for information that prior to joining the National Security Education Program at the Defense Intelligence College in Washington, D.C., Dr. Slater was Director of Research and was responsible for developing a major program of research directed at improving interactions between the academic and defense communities on important third world issues.

He also served as Senior Advisor to the Secretary of Defense on matters related to foreign language capacity in the Federal Government. He has also spent 11 years with the private sector as a Senior Research Consultant.

He is a Ph.D. in International Relations from the School of International Service at the American University. He has written and published and edited, as you all might expect, books and articles on the subject of global transformation and revolution in political change. We have a copy of your statement that will be put in the record in full. We encourage you to make such summary comments that you think would be helpful to our hearing this morning.

Dr. Slater, welcome. You may proceed.

STATEMENT OF ROBERT O. SLATER,[1] DIRECTOR, NATIONAL SECURITY EDUCATION PROGRAM

Mr. SLATER. Thank you. It is a pleasure to be here.

In testimony provided to this Subcommittee last week you gathered some important evidence concerning the increasing importance of language competencies for the Federal Government.

The rapidly increasing complexities of globalization have exposed the need for overhauling the current training and recruiting system in the Federal and academic sectors, including increased funding

[1] The prepared statement of Mr. Slater with attachments appears in the Appendix on page 79.

for goal-oriented academic language programs in critical languages coupled with incentives for linguistically proficient students to enter Federal service.

The lack of language skills among professionals in the Federal Government, particularly in critical languages is an issue of U.S. national security.

It is imperative for the Federal sector to consciously and systematically invest in a national effort to produce more qualified internationally skilled graduates from its colleges and universities.

In my remarks today I would like to focus ever so briefly on some critical issues and respond to the mandate from this Subcommittee to offer some solutions.

Each year the National Security Education Program surveys Federal agencies and offices involved in the conduct of U.S. national security affairs to identify critical areas in languages of the world. The needs are across the board for competent professionals who are language proficient.

A submission from the Department of Commerce is instructive. It cites, for example, difficulty in finding qualified individuals with skills in Arabic, Chinese, Hebrew, Russian, Central Asian languages—Hindi, Tamil, Ukrainian, to name a few.

It outlines needs for scientists and engineers who have Asian language skills, skills in economics, statistics, public policy, business administration, and law, coupled with language skills.

The Department of State has experienced such difficulties in addressing some of its personnel needs and much to our satisfaction, they have turned to NSEP for assistance in identifying language competent professionals.

To date the Department has hired at least 34 NSEP award recipients. A number of these individuals are filling positions in U.S. embassies. Their language study under NSEP auspices has provided them with the necessary competencies without need for additional and sometimes time-consuming language training. A list of these individuals is included in my complete testimony.

In terms of a Federal response, the Federal Government really has no systematic plan for ensuring that its workforce possesses the necessary international competencies. Its two preeminent language-teaching institutions, the Defense Language Institute and the Foreign Service Institute, focus on important, but narrow segments of the existing Federal population.

Furthermore the mission of these schools is for these students to generally attain basic or functional levels of language proficiency. These schools fill a critical void because students from high school and college language programs cannot meet Federal needs.

While Federal programs need to be maintained if not strengthened, the longer-term solution to this program must also include more directed Federal investment in the U.S. educational system.

As the Association of American Universities has stated, the raison d'etre of the American research university is to ask questions and solve problems. America's research universities are at the forefront of innovation. We rely on the U.S. higher education community to educate and train our leaders in business, commerce, science, and technology, and expect them to train the best and brightest for work in academic, business, and public sectors.

But in the international skill arena, we are terribly deficient and woefully under-funded. The role of the higher education community remains pivotal in solving this problem. Indeed, together with an increasing emphasis on language acquisition in the K-through-12 environment, higher education offers the only feasible solution.

It simply makes more sense to invest in our national capacity to produce educated Americans whose skill set includes language proficiency and then to create a path for them to Federal service. Otherwise, we continue down a path of ad hoc responses and Band-aid solutions.

What role can the National Security Education Program play in addressing this growing problem?

NSEP is the only Federal program that makes a direct link between the Nation's security interests and the development of critical language skills.

The National Security Education Act of 1991 states that the Federal Government has an interest in ensuring that the employees of its agencies with national security responsibilities are prepared to meet the challenges of this changing international environment and has an interest in taking actions to alleviate the program of American students being inadequately prepared to meet the challenges posed by increasing global interaction among states.

Each year we fund a small number of outstanding U.S. students to undertake meaningful language study as part of their academic programs. But equally important, we are a pipeline for students to enter Federal service because its award includes an obligation to seek Federal employment in an agency or office involved in national security affairs.

You heard in earlier testimony about difficulties in identifying and retaining talented professionals in the Federal Government. Let me reassure you, there are many outstanding students in our colleges and universities who are eager to find jobs in the public sector.

Our challenge is to create and increase opportunities for students to learn critical languages and then to establish paths, not obstacles, for them to facilitate their access to Federal jobs.

It is this pragmatic function and accountable partnership that we embrace that has led us to propose a targeted solution to the Nation's critical shortfall in intermediate and advanced language expertise.

In concert with the National Foreign Language Center at the University of Maryland, we have already committed NSEP to a pilot effort to create national flagship language programs in critical languages. The purpose is to establish a set of programs that will produce significant numbers of graduates and candidates for employment with the Federal Government with advanced levels of language proficiency in languages critical to national security.

The NSEP and NFLC have already begun to map out such an effort through a series of in-depth site visits to universities. The objective is to make investments in a relatively small and manageable number of outstanding and regionally located institutions that will enable them to produce high-proficiency graduates.

These institutions will demonstrate a commitment and capacity to achieve this goal. They will draw students from local, regional

and national communities. They will support distance education, critical languages, and intensive language programs for a national student audience and program articulation with local, secondary and heritage education partners.

The flagship programs will, through NSEP, attract students motivated by the service requirement to gain employment with the Federal sector. Most importantly, these programs will have one single and paramount goal: To produce advanced language proficient graduates.

Let me close with one final thought. For many of us who have struggled for years to address this important issue, we are heartened by the interest demonstrated by you and this Subcommittee. We are eager to work to identify solutions and we are confident, given the right structure and funding, that the U.S. educational system can be successfully challenged to answer the call.

This concludes my testimony. I will be glad to answer any questions.

Senator COCHRAN. Thank you, Dr. Slater. We appreciate your testimony. It was very helpful and interesting.

Dr. Davidson, we appreciate your being here. Dr. Davidson is President, and Co-founder of the American Councils for International Education. He is a Professor of Russian and Second Language Acquisition at Bryn Mawr College.

He has held the rank of full professor since 1983. We are very fortunate to have him here today. Dr. Davidson has degrees in Slavic Languages and Literature from Harvard University and a long list of accomplishments that you would expect from someone who is so well educated as Dr. Davidson.

Please proceed, Dan Davidson. We welcome you here.

STATEMENT OF DAN E. DAVIDSON,[1] PRESIDENT, AMERICAN COUNCILS FOR INTERNATIONAL EDUCATION

Mr. DAVIDSON. Thank you, Mr. Chairman. I am very grateful for the opportunity to appear before you today and to present views, experience and also some research results concerning the state of foreign language learning and instruction in the United States in the year 2000.

Most of my work, as you pointed out, has focused on the study and teaching of Russian. More recently, however, I have worked as chair and member of the K–16 U.S. Foreign Language Standards Collaborative, part of the Goals 2000 initiative that Secretary Riley mentioned. It is a group of presidents and CEOs of the National Foreign Language Professional Associations.

I am also a member of the Standards Development Committee for all the foreign languages of the National Board of Professional Teaching Standards.

I am a practicing teacher. For the past 25 years I have headed the principal study of broad organization for the study of the languages and regions of Russia, East Europe, the South Caucasus and Central Asia. These are programs funded by the U.S. Government and over 500 participating schools, colleges, academies, and

[1] The prepared statement of Mr. Davidson with attachments appears in the Appendix on page 93.

universities where these languages are taught in the United States.

First, I want to underscore that the central Federal responsibility, in my view, is to ensure that with regard to critical languages that we are able as a Nation to maintain language readiness or preparedness for the national security, economic, and educational needs we can reasonably anticipate.

It is obviously too late to be worrying about language readiness for our military or intelligence and diplomatic capabilities when we are already deploying peace-keeping troops in Kosovo or negotiating a pipeline deal in Azerbaijan or hammering out a trade pact with China.

Readiness begins, as the Chairman himself has pointed out, with the educational expectations of our youth, and it continues throughout our lives.

Second, while it may be axiomatic that our national security needs in this area include law enforcement, diplomacy, defense, and intelligence, we cannot afford to see these needs solely as a dimension of the Federal Government and its agencies.

Matters of national security for which sophisticated language and cultural skills are needed are cross-cutting with the private sector as well and obviously include business interests, NGO activities, and educational enterprises.

Our solutions to the problems we face as a Nation typically involve all of these sectors, whether the challenge is focused on trade, public health, the environment, or the like. So, we must all consider that the solutions that we may find for the Federal Government may well have major implications outside the Federal Government as well.

Third, I do want to mention to the Subcommittee and to you, Mr. Chairman, that there is a very strong track record of Federal assistance in foreign language when it has occurred. It can have profound positive, and effective results.

The National Security Education Program is one such example. It is a relatively small and young program. It has made a difference in our language readiness.

I would also like to point to the important work of the Title VI Program and the Fulbright-Hayes 102(b)(6) Program against small programs referenced by the Secretary of Education that have had leverage and impact well beyond their relatively small budgets.

I also want to point out work done over the years in teacher training by the NEH programs that terminated largely in 1995–96 and also the Title VIII Program for my regions of the world administered by the State Department.

A lot of the results are summarized in an excellent book that appeared only a couple of weeks ago, published by the National Foreign Language Center's Dr. Richard Brecht and William Rivers, who are here today at this hearing. It is called "Language and National Security in the 21st Century." It is an excellent volume summarizing the role of the Title VI/Fulbright-Hayes in supporting national language capacity. It is a good volume. I recommend it.

There is more to mastering a foreign language than simply knowing a lot of words and remembering the complex rules for

stringing those words together. No matter how quickly and skillful a learner can be.

As previous testimony from the FBI, the State and Defense Departments have underscored, effective communication and successful negotiations with a foreign partner—whether with a partner in peacekeeping, a strategic economic partner, a political adversary, or a non-English speaking contact in a critical law enforcement action—requires strong comprehension of the underlying cultural values and belief structures that are part of the life experience of the foreign partner.

In fact, English language alone is probably sufficient if all we need to do is buy our products abroad, if we need to purchase foreign goods and services. But when it comes to selling a product abroad, you have to understand the psychology and the belief structure of your client.

If you are selling America abroad and telling America's story abroad, as our colleagues in the State Department stress, then you have to understand the value systems of that foreign public that you are speaking to.

Our Nation's distinguished senior diplomat in Russia, Ambassador Jim Collins, who is also a good friend, in a recent conference on the Department of Education's Title VI, commented that in Moscow he arguably has at his disposal the best translators and linguists produced by the U.S. Government and by the Russian government, for that matter.

Yet, if he did not speak Russian at the 3+ level, he would be largely lost or in deep difficulty in trying to make political sense of the things that take place in an average day at our embassy in Moscow. That is how important his personal knowledge of Russian history, language, and culture has been for this very senior and respected diplomat.

I think that says a lot about what we need to do here. The solution is not through technicians, but it is through educating, as Dr. Slater has said, people, professionally and early on in their careers in languages.

I want to turn now to the issue of the architecture of the U.S. foreign language field. What are we doing right now and where are we succeeding and why aren't we succeeding more? We have, entering American colleges and universities in September 2000 the largest freshman class in the history of America.

We have a total 14.5+plus million students in 2- and 4-year public and private universities across the country, a total of 4,096 institutions. Of those 14.5 million people, a grand total of one million, or fewer than eight percent, will actually study any foreign language at all in their college careers. Of those one million students, 50 percent will be studying Spanish. Of the remaining half million students, a disturbingly large percentage will spend that time in elementary and low-level, intermediate courses. Very, very few will go on to the most advanced levels. Thirteen percent will go beyond the 1+ level. Five percent will move to the 2+ level and a disturbing one percent will go to the 3+ level.

Now, we in our research have looked at that one percent. How did they do it? What is the secret of those who do succeed and what can we possibly do to increase that flow? The system can produce

the three levels. The question is: Why doesn't it? We have looked at the successful models. They have been called variously flagship models of excellence. This is not something that has to do with necessarily the size of an institution or its name in the field. It has a lot to do with what happens in the foreign language career.

I would like to point out in summary what we have seen that works in the American system. When we have articulated programs of the K–16 model, when we have universities capable of picking up the students from their high school training and moving them successfully on to the next step in the sequence of learning, we have a success rate that is by far disproportionate to the numbers that go on the K–16 sequence. I am happy to report that there is more of that planning now going on.

Second, when we have students in the less commonly-taught languages who don't always have the opportunity to begin these critical languages in high school or in elementary school, those students who have learned another language and then go on to add a critical language almost invariably do better and have a higher likelihood of succeeding and achieving high level proficiency in the critical language thanks to that expertise that they developed in school prior to that.

Third, program students who have access to intensive summer institutes, we sometimes call them "greenhouses," but those intensive summer immersion institutes are remarkably successful at bringing people over a critical threshold in the study of a language that then positions them ideally to study abroad for a year in that target language.

When you can study abroad for a year and you have the language to sit alongside a student in a foreign university, then you can not only do your language, you will be growing in your language even as you study your other discipline at the same time.

We see the results of content-based instruction improving results of language training and we see students coming out of those programs better specialists, not only in language, but also in fields like business, thermodynamics, physics, art history, whatever their other interests are.

Finally, we see institutions that will find a place in their senior year curriculum for a capstone experience for those students who have had the successful career, and have spent the year abroad. There must be something to do when you get back to college that is a capstone experience where you can apply those skills, where for the first time you will be speaking with heritage speakers of those same languages in an intellectual experience that integrates that knowledge in language, in business, in history, in physics, and whatever else one has done. I think institutions where that happens are producing those 3+ level speakers.

Mr. Chairman, if I can elaborate on any of these comments later on, I would be happy to. Thank you very much.

Senator COCHRAN. Thank you, Dr. Davidson. We appreciate your comments and your statement, which will be in the record in full. Thank you.

Ms. Abbott, we appreciate your being here. Ms. Abbott is serving as the K–12 Foreign Language Coordinator for Fairfax County Public Schools. She supervises 400 foreign language teachers who

are involved in programs ranging from elementary programs in French, German, Japanese, and Spanish, to secondary programs including other languages such as Arabic, Chinese, Korean, and Russian, which are designed for fluent speakers.

She has been given awards and citations for her excellent performance in these areas. She serves on the Executive Council Board of the Joint National Committee on Languages and the Foreign Language Academic Advisory Council to the College Board.

In 1998, she was awarded a Florence Steiner Award for leadership in K–12 foreign language education.

Ms. Abbott, thank you for taking time to be with us this morning. We look forward to hearing your testimony.

STATEMENT OF MARTHA G. ABBOTT,[1] FOREIGN LANGUAGE COORDINATOR, FAIRFAX COUNTY PUBLIC SCHOOLS

Ms. ABBOTT. Good morning, Mr. Chairman, and thank you for inviting me to provide testimony this morning. Every morning more than 3,000 elementary students in Fairfax County public schools begin their day saying "Buenos dias, Bonjour, Gutentag, or Ohayoo gozaimasu."

But their use of the foreign language doesn't stop there. For half of their school day, all the learning takes place in the foreign language. The subjects taught are math, science, and health.

Around mid-day they change teachers and the rest of the school day the learning takes place in English in the studies of social studies and English language arts. Foreign language programs like these are being replicated across the United States because the time is right and the time is now.

We have entered the age of global communication and cultural diversity. Now, more than ever, there is a need for Americans to equip themselves with languages other than English in order to work, live, and compete economically in this new world.

In order to prepare our citizens for this new world, we must begin to build up the capacity among all Americans to be multilingual and multicultural world citizens. Building this kind of capacity needs to become a goal of all governmental and educational institutions across the country.

Building this national capacity is a lengthy process that must become a fundamental part of the education of every American child. That is why over 3,000 students in Fairfax County public schools begin their day learning in another language because they are the beginning of our capacity building.

The first students to begin in our Language Immersion Program in 1989 are now entering college. Their dreams and aspirations are quite different than they would have been had they not had the opportunity to learn in two languages.

These students have their sights set on majors in international business, their summers filled with internships working in foreign-owned businesses and their vacations destined for countries where they can speak the language and function in the culture.

Learning in two languages has a profound impact on one's view of the world. It liberates individuals from their insularity and it

[1] The prepared statement of Ms. Abbott appears in the Appendix on page 103.

provides students with more than one way of looking at issues and even more possibilities for resolving those issues. Most of all, it produces students who are confident in their abilities, who look beyond the usual boundaries in life.

I would like to add that many of the students in our Foreign Language Immersion Program qualify for entrance in our magnet school for students gifted in science, the Thomas Jefferson High School for Science and Technology. Even though they learned their math and science from Grade 1 on in French, German, Japanese, or Spanish, they still meet the entrance requirements for this prestigious magnet school.

Yes, the time is now and the time is right. As the only industrialized country that routinely graduates students from high school with knowledge of only one language, English, we need to act now to set in motion the foreign language programs, the funding, and the professional development for teachers that will provide this opportunity for all American children and will begin the capacity building in languages nationwide.

One of the best ways that the Federal Government can build the language capacity of our Nation, as suggested at last week's hearings and as you heard today by members of various government agencies, is to begin with our children in foreign language programs that begin early, including programs in Latin and dual language programs that allow native speakers of a language to learn English while improving their native language skills as well.

Building our national capacity in this area also requires us to look at the type of programs we fund, the availability of qualified teachers and the professional development of in-service teachers.

Changing the instructional approach in foreign language classrooms from the old emphasis on grammar translation to an emphasis on functional communication is a necessary first step.

How many generations of Americans have to say, "I took 4 years of French, but I can't say anything" before we take action and change our direction?

Programs aligned with the National Foreign Language Standards focus on developing our students' ability to communicate in the language and to understand how to interact with native speakers of the language. But how many of our programs reflect this focus? Pitifully, very few. Most often it is at the elementary level where one finds programs that are truly designed to meet this communicative objective and that truly engage the students in this learning process.

These elementary school programs have increased due to Federal support through the Foreign Language Assistance Program, FLAP. But the few new programs that FLAP supports are not enough. We need a more concerted and consistent national approach to the establishment and maintenance of quality foreign language programs across the country.

Probably no discipline stands in a position to benefit from technology innovations as much as foreign language instruction. We should have given up long ago the teacher-directed model of the foreign language classroom.

Language learning is an individual process, which should be facilitated by the teacher, but enhanced by current video and audio

technology components so that students can truly progress at their individual learning rates.

Distance learning and other technological advances help us address the issues of the less-commonly taught languages such as Arabic, Russian, and Chinese, which are difficult to implement particularly in rural areas.

We need to harness the capabilities of the technology age to help us teach languages effectively to our young people. With the need to change our instructional focus comes a critical need for professional development for teachers. Most teachers are doing what comes naturally, teaching the way they were taught. We will continue to perpetuate the old way of instruction unless we radically change the focus of our current teaching force.

With the recent approval of the foreign language standards for the National Board for Professional Teachers Standards, there will be an incentive for master foreign language teachers to get board certification.

We must develop a plan for ensuring that these teachers become an important resource for both novice and veteran teachers alike. It is a new age and we need new ways about thinking about language instruction.

Finally, few obstacles stand before us as mightily as the shortage of qualified language teachers nationwide. Although some disciplines are in a more difficult situation than others, a July 4, 2000 article in *The Washington Post* entitled,[1] "Schools Desperate for Foreign Language Teachers," outlined how particularly critical the situation is within the foreign language field.

As someone who is responsible for assessing the teacher candidates who apply to our school system, I have witnessed this shortage, particularly over the last several years. Even in a large suburban school district such as Fairfax County, we were never fully staffed in Spanish last year. Due to illness, maternity leave, or transfers, we were in constant search for teachers of Spanish during the 1999–2000 school year.

This year our new hires included 80 new foreign language teachers as well as four teachers from Spain through a program offered by Spain's Ministry of Education.

And we still have vacancies. A crucial part of our capacity-building effort is to professionalize the teaching field to attract the best and brightest to enter the education profession. We are positioned as never before to move forward in our capacity-building effort to create a citizenry for the future, a global citizenry in which languages and cultures are valued, encouraged and rewarded.

As the United States moves forward from the isolation of the past, so, too, must we work to move our children's young minds beyond the familiar neighborhood to a wider world of experience. We must use languages as a means to accomplish this.

Thank you.

Senator COCHRAN. Thank you very much, Ms. Abbott. That was very interesting and helpful testimony.

Frances Coleman is a Ph.D. from Mississippi who is a friend of mine of long standing. We are very lucky that she is up here in

[1] The article from *The Washington Post* appears in the Appendix on page 166.

Washington right now as an Albert Einstein distinguished educator fellowship winner at the Department of Energy.

She has extensive personal experience as a teacher in our State. She has been cited time and again as a recipient of awards for excellence in science teaching as well as the use of technology in the classroom.

She has been a leader in our State in so many areas. It is kind of hard to believe. She has a Ph.D. from the University of Mississippi Medical Center in Physiology and Biophysics. She also has studied and become proficient in French, German, Computer Science, Mathematics, and in teaching gifted children.

She has won the Mississippi Association of Physics Outstanding High School Teacher Award, a Presidential Award in Excellence in Science Teaching, the Tandy Technology Prize. She is a member of a lot of organizations. She has published a lot of things. She has presented papers. The list is kind of staggering here. I am not going to read everything. But you get the drift of this. She has been chosen by the Mississippi University of Women for the Teacher Hall of Fame.

We are glad she is here in Washington to try to help us get a better understanding of some of the practical things that we can do to assist and support education in the elementary and secondary levels and the college level as well.

I am delighted to welcome to our hearing one of our distinguished citizens of the State of Mississippi, Dr. Frances McLean Coleman.

STATEMENT OF FRANCES McLEAN COLEMAN,[1] Ph.D., TEACHER/TECHNOLOGY COORDINATOR, ACKERMAN HIGH SCHOOL AND WEIR ATTENDANCE CENTER, CHOCTAW COUNTY, MISSISSIPPI

Ms. COLEMAN. Thank you, Mr. Chairman.

In my other life, before I became an Einstein Fellow, I taught in two small, relatively poor rural schools in Choctaw County, Mississippi. Choctaw County is about 100 miles north of Jackson, so you know where it is.

I am going to describe how we have been attacking the problem of teaching foreign languages as well as some other problems in these schools.

I teach in Ackerman High School and Weir Attendance Center. Ackerman High School has about 500 students in grades 7–12 and graduates about 60 students each year. Weir Attendance Center has about 600 students in grades K–12 and graduates about 30 students each year.

There are also about two elementary schools in the district for a total of about 1,900 students. The district is approximately 40 percent minority.

In 1981, our newly-elected County Superintendent of Education had the idea of using a Liberal Arts graduate and technology to teach the students at these schools the courses they would otherwise not be able to take, but that they needed to take to prepare for college. The courses might be unavailable either because there

[1] The prepared statement of Ms. Coleman appears in the Appendix on page 108.

was not a teacher to teach the course because only one or two students wanted the course and a teacher could not be spared.

For example, in the past Ackerman had occasionally had 1 year for foreign language but Weir had never offered a foreign language and neither school had ever offered physics. Our superintendent applied for and received a grant from the Federal Government for an experimental program.

He offered me the chance to start this program in the 1982 school year at Ackerman High School. As I remember, I taught Physics, French, German, Basic Programming and Calculus to a handful of students.

The district decided that the program was a success and the next year Choctaw County funded the program and expanded it to include Weir. At that time I taught all the foreign languages that were offered. Since then we have added a regular teacher who teaches 1 year of French in Ackerman and one who teaches 1 year of Spanish at Weir. I teach in the years after that first year.

I teach three periods in Ackerman in the morning and three periods in Weir in the afternoon. The number of students now varies between 60 and 100 for the year.

In addition to the subjects with which I started, I teach Anatomy and Physiology, Marine Science, Environmental Science, Humanities, Mythology, Creative Writing and various computer courses. I am certificated in all the subjects that I teach.

Those subjects in which I am not certified, including Spanish, Russian and Japanese, my two aides and I arrange to offer to the students through distance learning.

This program is different from other courses in that the students are scheduled to come to my room whenever they can fit a class into their schedule. Scheduling is particularly difficult in a small school because there is often only one class period when a course is offered.

I might have four or five different courses being studied in my room at one time. All classes are taught in a variety of ways, but making full use of technology. The students learn personal responsibility and independent as well as their course work.

Distance learning for us has mostly changed from one-way video and two-way audio, that is, television delivered by satellite and telephone responses by the students, to a better distance learning model, the two-way audio, two-way video network that Mississippi has in place and is coordinated by Mississippi Educational Television.

Almost every county in the State now has an electronic classroom in at least one of its high schools. K–12 schools, community colleges and universities can be connected as desired. We have found, however, in our district that although distance learning is better than no course at all, in most instances a teacher in the classroom with the students, even if that teacher is split between students in several courses, works better.

In order to increase the number of students who become proficient in the language, I would agree with almost everything I have heard.

First of all, we need to make the students, their parents, and school administrators in the K–12 system especially see the impor-

tance of foreign language proficiency to students and to the country.

Next, we need more foreign language teachers. There was an effort by the Mississippi Foreign Language Teachers Association to encourage the State Legislature to require 2 years of language for high school graduation. This failed, largely because many of the superintendents in the State said it would be impossible for them to find teachers.

Finally, we need to increase the requirements for foreign language in both K–12 and post K–12 institutions.

Thank you.

Senator COCHRAN. Thank you very much, Dr. Coleman. I think one of the interesting things about Dr. Coleman's comments is that a Federal program grant started the teaching of subjects in this school district which, but for that Federal grant might not have been started, or I think we can safely say, wouldn't have been started, at least when they were started.

This illustrates another point, I think, the Teacher Corps Program that I asked Secretary Riley about, which has been discontinued now in terms of Federal funding, is still in place in different ways.

I know there is a foundation based in Meridian, Mississippi that has assumed the responsibility of providing some of the funds for that program. I think it has taken up the slack. The State has also put more money in foreign language instruction in a variety of ways.

In terms of an organized plan and strategy for leading the challenge of recruiting teachers, training people to be teachers and starting foreign language programs so they are available throughout the K–12 experience is something that we have to work on to accomplish.

I think that is the message that I get from this panel of witnesses and the importance of it is very clear.

Ms. Abbott mentioned getting teachers from other countries through programs that are available in those countries, reciprocal opportunities. That is an interesting idea and I hope we can explore how we can take advantage of that in more countries other than just Spain and Fairfax County. But that sounds like it offers promise as well.

Dr. Davidson's comments about our Ambassador to Russia, Ambassador Collins, brings back the memory of a recent trip to Moscow where I was with him and saw him in action in several meetings where his cultural and language proficiency stood him in very good stead in discussions that we had.

It also reminded me, when you said something about cultural education, not just technically trained language scholars are needed for effective influence as diplomats or in business or the like. If you don't understand what somebody is talking about in terms of their cultural and national interests, you might be just as lost as can be.

It reminds me that I did spend a year at the University of Dublin in Ireland. I thought I spoke that language until I went during my first week there to an arts festival and on the stage one of the first

people was a storyteller who was telling folk tales about Ireland. I didn't understand a thing he said.

But the crowd would laugh or they would gasp and they were reacting to the stories and obviously enjoying these stories about Ireland. I didn't understand the language and didn't understand the point or anything at all. But that was the first week I was there.

I think by the time I finished the entire year I did understand, not only the language, but also the nuances and the humor and why things were funny that the other people there thought were funny, too. So, that is a very important consideration in all of this, particularly for the Foreign Service professionals and the Defense Department professionals who are going to have contact with people from other countries.

Dr. Slater's comments about the goals producing advanced language graduates in our colleges and universities in the program that you have made in investment in, selected universities where we can concentrate the teaching of language programs at a higher level of proficiency, sort of super graduate schools, I guess, in these areas.

Let me ask you in that connection when you were talking about that program, how did that program get started? What is the source of funding? Does the Federal Government have a direct role in that program?

Mr. SLATER. Well, the program I referred to is actually a part of our institutional grants we award every year to universities to undertake innovative programs in language and international study.

The program I alluded to in my testimony is a pilot effort we have undertaken where we have carved a small amount of money out of our program to simply explore.

What I should add to that is we don't really have the funding to implement at this point, but we felt it is so important to start to work with universities to identify ways in which they can be empowered to leverage the resources they have now to start producing intermediate and advanced language-competent individuals.

One of the things you have to understand is that enrollments in these languages on any single campus is extraordinary low. Dr. Davidson referred to the small number. When you divide that among thousands of universities across the United States, we may have five students at one campus taking a particular language at the intermediate or advanced levels. So, the university is not capable of mounting a program without leveraging funding.

What we are looking toward is building the capability to hopefully start to fund some of these institutions to raise the level and build them as institutions that we recognize as the ones in the United States where you go, whether you are in the university, whether you are in the Federal Government, if you want to pursue language education at an advanced level. These are the ones who become the models for providing that. But we don't yet fund them.

Senator COCHRAN. You referred to language skills coupled with disciplinary training. What disciplines are in most demand and for what languages?

Mr. SLATER. Applied sciences and health are two examples of disciplines that cut across Federal needs. We find, for example, that the Defense Department indicates that we need health and envi-

ronmental professionals who speak other languages. The new agency that deals with issues of denuclearization in the Department of Defense has difficulty finding individuals with a science background who speak Russian at the intermediate and advanced levels.

So, it really increasingly over the years has cut across all the disciplines, particularly the applied sciences, engineering, but also law, health, environmental science, etc. Those are becoming critical fields.

Senator COCHRAN. Dr. Davidson, you mentioned the need for cultural immersion. How, as a practical matter, are we going to do a better job of that as we are teaching the technical foreign language capabilities to Federal employees who need to know a foreign language?

Mr. DAVIDSON. I think we have several resources that we know will deliver higher levels of sophistication and culture. Increasingly, Mr. Chairman, we understand that actually language and cultural knowledge are almost indivisible. I mean learning one is the other. I think probably the handicap of the greenhouse is that it tends to emphasize, the stateside greenhouse tends to emphasize the technology skills of producing a speaker of a somewhat disembodied kind of language that isn't so anchored.

You know from your year in Dublin that a lot of those experiences are grounded in actual things that happened to you while you were there as you watched people react to what you said and you learned why something was funny in a particular context.

So that obviously study abroad is a major value-added for the language learner. Doing it at a point when you can combine your study with an area of intellectual or academic or professional interest is a big value.

For those who can't go abroad, the Internet has come to our assistance with streaming video, authentic materials we can now use, live video and authentic sources, archives, conversations in the classroom process. I think both my colleagues mentioned that as well. It is a powerful tool. It doesn't substitute being there, but it does bring authenticity at really even the earliest levels.

Senator COCHRAN. Has it been your experience that the distance learning has the capacity to be improved or has it been improved in your experience and does it offer a potential that we may not have yet realized.

Mr. DAVIDSON. My experience is a long one, Mr. Chairman, so that I recall very well in the 1970's and 1980's when our technology basically was sort of fancy electronic flashcards just giving us quick technical responses. We have come a long ways since the economic flashcards.

The fact that learning nowadays can be modularized, that as my colleague in Mississippi pointed out, it is possible for independent study that is facilitated and overseen by a teacher, but modules that actually are self-paced and geared to a learner's particular style of learning, the level that they have reached, and continual assessment element at the end so that I know before I go on to the next module how well I have mastered this unit, whether I should return or whether I can go on.

So, it does wonderfully powerful things in terms of individualizing learning. The example that Dr. Slater made, we may have a total of only five learners of Azeri in all of the United States at this moment. But those five learners, if we are lucky, are in one or two places. More likely they are in more than one or two places. They may each have a specific need. They may need Azeri or they may need that language for business. So, the modularized approach that distance learning now makes possible is there.

I think your question, though, is can it really replace teaching? I think the answer is that we haven't really seen that happen yet, but it certainly enhance and let teachers say "yes" to student requests that before they would have to say "no, we don't do that. We don't have that"

Now, you can say "yes" more of the time.

Senator COCHRAN. We had some demonstrations here in our Subcommittee of jurisdiction over education a few years ago. We had an experimental program, a demonstration program that was funded with Federal dollars. We had a few schools in Mississippi able to take advantage of that.

The educational television system in our State, we were one of the first States that had statewide coverage of a public television system, so we were ideally suited, as Ms. Coleman pointed out, to experiment and demonstrate some of these technologies.

I haven't really checked on the status of that lately, so I was glad to hear the report from Dr. Coleman's personal experience.

I remember Japanese courses were being taught at Iuka School way up in the northeast corner of Mississippi. The University of Kentucky was the platform where the actual teaching was done from, to these other places throughout the country.

One problem that I remember was the expense. It is not easy to pay for the expense of these new technologies. That may be where the Federal Government comes in, to try to help figure out a way to more economically make these resources available to State and local school organizations that want to use them.

What is your opinion or view of that? Do you have any personal experience on how we can make this more economical or more feasible?

Mr. DAVIDSON. The National Security Education Program, as Dr. Slater mentioned, funds not only scholarships for graduate students and undergraduates abroad, but also institutional grants that allow institutions to address just these kind of problems.

I would say the issue is the development of the modularized forms of Internet based learning. It's the time of digitizing and of developing those templates and testing them and so forth. That is very labor-intensive and very expensive. There is an obviously role for the Federal Government there.

Once it is out there, then the actual utilization is not so expensive. So, I think particularly the role in development is important.

Senator COCHRAN. Dr. Slater, do you have an opinion on that or a comment?

Mr. SLATER. The daunting part of technology is that it changes every day. It is very expensive. The issue of language learning is that it is active; it is not passive. One of the challenges in technology is to interact through distance education with the students

as opposed to just delivering language education to students in other locations. That becomes expensive.

As the technology advances, what is important is that we continue to monitor ways to deliver.

We have a set of students in the Rocky Mountain region through a cooperative agreement with Montana State University and the University of Washington where more than a dozen university students in areas you would never think would want to learn Arabic are actually studying Arabic now that it is being delivered to them interactively by the University of Washington.

So, it can work. The problem is it is expensive and it is technologically still very challenging. So, we need to continue to work on ways to improve it. But this is one of the ways to get access to more students.

Dr. Davidson points out, and it is very important, we are never going to replace the teacher. In language education we can only supplement and improve on what they do and gain access to more students, but we are never going to replace the teacher in this area.

Senator COCHRAN. Is there anything available to other school districts like Fairfax County or those in Mississippi that tried and true method of methodology or technology in teaching of foreign language that the Federal Government as a facilitator could help make available throughout the country?

Is there a magic bullet out there that we are somehow not hearing about?

Mr. DAVIDSON. I think there are probably many people in this room that have opinions on that subject. My colleague, Ms. Abbott, commented on the standards-based materials that are coming out. The standards across fields are comparable in the Goals 2000. We are seeing an increase of very interesting materials that are standards-based for Grade 4, for Grade 8, for Grade 12 or for Grade 14 or 16. They are not only articulated materials, but they make kind of sense in terms of the outcomes that we are all striving to deliver in the system.

So, the standard-based materials and institutions, and I am going to mention one for foreign language called LangNet, which is still inchoate, but it is up there already and it is available, by the way, free of charge right now, thanks to both Federal and private foundation support, including support from the Ford Foundation as well as the Federal Government, that makes quality-assured resources that have been tried and tested by teachers themselves and sort of screened and put up on the Net for voluntary use by teachers anywhere in the country.

So, there are some very encouraging developments. Again, that LangNet is a structure that we have to continue to polish, but there is good material that comes from the practitioners themselves. It is up there for use. So, I think there are some encouraging trends.

Senator COCHRAN. That is very interesting.

Ms. Abbott, what, if anything, could you recommend that we do in terms of Federal policy and programs that would help you do the job of meeting this challenge of foreign language learning at the local public school level?

Ms. ABBOTT. I am not sure I have a magic bullet here either, but I think in terms of attracting teachers to the field, we need to look at the salary issue. One of the basic reasons that young college graduates don't go into teaching is because of a lower salary start.

Even in Fairfax County with a beginning salary of $31,000, we lost a couple of teachers last year. They were sharing a house with young college graduates who were in the tech field. They have a much higher salary. They don't bring work home at night and they don't have the stress level during the day that a teacher does.

So, they start to weigh those kinds of issues. I think that we need to take a serious look at the culture of the teaching profession and the salary issues.

Senator COCHRAN. Are you in the Fairfax County Public School System using Foreign Language Assistance Program funds?

Ms. ABBOTT. We got our program off to a start with the Secretary's Discretion Fund grant that was given to George Mason University that we just used for some teacher training in the early years. Then we also benefited from an incentive grant to keep our program going.

But we like to include it in our baseline budget because then we can be assured that we always have it. So, it has been now long enough in our program in our school system that it is part of our baseline budget.

Senator COCHRAN. Do you know whether foreign language instruction is a determining factor in post-secondary education or career choices?

Ms. ABBOTT. We have talked to a number of our students graduating and they all have aspirations of continuing their language study. They all want to travel to the country, if they haven't already. They all want to include it as part of their career goals.

Senator COCHRAN. We had a panel of witnesses at our first hearing. We heard how agencies used something called the "machine translation tools." That is a fancy phrase, I guess, for having a machine translate foreign language writing or maybe spoken, if it is recorded, too.

I am curious to know from the people who have had experience in the classroom, are these devises used in schools or is this a helpful way to help teach foreign language skills, using machine translation devices?

I am going to ask that of Ms. Abbott and Dr. Coleman. Is that technology helpful at all?

Ms. ABBOTT. It is not really helpful to the schools unless they have a professional to review the translation. That takes quite a bit of work. We had some elementary schools that tried to use that kind of translation devise and they came out with some incredible letters to parents that made no sense at all. So, we nipped that in the bud.

But you would need a professional to overview that kind of translation. It is not perfected yet.

Senator COCHRAN. Have you had any experience with that?

Ms. COLEMAN. Just a little bit. I would say it is extremely easy, if you happen to give an assignment that they are supposed to do something in the other language and they do it that way, it is very easy to spot.

Senator COCHRAN. In the use of the distance learning programs, we were talking, Dr. Coleman, about your experience. There is not a substitute for the teacher in the classroom. That is the point.

Are these programs helpful at all? Have you encountered any televised or interactive distance-learning program that you thought was particularly helpful or useful?

Ms. COLEMAN. Well, the programs that we have delivered over our ETV system are interactive because that is cameras and television sets, both for the person who is producing the course and the classroom. So, they are very interactive. You can immediately speak to the people at both ends. So, they are good. They are still not quite the same as having the teacher where the student can touch them and actually be in the room with them.

By the way, those rooms, which cost originally about $80,000 each, were started with Federal funds from the Star schools. The cost has dropped now. I think they may be down as cheap as $50,000 now.

Senator COCHRAN. It still sounds expensive, doesn't it?

Ms. COLEMAN. Yes, it does.

Senator COCHRAN. Have Federal funds from any source been particularly helpful to your school districts or any others that you are familiar with in Mississippi in terms of foreign language education or training of teachers and the like? Is there anything that is helpful on the Federal program level at this point?

Ms. COLEMAN. I don't know actually of anything. It could be that some of the programs that are at the universities are assisted with Federal funds, some of the things that give teachers a summer experience that everybody was talking about. They are probably assisted with Federal funds.

As a teacher who teaches both science and math and foreign languages, I see many more programs for science and math teachers where the teacher can go for 2, 3, or 4 weeks in the summer and be paid, than there are for foreign language teachers to go, and be paid. That would be a place I could see the Federal Government putting some money.

Senator COCHRAN. Ms. Abbott, do you agree with that? Is that a program that you think would be helpful to your teachers or would help you recruit teachers?

Ms. ABBOTT. Yes, definitely. I think that teachers would benefit from that kind of concerted effort toward professional development. As I mentioned in my testimony, we need to turn around the way languages are taught in this country, definitely.

I also fully support the FLAP program and believe that it has started a lot of good, new foreign language programs. But we need to have some quality control there and we need to make sure that those programs are getting off to a good start.

We need to make sure that those school districts can sustain those programs because the worse thing is to start a child off in first grade in a language program and then have the funds cut in fourth grade. Then they are out of the loop. That frequently happens.

Senator COCHRAN. I want to ask this question of both of you as well. How is technology used in your schools, to your knowledge, to teach languages? Are there any new technologies that you have

encountered that could be helpful, that are being developed, either Internet-type technologies or other communication technologies?

Ms. ABBOTT. I would say that the main thing that we are looking at right now are online courses, because it is difficult for school systems to maintain the wide variety of courses that students need.

Our immersion students, when they arrive in high school, we need to make sure they still have challenging foreign language courses available to them.

We have started some dual credit classes with local George Mason University, but online courses would help us meet this kind of need. We are currently looking into some of the online courses that are available and possibly developing our own if they don't quite meet our needs.

Senator COCHRAN. Dr. Coleman.

Ms. COLEMAN. I would agree with that. The modular courses online sound particularly interesting because you could use modular courses as developed and make them fit each individual student. So, if modular courses were being developed, I think they would be very useful.

Senator COCHRAN. Well, I think this has been a very helpful hearing. I appreciate very much the participation of each witness in this panel. You have added to our understanding of the issues and the challenges we face in making our programs, our schools and colleges and universities and our government agencies more responsive to the need we have for well-trained, proficient users of language as it relates to our national security interests.

Thank you all for being here. This concludes our hearing.

[Whereupon, at 11:30 a.m. the Subcommittee was adjourned, to reconvene at the call of the Chair.]

APPENDIX

STATEMENT
BY
ELLEN LAIPSON
VICE CHAIRMAN, NATIONAL INTELLIGENCE COUNCIL
TO THE
SENATE GOVERNMENTAL AFFAIRS COMMITTEE
SUBCOMMITTEE ON
INTERNATIONAL SECURITY, PROLIFERATION, AND FEDERAL SERVICES
14 SEPTEMBER 2000

Mr. Chairman, thank you for giving me the opportunity to address your subcommittee regarding the Intelligence Community's foreign language requirements. I approach the issue from three distinct perspectives: As Vice Chairman of the National Intelligence Council, I am familiar with the IC's capabilities to produce all-source analysis—much of which is based upon foreign language material—on a wide range of topics. As Vice Chairman of the National Intelligence Collection Board, I participate in discussions about collection needs and shortfalls, including the Intelligence Community's ability to process and exploit foreign language material. Lastly, I am the Director of Central Intelligence's representative on the National Security Education Program Board, which sets broad guidelines for this relatively new foreign language scholarship program, about which your subcommittee will be hearing more in a subsequent hearing.

Let me say a word about the Intelligence Community--the wide array of separate agencies and institutions under the DCI's leadership. As you know, Mr. Chairman, the Intelligence Community is composed of the Central Intelligence Agency, the Defense Intelligence Agency, the National Security Agency, the National Reconnaissance Office, the National Imagery and Mapping Agency, the Department of State's Bureau of Intelligence and Research, and components of seven other departments and organizations. In my remarks, I will address issues that today concern all IC managers of analysis and collection as we attempt to cope with a growing need for foreign language expertise. I will also identify issues that have a greater impact on the work of particular agencies, and solutions that may be implemented in some but not all agencies.

One cannot overstate the centrality of foreign language skills to the core mission of the Intelligence Community. Foreign languages come into play at virtually all points of the intelligence cycle--from collection to exploitation to analysis and production.

- The collection of intelligence depends heavily on language, whether the information is gathered from a human source through a relationship with a field officer, or gathered from a technical system. For example, even traditionally non-linguistic operations such as imagery rely on foreign language skills to focus and direct collection efforts.

- Information then has to be processed and exploited, which entails verifying its accuracy and explaining it in clear and unambiguous terms. This often requires analysts with foreign language skills going over translations of conversations and trying to clarify exact meanings and interpretations.

- In some cases, the information is then disseminated to all-source analysts, and on occasion to customers, as raw intelligence. All-source analysts integrate media reports (including from the Internet, a growing source of foreign language material), Embassy reporting, and other information to produce finished intelligence for policymakers.

Of course, the finished product is in English, but the inputs may come from several different foreign languages and be assessed by a range of people with the ability to translate and interpret the material in its original language, and within its particular context.

One agency (NSA) and one component of another agency (Foreign Broadcasting Information Service--which is housed in the CIA's Directorate of Science and Technology) are particularly focused on language as a core skill because of the nature of their work.

- These two organizations, one very large and one very small, have a higher percentage of their staffs who are linguists, working full time to produce reports from dozens of foreign languages.

- Language is also a core skill for DIA and CIA collectors and the Defense Attaches.

- The analysts on the production side rely on translated reports to produce all-source intelligence products. But these analysts also need foreign language capabilities as part of their role as regional or functional experts. They need to be able to exploit captured or acquired documents, monitor the media, and interact with foreign nationals, including on extended assignments overseas where adequate language skills can make the difference between success and failure in an analyst's intelligence mission. The CIA, for example, has made foreign language knowledge an important criteria for selection into the newly established Senior Analytic Service.

Changing Requirements

Mr. Chairman, the Intelligence Community has a large number of talented people with appropriate language skills, but their quantity, level of expertise, and availability do not always match the ever-changing requirements of the intelligence mission. You have asked, Mr. Chairman, how our language needs have changed over the past 25 years. During the Cold War-- when the Soviet Union was the only credible threat to US vital interests--one could structure a workforce to have a critical mass of personnel with specific skills--including Russian language--for coverage of the Soviet Union, and smaller ranks of cadres with expertise on other major regions and potential troublespots.

Today, as we face diverse and complex threats, one would ideally want a workforce with skills that balance more evenly the requirements of tracking events in Russia—still a very strategic US concern—as well as in China, the Arab world, Iran, Korea, Central Asia, and key countries of potential instability in Africa, Latin America, and East Asia. As nationalist tendencies continue to increase, we are seeing more independent nations come into existence; this places a greater burden on the IC to keep pace with the expanding language requirements.

- One would also ideally want to be able to task on short notice workers with excellent language skills in relatively small places—

Burundi, East Timor, Bosnia, Kosovo—where problems can lead to US engagements, ranging from a unilateral effort—such as an evacuation—humanitarian operations, alliance policies, or UN peacekeeping forces.

Key Shortfalls

There is little doubt that most managers in the intelligence business wish that the foreign language capabilities of the workforce—in technical jobs, overseas positions, or analytic jobs--were more robust. At present, the CIA, DIA, State/INR, and various other agencies identify key shortfalls in Central Eurasian, East Asian, and Middle Eastern languages. These three large groupings include: Russian, Ukrainian, Armenian, Serbo-Croatian, Korean, Thai, Japanese and Chinese, as well as Arabic, Hindu, and Farsi, the language spoken in Iran, Afghanistan, and parts of Central Asia. I will add, Mr. Chairman, that the Community's need for foreign language skills is not limited to non-European languages. Strong language skills in Spanish and French can be critical for analyzing selected intelligence issues—for example, counternarcotics in Latin America or turmoil in Africa.

Let me give some sense of what the shortfalls in foreign language capabilities can mean for our ability to serve our customers, senior national security decisionmakers:

- The Intelligence Community often lacks the foreign language skills necessary to surge during a crisis—such as Serbo-Croatian for the buildup to the NATO bombing of Serbia or for a potential humanitarian emergency in, for example, Africa.

- At times, we obtain large volumes of documents that may be critical to make the case about gross human rights abuses by tyrants like Iraqi leader Saddam Hussein, but lack of translating capacity makes it hard to provide thorough analysis in a timely way for policy decisions.

- And a lack of language skills can limit our analysts' insight into a foreign culture, restricting their ability to understand and anticipate a deterioration in a particular domestic situation. This often diminishes our ability to warn policymakers about a potential trouble spot.

- Thousands of technical papers that provide details on foreign research and development in scientific or technical areas currently go untranslated because we lack the funds and personnel to interpret the material. Should this situation continue, we could face the possibility of technological surprise.

Solutions

The Intelligence Community clearly would like to remedy key shortfalls, have a higher percentage of officers with knowledge of at least one language of the areas they work on, and have those with languages able to maintain their skills at a high level of functionality. The Community's managers who work the foreign language problem have tried to develop a set of core principles to guide their work:

- The IC's foreign language priorities should be focused on the most important regions and countries for US foreign policy and ongoing military operations.

- Foreign language requirements should be driven by collection, analysis, and reporting.

- The Intelligence Community's skills management systems must be postured to respond to crisis tasking quickly; and

- The Community's language capability should be proportional to and not exceed the collection and analysis tasking it supports.

Now let me turn to specifics. The key languages in which the Intelligence Community has shortfalls are clearly identified in Community vacancy notices and advertisements to prospective job applicants.

- Hiring new officers with sufficient foreign language capability is clearly one important solution to the shortfalls, but these newcomers will require other training and seasoning before the range of their skills is put to full use.

For the work force that is already in place, a number of important initiatives are underway to mitigate language shortfalls and plan for long-term needs across the Intelligence Community:

- The ADCI for Analysis and Production, John Gannon, has recently completed a ***Strategic Investment Plan (SIP) for Intelligence Community Analysis.*** The SIP identifies concrete strategies and a series of initiatives to improve our overall analysis and production capabilities, including establishing a robust IC training and career development program, supporting a Community-wide "virtual university," and developing options for a National Intelligence Academy for IC training and education. Foreign language training will be a necessary component of these collaborative Community training initiatives.

- The Community's Foreign Language Executive Committee is composed of Senior Executive Service intelligence professionals who bring a broader vista to our language work and reflect the views of the programs they represent. The FLEXCOM strives to give strategic direction and integrate foreign language issues in Community policy, requirements, planning, programming, and budgeting fora. The committee meets regularly to identify areas for cooperation and collaboration among the agencies, as well as resources that could be mobilized in time of crisis. In addition, the Foreign Language Advisory Group (FLAG), which is comprised of distinguished former intelligence linguists and Community leaders, meets periodically to explore innovative approaches to mitigating foreign language deficiencies.

- The Foreign Broadcast Information Service, which translates nontechnical foreign media, has made excellent use of foreign nationals and contract employees who can be tapped when a crisis erupts but who are not permanent employees. Because FBIS works in the unclassified arena, it has enjoyed a greater degree of flexibility than NSA or other agencies with a great need for linguists and translators, where the security requirements are very stringent.

- Many IC agencies, including CIA, DIA, State/INR, and NSA offer on-the-job language training, while growing numbers are being sent to full-time language training. CIA, DIA, and NSA provide incentive pay for maintenance and/or usage of language.

- Many projects to develop and use technology, including machine translation tools, for foreign language training and processing are under way in the Intelligence Community with funding from the National Foreign Intelligence Program, Joint Military Intelligence Program, and the Tactical Intelligence and Related Activities budget. A number of pilot projects are underway that could eventually help IC analysts and information processors deal with the increasing volume of foreign language material.

- But humans will remain a key part of this equation. The trend is toward development of tools that are intended to *assist* rather than replace the human language specialist and the instructor. Still, though this capability is not intended to replace humans, it is increasingly useful in niche areas, such as technical publications.

- Russian language analysts have worked creatively to mine the vast array of open source materials now available from a more open Russian society. They have coordinated and pooled resources to develop common access to material from the legal, parliamentary, regional and military media in Russia.

In conclusion, it is clear that strong and adequate foreign language skills are essential to the successful performance of our foreign intelligence mission. It is also clear that, despite some innovative attacks on the shortfalls, we have a lot of work to do in this area.

I would like to thank the members of the Committee and staff for this opportunity to address you. I would be pleased to respond to any questions.

PREPARED STATEMENT OF RUTH WHITESIDE, DEPUTY DIRECTOR, NATIONAL FOREIGN AFFAIRS TRAINING CENTER, DEPARTMENT OF STATE

Department Of State Testimony On
State Dept Foreign Language Program
September 14, 2000

Thank you for the opportunity to appear before you to discuss the importance of the State Department's language program.

America's diplomats are its first line of defense overseas. Good language skills are as essential to their ability to do their jobs as planes, tanks and ships are to the force readiness of our military. Without effective diplomatic representation abroad, we risk increased military engagements at a higher cost to the nation.

As Secretary Albright said in her testimony before the Senate Appropriations Committee on March 2nd, "our Foreign Service, Civil Service, and Foreign Service National personnel contribute every day to America -- through the dangers they help contain, the crimes they help prevent, the deals they help close, the rights they help protect, and the travelers they just plain help. They have earned our praise. They deserve our support."

To ensure U.S. leadership in foreign affairs, we must develop a national consensus that sees the international affairs budget as an investment in our national security. We must provide the resources to support the diplomacy America must have to meet the new challenges of the 21st century. The State Department is changing from an organization whose main job is to observe and report into an organization that tells America's story, promotes America's interests, and confronts new dangers to our democracy.

The way to make our institution ready for the 21st century is to focus on preparing our people to assume these new roles. Language skills are more vital than ever if we are to effectively carry out our mission to represent America to the world.

Our overseas presence provides the essential underpinnings of America's ability to defend its security and promote its prosperity. Strong language skills in our Foreign Service corps are vital to achieving these goals.

We start ahead on this task. When it comes to our language instruction program, the Foreign Service Institute is without a doubt the finest in the country. FSI has the capacity to provide the necessary language training for U.S. government international affairs professionals and their families.

- FSI's language training focuses specifically on the work related requirements of international affairs professionals and the survival needs of those unable to receive full-time language training.

- FSI provides significant support for post language programs around the world.

- A variant of FSI's proficiency standards is widely observed in academia.

- FSI's testing program provides the official validation of language proficiency levels for most foreign affairs personnel.

- FSI at present teaches 62 languages ranging from Albanian to Uzbek.

- The largest enrollments occur in French, Spanish, Russian, Chinese, and Arabic. (these languages have been the big five ever since FSI was founded in 1947 with only brief periods of exception.)

- FSI maintains field schools in Tunis, Seoul, Yokohama, and by a contract arrangement with the American Institute in Taiwan. In addition, there is a small pilot program in Beijing.

- In FY99, FSI delivered 825,949 hours of language training in Washington, an increase of 22.8% over FY97.

- In FY99, FSI enrolled in language training 1,550 individuals from State and 457 from other agencies.

- In FY99, language training weeks for specialists (communicators, office managers, security personnel, etc.) Increased by 46% over FY97 to a total of 4167 weeks.

- Language training for eligible family members increased by 112% from FY97 to FY99 to a total of 2536 weeks of training.

- FSI routinely provides individualized language training for Ambassadors going to post. For example, our Ambassador to Tajikistan was able to address the parliament on national day in the Tajiki language, in contrast to the Russian and Iranian ambassadors who used their own languages. Thus, the U.S. underscored its support for the independence and democratization of a former Soviet entity. Other examples abound, including favorable local press comment on the language ability of our ambassadors to such places as Finland, Greece, Turkey, Latvia, Armenia, and numerous others.

- Reflecting the Department's vigorous hiring plan, language training for junior officers increased by 890% from FY97 to FY99 to a total of 2925 weeks of training.

- Overall language proficiency success rate increased from 60% to 70% from FY97 to FY99.

- Success is defined as meeting the individual's training goal when assigned for the appropriate amount of training.

Junior officers

- Over the past year, 25-30% of incoming junior officers bring with them sufficient language proficiency to qualify them to fulfill the language requirement for tenuring.

Language requirements at our posts are reevaluated on an annual basis. Based on the recommendations of the overseas posts, the Bureau of Human Resources and our regional bureaus, with advice from the Foreign Service Institute, determine which positions abroad will require foreign language proficiency."

We have recently initiated a number of new language training initiatives at the State Department, including:

- The out-year language program, which affords mid-level officers the opportunity to acquire additional world languages;
- Our new language incentive program, which rewards the use rather than the study of the most difficult languages and encourages repeat tours in the countries where these languages are used;
- More intensive language and area studies training for our mid-level specialists;
- And enhanced training in languages and area expertise for our new-hire generalists and specialists.

How have our foreign language requirements changed over the past twenty years? In the early nineties we opened 22 posts in the newly independent nations of the former Soviet Union. We have increased our presence in the Far East. This has required more officers with language skills. The Department's responsibilities for negotiations involving a variety of global issues have also grown exponentially. In this global era, language skills are key to an effective diplomacy. They are not a luxury.

We are proud of the language capabilities of our Foreign Service corps, but the reality is that we are sometimes unable to provide these individuals with a full course of studies due to urgent staffing needs at our posts. We will not be able to provide this training without significantly increasing our staffing levels to provide the personnel "float" needed to release our foreign service employees for training. The military builds training requirements into their force readiness plans and so should we. To put this in national security terms, we are face to face with a crisis of "diplomatic readiness."

If we do not address the problems as outlined by the Overseas Presence Advisory Panel regarding our diplomatic readiness, then, just like the armed forces in the early 1970s, we risk relying on an ineffective, "hollow" force to defend America's interests. The consequences would be serious.

- Less effective representation and advocacy of U.S. interests abroad;
- A loss of U.S. exports, investment and jobs;
- Inadequate political and economic information, leading to unexpected crises;

- Less effectiveness in promoting democracy and the rule of law;
- A weakening of the fight against international terrorism and drug trafficking;
- And a failure to provide U.S. citizens traveling abroad with the assistance they need.

The State Department is changing from an organization whose main job is to observe and report into an organization that tells America's story, promotes America's interests, and confronts new dangers to our democracy." To do this, communication--accurate, fast and effective-- with our allies and our adversaries is essential. We need trained people to do the job right.

Statement by
Christopher K. Mellon
Deputy Assistant Secretary of Defense for Intelligence

Opening

Mr. Chairman, Members of the Committee, I appreciate the opportunity to appear before you today to present the Department's views on U. S. foreign language capabilities, the Federal workforce, and national security. In the next five minutes, I will highlight for you the Department's vision as well as some of the strengths and weaknesses of our current foreign language posture. Finally, I will address the goals of the Defense Foreign Language Program. At the conclusion of my remarks I would welcome your questions and comments.

A Department of Defense Perspective

What are our needs?

- Foreign language skills and area expertise are integral to or directly support every foreign intelligence discipline and are essential factors in national security readiness, information superiority, and coalition peacekeeping or warfighting missions.
- Language needs for national security are set by national and defense strategies related to global engagement.
- Our needs have shifted from Cold War focus to hot spots all over the globe.
- Language is of critical importance in intelligence collection and production for all purposes including information superiority.
- Language capability is a critical readiness factor in signals intelligence at all levels.
- Essential in peacekeeping, peace making, conflict resolution, nation building.
- Essential in security cooperation, military diplomacy, coalition building.
- Essential in conduct of counter-terrorism and counter-proliferation/threat reduction activities.
- Essential in war fighting with emphasis on coalition warfare.
- At any one time our total needs are estimated to be 30,000 military, civilian employees and contract translators and interpreters dealing with over 80 languages.

Are these needs being met?

- Combatant Commands have been reporting shortfalls in language capability.
- General Craddock, Commander of Task Force Falcon (the US element of NATO KFOR), stated that he needed 150 linguists at the start of his mission and he had only 12 available.
- We are partially meeting our needs by operating what is arguably the world's largest language school – the Defense Language Institute Foreign Language Center.
- We provide basic language education to about 3000 enlisted and officer personnel each year.

- We provide about 13% of all US post-secondary instruction in foreign language and are still experiencing shortfalls in the less-commonly-taught and hard-to-learn languages.
- **We operate this school because we have learned that the high school and college language programs do not meet our needs in terms of numbers, proficiency level and specific languages.**
- In order to achieve the proficiency levels of our graduates, college students usually have to major in the language over the four year period and finish with at least a six-month immersion program in the language.
- In many languages such as Persian Farsi, Arabic, Korean and Chinese, we together with the Foreign Service Institute are the nation's primary source of language and cultural expertise.
- The private and public sector demands for persons with language skills lead many of our best and brightest language specialists to leave the service after a single tour.
- We find that the operating commands must frequently use our intelligence linguists to perform interpretation and translation for force protection and logistic support in deployments such as Somalia, Haiti, Bosnia, and Kosovo.

What is DoD doing to improve the foreign language capability?

- We have laid down a Strategy for a Defense Foreign Language Program that (given adequate resources) will lead to an optimal level of foreign language capable workforce drawn from the military active and reserve components, the civilian employee workforce and contract services.
- We will enable that workforce with appropriate technology providing qualified professional service and support across DoD Components' organization lines and DoD mission spectrum.
- The Joint Requirements Oversight Council has given their support to the strategy and the Defense Planning Guidance for 2002-2007 directs our efforts to further develop and provide the policy and program guidance for implementation.

Why do we need foreign language speakers?

- Communicating in languages other than English and understanding (accepting) cultural and societal differences is vital to success of peacetime and wartime military operations.
- Defense leadership now understands the need for foreign language expertise perhaps better than ever before with the exception of World War II. Many officers and senior civilians have personal experience in operating in foreign lands in non-war situations.
- DoD needs for language capability other than English are unique in that our military language specialists must also be qualified to perform as soldiers, sailors, airmen and marines.
- Our civilian and military language specialists must also possess specialized lexicons and substantive operational knowledge in political and military affairs.

What are some examples of occasions when the presence of foreign language speakers had a positive impact on national security?
Examples of the negative consequences of <u>not</u> having language specialists?

- Our definition of "national security" today includes almost any mission that brings our military in contact with people who speak languages other than English. The national security strategy of global engagement brings our military into foreign territory in situations in which the use of (or at the minimum the understanding of) the language and culture often makes the difference between confrontation or cooperation.
- The best examples of successes and failures are classified. Certainly the presence of qualified interpreters of Saudi and Iraqi Arabic during the Gulf War coalition operations can be declared as a positive contribution to national security. A detailed account of one of the best interpreters can be found in the journal *Applied Language Learning* Volume 9 Numbers 1&2 1998.
- As told by a Colonel participating in a humanitarian mission: A large crowd assembled in front of trucks and blocked them from delivery of aid to the compound designated as a distribution point. Unable to move the crowd aside until a young soldier hopped on the hood of the lead truck and explained to the people that the trucks must deliver the food to the center or they would turn around and go back to the airport.
- The clear example from DESERT SHIELD was the experience of the loudspeaker team to whom an entire battalion of Iraqi soldiers surrendered the night before the ground war began. Announcements from helicopter mounted speakers had no effect, but a junior NCO who dismounted his speakers and walked toward the battalion's location offering an alternative to fighting, in Iraqi dialect Arabic, achieved the desired effect.
- From Bosnia. A Lieutenant faces two angry crowds arguing over the ownership of cows. An interpreter provides the media by which the Lieutenant begins conflict resolution.
- In another sense we can still learn from the WWII experience of the Navaho and other native American "code talkers". When humans wish to hide their intent from others that may be listening, it is convenient to have a local dialect only understood by a select populace.

What languages are needed?

- In the context of military diplomacy, coalition building and partnership for peace programs, peacetime intelligence and readiness for conflict, the DoD needs about 80 languages.
- DoD language and area education through the DLIFLC and the NSEP primarily is focused on the languages that are less-commonly taught in the US school systems. Arabic, Korean, Chinese, Persian-Farsi, Serbian-Croatian, Russian, and Portuguese for example. But we do have continuing requirements for skilled French, German, and Spanish translators and interpreters.

How should linguists be trained?

- We have found that sound foundations in language education can be built with a combination of intensive classroom instruction, daily opportunity to use the language, and self-managed study followed by mentor supervised, task-oriented immersion either in the country or at a US immersion program.

Can we use foreign nationals?

- Yes – we can and do use foreign nationals. Many of the over 1000 contract linguists employed around the world by US military forces are foreign nationals.
- However, there are many sensitive if not highly classified positions that should only be filled by US citizens that we can clear to the appropriate level of access.
- Employment of foreign nationals should be based on four criteria:
  - They must have requisite language skills in both source and target languages (e.g. Albanian and English).
  - They must be unbiased and not have real or perceived conflicts of interest with our national goals in the region of operation.
  - They must be well enough educated to appreciate the importance of their assigned mission, and be able to communicate at the same level as the principals for whom they are interpreting.
  - They must have sufficient complementary education in political-military affairs to permit them to understand the concepts and nuances as they translate and interpret.

Do you have suggestions for improving the US foreign language and area education?

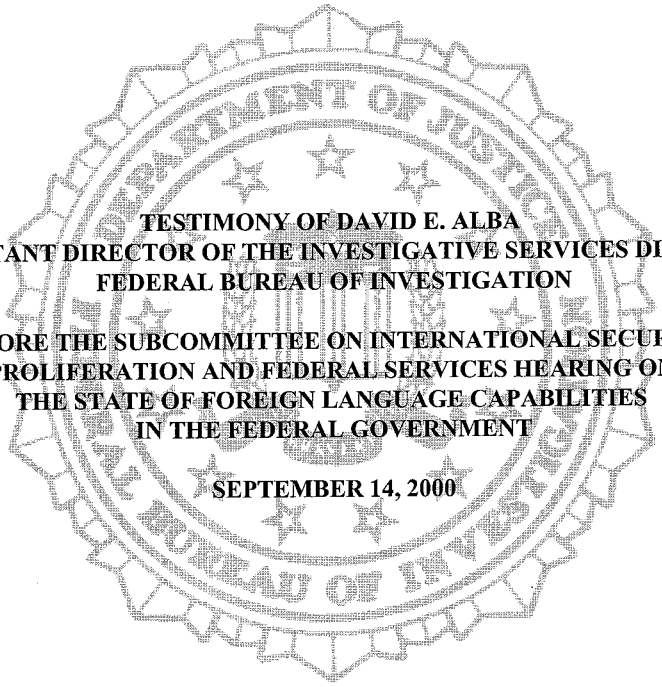
- Greater national investment in early childhood (K-8) language and cultural awareness education and in follow-up program evaluation.
- Greater and more focused investment in K-8 two-way enrichment and other effective two-way language programs followed by firm language requirements and appropriate communicative language courses for students in grades 8 through 16.
- Proposals have also been made to expand the role of the National Security Education Program with emphasis on investment in language learning within the public and private education systems.
- Over the years, there have been several calls to establish a National Language Foundation (comparable to the National Science Foundation) or a National Center for Excellence in Language Education supported by the Federal user agencies (Defense, State, Commerce, Justice, Treasury and others). We believe this suggestion merits consideration and that the Center's mission should include
  - research and development of teaching and learning courseware,
  - establishment of standards in performance of language instruction and testing,
  - service as national resource center and provider for both public and private sectors in language education and training,

  - development of and advocacy for national policy and programs to improve the skills and certify the qualification of language teachers,
  - development of and advocacy for national policy and programs related to development of foreign language capabilities and expansion of country and regional studies,
  - development of and advocacy for national professional criteria for qualification, employment and adequate compensation for language services (translation and interpretation).
- It has been suggested that a Center of Excellence already exists, in principle, in the Defense Language Institute Foreign Language Center with its fully accredited foreign language education capabilities, as well as its Federal Lab status for the study and improvement of foreign language teaching and evaluation.

Conclusion

In conclusion, the success of foreign language support to DoD military operations and national security objectives will continue to be dependent on a well-educated human language and foreign area specialist corps. That corps will be drawn from the product of the U.S. K-16 education system sponsored by the Department of Education and from DoD sponsored programs such as the DFLP and the National Security Education Program.

This concludes my prepared statement.



TESTIMONY OF DAVID E. ALBA
ASSISTANT DIRECTOR OF THE INVESTIGATIVE SERVICES DIVISION
FEDERAL BUREAU OF INVESTIGATION

BEFORE THE SUBCOMMITTEE ON INTERNATIONAL SECURITY,
PROLIFERATION AND FEDERAL SERVICES HEARING ON
THE STATE OF FOREIGN LANGUAGE CAPABILITIES
IN THE FEDERAL GOVERNMENT

SEPTEMBER 14, 2000

Good morning Mr. Chairman and distinguished members of the Sub-Committee. I appreciate the opportunity to talk to you about the FBI's Foreign Language Program, the critical need for language services in our agency and the value that these services provide to FBI operations. My name is David Alba, and I am the Assistant Director of the FBI's Investigative Services Division. One branch of my division is responsible for the FBI's International Operations and Foreign Language Programs, which is why I am so interested in the issues before this Committee today. These issues are ones that I have dealt with throughout my FBI career and not only in my current capacity as Assistant Director. I have been personally involved in the Language Program since I began working with the FBI as a new agent, twenty years ago. I am fluent in Spanish and can speak first-hand of the value of foreign language expertise in law enforcement as well as national security investigations.

Syndicated cartoonist Gary Larsen, creator of the "The Far Side," summed it up in a cartoon depicting a man and a duck. After several failed attempts to communicate with the duck in French, German and Spanish, the man says to the duck, "Quack." The duck responds, "Quack quack," and the conversation takes off. The caption reads, "It's nice to have someone who understands."

In the FBI, it is not only nice to have someone who understands -- it is imperative, and with thousands of languages spoken throughout the world, ensuring that there is someone who "understands" becomes a daunting task. The 1990 Census figures show that almost 14% of the population of this country speaks a foreign language in the home. The number will no doubt dramatically increase when the Census reports the results of their 2000 survey, but using the 1990 statistics, 14% equals over 30 million people, many of whom will be victims, witnesses or subjects of our investigations. Their English ability may range from good to none. You can imagine that many will forget they speak English completely when we knock on the door. The FBI can not do business without quick access to individuals with foreign language expertise.

When you look at the FBI's major initiatives, foreign language ability becomes even more critical: Foreign Counterintelligence, International Terrorism, International Drug Investigations and Multinational White Collar Crime. Our international presence has multiplied dramatically to provide liaison with local law enforcement in 44 countries. In fiscal year 1996, FBI domestic field offices generated 11,000 leads to our foreign liaison agents. In fiscal year 1999, the field generated 24,414 leads, representing a 57% increase in just three years. These are leads on domestic cases which are being investigated by the FBI in the United States.

The FBI looks to three primary sources for its foreign language support: Special Agents who demonstrate a proficiency in a foreign language, Language Specialists who are hired as professional translators for the FBI, and Contract Linguists and Contract Translation Agencies, who provide translation support on an as-needed basis. These linguists provide assistance in every type of case that the FBI investigates. Limited resources require constant prioritization between high-profile and critical investigations.

Fifteen years ago, the language needs of the FBI were predictable: Sicilian, Russian, Chinese, and many Eastern European languages. Fifteen years ago, nine Sicilian Language Specialists provided all of the language support to the FBI's criminal programs. Of course, times have dramatically changed.

I can tell you from personal experience that Spanish continues to be one of our seven critical language needs along with Arabic, Chinese, Japanese, Korean, Farsi and Vietnamese. Throughout my FBI career, I have used my Spanish significantly in each of my assignments, which include San Francisco; San Juan; Washington, D.C.; McAllen, Texas, as the Assistant Special Agent in Charge; and most recently as the Special Agent in Charge of the El Paso Office prior to my transfer to FBI Headquarters as an Assistant Director. My Spanish has been invaluable, not only for dealing with the criminals we arrested and the victims and witnesses of terrible crimes, but also with Spanish-speaking law enforcement officials and the Spanish media. The FBI never has enough agents who speak Spanish, because so many people speak Spanish as their native language throughout our country.

As could be expected, the volume of work in Spanish is very high, as it is with other, more commonly spoken foreign languages, but a few times each year the FBI receives a request for a language we've never heard of. With thousands of languages and dialects spoken throughout the world it's not surprising. Sometimes it is a challenge just identifying the language, but it is more difficult to find someone who can translate the tape or document from the target language into English, often under pressure of very short deadlines. Not only must the individual demonstrate a proficiency in the foreign language, but they must also show that their English is sufficient to translate the subject matter. The FBI has a busy foreign language testing program that develops language tests and certifies linguists, but we must also ensure that each candidate meets rigorous security requirements.

Where do we find these linguists? Academia produces Spanish, Russian and Chinese, but what about Twi, Avar and Gypsy? Furthermore, our academic system doesn't usually focus on the slang and street level jargon that is so much a part of the criminal element. Our linguists become experts in dealing with local slang and coded language, not to mention the cultural awareness that is important to multinational investigations.

Working a foreign language, court-authorized criminal wiretap is an ambitious undertaking for any Agent of the FBI. We use electronic surveillance when all other investigative techniques have been exhausted, and it is highly effective. First, you must ensure that there are enough foreign language monitors to man the equipment, sometimes twenty-four hours a day, seven days a week. We listen to live conversations. This is to make sure that we follow the law and not record or listen to any telephone call that does not relate to the crime as described in the court order. This enables us to act immediately, especially if there is the need to protect human life. Each call must be entered into a log and summarized into English, so all the monitors must be proficient in the target language as well as in English. The monitors must also understand the slang and code. Later, all pertinent conversations must be translated in full for the Court, and

some courts require a full transcription in the target language.

Criminals usually use coded language to cover their criminal activity. It may often reflect their legitimate business jargon. For example, during one wiretap of a group working in a dry cleaning store, the suspects talked a lot about cleaning shirts. They would say, "I need to have five shirts or ten shirts cleaned, " but when they began to ask for half shirts, it was obvious that they weren't talking about dry cleaning. In another case, the suspects were talking about moving the "green bananas" from one city to another. The specialist knew that "green bananas" was sometimes a code for marijuana, but this time, the fruit wholesalers were actually talking about green bananas.

Our monitors seldom come to us with a knowledge of drug street slang. If they did, it is unlikely that they would successfully make it through our security checks. The problem is further compounded by the differences in slang spoken in different cities around the country. Every language has colloquial differences, even English. If we heard someone say, "the stash is in the boot," we would probably look for the money in a shoe, but in Great Britain, a boot is the trunk of a car. We would be looking in the wrong place.

The need to decipher coded language appears in different types of cases. In 1993, you may remember the plot to bomb several New York landmarks by the radical followers of the Egyptian Blind Sheik Umar Abd Al Rahman. The code word used for the bombs was the Arabic word, "Hadduta," which literally means a child's bedtime story when translated from Arabic. It sounded innocent enough, but it became obvious that something was up when the suspects talked about "preparing the four Hadduta," "renting a warehouse for the Hadduta," and "buying oil and fertilizer for the Haddutas."

As a street agent, I worked one wiretap where the monitor translated the Spanish word "clavo" as "nail." Technically, he translated the word correctly, but in the context of the conversation it didn't make any sense. I noticed the inconsistency, and after listening to the conversation, I concluded that they were talking about a stash. Pursuing that lead, we conducted a search. We seized over 10 kilos of heroin, but we did not find any nails.

Speaking of nails, we all may be able to hammer a nail into a block of wood, but very few of us would make good carpenters. We know that all people who speak foreign languages are not able to translate, and even fewer can interpret. These are very difficult skills, and I can not overemphasize the importance of accuracy. I have seen situations where translations are vigorously challenged in court by defense experts. The FBI's success in investigating drug, organized and violent crime, as well as international terrorism and foreign counterintelligence, depends upon our ability to provide accurate translations from a sufficient number of credible linguists who may be called to testify in court as expert witnesses. It is an enormous tasking, and it is one that we are constantly struggling to meet.

The stakes are simply too high to fail. Every piece of foreign language material could be the key to solving the next big international drug case or maybe stopping a terrorist plot before the

bomb goes off. Last year, the FBI's Language Specialists and Contract Linguists translated over one million pages of documents and countless hours of audio material. With the growing demand for certain languages, the work continues to back up . The information becomes perishable over a period of time, so the lead value diminishes when the translation is delayed too long. When we're talking about unaddressed work coming from critical national security-related investigations, the implications are sobering.

The United States Government is the largest employer of linguists in this country, with over 60 agencies using translator and interpreter services. Today we are not only competing within the Government for the best linguists, we are now competing with private industry. A recent issue of a special interest magazine contained no less than fifty advertisements for linguists in the private sector. This is great for the linguists, but it also drives the rates beyond that which the Government can afford over the long term.

Do we share linguists among the various agencies? Absolutely! Unfortunately, the scarcity of linguists throughout the Government makes it more difficult to borrow linguists, but in a crisis, we all work together to make sure that the language support is there. When the crisis is over, however, it is business as usual. Then we are in the crisis prevention mode, and work is prioritized.

The Intelligence Community routinely collaborates to avoid duplication of effort, especially in language training matters, and the Community provides assistance to member components during those times of crisis. When one agency asks for a linguist who possesses a speaking proficiency on the Interagency Language Roundtable Skill Level Scale of three or higher and has a Secret security clearance, all agencies understand what that means. All agencies use the same skill levels to measure the proficiency of their linguists and the security requirements are same throughout Government.

This is not the case in the federal law enforcement community. Some agencies have no language proficiency standards, nor is there a uniformly accepted vetting process for access to case information other than that required for a confidential, secret, or top secret clearance. Of course, much of what we do in law enforcement cannot be classified as national security information, so a new standard should be developed to enable federal law enforcement to speak the same "language" when collaborating on foreign language matters.

Another problem is finding work to keep some of our Contract Linguists busy enough so they will not be looking for other jobs. In some languages, the volume of work never ends, but in others, the amount of work may be intensive only for a few months. When we need the language again, often after a period of months or even years, our Contract Linguists have found other jobs, and we must start recruiting, testing and processing all over again. It makes sense to share these linguists with other federal law enforcement agencies to ensure their availability and accessibility over a long period of time.

To achieve this, the FBI is now working with other Department of Justice components to

develop common language proficiency and security standards for linguists who will have access to our law enforcement-sensitive information. The project is called LEILA -- Law Enforcement Interagency Linguist Access. Once developed, Department of Justice components will be able to routinely share linguists through LEILA -- a database containing all known linguistic resources by specialty, for example interpreter, translator, or monitor; language skill level and security clearance. LEILA's objectives include ensuring the quality of linguists for federal law enforcement and related agencies, increasing the availability of linguists across agency lines, and bringing uniformity to the linguist selection process.

With the current demand for language services, we must always look for new and innovative ways to find linguists and process foreign languages. The FBI has an active foreign language training program whose goal is to provide language training to FBI employees who need these critical skills to perform their jobs. We have a Foreign Language Resource Center that provides self-study materials at various skill levels to all employees, and in addition to placing students in classroom training, we have mobile training teams that provide survival-level skills to our street agents in field offices that have large foreign language-speaking communities. While training meets many of our language requirements, it cannot provide the cultural and real-world knowledge that is gained through prolonged exposure to the target language culture, and that is what is needed for much of our work.

Another source of language support is through the use of machine-assisted translation programs that provide a means for "document triage," in other words, sifting through large amounts of documentary evidence. The agent may then prioritize materials for translation. While these systems are helpful, they do not eliminate the need for a fully certified linguist to prepare translations for court.

The FBI is also reaching out to our law enforcement partners overseas through liaison efforts with Great Britain, Canada, Australia and New Zealand, because the problems are not unique to American law enforcement.

The FBI's language requirements have multiplied several times over. We have agents working on the border who do not speak Spanish, and you cannot take complaints, interview victims or witnesses, nor can you develop informants if they cannot understand what you are saying. In addition to the rapidly increasing number of leads generated overseas in domestic investigations, we routinely request the assistance of foreign law enforcement by Letters Rogatory or treaties of mutual assistance in criminal matters, all of which must be translated into the language of the country. The information returned as a result of these requests must be translated back into English. Every day our field offices receive calls and visits from citizens with limited English ability, and we must provide interpreter services at a moment's notice.

So you can see, as the Gary Larsen cartoon said, it is not only nice to have someone who understands, it is essential. I appreciate the opportunity to brief this Sub-Committee on language issues which are critical to FBI operations with the hope that elevating these issues to this Sub-Committee will provide the impetus needed to aggressively move forward and improve the availability and accessibility of language services to law enforcement. I will be happy to answer any questions.

Remarks as Prepared for Delivery
by U.S. Secretary of Education Richard W. Riley

United States Senate
Committee on Governmental Affairs
Subcommittee on International Security, Proliferation, and Federal Services

Washington, D.C.
September 19, 2000

Good morning, Mr. Chairman and members of the subcommittee. It is a great pleasure to be here today to speak with you about the importance of foreign language instruction as part of a comprehensive 21st century education.

I want to take just a moment to mention that this likely will be my last appearance before Congress, and I am delighted that we will end on such a positive note. Chairman, it is wonderful to be here with you, someone who appreciates the value of learning a foreign language.

The benefits of helping Americans acquire a second or third language are significant. Strengthening this one area – foreign language instruction – helps to build a better workforce, to improve our national security, and, as research shows, to lift other areas of education as well. That is why I am convinced that we should do everything we can to ensure that we have high-quality foreign language instruction in America's schools.

Let me focus on these three benefits of promoting what I call "biliteracy." The first benefit is a better workforce. Today, more of America's companies do business in other countries, and more of our citizens regularly speak a language other than English in their home.

We should welcome these changes. They can make our nation stronger. And we should make sure that those who live in the United States and speak more than one language are valued. We should think of a second language as an asset for students, not a barrier.

Now, don't misunderstand me. Knowing a second language is not a substitute for mastering English. But with their language skills, people who are biliterate may enjoy greater opportunities in our increasingly diverse nation and command a greater salary in the marketplace.

The second benefit is stronger national security. Helping young people learn foreign languages can make our nation safer. If more Americans understand the language and culture of others, I believe that we will be more likely to avoid conflicts and reach across cultural differences to form international friendships and partnerships. There are also clear advantages in having members of our armed forces who are biliterate.

The third benefit is improved academic achievement for our students. We have strong evidence today that studying a foreign language has a ripple effect, helping to improve student performance in other subjects. The European Union has a goal for their students to learn three languages. Surely, we can help our students remain competitive by learning English and at least one more language.

Here is what the research says: Children who have studied a foreign language in elementary school score higher on standardized tests in reading, language arts, and mathematics. They also show greater cognitive development in areas such as mental flexibility, creativity, tolerance, and higher order thinking skills – four qualities that are very desirable in today's workplace.

So far, our nation has not done enough to help our children learn second and third languages. The United States lags behind many other developed countries in providing foreign language study to elementary and secondary school students. Research suggests that students acquire foreign languages more easily when instruction begins in the early grades. Despite this evidence, however, few elementary schools in the United States offer foreign language instruction.

Increasing our efforts in two areas will help us catch up with other nations in foreign language instruction and provide the excellent, complete education that our nation's children deserve.

First, we recently have promoted a number of changes at the Department to improve foreign language instruction in the United States. Our proposal to reauthorize the Elementary and Secondary Education Act (ESEA) would set a national goal "that 25 percent of all public elementary schools offer-high-quality, comprehensive foreign language programs by 2005, and that 40 percent offer such programs by 2010."

Specifically, the Foreign Language Assistance Program would support high-quality, foreign language programs for elementary and secondary students, and these programs would be aligned with state-approved standards and curriculum.

One of the problems with foreign language instruction in the United States is that, too often, when there is an elementary school program, it is not integrated with the middle school and high school programs. That means that young students have to adjust to new methods.

To remedy this, our ESEA reauthorization proposal includes provisions that would help students to make a smooth transition in their foreign language studies as they advance from elementary school to middle and on to high school.

Another problem is that when America's elementary schools offer foreign language instruction, typically it is just an introductory exposure to the language. So our ESEA reauthorization proposal also focuses on ensuring that the elementary school foreign language instruction is more challenging and more meaningful.

Our FY 2001 budget request includes $14 million for Foreign Language Assistance, which is $6 million above the FY 2000 level. The increase reflects the growing importance of foreign language skills, which I've outlined.

The second area in which we can increase our effort and improve foreign language instruction is what are called "dual language" programs. These differ from regular foreign language instruction in that students are immersed in English and a second language, rather than being taught the second language as a separate subject.

In dual language programs, approximately equal numbers of English-speaking and non-English speaking students participate in classrooms, with every student challenged to meet high academic standards for each subject in both languages.

Again, this approach is backed by research showing that students in high-quality dual language programs have higher achievement than their peers who are not enrolled in a language program. I have called on educators and community leaders to create more dual language schools. Right now, there are about 260 in the United States; I would like to see 1,000 dual language schools by 2005.

To help meet this goal, the Department announced on September 1st that we would be setting aside $20 million through the Bilingual Education program for two special competitions for dual language projects.

I am pleased that the budget plan that the president submitted to Congress for FY 2001 would increase funding for bilingual education, including dual immersion programs, to $296 million and increase our investment in foreign language education by 75 percent. We will continue to do everything we can to ensure that bilingual programs make a positive difference in helping students learn English and achieve academically.

I would like to emphasize that President Clinton and his staff have been leaders in the effort to improve foreign language acquisition. At the beginning of the Administration, we made competency in foreign languages part of the Goals 2000: Educate America Act. In 1993, we provided funding to four national language organizations to develop national standards in foreign language. These standards were issued in 1996, and they have given us a strong foundation for improving foreign language acquisition.

In addition, on April 19 of this year, the White House released a Memorandum on International Education Policy, which directs our U.S. Department of Education and other agencies to work to improve international education. The Memorandum specifically addresses the need to improve foreign language learning, including efforts to achieve biliteracy, and to enhance the nation's capacity to produce foreign-language expertise.

Technology and demographics are changing the world and the United States. As public officials, we should adapt our education policies to reflect these changes. By working together, we can encourage better foreign language instruction in our nation's schools. If we do that, we will strengthen our workforce, make our nation more secure, and elevate the level of education for America's children.

Thank you, Mr. Chairman. I look forward to your questions.

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Statement by

Robert O. Slater
Director
National Security Education Program

In earlier testimony provided to this committee you received some important evidence concerning the increasing importance of language competencies for the federal government. More than 70 federal agencies and entities, extending from the Departments of Commerce, Defense, Energy, and State to the intelligence community have current and future requirements for linguistically qualified personnel, including not only interpreters and translators, but applied scientists, engineers, lawyers, and regional experts. While language readiness has, for years, been a chronic problem within the federal sector, the rapidly increasing complexities of globalization have further exposed the need for supplementing the current training and recruiting system in the federal and academic sectors, including increased funding for goal-oriented academic language programs in critical languages coupled with incentives for linguistically proficient students to enter federal service. The lack of beginning, intermediate, and particularly advanced language skills among professionals in the federal government is indeed an issue of U.S. national security. On a more general level I would also argue that the imperative remains for the federal sector to consciously and systematically invest in a national effort to produce more qualified, **internationally skilled** graduates (cutting across all fields and disciplines) from its colleges and universities.

I am pleased to be here today representing the interests of the federal government and the National Security Education Program in providing practical and cost-efficient solutions to this problem.

In my brief remarks today, I would like to focus on the following areas:

1. Documented federal needs
2. The federal response
3. The critical role of higher education in addressing these needs
4. The unique role of the National Security Education Program
5. A proposed solution

Documented Federal Needs

Each year, as part of its mandate, the National Security Education Program (NSEP) surveys federal agencies and offices involved in the conduct of U.S. national security affairs to identify critical areas and languages of the world. The needs are across the board for competent professionals who are language proficient. A submission from the Dept of Commerce is instructive. It cites, for example, difficulty in finding qualified individuals with skills in: Arabic, Chinese, Hebrew, Russian, Central Asian languages, Hindi, Tamil, Ukrainian, to name a few. It outlines needs for (1) scientists and engineers who have Asian language skills; (2) skills in economics, statistics, public policy, business administration, and law coupled with language skills in Japanese, Hindi, Tamil, Cantonese, and Russian. The Department of State has experienced such difficulties in addressing their personnel needs, and much to our satisfaction, they have turned to NSEP for assistance in identifying language competent professionals. To

date, the Department has hired at least 34 NSEP award recipients. A number of these individuals are filling positions in U.S. embassies (Tajikistan, Mexico, Moldavia; Tashkent, Nepal, Phnom Penh, Budapest, Managua, Zagreb, Beijing); their language study under NSEP auspices has provided them with competencies needed by the State Department without need for additional costly and time-consuming language training. A list of some of these individuals is included in my complete testimony provided to the committee.

The Federal Response

The federal government has no systematic or coherent plan for ensuring that its professional workforce possesses the necessary international competencies. Its two preeminent language teaching institutions -- the Defense Language Institute and the Foreign Service Institute – focus on important but narrow segments of the federal population. Furthermore, the mission of these schools is for their students to generally attain no more than basic or functional levels of language proficiency. When imperative, federal agencies and offices contract out to proprietary services for language training on an as needed basis. There is no other systematic plan in place to ensure that new employees with more advanced language competencies can be identified or for existing employees to have more routine access to advanced language training.

Role of Higher Education

As the Association of American Universities has stated, the raison d'etre of the American research university is to ask questions and solve problems. Together, the nation's research universities constitute an exceptional national resource with unique capabilities. America's research universities are at the forefront of innovation; the expert knowledge that resides in our research universities is renowned worldwide; this expertise is being applied to real-world problems every day. In 1999, the federal government provided $16 billion to support university research. We rely on the U.S. higher education community to educate and train our leaders in business, commerce, science and technology. We expect them to train the best and brightest for work in academic, business and public sectors. But in the language and international skill arena, we are terribly deficient. We talk extensively about the importance of global education but we fail to address the infrastructure necessary to produce language and internationally competent graduates.

The role of the higher education community remains pivotal in solving this problem – indeed, together with an increasing emphasis on language acquisition in the K-12 environment, higher education offers the only feasible solution. Increasingly, higher education institutions have recognized the importance of their role as the leaders of innovation and change as trainers and educators for the workforce of the 21st century...integrating new learning technologies into their classrooms, expanding opportunities for distance education and creating opportunities for partnerships with school systems, government, and industry to improve education at all levels. The higher education community has also become more attuned to the practical skills needed by

its graduates to meet the demands of the 21st century. Our imperative is to seek partnerships with higher education to implement systematic programs designed to embrace language competency as part of its overall educational mission.

The Role of NSEP

NSEP is the only federal program that directly links the nation's security interests with the development of skills in critical world areas and languages. The National Security Education Act of 1991 solidly establishes the role of NSEP by stating that the "Federal Government has an interest in ensuring that the employees of its departments and agencies with national security responsibilities are prepared to meet the challenges of this changing international environment" and that the "Federal Government has an interest in taking actions to alleviate the problem of American undergraduate and graduate students being inadequately prepared to meet the challenges posed by increasing global interaction among states.

Originally designed by Congress to be a considerably larger effort NSEP has, due to budget reductions that reduced its Trust Fund by more than 50%, become a highly successful but small program. Each year it funds approximately 150 undergraduate students and 75 graduates to include language and foreign study as part of their academic program. NSEP funds only those students who undertake meaningful study of languages and areas of the world critical to U.S. national security outside Western Europe, Canada, Australia and New Zealand (the focus of study of more than 6 of every 10 American students). Through our partnership with higher education we have learned that in order to achieve higher levels of language proficiency, students must combine classroom learning with applied, in country experience.

The purpose of NSEP funding is to increase the number of U.S. students studying these critical languages....many start with no proficiency or beginning level proficiency. NSEP has been remarkably successfully in stimulating more beginning and intermediate level study of these critical languages, coupled with solid international/cultural experience. **Equally important, each NSEP student, as part of their award, has an obligation to seek federal employment in an agency or office involved in national security affairs.** You heard in earlier testimony about difficulties in identifying and retaining talented professionals in the federal government. Let me reassure you that there are many outstanding students in our colleges and universities who are eager to find jobs in the public sector. Our challenge is to create and increase opportunities for students to learn critical languages and then to establish paths, not obstacles, for them to facilitate their access to federal jobs.

NSEP also represents an important partnership between the federal government and higher education by investing in our colleges and universities to produce an increase the quantity, diversity, and quality of the teaching and learning of subjects in the fields of foreign languages, area studies, and other international fields critical to the nation's interests. It is this functional and accountable partnership that has led us to proposing a short- and long-term solution to the nation's critical shortfall in intermediate and advanced language expertise.

A Proposed Solution

NSEP, in concert with the National Foreign Language Center at the University of Maryland, has initiated a planning grant to explore the creation of National Flagship Language Programs in critical languages. The purpose of this effort is to establish a set of programs, with additional federal support through NSEP, that will produce significant numbers of graduates (many of whom will be candidates for employment with the federal government) across disciplines with high levels of language proficiency in languages critical to U.S. national security. The NSEP and NFLC have already begun to explore the feasibility of such an effort through a series of in-depth site visits to universities who are well positioned and committed to achieving such results. The objective is to make investments in these institutions that will enable them to produce high proficiency graduates for the long term. These flagship programs will be truly national. They will support distance education in critical languages, intensive language programs for a national student audience, and program articulation with local higher, secondary, and heritage education partners. The flagship programs will, through NSEP support, attract students, motivated by the NSEP service requirement to gain employment with the federal sector. The flagship program concept is unique..it represents an accountable partnership between the federal sector and the higher education community to produce advanced language graduates.

NSEP, together with the NFLC, and the cooperation of a number of colleges and universities, is prepared to immediately implement the flagship program. In the short-term, we can begin to produce a steady stream of graduates, at both the undergraduate and graduate level, across disciplines, with advanced skills in critical languages. Through mechanisms already in place in NSEP, many of these students will flow into the federal sector. All that is needed is a federal commitment – legislative and financial – to make the flagship program a reality.

Let me close with one final thought. For many of us who have struggled for years, to address this important issue, we are heartened by the interest demonstrated by this Committee. We are eager to work with Congress to identify solutions that work. And we are confident, given the right structure and funding, that the U.S. educational system can be successfully challenged to answer the call.

Robert O. Slater, Ph.D.
Director,
National Security Education Program

National Security Education Program (NSEP)

- Background

The National Security Education Program (NSEP), created by Congress in 1991, addresses the need to increase the ability of Americans to communicate and compete globally by knowing the cultures and languages of other countries. The Program supports learning about areas of the world that are critical to U.S. national security, and in which U.S. students and programs are under-represented. NSEP supports study in and about every region of the world, *except* Australia, Canada, New Zealand, and West Europe.

- Administration

The Secretary of Defense carries out the Program, in consultation with a thirteen member National Security Education Board (NSEB) of which the Secretary is the statutory Chairman. The Secretary has delegated these authorities and responsibilities to the President, National Defense University.

- NSEP Awards

Scholarships to Undergraduates to study abroad in areas critical to U.S. national security, and under-represented by U.S. students. NSEP has:

- ❖ Awarded over 1,300 undergraduate scholarships
- ❖ Supported undergraduate study in more than 60 countries and in more than 25 less commonly taught languages

Fellowships to Graduate Students to study less commonly studied foreign areas, languages, and other international fields critical to U.S. national security. NSEP has:

- ❖ Awarded over 700 graduate fellowships
- ❖ Supported graduate study in and about more than 90 countries, and 35 less commonly taught languages

➢ ***Almost one in every four scholarship and fellowship awards are made to students in non-traditional fields of study – e.g., engineering, applied sciences, health.***

Grants to Two and Four-Year U.S. Institutions of Higher Education to build and enhance programs of study in foreign areas, languages, and other fields critical to U.S. national security. NSEP grants have:

- ❖ Enhanced international education at more than 150 two- and four-year U.S. colleges and universities
- ❖ Opportunities for a broader and more diverse population of U.S. students to internationalize their curricula
- ❖ Programs of study in and about critical world regions, languages, and cultures for students in a more diverse array of disciplines including the applied sciences and engineering

- **Support for Teaching and Learning Less Commonly Taught Languages (LCTLs)**

NSEP undergraduate scholars and graduate fellows are required to include language study as part of their programs. NSEP stresses proficiency-based language learning. Each NSEP award recipient is tested prior to, and immediately following the conclusion of their NSEP-funded study programs.

The NSEP Service Requirement

All recipients of NSEP undergraduate scholarships and graduate fellowships incur a service requirement. They are required to work, in order of priority, either for a federal agency or office with *national security responsibilities*, or in the field of higher education, in an area related to the study funded by NSEP. The length of the service requirement is essentially equal to the length of the period of study supported by NSEP.

• Producing A Critical Federal Resource

Through innovative application of its service requirement for all award recipients, NSEP is providing federal agencies and offices with heretofore unavailable expertise in both a field of study and international competency. NSEP award recipients now contribute to the critical missions of the Departments of Commerce, Defense, Justice, State, and Treasury; the intelligence community; NASA, USAID, and the U.S. Congress. It is important to note that each NSEP scholar and fellow:

- ❖ May be employed under **Schedule A Hiring Authority**, automatically granted to any Federal agency seeking to employ any recipient of an NSEP Scholarship or Fellowship.
- ❖ May be hired ***without regard to any existing hiring preferences or restrictions.***
- ❖ May be hired for term, non-career appointments of up to 4 years.
- ❖ Has studied in a field or discipline that is important to U.S. national security.
- ❖ Has a documented foreign language capability.
- ❖ Has studied extensively in and about other countries or regions.
- ❖ Is a prospect for full-time employment, or an internship.
- ❖ Is inclined toward employment in the Federal government.
- ❖ Is a U.S. citizen.

NSEP Award Recipients
Satisfying Federal Service Requirement
at the Department of State

Adams-Smith, Kelly	Foreign Service Officer
Boyd, Kerry	Intern, Foreign Service Institute
de Guzman, Janina	Assistant Program Officer, Seoul, Korea
Dickson, Robert	Foreign Service Officer
Gyeszly, Steven	Embassy, Budapest
Hastings, Daniel	Foreign Service Officer
Jenkins, Dorcas	Embassy, Managua
Lachapelle, Paul	Embassy, Nepal
Lovelace, Lauren	Public Affairs Specialist (Russian)
Lynch, Maura	Junior Program Officer
McCaffrey, Cynthia	White House Fellow/State Dept
Merritt, Jeff	Embassy, Zagreb
Meyer, Maureen	Embassy, Mexico
Nagy, Anastatia	CAREP Intern
Raphael, Hillary	Embassy, Phnom Penh
Rubin, Michael	Intern, US Embassy, Tajikistan
Smith, Maureen	Consular Officer, Mexico
Strongman, Roberto	Consular Officer
Switnak, Nicholas	Embassy, Beijing
Tartakovsky, Dmitry	Political Analyst, Moldavia
Tulloch, David	Foreign Service Officer
Tyson, David	Second Secretary, Tashkent
Wilkinson, Lisa	Congressional Reports Officer
Wroldsen, John	Intern
Zellner, Melissa	Economic Officer

In addition to these individuals, an addition 9 NSEP award recipients were also recruited directly by the Department of State and are currently in training: 5 for Latin American Division and 4 for Asia Division.

NATIONAL SECURITY EDUCATION PROGRAM

UNDERGRADUATE SCHOLARS, 1994-2000

Numbers of Students by Country:

Argentina	37	Krygyzstan	2
Belarus	1	Lebanon	1
Bolivia	8	Lithuania	1
Bosnia	1	Macedonia	8
Brazil	60	Madagascar	6
Cameroon	6	Mali	1
Chile	52	Martinique	1
China	148	Mexico	50
Colombia	6	Morocco	19
Costa Rica	23	Nepal	7
Croatia	2	Nicaragua	2
Cuba	1	Niger	3
Cyprus	1	Paraguay	3
Czech Repub	28	Peru	4
Dom. Rep	24	Philippines	2
Ecuador	28	Poland	16
Estonia	1	Reunion Island	1
Ethiopia	1	Romania	3
Egypt	49	Russia	208
Ghana	14	Senegal	24
Greece	4	South Africa	17
Guatemala	2	Taiwan	19
Hong Kong	5	Tajikistan	1
Hungary	24	Tanzania	22
India	31	Thailand	17
Indonesia	19	Tunisia	3
Israel	30	Turkey	11
Japan	195	Uganda	2
Jordan	4	Ukraine	8
Kazakhstan	2	Uzbekistan	3
Kenya	20	Venezuela	4
Korea	11	Vietnam	13
		Yemen	5
		Zimbabwe	15
		Total	1340

NATIONAL SECURITY EDUCATION PROGRAM

GRADUATE FELLOWS, 1994-2000

Numbers of Students by Country:

Albania	1	Korea	7
Algeria	1	Latvia	2
Angola	1	Lebanon	3
Argentina	6	Lithuania	3
Armenia	3	Macedonia	8
Azerbaijan	1	Madagascar	2
Balkans	1	Malawi	1
Belarus	1	Malaysia	6
Benin	1	Mali	4
Belize	1	Mexico	19
Bolivia	8	Micronesia	1
Bosnia	4	Moldova	1
Botswana	1	Mongolia	4
Brazil	38	Morocco	8
Bulgaria	7	Mozambique	3
Burkina Faso	1	Namibia	1
Burma	2	Nepal	3
Burundi	1	Nicaragua	1
Cambodia	4	Niger	2
Chile	9	Nigeria	1
China	57	Pakistan	7
Colombia	5	Peru	8
Costa Rica	8	Philippines	3
Cote d'Ivoire	1	Poland	14
Croatia	2	Romania	6
Cuba	7	Russia	62
Cyprus	1	Senegal	9
Czech Repub	20	Siberia	1
Dep Rep of Congo	1	Slovenia	3
Dom. Rep.	1	Slovakia	1
Ecuador	8	South Africa	11
El Salvador	3	Sri Lanka	1
Estonia	2	Syria	4
Ethiopia	2	Taiwan	8
Egypt	18	Tajikistan	2
Georgia	2	Tanzania	10
Ghana	1	Thailand	16
Guatemala	9	Tunisia	1
Guinea	1	Turkey	14

Haiti	3	Uganda	3
Honduras	1	Ukraine	8
Hungary	8	Uzbekistan	10
India	26	Vietnam	16
Indonesia	23	Yemen	5
Iran	1	Yugoslavia	4
Iraq	1	West Bank	1
Israel	12	Zaire	1
Jamaica	1	Zambia	1
Japan	58		
Jordan	3		
Kazakhstan	15		
Kenya	5		
		Total	709

LANGUAGES STUDIED BY NSEP UNDERGRADUATE SCHOLARS AND GRADUATE FELLOWS

Africaans
Akan
Albanian
Amharic
Arabic
Araucanian
Armenian
Aymara
Azeri
Bambara
Belorussian
Berber
Buginese
Bulgarian
Creole
Czech
Estonian
Farsi
French
Georgian
Hebrew
Hindi
Hungarian
Indonesian
Japanese
Kazakh
Khmer
Korean
Lingala
Lithuanian
Luganda
Macedonian
Malagasy
Malay
Mandarin
Marathi
Mayan
Mendo
Nahuatian
Polish
Portuguese
Quechua
Quiche
Romanian
Russian
Serbo-Croatian
Shona
Sinhalese
Slovene
Spanish
Swahili
Tagalog
Telegu
Thai
Tibetan
Turkish
Twi
Uighur
Ukrainian
Urdu
Uzbek
Vietnamese
Wolof
Xhosa
Yoruba
Zulu

NATIONAL SECURITY EDUCATION PROGRAM (NSEP)
Grants to US Institutions of Higher Education
Fact Sheet

Background

NSEP institutional grants provide opportunities to develop or strengthen the capabilities for US institutions of higher education to educate students and faculty in critical languages, cultures, areas and international fields, thus strengthening the nations ability to operate effectively in the international environment.

Areas of Emphasis

- *Improving language acquisition and cultural knowledge*
- *Improving study and work opportunities abroad*
- *Stimulating faculty involvement in enhancing international capacity*
- *Improving information dissemination and linkages across institutions*
- *Broadening the base of interdisciplinary and institutional relationships*

Some Examples of Languages Addressed by NSEP Award Institutions (1997-1999 only)

Akan	Cimbemba	Malagasy	Turkish
Arabic	Czech	Ndebele	Turkmeni
Armenian	Georgian	Polish	Urdu
Azeri	Hindi	Russian	Uzbek
Bahasa/Indonesian	Hungarian	Serbo-Croatian	Vietnamese
Brazilian Portuguese	Japanese	Spanish	Xhosa
Bulgarian	Kazakh	Swahili	Yourba
Cantonese	Korean	Tagalog	Zulu
Chechen-Ingush	Mandarin Chinese	Thai	

Selected NSEP Institutional Grants Project Descriptions 1994-1999

Content-Specific Language Skills for Professional Programs

Johns Hopkins University, School of Advanced International Studies. This grant program is to develop integrated materials for specialists in international affairs with a series of Readers in Arabic, Chinese, Japanese, and Portuguese. In cooperation with the American University in Cairo, Johns Hopkins also offers a track model for international businesses, financial organizations and NGOs to provide advanced Arabic language and culture training.

University of Illinois at Urbana-Champaign. This grant is to enhance U.S. understanding of the domestic, regional, strategic, and technical factors that shape decisions in India and Pakistan concerning their inter-linked nuclear, environmental, and economic policies. The program offers introductory Hindi language and South Asian culture and politics courses.

University of North Carolina. This grant is to develop a major interdisciplinary Master's Degree Program in Russian/East European Studies to train a cadre of professionals to respond to the unprecedented geopolitical transformations of the post-Cold war era. The program integrates language study (Bulgarian, Czech, Macedonian, Polish, Russian, Serbo-Croatian), with region-specific expertise through area study courses, alongside a concentration such as business, computer science, economics, history, linguistics, political science, or public health.

Michigan State University. This grant is to develop a focused and sustainable Environmental Sciences in Japan (ESJ) program, within a preexisting institutionalized language program at the Japan Center for Michigan Universities (JCMU). The program coordinates Japanese language and culture studies for students from a consortium of 15 Michigan universities as well as from other states and countries at its center in Hikone, Shiga Prefecture, Japan.

Utah Valley State College. This grant is to support the US-China Professional Development Program which is designed for students majoring in engineering, computer science, technology management, and related applied, technical and managerial fields to produce a cadre of Americans skilled in Chinese language and culture.

University of Pittsburgh. This grant is to develop the International Technology Center of the School of Engineering to implement an international component into freshman engineering courses, through which engineering students gain competency either in Chinese or Spanish, and their associated cultures.

University of California, Davis. This grant is to establish a consortium of ten medical education institutions in the United States, Latin America, Africa, and Asia designed to create an infrastructure that facilitates international education within medical training.

The Ohio State University. This grant is to create China Link, a model six-month program in China that provides 23 American business undergraduate and graduate students the opportunity both to learn Chinese language and culture and to gain first-hand knowledge and experience in Chinese corporate culture.

Texas A&M University. This grant is to broaden the understanding of how different countries address topics such as food security and bio-terrorism in the veterinary curricula. The program links two veterinary colleges in the U.S. (Texas A&M University and the University of Georgia) with a veterinary colleges in Chile, in Brazil and in Argentina and includes distance learning using a web based application that provides simultaneous translation from Spanish to English, and English to Spanish.

Program and Institutional Development for Less-Commonly Taught Languages

University of California at Berkeley. This grant is to support the Program in Post-Soviet Studies that expanded its focus of training and research to include the Caucasus and the Caspian littoral states of Kazakhstan, Turkmenistan, and Iran. It provides advanced language training; dissertation fellowships; interdisciplinary curriculum development; outreach and publications; as well as public lectures and a visiting professorship from a professional in the region.

Oregon State University The grant is to provide Oregon State University with the resources to fully implement a new international degree for undergraduates offered as a concurrent degree available in conjunction with all other baccalaureate degrees. The degree requires study abroad and competence in a second language by all students.

Missouri Southern State College. This grant is to create a Pilot Program for improving the study and teaching of India and Pakistan, and for assisting professors nationwide in advancing the study and teaching of South Asian history and culture across several disciplines and at various levels throughout the post-secondary curriculum. The project creates linkages across academic departments and with other institutions of higher education, both in the U.S. and in South Asia.

New Multimedia Technology and Language Learning

University of Hawaii at Manoa. This grant is to support a pioneer distance education program in Mandarin Chinese over interactive television and internet in collaboration with Peking University and the

Beijing Film Academy. In addition, the project offers national workshops to disseminate pedagogically effective methodologies for the use of integrated technologies in language learning and distance education.

Monterey Institute of International Studies. This grant is to provide instruction in less commonly taught languages and cultures of the Pacific Rim nations, specifically, Cantonese, Korean, Tagalog, Thai, and Vietnamese. The Center: enhances language instruction capacity in the intensive mode for Cantonese, Korean, Tagalog, Thai, and Vietnamese; incorporates technology that permits delivery of ancillary and maintenance language and culture learning through distance learning; and offers faculty training and curriculum development.

University of Arizona. This grant is to enable the publication and distribution of urgently needed instructional CD-ROMs to aid learners and teachers of Mandarin Chinese, Turkish, Korean, Cantonese, Kazak, and Brazilian and African Portuguese. This project takes advantage of the latest instructional technology to address the historical limitations of self-instructional pedagogy. In addition, the grant provides high quality technical support for a proven language courseware authoring system designed to facilitate preparation of instructional materials in Less Commonly Taught Languages (LCTLs). The present project expands the use by LCTL teachers of the MAXAUTHOR software program, a user-friendly authoring system.

Montana State University. This grant is to develop an innovative model program utilizing distance education technologies with a period of study in Morocco to teach Arabic and the culture of North Africa and the Middle East. In cooperation with the Middle East Center of the University of Washington, Seattle and six participating colleges and universities in the Northern Rockies/Great Plains, this program combines Arabic language instruction utilizing distance education technologies with a period of study in Morocco. Students have the opportunity to study basic Arab language through interactive video classes offered by the Middle East Center at the University of Washington, coupled with a sophisticated web site of Arabic language and cultural material.

Indiana University (Bloomington). This grant is to develop materials that utilize direct-feed video and world-wide web technologies to improve the acquisition of Central Asian cultures and languages such as Azeri, Kazakh, Turkmen, and Uzbek. This project is a joint effort of the Inner Asian and Uralic National Resource Center at Indiana University, the American Council of Teachers of Russian, the Satellite Communications for Learning (SCOLA), and the National Foreign Language Center. To improve access to learning materials in these languages, the learning modules are made available through a dedicated web site -- CenAsiaNet, using architecture similar to that of a Russian-language resource center already operational.

Northern Illinois University. This grant is to make Southeast Asian language instruction and cultural information (Thai, Indonesian, Vietnamese, and Tagalog) available to a national audience by creating SEAsite, an innovative World Wide Web site that features interactive multimedia language learning activities and cultural materials.

<u>Reaching Under-Represented Groups</u>

Morris Brown College. This grant is to establish a Study Abroad Resource Network to facilitate study abroad opportunities for a broad range of HBCU students. The Network address the serious under-representation of African-American students in study-abroad programs, and the need for more formal study-abroad programs at HBCUs. The Network contributes to the development of a sustainable study abroad infrastructure for HBCUs. In addition to training and technical assistance for Network members, the program also provides opportunities for the acquisition of foreign language and culture, in conjunction with study abroad programs in Africa.

University of Iowa. This grant is to increase the capacity of HBCUs and institutional members of the Hispanic Association of Colleges and Universities to teach international business, politics, foreign

languages and cultures and to increase the number of minority faculty who can educate U.S. citizens in global issues. The program incorporates Russian and Ukrainian languages, Slavic culture, international business and international political studies with hands-on foreign research experience in Russia and the Ukraine.

University of Illinois, Champaign-Urbana. This grant is to fund a project that involves the 12 public universities of Illinois with the aim to internationalize higher education through the establishment of the Illinois Consortium for International Education (ICIE). The project targets minority and low income students in business and education, two strategic disciplines which are traditionally under-represented in international programs. Students participate in intensive summer programs at the University of Illinois and prepare to study abroad, primarily on Mexico and Japan.

Clark Atlanta University. This grant is to support a collaborative project that increases the number of students who are trained in and have an overall understanding of women's roles in national development, democratization, and production in the countries of Africa. The program includes 10 weeks of comprehensive development training at Clark Atlanta University, followed by 10 weeks of highly specialized language training, and a 12-week African internship with research component and in-country language and culture training.

Johnson C. Smith University. This grant is to establish a Russian Language and Culture Program designed to stimulate and facilitate international studies among students and faculty at seven historically black colleges and universities, 4 state and 3 private. The project targets students in critically under-represented fields of study, including applied sciences, computer science, engineering, and business/economics. The project (1) creates a consortium-wide Russian language learning infrastructure designed to attract and hold students with occupational interests involving Russian; (2) strengthens linkages with Russia by expanding relationships with Russian universities; and (3) establishes collaboration with the evolving national coalition of schools, colleges, and universities involved in Russian language training and learning.

Morgan State University. This grant is to establish and develop a national resource center and training program in East Asian Studies (EAS) directed toward minority populations, specifically public urban school systems and historically black institutions (HBIs). Designated as a Regional Center in Asian Studies the program develops its faculty and curriculum in EAS to offer an interdisciplinary major in EAS, and creates a Training Program in EAS consisting of an annual Summer Institute for HBIs and high school faculty.

Armenia Yerevan
Azerbaijan Baku
Belarus Brest Gomel Grodno
Minsk Mogilev Vitebsk
Georgia Tbilisi
Kazakhstan Almaty
Astana Ust-Kamenogorsk
Uralsk
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Statement
by
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(Washington, D.C.)

to the

Subcommittee on International Security, Proliferation, and Federal Services
of the
Senate Committee on Governmental Affairs

regarding

Foreign Language Instruction in the U.S. Educational System:
Achieving Language Readiness for National Security

Tuesday, September 19, 2000
10:00 A.M.
342 Dirksen Senate Office Building

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Mr. Chairman, Members of the Subcommittee, I am grateful for the opportunity to appear before you today to present views, experience, and research results concerning the state of foreign language learning and instruction in the United States in the year 2000. In addition to summarizing these views, I have included what I intend to be a set of constructive suggestions regarding the central role of the federal government in meeting the challenges of addressing our national needs in foreign language training.

Over the past 30 years, I have worked extensively in the assessment of the foreign language skills of Americans at key junctures in our educational system: Grades 4, 8, 12, at college entrance, before and after study abroad, and upon completion of college or university language programs. Most of my work has focused on the study and teaching of Russian in the United States, but in recent years I have worked closely with colleagues in other language fields with similar interests and responsibilities. I am a member and recent chair of the K-16 U.S. Foreign Language Standards Collaborative, a group of presidents and CEOs of the national foreign language professional associations, and am a member of the standards development committee for all the foreign languages of the National Board of Professional Teaching Standards (NBPTS). I am a practicing academic and teacher-trainer, and for the past 25 years have headed the principal study abroad organization for the study of the languages and regions of Russia, Eastern Europe, South Caucasus, and Central Asia, programs funded by the U.S. government and over 500 participating schools, colleges, and universities where these languages are taught.

Following brief summary remarks based on a more detailed report of research and survey results, which I have referenced in several of the footnotes below, I would welcome any questions or comments.

You have heard last week from a panel of experts from within the federal government about our critical national needs for competencies in critical foreign languages and cultures. While I am here today, in part, to suggest how higher education can address these critical needs, I want to articulate a couple of points that I think ought to be before this Subcommittee and Congress as it considers how best to address these needs.

First, the central federal responsibility in my view is to ensure that with regard to critical languages, we are able as a nation to maintain what I will call "language readiness" for the national security, economic, and educational needs we can reasonably anticipate. It is too late to be worrying about our language readiness for our military, intelligence, and diplomatic capabilities when we're deploying peacekeeping troops in Kosovo or negotiating a pipeline deal in Azerbaijan, or hammering out a trade pact with China. Readiness begins with the educational expectations of our youth, and continues throughout our lives.

Second, while it may be axiomatic that our national security needs in this area include law enforcement, diplomacy, defense, and intelligence, we cannot afford to see these needs solely as a dimension of the federal government and its agencies. Matters of national security for which sophisticated language and cultural skills are needed are cross-cutting through the private sector

to include business interests, NGO activities, and educational enterprises. Our solutions to the problems we face as a nation typically involve all of these sectors--whether the challenge is focused on trade, public health, the environment, and the like--and so we must also consider that the solutions for the federal government in its language readiness address those similar needs in these other sectors.

Third, the members of this Subcommittee can have confidence that when the federal government chooses to invest in national foreign language training , it can have profound, positive, and effective results. For example, our programs for higher education in the Department of Education under Title VI and section 102(b)(6) of the Fulbright-Hays Act and our specialized programs for Eastern Europe and the former Soviet Union through Title VIII in the Department of State produce key language assets for our national interest. My colleagues Richard Brecht and William Rivers of the National Foreign Language Center have just released as study of Title VI, entitled *Language and National Security in the 21st Century*, which analyzes the role of these programs in supporting our national language capacity.[1] I would urge that you review it.

I. The Goal: Professional-Level Competence in a Foreign Language

There is more to mastering a foreign language than simply knowing a lot of vocabulary words and remembering the phonetic and grammatical rules for stringing words together, no matter how quickly or skillfully the learner may be at these manipulations. As previous testimony from the FBI, State and Defense Departments have underscored, effective communication and successful negotiations with a foreign partner -- whether with a partner in peacekeeping, a strategic economic partner, a political adversary, or a non-English speaking contact in a critical law enforcement action -- require comprehension of the underlying cultural values and belief structures that are part of the life experience of the foreign partner. In fact, English language alone is probably sufficient, if all we as a nation need to do is continue purchasing products from abroad. But if the goal is to increase the export of American products and services, to engage foreign partners across all sectors, or, for that matter, find the right approach to "telling America's story abroad," then it is up to the American side to understand the foreign client's psychology or the foreign public's value system, as embedded in that culture's language.

Our nation's distinguished senior diplomat in Russia, Ambassador Jim Collins, noted at a recent conference on the Department of Education's Title VI foreign languages and international studies programs, that while he has at his disposal in Moscow arguably some of the best bilingual, Russian-to-English translators produced by either the U.S. or Russian government

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[1] Brecht, Richard and Rivers, William. *Language and National Security in the 21st Century. The Role of Title VI/Fulbright-hays in supporting National Language Capacity*. NFLC and Kendall/Hunt Publishers, Dubuque, Iowa, 2000.

language training schools over the past decades, if he personally did not speak, read, and comprehend Russian well beyond the "3+" levels, he would often not be able to make political sense of many of the conversations and situations he deals with in that country on behalf of the U.S. government each day.

As experienced international negotiators know all too well, and undoubtedly what Jim Collins may also have had in mind, is that the most important part of a serious business or political message in a foreign language is often what is ***not*** being said to you. The linguist's ability to "read between the lines" is as important in a foreign language and culture as it is in ones own. But in a foreign culture, the signals themselves may function entirely differently. And underlying cultural assumptions in strategic communication from one language to another are almost never signaled, either by the speaker or by the native translator. For example, no Eastern European political leader today can pronounce words like "peace" or "friendship," without inadvertently invoking the worn-out, cynical associations that these phrases all acquired from Soviet-era propaganda. As President Havel has pointed out, once beautiful words like "democracy," "freedom," and "humanitarianism" were so abused in the past 50-75 years by one party boss and propaganda chief after another that the words were transformed into cudgels by those governments, which launched wars of liberation and sent people off to concentration camps, all in the name of peace, freedom, and [socialist] democracy.[2]

But even very common words like "help," "money," "family," "friend," "homeland," which are usually translated with one-for-one equivalents across languages by experienced translators and diplomatic practitioners alike, can be and often are problematic. This is because the standard definitions of these words in bilingual dictionaries more or less correspond on the level of denotation. Yet until the speaker of a foreign language can fathom the associative powers of these words in the other culture, s/he will be unable to gauge or control the effect of the words chosen on the foreign listener. For example, rendering "help" to a colleague is perceived in very different terms by an American who has grown up within our own culture's notion of self-reliance and individualism, and, say, a Russian, whose culture requires a much more "hands-on" and personally engaged response by anyone who renders help, including "help" that has not been requested. Similarly, within cultures where individuals have learned to distrust virtually all institutions, there is a documented tendency among people to invest personal relationships with much higher levels of mutual responsibility and accountability. Within this context, it is not surprising that misunderstandings between the most well-intentioned Russians and Americans arise: to the American, the Russian is asking too much of the friendship or is viewed as mixing friendship with an array of other pragmatic interests; to the Russian, the American's characteristic friendly smile is merely superficial, bringing no commitment to follow through on behalf of the friend in the dealings of the real world.

To quote Vaclav Havel again, "every word has a life of its own" in a foreign culture. And even when an English words are taken over into foreign cultures, as is now so often the case, the

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[2] Havel, Vaclav. "A Word on Words," *New York Review*, 25 July 1989, 4-9.

original meaning and associative powers of that word may be quickly lost or re-evaluated. For example, the Russian co-author of my first university textbook of Russian puzzled for some time over English language wording she encounter on an array canned goods and jars of fruit jelly in a local American supermarket: "No preservatives added." Finally, she gathered up her courage to ask a female member of my department the difficult question: "But why would you put preservatives in canned goods?," she asked. In Russian, the very English sounding word *prezervativ* has only one standard meaning -- a condom.

II. The Architecture of the U.S. Foreign Language Field

While the architecture of the foreign language field in U.S. higher education in the year 2000 is characterized by some degree of redundancies (especially at the lower levels of training) as well as certain language-specific lacunae at the advanced levels, overall the system has the capacity to train, and does indeed produce, 3-level proficiency in English base-language learners in two or more language modalities. Indeed, with proper support and strategic use of "flagship" American programs, the U.S. could produce far more "superior-level" speakers of foreign languages than it currently does.[3] Key elements of the flagship programs include:

1) articulated school-to-college proficiency-based programs and curricular sequencing, e.g., the K-16 outcomes-based standards for foreign languages in the United States;[4]

2) dedicated programs for heritage language learners at the school and college level;

3) internet-based language learning (through LangNet and other sources) available to support language students from the professional schools, heritage learners, and students requiring content-based approaches to foreign language learning;

4) intensive summer immersion institutes (stateside) for non-beginning students engaged in developing language skills beyond 0+, 1, and 1+ levels;[5]

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[3] 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/ (Refer to "Research and Development Programs").

[4] *Language-Specific Standards for the Modern Foreign Languages: K - 16.* ACTFL/Foreign Language Collaborative, Allen Press, Lawrence, KS, 1999.

[5] Brecht, Richard D., Davidson, Dan E. and Ginsburg, Ralph. *Predictors of Foreign Language Gain during Study Abroad.* NFLC Occasional Papers, 1993.

5) effectively supported study abroad immersion language programs for non-beginning students engaged in developing language skills beyond 1, 1+, 2, and 2+ levels;[6]

6) stateside university-based advanced level language or 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.

Flagship programs, broadly defined, exist today for many of the critical modern languages. Some are housed within major research universities (Harvard, Indiana, UCLA, etc.); others within smaller institutions which have made particular commitments of resources and faculties over time to advanced language study, such as Bryn Mawr, Middlebury College, or Monterey Institute of International Studies, to name just a few.

Unfortunately, many factors mitigate against the optimum functioning and dissemination of these programs as models within the current academic environment. Foreign language study must compete on campuses with other discipline-based courses for the attention and time of today's undergraduate and graduate professional students. Because of the generally low levels of competence of most American college-level learners of languages, most do not entertain the possibility of satisfying major or degree requirements with courses taught in the target language, a strategy which becomes increasingly appealing, however, if the student can spend a year abroad in an immersion program where the major field is available for foreign students. The negative argument tells the student that s/he cannot undertake work in another field because his/her command of the target language is too weak. The positive experience of year-long study abroad students suggests that content-based learning contributes to target language acquisition and vice versa.

III. Where Federal Support Is Likely to be Most Useful

What is needed, then, is augmentation of existing federal mechanisms to draw attention to those aspects of the present language training system that are working well, and to provide an incentive for students in institutions of all kinds to pursue advanced study of the critical foreign languages. For example of the 14.5 million students enrolled America's 4,096 public and private higher educational institutions, only 1.2 million (8%) are enrolled in any level of foreign language study.[7] Of this number more than half are enrolled in Spanish language. In addition, a

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[6] Davidson, D., Marshall, C. and Rivers, W. *Quantitative Studies on Foreign Language Acquisition in the Study Abroad Setting.* ACTR, 2000. (Forthcoming)

[7] "*Foreign Language Enrollments in United States Institutions of Higher Education, Fall 1998.*" Prepared by the Modern Language Association, Association of Departments of Foreign Languages, New York, NY, 1999.

high percentage of the total number of course registrations are at the beginning and intermediate level. The nation's state of readiness in foreign languages should not rely on the fads or vagaries of undergraduate enrollment choices. A federal incentive is needed at this time to address:

1) the general lack of knowledge among students and academic advisors about how to plan a language training career that will bring the student to a professional level of competency;

2) the need for direct support to colleges and universities to focus greater attention on the "intensification" of entry-level course offerings in the less commonly taught languages;

3) the special need for scholarships for students prepared to undertake essential stateside summer immersion programs in the critical languages;

3) the need for substantially increased support for semester and/or year-long language training on-site in the target country and culture where the language is native;

4) the need for "capstone" courses taught in the target language at the senior-level of undergraduate study for students returning from study abroad and for heritage learners who have achieved 4-skill literacy and competence in their first language.

Currently the U.S. higher educational system is attracting far too few students to the less commonly taught languages; worse yet, the overall numbers of students in the critical languages has generally declined over the past ten years, despite the jump in overall college enrollments. For those who do study modern languages, too much of its product is being lost between the cracks in the system. Many students fail to move beyond the "novice" or "intermediate" levels of competency in the foreign languages because they do not have the resources to undertake a summer intensive/immersion institute. As a result they fail to position themselves effectively to take advantage of a serious immersion program abroad. At best, they opt for a brief period of study (summer or semester), often reverting to or seeking out English-speaking environments, thus denying themselves the language and cultural gains as well as the opportunity to work in their major field in the target culture, had they planned their training in a more focused manner. For example, only about 13% of those who begin the study of Russian in the U.S. pursue it to levels of proficiency above the 1-level: for example 1+. About 5% reach the 2-level in speaking, while only about 1% of the total pool achieves the ACTFL [American Council on the Teaching of Foreign Languages] "superior" rating, and these are drawn almost exclusively from the academic-year study abroad population.

By contrast, those students participating in 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. This is clearly the model that should be disseminated generally and which is deserving of federal support, for market forces are not likely to intervene any time soon with substantial support for the study of the less commonly taught languages within the U.S. educational system.

To this end, the National Security Education Program, small though it is, is a key model of what the federal government can do constructively to address these specific challenges. Targeting resources on critical languages and cultures outside of Western Europe, Canada, Australia, and New Zealand for both undergraduate study abroad and graduate research and training, as well developing innovative national projects for advancing language learning in these less-commonly taught languages and cultures is critically important, and highly successful. The specific proposal made by my NSEP colleague, Dr. Slater, here today for a National Flagship Language Programs initiative is a logical extension of the NSEP mission, and consistent with the points I have raised today. It should be a central component of our national strategy to address our critical languages needs and I endorse the proposal.

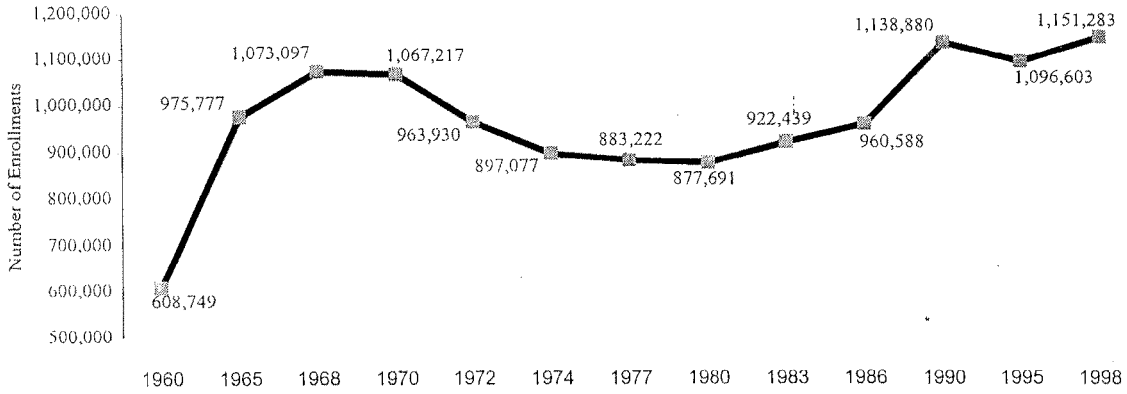
IV. A Note on Measurement of Language Competence

The issue of language proficiency ***measurement*** is important. As has been noted in previous testimony before this Committee by the representative of the U.S. Department of State, the foreign language community within American colleges and universities generally recognizes and makes use of a system of proficiency-based ratings for the assessment of student and teacher competencies in speaking, reading, listening, and writing in the foreign language, borrowed largely from the U.S. government language training agencies. These measurements are now being integrated as well into the new generation of K-16 performance standards in the foreign languages (the bipartisan initiative to raise educational standards known as "Goals 2000") by specialists and teachers in these associations. Without a "common metric," cooperation between higher education and the government in the training of advanced and superior-level specialists in foreign language would be much harder, but thanks to the pioneering efforts of the American Council on the Teaching of Foreign Languages (ACTFL), the Educational Testing Service (ETS), the Inter-Agency Language Roundtable (ILR) and the U.S. Department of Education's Center for International Education in the 1980s, that work has already been done. One does, however, need to verify for the sake of both the foreign language learning candidates and those who will employ them in the government that the "calibrations" on the private sector and government sector rating systems have actually remained in alignment since the original validation studies more than 15 years ago. We need to be sure that both sides of the workforce equation are still defining and assessing the much sought-after "3-level" rating in the same way.

One further caution is in order here: it is also important for members of the Subcommittee to be clear about the limitations of the ILR system and its academic counterpart, for there are aspects of language and cultural training that this system does not measure very well. You will need to determine whether that matters or not to the present deliberations. Real-life language use occurs in a wide-range of contexts ranging from formal and representational modes of diplomatic speech to elliptical or highly colloquial forms of exchange within the smallest units of a society, where internal power relationships and complex rules of etiquette and tradition concerning who speaks to whom about what vary greatly. There are limits on the extent to which such diverse conditions can be simulated within an inherently artificial language test situation, such as the oral proficiency interview which is the core of the ILR speaking test.

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

Modern Foreign Language Enrollments by Year



Source: "Foreign Language Enrollments in United States Institutions of Higher Education, Fall 1998." Prepared by the Modern Language Association of America.

Fall 1995 and 1998 Foreign Language Enrollments in United States Institutions of Higher Education

Language	*1995*	*1998*	*% Change*
Spanish	606,286	656,590	8.3
French	205,351	199,064	–3.1
German	96,263	89,020	–7.5
Italian	43,760	49,287	12.6
Japanese	44,723	43,141	–3.5
Chinese	26,471	28,456	7.5
Latin	25,897	26,145	1.0
Russian	24,729	23,791	–3.8
Ancient Greek	16,272	16,402	0.8
American Sign Language	4,304	11,420	165.3
Biblical Hebrew	5,648	9,099	61.1
Portuguese	6,531	6,926	6.0
Modern Hebrew	7,479	6,734	–10.0
Arabic	4,444	5,505	23.9
Korean	3,343	4,479	34.0
Other languages	17,271	17,771	2.9
TOTAL	1,138,772	1,193,830	4.8

Source: "Foreign Language Enrollments in United States Institutions of Higher Education, Fall 1998." Prepared by the Modern Language Association of America.

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PREPARED STATEMENT OF MARTHA G. ABBOTT, FOREIGN LANGUAGE COORDINATOR, FAIRFAX COUNTY PUBLIC SCHOOLS

Thank you, Mr. Chairman, for inviting me to present testimony at this morning's hearing. My name is Martha Abbott and I am the Foreign Language Coordinator in Fairfax County Public Schools, VA. I served on the Task Force that developed the National Standards in Foreign Language Education and currently serve as a Board Member of the Joint National Committee for Languages (JNCL).

Every morning more than 3,000 elementary students in Fairfax County Public Schools begin their day saying, *Buenos días, Bonjour, Gutentag* or *Ohayoo gozaimasu*. But their use of a foreign language doesn't stop there. For half of their school day all the learning takes place in the foreign language and the subjects taught are math, science, and health. Around mid-day, they change teachers and the rest of the school day the learning takes place in English in the subjects of social studies and English language arts. Foreign language programs like these are being replicated across the United States because the time is right and the time is now—we have entered the age of global communication and cultural diversity—and now, more than ever, there is a need for Americans to equip themselves with languages other than English in order to work, live, and compete economically in this new world.

In order to prepare our citizens for this new world, we must begin to build the capacity among all Americans to be multilingual, multicultural world citizens. Building this kind of capacity needs to become a goal of all governmental and educational institutions across the country. Building

this national capacity is a lengthy process that must become a fundamental part of the education of every American child. That's why over 3,000 students in Fairfax County Public Schools begin their school day learning in another language—because they are the beginning of our capacity building. The first students to begin in our language immersion program in 1989 are now entering college. Their dreams and aspirations are quite different than they would have been had they not had the opportunity to learn in two languages. These students have their sights set on majors in international business, their summers filled with internships working in foreign owned businesses, and their vacations destined for countries where they can speak the language and function in the culture. Learning in two languages has a profound impact on one's view of the world. It liberates individuals from their insularity and it provides students with more than one way of looking at issues and even more possibilities for resolving those issues. Most of all, it produces students who are confident in their abilities who look beyond the usual boundaries in life. I would like to add that many of the students in our immersion program qualify for entrance into our magnet school for students gifted in science-- Thomas Jefferson High School for Science & Technology. Even though they learned their math and science in French, German, Japanese, or Spanish, they still meet the entrance requirements for this prestigious magnet school.

Yes, the time is now and the time is right. As the only industrialized country that routinely graduates students from high school with knowledge of only one language, English, we need to act now to set in motion the foreign language programs, the funding, and the teacher professional development that will provide this opportunity for all American children—and will begin the capacity-building nationwide. The only way that the federal government can ever build the language capacity of our nation as suggested at last week's hearing by members of various government agencies, is to begin with our children.

Building our national capacity in this area also requires us to look at the type of programs we fund, the availability of qualified teachers, and the professional development of inservice teachers.

Changing the instructional approach in foreign language classrooms from the old emphasis on grammar translation to an emphasis on functional communication is a necessary first step. How many generations of Americans have to say, "I took four years of French but I can't say anything," before we take action and change our direction? Programs aligned with the National Foreign Language Standards focus on developing our students' ability to communicate in the language and to understand how to interact with native speakers of the language. But how many of our programs reflect this focus? Pitifully, very few. Most often it is at the elementary level that you find programs that are truly designed to meet this communicative objective and that truly engage the students in the learning process. These programs have increased due to federal support through the Foreign Language Assistance Program (FLAP). But the few new programs that FLAP supports are not enough. We need a more concerted and consistent approach to the establishment and maintenance of quality foreign language programs across the country.

Probably no discipline stands as positioned to benefit from technology innovations as foreign language instruction. We should have given up long ago the teacher-directed model of the foreign language classroom. Language learning is an individual process which should be facilitated by the teacher but enhanced by current video and audio technology components so that students can truly progress at their individual learning rates. Distance learning and other technological advances help us address the issue of the Less Commonly Taught Languages

(LCTL) which are difficult to implement, particularly in rural areas. We need to harness the capabilities of the technology age to help us teach languages effectively to our young people.

With the need to change our instructional focus comes a critical need for professional development for teachers. Most teachers are doing what comes naturally—teaching the way they were taught. And we will continue to perpetuate the "old" way of instruction unless we radically change the focus of our current teaching force. With the recent approval of Foreign Language Standards for the National Board for Professional Teacher Standards there will be an incentive for master foreign language teachers to get Board certification. We must develop a plan for ensuring that these teachers become an important resource for both novice and veteran teachers alike. It's a new age and we need new ways of thinking about foreign language instruction.

Finally, few obstacles stand before us as mightily as the shortage of qualified teachers nationwide. Although some disciplines are in a more critical situation than others, a July 4, 2000 article in the Washinton Post entitled, "Schools Desperate for Foreign Language Teachers" outlined how particularly critical the situation is within the foreign language field. As someone who is responsible for assessing the teacher candidates who apply to our school system, I have witnessed this shortage, particularly over the last several years. Even in a large suburban school district such as Fairfax County, we were never fully staffed in Spanish last year. Due to illness, maternity leave, or transfers, we were in constant search for teachers of Spanish during the 1999-2000 school year. This year our new hires included four teachers from Spain through a program offered by Spain's Ministry of Education—and we still have vacancies. A crucial part of our

capcacity building effort is to professionalize the teaching field to attract the best and the brightest to enter the educational field.

We are positioned as never before to move forward in our capacity building effort—to create a citizenry for the future—a global citizenry in which languages and cultures are valued, encouraged, and rewarded. As the United States moves from the isolation of the past so too must we work to move our children's young minds beyond the familiar neighborhood to a wider world of experience—and we must use languages as a means to get them there.

PREPARED STATEMENT OF FRANCES McLEAN COLEMAN,
TEACHER/TECHNOLOGY COORDINATOR, ACKERMAN HIGH SCHOOL
AND WEIR ATTENDANCE CENTER, CHOCTAW COUNTY, MISSISSIPPI

I teach in two small rural schools in Choctaw County, MS. Choctaw County is about 100 miles north of Jackson. Of 151 school districts in Mississippi, Choctaw County several years ago ranked 136 in ad valorem taxes. It has not changed much over the years. I teach in Ackerman High School and in Weir Attendance Center. Ackerman High School has about 500 students in grades 7-12 and graduates about 60 students each year. Weir Attendance Center has about 600 students in grades K-12 and graduates about 30 students each year. There are also two elementary schools in the district for a total of about 1900 students. The district is about 40% minority.

In 1981, our newly elected county superintendent of education had the idea of using a liberal arts graduate and technology to teach the students in these schools the courses that they otherwise would not be able to take. The courses would be unavailable either because there was no teacher to teach the course, or because only one or two students wanted the course and a teacher could not be spared. For example, in the past, Ackerman had occasionally had one year of a foreign language, but Weir had never offered a foreign language and neither school had offered physics.

Our superintendent applied for and received a grant from the Federal government for an experimental program. He knew that I had done my graduate work with computers, and that I had a wide liberal arts background, and he offered me the chance to start this program. The program, started with the 1982 school year, at Ackerman High School. As I remember, I taught physics, French, German, BASIC programming, and calculus to a handful of students. The district decided that the program was a success and the next school year Choctaw County funded the program and expanded it to include Weir. I teach three periods in Ackerman in the morning and three periods in Weir in the afternoon. The number of students now varies between 60 and 100 for a year. In addition to the subjects with which I started, I teach anatomy and physiology, marine science, environmental science, humanities, mythology, creative writing, and various computer courses. At one time I taught Latin, but I was teaching on only three years of high school Latin and was not certified, so I no longer teach it. I am certified in all subjects that I teach. Those subjects in which I am not certified, my two aides and I arrange to offer to the students through distance learning.

This program is different from other courses in that the students are scheduled to come to my room whenever they can fit a class into their schedule. Scheduling is particularly difficult in a small school because there is often only one class period when a subject is offered. I might have four or five different courses being studied in my room at one time. All classes are taught in a variety of ways, but making full use of technology. The students learn personal responsibility and independence as well as their course work.

This program had been in place several years, with the original blessing of the state department of education, when the accreditation board of the state department of education realized that several of its rules were being violated and questioned us about the program. The superintendent, both principals, and I went to a hearing at which we showed them that ACT scores had gone up about 50% during the time of the program

and that our students were competing in regional and statewide academic contests and were doing well. The accreditation board made an exception for our program that let me teach more than one subject at a time and to have more than three preparations a day, so the program has continued.

Distance learning at first for us was one-way video and two-way audio--television delivery by satellite and telephone responses by the students. We still deliver some courses this way. The better distance learning model that we have now is the two-way audio/video network that Mississippi has in place as coordinated by Mississippi Educational Television. Almost every county in the state now has an electronic classroom in at least one of its high schools. All community colleges and universities also have these classrooms and all the classrooms can be connected as desired. Each classroom has both television sets for delivery of picture and sound and cameras and microphones for sending pictures and sound. They are all connected through T-1 lines. Each high school in the program delivers at least one program and receives one or more programs. We are beginning to look at Internet delivery of distance learning courses. We have found that distance learning is better than no course at all, but that in most instances a teacher in the classroom with the students even if that teacher is split between students in several courses, works better.

In order to increase the number of students who become proficient in language, there are several things that I see need to be done. First of all, we need to make students, their parents, and school administrators see the importance of foreign language proficiency to students and to the country. Next, we need more foreign language teachers. There was an effort by the Mississippi Foreign Language Teachers Association to encourage the state legislature to require two years of a language for high school graduation. This failed largely because many superintendents in the state said that it would be impossible for them to find teachers. Finally, we need to increase the requirements for foreign languages in the high schools and in the colleges by requiring more years of study of one language to gain proficiency and by urging the study of a variety of languages.

FOCUS on KOSOVO

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Chinese demand U.N. meeting after Belgrade embassy attacked

Yugoslavs say 1 dead, 26 hurt in NATO attack

May 7, 1999
Web posted at: 11:03 p.m. EDT (0303 GMT)


A man weeps in front of the damaged embassy

In this story:

BELGRADE, Yugoslavia (CNN) -- The Chinese embassy in Belgrade was damaged during a NATO airstrike late Friday, prompting the Chinese to demand an emergency session of the U.N. Security Council to discuss what one Chinese official termed a "barbarian act."

RELATED VIDEO

The Kosovo Liberation Army continues its fight against Yugoslavia. Wounded KLA soldiers are treated in Albania. CNN's Rusty Dornin talks with them. (May 7)

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The G-8 plan faces many hurdles before peace can be reached. CNN's David Ensor explains. (May 7)

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CNN's Brent Sadler reports on the Yugoslavian government's reaction to the G-8 summit. (May 7)

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Windows Media Real

The emergency session, at U.N. headquarters in New York, is set to begin at 11:30 p.m. EDT (0330 GMT).

Yugoslav officials said one person was killed and 26 others were injured by "two direct hits" on the embassy. The extent of the injuries was not immediately known.

China's official Xinhua news agency reported five injuries, one serious, and three missing people.

"We are greatly shocked," said China's U.N. ambassador, Qin Huasan, in a statement. "NATO's barbarian act is a gross violation of the U.N. charter and international law and laws governing international relations."

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The statement said NATO should be held responsible for the consequences of the bombing.

"We call on NATO to stop immediately its military actions so as to avoid further humanitarian disaster," the statement added.

Serbian television showed people being evacuated via fire ladders from upper floors of the embassy, which is located in a section of the capital known as New Belgrade.

The strike on the embassy could add a new dimension to the Yugoslav crisis. China is a permanent member of the Security Council, which is expected to consider a new peace plan proposed by the Group of Eight nations. The Chinese have been strongly opposed to NATO airstrikes on Yugoslavia.

Belgrade plunged into darkness

The embassy was damaged during the first air raid on the Yugoslav capital in three days, which began with a series of explosions late Friday night.

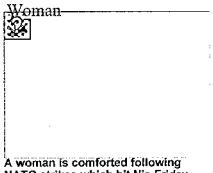
Government officials said the headquarters of both the Yugoslav military and the Serb police were also struck. Both of those buildings have been previously hit by NATO firepower.

Air raid sirens went off and the explosions began about 10 p.m. (2000 GMT), plunging the entire city into darkness. It was the second major power blackout in Belgrade since the war began.

Around the same time, the power went out in Podgorica, the capital of the Yugoslav republic of Montenegro. The lights came back on about 45 minutes later.

Serbs report 10 dead in Nis attacks

Also on Friday, NATO officials conceded that "it is highly probable" that U.S. F-16 aircraft mistakenly dropped cluster bombs on civilian buildings in the Yugoslav city of Nis, although they were aiming for an airfield.



A woman is comforted following NATO strikes which hit Nis Friday

Yugoslav officials said that separate cluster bomb attacks on a hospital overnight Thursday and at a marketplace in Nis early Friday morning killed at least 10 people and injured 15 more.

NATO Secretary-General Javier Solana, responding to the Yugoslav claims, confirmed that NATO aircraft carried out an attack against an airfield in Nis.

"Unfortunately, it is highly probable that a weapon went astray and hit civilian buildings," Solana said in a written statement.

NATO sources told CNN that a hospital about two miles from the airport was hit by bombs dropped from a U.S. F-16.

"It appears we may have hit a hospital by mistake," a NATO official told CNN, speaking on condition of anonymity.

International journalists, including CNN's Brent Sadler, were taken to view the bomb damage in Nis Friday. It appeared that a bomb had hit a residential area as well as the city center, pockmarking cars and blowing out their windows.

In another part of the city, a hospital was damaged, with several cars burning in the parking lot. In the central

market of Nis, three bodies were seen lying in pools of blood amid scattered produce.

Annan: NATO should reassess Balkan role

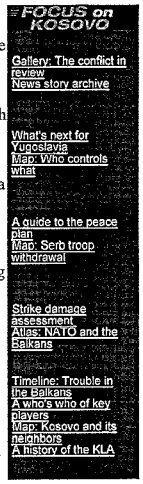
In other developments in the Kosovo crisis Friday, U.N. Secretary-General Kofi Annan called on NATO to reassess the role it has played in the Balkans and let the United Nations lead peacemaking efforts.

Annan praised the decision of the Group of Eight countries to seek U.N. approval of a multinational security contingent as part of a negotiated settlement of NATO's air war against Yugoslavia. The United Nations, not NATO, should make decisions about using force, Annan said.

"The Security Council should have primary responsibility for peace and security, and when it comes to the use of force, the council must be involved," he said.

In a question-and-answer session with contributors at CNN's World Report Conference, Annan said NATO countries' attempt, without U.N. backing, to force Yugoslavia to sign a peace agreement is not likely to lead the alliance into a role as a world police force.

"My own sense, and I could be wrong here, is that after what NATO has gone through in the Balkans, it is going to reassess its own approach. And I think it should," he said.



Annan praises G-8 initiative

The G-8 countries -- which include the largest NATO powers and Russia -- agreed Thursday to seek the Security Council's blessing for an international contingent in the Serbian province of Kosovo.

The plan includes calls for:

- A withdrawal of the Serb-led Yugoslav army and paramilitary forces from Kosovo, where NATO says they have conducted a terror campaign against ethnic Albanian civilians.
- The safe return of more than 800,000 refugees to

Kosovo.

- U.N. administration for the province until a framework for self-rule within Yugoslavia can be developed.
- The demilitarization of the rebel Kosovo Liberation Army.
- The establishment of a "civil and security presence" to oversee the settlement.

Yugoslavia has said it would not accept an international military presence on its territory, just a lightly armed contingent. Annan said any force under the U.N. flag should be "so credible that no one would want to challenge it."

While the United Nations -- not NATO -- will give its name to that detachment, NATO leaders insisted that their troops must form its core and leadership.

Russian Foreign Minister Igor Ivanov joined his G-8 counterparts Thursday in Germany to endorse the new plan, but he emphasized Friday that it was only a first step toward ending the Yugoslav conflict. He repeated calls for a bombing halt as well.

"For now, it's a step in the right direction, but it's only a step," Ivanov said.

Child

Russia maintains that Yugoslavia must approve of an international force, and Belgrade floated a proposal Thursday calling for a mix of soldiers from NATO countries, Russia and other nations.

NATO officials conceded 'it is highly probable' that F-16 aircraft mistakenly dropped cluster bombs on civilian buildings in Nis

Milosevic meets with Greek delegation

Yugoslav President Slobodan Milosevic met with a Greek delegation in Belgrade and was said to be pondering details of the G-8 formula, although he reportedly still objects to NATO being at the core of any Kosovo peacekeeping mission.

Vladislav Jovanovic, the Yugoslav representative to the United Nations, said the G-8 plan was a move in the right direction. But he was still critical of the document's call for a Yugoslav withdrawal from Kosovo.

"If we respect the sovereignty and territorial integrity of Yugoslavia, no one could expect from us to evacuate entirely any part of our territory and to leave it in limbo to others to fill it," he said.

But Russia's support of the plan means Yugoslavia is increasingly isolated, NATO spokesman Jamie Shea said Friday.

British Prime Minister Tony Blair said the "common ground" provided by the agreement is a plus for NATO.

"But it makes no difference to the fact that our bombing campaign goes on until our demands are met. The NATO demands are clear, and they must be met and met in full," Blair said.

Correspondents Brent Sadler, Alessio Vinci and Jamie McIntyre contributed to this report.

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- Kosova Crisis Center
- Kosovo - from Albanian.com

Military:
- F-117s arrive at Aviano to support possible NATO operations
- NATO official site
- BosniaLINK - U.S. Dept. of Defense
- U.S. Navy images from Operation Allied Force
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Relief:
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Topic: White Water

NATO MISSLES HIT CHINESE EMBASSY

Washington Post
May 8, 1999 *Daniel Williams*

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NATO Missiles Hit Chinese Embassy

Alliance Again Pounds Belgrade

BELGRADE, May 7—NATO missiles plowed into the Chinese embassy in Belgrade during a ferocious allied bombardment tonight that also struck the Interior Ministry and army headquarters and again plunged the capital city into darkness.

The 26 Chinese staff members who lived in the building were taken to a hospital, and there were conflicting initial reports about the extent of the casualties. The official New China News Agency reported that four people were injured and four others were missing. Yugoslav Foreign Ministry spokesman Nebojsa Vujovic said "there are deaths and injuries," without providing details.

The airstrike that hit the embassy seemed likely to complicate Western efforts to secure a diplomatic settlement to the Kosovo conflict and to raise new strains in U.S.-Chinese relations.

The government in Beijing, which has opposed the NATO bombing of Yugoslavia since it began 45 days ago, is a veto-wielding permanent member of the U.N. Security Council. The United States and its allies want the council to approve a peace framework agreed to Thursday by the United States, its leading allies and Russia.

Earlier today, NATO cluster bombs struck a residential neighborhood and hospital grounds in Nis, Serbia's third-largest city, killing at least 14 civilians and wounding 30 others. NATO said tonight that it was "highly probable that a weapon went astray and hit civilian buildings" during an attack on a nearby airfield.

The heaviest bombardment of Belgrade so far began shortly before midnight, rocking the city with powerful explosions that echoed through the streets and rattled windows. The Yugoslav Hotel was hit, state television reported. Surrounding streets were littered with rubble, and fires raged for more than an hour and a half after the bombing.

Fire trucks converged on the two-story Chinese embassy building, which was engulfed in smoke. The embassy is in New Belgrade, a modern district that includes some government buildings, including the Yugoslav Federal Building, which houses the prime minister's offices.

A Chinese diplomat told the Reuters news service: "This is a criminal act. They can see this is a completely residential area."

Pentagon spokesman Kenneth Bacon said NATO authorities were investigating the Chinese embassy bombing but could provide no details. "It is a heavy night in Belgrade," Bacon said, with the attacks focusing on "power facilities and command and control targets."

Tonight's attacks on Belgrade broke a four-day period of relative calm in the capital and concluded a day

of relentless allied bombing across the country. At about 9:25 p.m. (3:25 p.m. EDT), power went out all over Belgrade, the result of an apparent hit on the city's electric power grid. Antiaircraft fire lit up the clear night sky.

Despite Thursday's agreement by seven Western powers and Russia -- the Group of Eight -- to seek U.N. Security Council support for a broad peace framework, NATO has pledged to step up its aerial campaign until Yugoslav President Slobodan Milosevic agrees to withdraw Serbian soldiers, police and paramilitary groups from the embattled Serbian province of Kosovo, the focus of the conflict. Serbia is Yugoslavia's dominant republic.

Yugoslav Prime Minister Momir Bulatovic today gave a modestly positive assessment of the Group of Eight plan, which, in addition to a Serbian withdrawal, calls for the deployment of international peacekeepers in Kosovo and the disarmament of secessionist ethnic Albanian rebels that have been battling Serbian forces there.

"The outcome from the G-8 is a step in a good direction," Bulatovic said in an interview at his office here. "Most important for us is the reemergence of the role of the United Nations." However, Bulatovic said a condition for progress is "immediate cessation of the NATO bombing campaign."

In part to get Russia's agreement, the Group of Eight left unclear the composition of the proposed peacekeeping force and the conditions for its deployment. The United States has insisted that the force have a strong NATO component and be well armed, but Russia says NATO troops should not take part without the consent of the Yugoslav government.

Bulatovic reiterated his government's position that NATO could not be part of any international force, arguing that it had lost "credibility" because of the airstrikes. He also said the force could be made up of unarmed international monitors, not armed troops.

Bulatovic acknowledged some concern that Russia, the Serbs' traditional ally, had joined NATO in endorsing the peace framework. But, he added, he was confident Russia "will not act as an American postman."

The morning interview was cut short by word that air raid sirens were about to go off. "This building is a target," Bulatovic said. "We believe a large number of targets will be hit today."

The Kosovo Liberation Army also rejected key parts of the peace plan today. Bilal Shirifi, a senior KLA foreign affairs official, told reporters in Tirana, Albania, that the guerrilla force opposed provisions in the plan calling for the rebels' disarmament and guaranteeing continued Yugoslav sovereignty over Kosovo.

President Clinton, meanwhile, promoted a Bosnia-style model for the proposed international force in which different powers would control various sectors of Kosovo, which is about the size of Connecticut.

In a brief appearance before reporters before leaving Washington on a trip to Texas, Clinton was asked if it was essential that an American commander be in charge of the Kosovo force. Clinton did not answer directly. But he cited Bosnia, where a U.N.-authorized NATO force is under U.S. command, and control on the ground is divided into U.S., British and French sectors. Russia participates with forces in the American sector.

Clinton administration officials have said they would be opposed to letting Russia have its own sector in Kosovo. Clinton did not address this in detail, but broadly endorsed the idea of Russia and Ukraine participating in the force.

"I think it will work best if we have a system like we had in Bosnia where there was U.N. approval and NATO was at the core of the force," he said, adding that, while diplomacy is underway, "I don't want to prejudge all the details."

Russia's Balkans envoy, former prime minister Viktor Chernomyrdin, who is expected to travel to Belgrade soon to meet with Serbian officials, today called the Group of Eight plan "a very good basis for a peaceful settlement."

"This does not mean that all this will be included word for word either in a [U.N.] Security Council resolution -- it does not mean that," Chernomyrdin said. "This does not mean that the Yugoslav side will agree to it straightforwardly. It does not mean that. Work is needed. However, the basis is good."

The airstrikes "should have been stopped yesterday," he added. "Or rather they never should have been started."

U.N. Secretary General Kofi Annan today appointed former Swedish prime minister Carl Bildt and Slovakian Foreign Minister Eduard Kukan as his special envoys to seek a resolution of the Kosovo crisis. The Belgrade government has given its approval for a dozen-member U.N. humanitarian team to go to Kosovo in a week to survey conditions, a senior U.N. official said.

NATO officials said the alliance has backed away from using force to block ships from ferrying oil to Yugoslavia and instead plans to seek wider voluntary compliance with an embargo imposed by the United States and its European allies.

The move represents a setback for the United States, which had pushed to allow alliance warships to take military action against tankers defying the embargo. Earlier in day, NATO spokesman Jamie Shea continued his upbeat assessment of the progress of the air war, noting that even bad weather had not prevented the alliance from destroying seven tanks, 12 artillery pieces and 11 other military transports in Kosovo, a province of Yugoslavia's dominant republic, Serbia. He said military operations were continuing unabated, despite the quickening developments on the diplomatic front.

Pentagon officials announced the call-up of an additional 2,789 reservists, bringing the total summoned since last week to more than 5,000, all part of a major boost in air power being sent to region. Late Thursday, Defense Secretary William S. Cohen authorized the dispatch of 176 more warplanes to Europe to join escalating NATO air raids on Yugoslavia, raising the total U.S. force in the operation to more than 800 jets. The planes -- including 80 refueling aircraft, 18 tank-busting A-10s and dozens of fighter jets -- are part of a request for about 300 extra aircraft made last month by Gen. Wesley K. Clark, NATO's top commander.

A senior Clinton administration official said NATO warplanes were now flying 700 sorties a night. After spending an "enormously frustrating" two to three weeks early in the campaign attacking Serbian air defenses, the official said, allied aircraft are "now able to fly pretty much at will."

In Pristina, the capital of Kosovo, meanwhile, ethnic Albanian intellectual leader Fehmi Agani was arrested by Serbian police on Thursday, people close to his family said.

Agani, a sociology professor who had been on the Kosovo negotiating team at peace talks in France this spring, had been in hiding in Pristina. He was either changing apartments or attempting to flee, according to different reports, when he was seized by Serbian police. Agani was with his wife and older son, who reportedly were told to leave Kosovo or they would be killed.

"We are very worried about his life," said Agim Hajsiri, head of the Union of Education, Science and Culture of Kosovo, who is in Macedonia. He heard the news from Agani's younger son, who had been called by Agani's wife from Pristina.

Staff writers John Harris, Bradley Graham and Dana Priest in Washington and correspondents Steve Pearlstein in Brussels, John Ward Anderson in Tirana, Albania, and Anne Swardson in Skopje, Macedonia, contributed to this report.

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Amid protests, U.S. says 'faulty information' led to Chinese embassy bombing

May 9, 1999
Web posted at: 3:02 a.m. EDT (0702 GMT)

In this story:

BELGRADE, Yugoslavia (CNN) -- Nearly two days after NATO's mistaken bombing of the Chinese embassy, knotted bed sheets flapped against the heavily damaged building on Sunday, stark evidence of how trapped embassy workers tried to escape as flames consumed the structure.

Virulent anti-NATO and anti-U.S. protests continued in China on Sunday, while many non-NATO countries condemned the attack. U.S. and NATO officials renewed their apologies

Chinese protesters burn U.S. flag

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How could NATO make such a mistake? CNN's Carl Rochelle reports from the Pentagon. (May 8)
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The extent of the damage to China's embassy in Belgrade is evident in daylight Saturday, as CNN's Alessio Vinci reports (May 8)
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CNN's Rebecca MacKinnon reports on clashes outside the U.S. Embassy in Beijing (May 8)
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CNN's Brent Sadler reports on NATO's strikes on the Chinese Embassy in Belgrade (May 8)
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(•) Windows Media ( ) Real

renewed their apologies for the embassy strike, calling it a tragic mistake.

In Washington, Defense Secretary William Cohen and CIA Director George Tenet issued a joint statement saying that NATO believed the building housed a Yugoslav military facility, not the Chinese Embassy.

"Those involved in targeting mistakenly believed that the Federal Directorate of Supply and Procurement was at the location that was hit," the statement said.

"It was the result of neither pilot nor mechanical error," Cohen and Tenet stated. "Clearly, faulty information led to a mistake in the initial targeting of this facility. In addition, the extensive process in place used to select and validate targets did not correct this original error."

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Chinese television reported that three people were killed and 20 injured in the attack. Five Chinese diplomats remained in the intensive care unit of a Belgrade hospital on Sunday.

Although U.S. President Bill Clinton offered "profound condolences" to the Chinese for the mistake, he said the NATO campaign was needed to stop a Yugoslav crackdown on ethnic Albanians in Kosovo.

"Someone, sometime, has got to stand up against this sort of ethnic cleansing and killing people wholesale...soley because of their religion and ethnicity," Clinton said.

Bombing campaign continues

Cohen and Tenet said the NATO strikes would continue despite the Chinese Embassy bombing. "A review of porocedures has convinced us that this was an anomoly that is unlikely to occur again," they said. "Therefore, NATO authorities intend to continue and intensify the air campaign."

Despite relative quiet in Belgrade early Sunday, CNN's Jonathan Karl at the Pentagon said targets elsewhere in Yugoslavia were struck, and that NATO was running more than 500 sorties a night.

In Belgrade, workers stacked damaged books from facilities bombed on Friday, including the Hotel Yugoslavia, which NATO said had been used as a headquarters for Zeliko Raznjatovic, a Serb paramilitary leader also known as Arkan, who has been indicted for war crimes in Bosnia-Herzegovina.

Raznjatovic said on Saturday that NATO's attempt to strike at his group, the Tigers, was unsuccessful.

"They didn't hit no headquarters of Tigers. They didn't hit even one Tiger," he said. "They're all alive, and they're going to wait for the NATO ground troops."

'Very, very bad mistake'

We've recognized that this is a mistake, and this is a mistake we regret," said NATO Secretary-General Javier Solana.

"(Friday) night, a great deal of what was done was done accurately and professionally," said NATO spokesman Jamie Shea. "Of course, everything is overshadowed, as we expect, by this one very, very bad mistake."

Solana said the attack on the embassy would not sway NATO from its goal, which he said is "none other than to stop the ethnic cleansing (in Kosovo) and to assure that Kosovars can return to their homes in peace and in security."

There is no such thing as clean combat," said Pentagon spokesman Ken Bacon in Washington. "We have the best trained forces, but there is no way to avoid collateral damage or unintended consequences when weapons are employed to solve what might have been solved diplomatically."

Police, demonstrators converge in Beijing

As many as 1,000 military police stood ready on Sunday as crowds of angry protesters swarmed toward the U.S. Embassy in Beijing.

CNN's Rebecca MacKinnon said up to 20,000 protesters had gathered and it was not clear whether police, including some in riot gear, would be able to contain the crowd if violence broke out.

Tom Cooney, a U.S. Embassy spokesman in Beijing,

said U.S. officials conveyed their profound regrets to the Chinese for the incident in Belgrade.

Although many of the protesters were students, people of all ages were represented in the gathering crowds, MacKinnon reported. She said that the U.S. explanation that damage to the embassy was unintentional was not carrying a great deal of weight with the Chinese.

In Chengdu, China, protesters scaled walls and broke windows to protest the Belgrade embassy bombing. Some hurled rocks at embassy buildings and cars in Beijing.

U.S. embassy workers and their families were advised to stay home, out of concern for their safety.

Russia forges on with diplomacy

"NATO is going beyond all borders," said Russia's U.N. ambassador Sergey Lavrov. "We are really disturbed over this barbaric action. We are outraged...and we call and demand an immediate investigation."

"The Security Council cannot let this go without any consequences," he said, after China called for an emergency session of the U.N. Security Council late Friday. The Security Council met through the night, until Saturday morning.

Despite condemnation by Russia and several other countries, Russia's special peace envoy, Viktor Chernomyrdin, continued his efforts to negotiate peace in Yugoslavia. He met in Bonn, Germany, with German Chancellor Gerhard Schroeder and Carl Bildt, the former Swedish prime minister who has been appointed as a special U.N. envoy on the Kosovo crisis.

Correspondents Brent Sadler, John Raedler and Carl Rochelle contributed to this report.

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Report Pursuant to Section 208 of the
Foreign Relations Act, Fiscal Years 2000 and 2001,
as enacted in the Consolidated Appropriations Act for
Fiscal Year 2000, Public Law 106-113

REPORT ON FOREIGN LANGUAGE PROFICIENCY

Pursuant to Section 208 of Foreign Relations Authorization Act, Fiscal Years 2000 and 2001, the Director General of the Foreign Service and Director of Personnel for the U.S. Department of State submits the attached report on overseas Foreign Service language designated positions.

Definitions:

- **Meeting** - The incumbent's language competence meets that required by the position, i.e., tested competence at or above the 3/3 proficiency level.

- **Partially Meeting** - Although possessing some ability in the required language, incumbent's skill is below the proficiency required by the position, i.e., tested below the 3/3 proficiency level.

- **Not Meeting** - The incumbent is not trained in the language required by the position.

- **3/3 Level** - Language competence is expressed in a two part code, e.g., 3/3. The first number of the code represents the individual's speaking proficiency level. The second code number represents the individual's reading proficiency level.

- **Language competence** - The 3/3 level indicates general professional language proficiency in speaking and reading ability. The individual is able to speak the language with sufficient accuracy and vocabulary to participate effectively in most formal and informal conversations on practical, social and professional topics. The individual is able to read within normal range of speed and with almost complete comprehension a variety of authentic prose material on unfamiliar subjects. To certify as competent in a language, an individual must test at the 3/3 proficiency level.

REPORT ON FOREIGN LANGUAGE PROFICIENCY

Positions at Overseas Missions Requiring Foreign Language Competence:

Post	Meeting	Partially Meeting	Not Meeting	Total Positions:
Abidjan	1	1		2
Algiers		1		1
Almaty	1	2	2	5
Amman	3			3
Ankara	3		3	6
Antananarivo	2			2
Asuncion	4			4
Athens	1		2	3
Baku		1	2	3
Bamako			2	2
Bangkok	3		2	5
Beijing	5	3	2	10
Beirut		1	1	2
Bern			3	3
Bishkek	1			1
Bogota	6	1	1	8
Bosnia			1	1
Brasilia	2		2	4
Bratislava			3	3
Brussels	3		1	4
Bucharest			1	1
Budapest	2		2	4
Buenos Aires	5			5
Bujumbura	1	1		2
Cairo	4			4
Caracas	5		1	6
Casablanca	2			2
Chengdu		1		1
Ciu. Juarez	1			1
Colombo			1	1

REPORT ON FOREIGN LANGUAGE PROFICIENCY

Post:	Meeting:	Partially Meeting:	Not Meeting:	Total Positions:
Copenhagen			3	3
Cotonou	2			2
Dakar	1	1	1	3
Damascus	3	1	1	5
Dhahran			1	1
Djibuoti			2	2
Doha	1			1
Frankfurt	2	2		4
Geneva	4			4
Guangzhou	1		2	3
Guatemala	3	2		5
Guayaquil	2			2
Hanoi			2	2
Havana	3			3
Ho Chi Minh	2			2
Hong Kong	1		1	2
Islamabad	1			1
Istanbul			4	4
Jakarta	4		2	6
Jeddah			1	1
Jerusalem			1	1
Kathmandu	1			1
Kiev	3		2	5
Kigali	1	1		2
Kinshasa	1	1		2
Kuwait			1	1
La Paz	2		2	4
Leipzig	1			1
Libreville			1	1
Lima	4		1	5
Lisbon	2		3	5
Ljubljana			1	1

REPORT ON FOREIGN LANGUAGE PROFICIENCY

Post:	Meeting:	Partially Meeting:	Not Meeting:	Total Positions:
Luanda	2			2
Madrid	3		1	4
Managua	3		2	5
Manila			1	1
Maputo	1			1
Matamoros			1	1
Mexico DF	8	2	3	13
Milan			1	1
Monterrey	1		1	2
Montevideo	2			2
Montreal	4	1		5
Moscow	3	4	6	13
Nagoya	1			1
Naples	1			1
Ndjamena	1			1
Nouakchott			1	1
OECD Paris	1			1
Osaka-Kobe	1	1		2
Ottawa			2	2
Ouagadougou			1	1
Panama	6	2		8
Paris	3			3
Pnomh Penh			2	2
Prague		1	4	5
Pretoria	1			1
Prt-au-Prn	2	2		4
Quito	3		2	5
Rabat		1		1
Recife	1			1
Reykjavik			1	1
Riga			1	1
Rio de Jan.			1	1

REPORT ON FOREIGN LANGUAGE PROFICIENCY

Post:	Meeting:	Partially Meeting:	Not Meeting:	Total Positions:
Riyadh	1		2	3
Rome	4			4
San Jose	4	1		5
San Salv.	5		2	7
Sanaa			4	4
Santiago			1	1
Santo Dom.	3	1	3	7
Sao Paulo	3		1	4
Sarajevo			6	6
Seoul	4	1		5
Shanghai	1			1
Shenyang	3	2		5
Skopje			1	1
Sofia			2	2
Stockholm			4	4
Surubaya	1			1
Suva			1	1
Tallinn		1	3	4
Tashkent	2	1	1	4
Tblisi			1	1
Tegucigalpa	2		1	3
Tel Aviv	2			2
Tijuana	1			1
Tirana			3	3
Tokyo	4		1	5
Tunis			1	1
UsEmb Bonn		1		1
Vatican	1			1
Vienna	3	1		4
Vientiane	1			1
Vilnius			2	2
Vladivostok	1			1
Warsaw	3		2	5
Yaounde	3			3
Yerevan		1		1
Zagreb			4	4
Total Vacant Positions Filled in CY99:	200	44	141	385

Cover Story: May 1997

Area studies: putting the world in context

"The synergy of language training and area studies reverberates throughout the overseas stay. Knowledge of the culture leads to curiosity about the language. "

What does State have that nobody else has? A task force of the Strategic Management Initiative interviewed a broad range of customers who overwhelmingly asserted that the Department's collective knowledge of foreign countries and cultures is unique. Area studies enhance the ability of foreign affairs personnel to understand, interpret and affect international relations. The functional, linguistic and cross-cultural skills of the foreign affairs practitioner-combined with the knowledge of local and regional cultures-affect the foreign, security and economic policies of the country in question. In short, area studies put the world in context.

The integration of academic and policy perspectives, both American and foreign, is what makes area studies at the Foreign Service Institute special. Area experts such as George Kennan (former Soviet Union), Stapleton Roy (China), Robert Pelletreau and Philip Habib (Middle East) and Chester Crocker (Africa) epitomize the invaluable role of such expertise. Each of the nine intensive regional studies programs and the 44 advanced area studies programs teams FSI area specialists with outstanding lecturers from universities, government and private organizations to facilitate learning through lectures, discussions, gaming, written and audiovisual materials and field trips.

The post-Cold War Foreign Service must be fully informed to handle complex analyses of new issues and regions that are increasingly fluid. Training in preparation for an overseas assignment is the key to a leaner workforce. The United States would not send poorly trained troops into combat. Similarly, foreign affairs personnel need a high level of preparation before carrying out American foreign policy in today's world.

The synergy of language training and area studies reverberates throughout the overseas stay. Knowledge of the culture leads to curiosity about the language. Skill in the language, in turn, leads to a deeper understanding of the culture. The most effective employees are those with strong area and language skills who use their free time to explore the local culture, make friends and develop contacts.

General Norman Schwarzkopf wrote shortly before the Gulf War, "The single most valuable tool/visit/briefing I have had in preparation for my new assignment was FSI's area course. I wish I could make it mandatory for every officer in my headquarters." A principal officer in the Middle East stated, "there is a clear difference in the performance between those members of the foreign service, including officers, secretaries, communicators, and other staff...who have had FSI area training and those who have not. Even our academic competitors concede that FSI has the best area studies program in the country."

Area studies programs are open to all executive branch employees and their families. While those en route to an overseas assignment benefit from area studies courses, officers and analysts assigned to country or regional desks also find the training useful. Students enrolled in long-term language training receive half a day a week of advanced area studies.

For more on FSI, also See:

- The Senior Seminar
- FSI's language school sets international standard
- Back to:
  Secretary helps FSI celebrate its 50th birthday

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NORTHEAST CONFERENCE
on the Teaching of Foreign Languages

TESTIMONY TO THE UNITED STATES SENATE SUBCOMMITTEE ON INTERNATIONAL SECURITY, PROLIFERATION AND FEDERAL SERVICES

SEPTEMBER 19, 2000

REBECCA R. KLINE

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Introduction

As testimony before this Subcommittee by representatives of the FBI, the Department of Defense, the CIA and others will undoubtedly demonstrate, the work accomplished at language training facilities of the federal government—however admirable—is simply not adequate to the task of meeting needs in this increasingly significant area. Specific failures will probably be described:

- The failure to produce sufficient numbers of proficient speakers of languages that have emerged as critical in the 21st century (Arabic, Farsi, Tamil, Korean, Haitian French Creole, Hindi and Urdu, Russian, Chinese, the languages of sub-Saharan Africa) and even of more commonly-taught languages (Spanish).
- The failure to develop adequate cultural proficiency among those learning languages.
- The failure to provide specific types of training necessary to work in various government agencies (interpretation skills, familiarity with subculture dialects or other specialized lexicons).
- The failure to retain language specialists who may be attracted to positions in business or academia.
- The failure to produce linguistically qualified personnel with other specific professional training (engineers, medical personnel).

In addition, the federal government's language capability needs are increasing and becoming more complex, as the globe's "hot spots" change, as counter-terrorism efforts augment military endeavors,

as technology influences intelligence-gathering, and as coalition- and nation-building are added to the roles played by a single super-power.

The Challenge

Can the federal language training facilities operated by the national government respond to changing needs and transform these failures into successes?

The answer is: not by themselves.

- If students graduating from America's schools achieved proficiency levels of 1+ or 2 (ILR scale) in the languages they learned there, government language centers would be facing a feasible task. We could meet this goal if all students were able to begin language study in the elementary school.
- If students graduating from America's schools displayed cultural proficiency comparable to the linguistic proficiency described above, government language centers would be facing a feasible task. We could meet this goal if all students had access (directly or mediated by technology) to target language culture.
- If students graduating from America's schools knew enough about language learning and the resources available outside their classrooms (community- or association-based, technologically-mediated, etc.) to continue their growth as speakers of other languages, government language centers would be facing a feasible task. We could meet this goal if research on language acquisition and information on languages in the U.S. were better disseminated, and if American attitudes toward foreign language were more positive and more enthusiastic.

If these three goals were met, a number of others would move into the achievable range. For example, if students graduated from high school with an advanced level of proficiency in Spanish, they could focus their college studies on becoming superior level speakers, on adding an off-campus experience in a Spanish-speaking country to their studies to ensure cultural proficiency, and on developing their expertise in related professional or pre-professional areas (law, international studies, medicine, engineering, the arts). As new employees of a government agency, they would thus be prepared to focus exclusively on maintaining language skills/cultural knowledge and on mastering the job for which they were hired. As proficient language learners, they would be well-positioned to add to and diversify their linguistic and cultural repertoire: the advanced-level speaker of French

could begin study of Haitian Creole; the advanced-level speaker of Russian could begin study of Serbo-Croatian. Furthermore, studies have indicated that success in learning one language can be highly motivating, leading even to the decision to study a second, unrelated language. The point is that although beginning Arabic in elementary school would be the ideal means of producing the Arabic speaker our government's agencies need, we may produce that same speaker by using or developing school programs that are currently more practical in terms of available resources.

In sum, although federal language training facilities must continue to find or create means for meeting the government's foreign language capability requirements, they will be better able to do so if the potential of the country's public schools to produce competent language users is more fully realized. How can this state of affairs be achieved?

Meeting the Challenge

We must tap three primary resources: the nation's many young speakers of languages other than English, its teachers, and the capacity for empathy, openness and curiosity of its citizens.

First, as Secretary of Education Richard Riley has indicated, we need to develop and support programs that help children maintain their native language when it is not English. Growing up as bilinguals, these children will become adults with a high level of cross-cultural competence and awareness. They will serve as models for others. And, through two-way immersion programs, they can help other children learn their language. Any child in this country who speaks one of the critical languages listed above should be considered a national treasure, given the desperate need we have for speakers of that language.

Second, we must establish a credible and effective teacher development program at the national level. It would be neither feasible nor desirable to remove basic teacher education from America's colleges and universities. It would be neither feasible nor desirable to wrest credentialing and certification responsibilities from the states. But a national foreign language teacher development center could assume a number of functions that are currently not assured by anyone for any given teacher:

- Development and maintenance of foreign language ability and cultural proficiency in "monolingual" elementary school teachers, through courses, immersion experiences, study abroad, distance learning and other technological interventions, partnering with speakers of the

language in other levels and at other institutions, effective and appropriate assessment measures, etc.

- Development and maintenance of foreign language ability and cultural proficiency in current foreign language teachers through means similar to those listed above.
- Establishment of and support for the execution of a research agenda in language learning that focuses on application of findings in classrooms and programs, and that facilitates interaction between researchers and practitioners (through action research and ethnographic research training, improved dissemination methods, collaborative projects, and so on).
- Establishment of and support for training in the use of technology demonstrated to enhance language learning and teaching.
- Outreach to students who are speakers of critical languages and/or who exhibit the potential to become teachers (internships, mentorships, career advising).

The sort of investment in the teaching corps that such a center and its programs represent would generate significant "returns," both for the government and for America's schools.

Finally, it must be admitted that a number of challenges facing the federal government in its quest to fill all language capability needs arise from the fact that many Americans hold erroneous beliefs about language study, have themselves endured poor language teaching in inadequate programs (or have never studied another language), and fail to see or understand the value and necessity of achieving cross-cultural and linguistic proficiency. We need a public relations campaign to educate citizens about language learning, language teaching in its current form, and the myriad benefits of knowing another language. A collaborative venture sponsored by the Department of Education could bring these messages home. 2001 has already been designated as the European Year of Languages—could we not, in the United States, make a similar declaration and seek to achieve similar results?

Please accept my sincere thanks for this opportunity to present comments to the Subcommittee. On behalf of the Board of Directors of the Northeast Conference, I would be pleased to provide any further information you might deem necessary.

STATEMENT

OF

MYRIAM MET*

PRESIDENT

NATIONAL NETWORK FOR EARLY LANGUAGE LEARNING

SUBMITTED TO THE

INTERNATIONAL SECURITY, PROLIFERATION AND FEDERAL SERVICES

SUBCOMMITTEE

SENATE COMMITTEE ON GOVERNMENTAL AFFAIRS

SEPTEMBER 19, 2000

* Portions of this written testimony are excerpted from articles authored or co-authored by Myriam Met.

Ever-increasing economic globalization, coupled with a continuing need for the U.S. government to have access to a broad range of Americans with language skills, make the study of languages other than English an increasing priority. Language learning should begin early and students should continue language learning through a long sequence of study. To accomplish this end, all American schools should provide children with opportunities to gain proficiency in English and at least one additional language. While schools throughout Europe and Asia are preparing students to communicate in at least one language other than their own, Americans continue to ignore the pressing need for proficiency in other languages. In the global marketplace, Europeans can communicate with one another and with us; Americans, in contrast, are tongue-tied.

The Rationale for Early Language Learning

One obvious advantage of early language learning is time: the earlier a child starts learning a foreign language, the longer the time that is available for him or her to attain high skill levels. Students who begin foreign language study in grade 9 have only 4 years of foreign language study; students who begin in kindergarten have 13. Clearly, the ultimate level of skill attainment as determined by time-on-task favors the younger learner. Since most students in the U.S. do not begin foreign language study until high school, and most of these students are enrolled for only two years, the amount of time given to foreign language study is woefully insufficient to acquire even the most rudimentary level of fluency. In contrast, students in most of Europe begin studying language no later than age 11, and many of them have begun to study a second foreign language at the same age as most of our students are beginning study of their first. In fact, throughout Europe there is increasing discussion of plurilingualism. Educators are exploring the most effective means of developing student proficiency in not just two languages, but three or four. While future economic and political leaders in Europe and Asia will have the linguistic flexibility to understand and speak with Americans as well as one another, most Americans will be sorely limited in their abilities to communicate in anything but English.

Another advantage to an early start in language learning is the opportunity to use proficiency in one language as a springboard to learning another. It is difficult to anticipate which language(s) will be the most essential to meet our nation's needs when today's children have become tomorrow's leaders. However, successful language learning experiences in childhood build the foundation for learning additional languages later. Children's anxiety levels are low and they are less inhibited than adults in tasks requiring them to make new sounds and to experiment with new ways of expression. Positive experiences with language learning experiences in childhood can give students confidence in their abilities to learn additional languages later.

Early language learning: cognitive and academic benefits

In addition to the need for a language competent America, the nation also needs students who demonstrate high levels of academic achievement and critical thinking skills. A compelling benefit of early language learning is its potential relationship with cognitive functioning and academic achievement.

Given that thinking skills are a critical goal of schooling, the potential positive effects of early language programs on enhanced thinking are important for policymakers to consider. A number of studies have linked foreign language acquisition in school with measurable cognitive benefits. For example, one study comparing students in immersion--a type of foreign language program that begins in kindergarten--with non-immersion students reported that immersion students outperformed controls on measures of cognitive flexibility. Another study of young children in a Spanish immersion program found significant differences on a measure of non-verbal problem solving skills favoring the foreign language students. A study of elementary school students in a FLES program found that sixth grade students who had taken a foreign language since first grade scored higher on a measure of divergent thinking than did a comparable group of non-foreign language students. Yet another study found that the number of years of elementary school foreign language instruction were directly and positively associated with higher levels of cognitive and metacognitive processing.

The academic benefits of elementary school foreign language learning are also well documented. Recent studies have found a positive relationship between academic achievement and foreign language instruction. Students in elementary school foreign language programs have equaled or outperformed those in control groups on standardized achievement tests, even when these subjects were taught in another language or when time has been 'taken out' of the school day to make time for foreign language instruction.

A large-scale study of over 13,000 third, fourth, and fifth grade students in Louisiana Foreign Language in the Elementary School (FLES) programs showed that students who had taken a foreign language significantly outperformed those who had not on standardized tests of reading and mathematics. Another study examined the relationship between elementary school foreign language study and academic achievement in students who had taken a foreign language in grades four through six. The researchers found that the foreign language students significantly outperformed comparable students who had not taken a foreign language on a standardized test of reading. They also found that within the foreign language cohort, students of average ability made greater gains in reading than students of above average ability, pointing to the value of foreign language learning for all children. Most recently, another study of children in the early elementary grades showed that those learning a foreign language in school outperformed their peers on measures of reading and mathematics.

Examination of the data on the long-term academic achievement of immersion students yields similar findings to those of the FLES studies above. The data suggest that foreign language learning through immersion (a program in which the regular school curriculum is taught through the medium of a foreign language) has many benefits and demonstrates no detrimental effects on academic performance. Immersion students consistently perform well on measures of English language achievement, even when they learn to read or learn mathematics in a foreign language. A recent report of immersion students in Louisana found that not only did immersion students outperform non- immersion students on measures of academic achievement, African-American immersion students

outperformed African-American non-immersion students. Most notably, the researchers reported a higher impact of immersion/foreign language learning on achievement in high poverty schools compared with low poverty schools.

Early language learning and cross-cultural attitudes

Additional reasons for introducing foreign language instruction in the elementary grades derive from the important goal of developing positive cross-cultural attitudes. Research supports the value of developing such attitudes as early as possible. Young children may be more receptive to learning about and accepting other peoples and their cultures than are emerging adolescents. Emerging adolescents value belonging to a group and conformity to group norms. They may be less likely to value differences between themselves and others and therefore less likely to identify with people of different cultures. Thus, achievement of the cross-cultural goals of foreign language programs may be more difficult to attain when foreign language study begins later. Further, research has shown a clear relationship between cultural attitudes and foreign language achievement. Integrative motivation (the desire to identify/integrate with a target group) is positively related to foreign language learning. Because students who develop and maintain positive, integrative attitudes toward the target culture are also more likely to learn the language itself, arguments for introducing foreign language instruction in the elementary school are strengthened.

Early language learning and longer sequences: the challenge

If GOALS 2000: the Educate America Act is designed to help prepare students to attain world class standards, then American schools face a significant challenge in the area of foreign languages. A report of foreign language instructional policies in 15 developed nations (not including the U.S.) found that in 13 of them, foreign language study is **mandated** for **all** students by the middle grades. In contrast, a 1999 report found that only about one-fourth of public elementary schools in the U.S. offer foreign language instruction to even **some** of their students. Of these, only about one-fifth are designed to result in any useable proficiency. Indeed, this study showed that in only 7% of U.S. elementary schools offer a foreign language program that can result in communicative competence. While a number of states have mandated foreign language instruction in the early grades, not all of the programs that have been implemented are likely to result in measurable levels of foreign language proficiency.

Equity and access are issues as well. While only about one-fourth of public elementary schools offer the option of foreign language study to some or all of their students, 65% of suburban private elementary schools report teaching a foreign language.

In the middle grades, picture has not been much better, with limited course offerings and enrollments. Middle schools may offer foreign language exploratory courses that are short-term exposure to language study, more rigorous courses that allow for continous progress toward the development of language proficiency, or no foreign language courses at all. In 1994, only about 16% of public school students were enrolled in a non-

exploratory foreign language course in grades 7 or 8. Data from a 1999 survey show that about 75% of public and private middle schools offer foreign language courses, and many of these courses are short-term exploratory experiences. Further, in schools that do offer foreign language courses, 51% of public schools report enrolling half or more of the school's students; in private secular schools, 78% of middle schools report that more than half their students taking a long foreign language.

National standards that are challenging and that provide an education comparable with that of the rest of the industrialized world require that our students be challenged beyond the two year sequence that traditionally has been the hallmark of the college-bound. All students--not just the college-bound--need to learn a foreign language, and they need to study it well before entering the 9th grade. While over 90% of U.S. high schools have foreign language programs in place, many of these programs currently are insufficient to meet national standards. Only a small number of the 50 states either mandate foreign language instruction in the elementary grades, plan to do so soon, or offer incentives to schools and school systems that provide it. Even fewer states require foreign language study in the middle grades. Opportunities to begin a program of sequential language study in grades 7-8 are relatively limited. In addition, the emphasis on exploratory experiences in the middle grades has, unfortunately, been misinterpreted by some to suggest excluding sequential programs of language development. Further, some of the students who begin to develop useable levels of foreign language proficiency in the elementary grades experience a hiatus while they take exploratory courses--sometimes for as long as three years in a middle school. Since, as in other areas of learning, a hiatus often results in loss of learning, the advantages provided by an early start are often undermined in the middle grades.

Meeting the challenge of early language learning

Resources

While the federal government provides substantial support to schools for mathematics and science instruction in recognition of their significance to the nation's security and future well-being, the government does comparatively little to enhance the nation's capacity to deal with international security issues in the area of language learning.

Yet, quality programs require resources. To date, very limited financial resources have been available from federal sources, severely impacting the availability of qualified teachers, teacher trainers, curriculum materials, and the ability of school systems to shoulder the start-up costs associated with initiating foreign language instruction in the elementary grades.

Different program models require varying degrees of financial resources. Most programs entail some start-up costs for teacher training and for materials development and/or purchase. Some of these start-up costs will continue for several years as the program expands from one grade to the next. Some of the program models that currently reach a large number of students employ an itinerant specialist who is over and above the usual staffing allocation for the school. Funds for ongoing salary costs for such specialists must be found. The expenditures related to starting and maintaining such programs have

been a major challenge to be faced in the expansion of elementary school foreign languages.

Material resources support delivery of instruction by teachers. These range from curricula to print materials (books, storybooks, readers) to non-print materials (hardware/software, video, etc.) Young learners need access to instructional support materials appropriate to their cognitive maturity, social and psychological development, and linguistic needs and abilities.

Model curricula for emerging programs are vitally needed. Given new national standards for foreign language learning, new curricula must be developed and existing ones revised. At each level of instruction, and from grade to grade, students must continually expand their ability to perform language tasks, using an ever increasing range of vocabulary and structures, and eventually, refining their cultural and grammatical accuracy. Because authentic communication relies on accurate cultural knowledge and understanding, cultural experiences in the elementary school must contribute to children's understanding of the people whose language they are studying.

Whether developing linguistic or cultural skills, programs need curriculum that integrates the foreign language with other aspects of the elementary school program. Language learning can be enhanced by using content area activities to practice language skills. Similarly, cultural knowledge can be integrated with social studies, art, music, physical education, and even science and mathematics. Therefore, to effectively develop elementary school foreign language curriculum, program planners must know and use the curriculum for other subject areas in planning scope and sequence and in developing appropriate language learning activities.

Human resources are the staff needed to design and deliver quality programs. Well-informed administrators and knowledgeable supervisory personnel are needed to plan and administer elementary school programs.

Most important of all, however, are teachers. The number of trained elementary school foreign language teachers is growing, thanks to a variety of training opportunities developed in recent years. Unfortunately, the increase in trained teachers nowhere meets the current anticipated demand for such teachers in the coming decades. Compounding the situation is the shortage of teacher trainers with the knowledge, skills, and experience needed to effectively train others in this field. Elementary school foreign language teachers have specific training needs that are unlikely to be accommodated in the traditional secondary methods course. We will have to address the growing need for appropriate teacher preparation programs if elementary school foreign language programs are to survive and flourish.

The growth of immersion programs coupled with current methodological trends in other types of elementary school foreign language instruction require that teachers be highly proficient in the target language. Yet the U.S. is caught in a cycle that is difficult to break. We have few college students preparing to be teachers; of those who are, even

fewer are highly proficient in a foreign language because too few students take a foreign language, or, if they do, they start too late. Yet we can't increase the number of students starting foreign language early because we can't find the teachers to teach them. Short-term solutions such as fifth-year teacher preparation programs for those fluent in a foreign language or recruiting teachers from abroad may be needed until we can address the shortage through other means. Our priorities, therefore, must include increasing the number of teacher candidates preparing to work in foreign languages, particularly at the elementary school level.

Teacher Training

Quality teacher preservice and inservice preparation are needed to meet the growing demands of early language programs. Teacher preparation programs must be planned with the extensive cooperation of experienced teachers, specialists and supervisors from the precollegiate level. Teacher-preparers also must continually renew their experience and knowledge concerning elementary school foreign language teaching.

While new and expanded preservice training opportunities are needed, we should not ignore the continuing inservice needs of veteran teachers. All teachers--regardless of the grade or subject matter they teach--need opportunities for continued professional growth and renewal. Too often, elementary school foreign language teachers work in isolation. The relatively few number of teachers in a school district (or even state) may make their needs less obvious to those responsible for staff development. However, the very isolation of such teachers, combined with the probability that their preservice preparation for teaching at the elementary school level may not have been extensive, should lead us to ensure that the needs of this population be addressed in a concerted and serious manner.

There have been scattered state and local efforts to address teacher education needs. Among these are: summer language institutes for teachers; state workshops; federally funded training efforts at a few universities, school districts, and organizations; and the development of teacher training materials. Thus, there is a small but growing number of opportunities for training of preservice and inservice teachers. Funding to support such professional development efforts must be increased.

Program design

While there is no one formula for designing a quality elementary school foreign language program, both research and experiential data suggest that there are variables that influence the level of language proficiency students acquire. For example, the amount of time spent on language learning and the intensity of the experience have significant effects on the acquisition of foreign language proficiency, as do quality of instruction. Whether teachers or technology are used to provide instruction, clear criteria for qualified teachers or effective technological approaches should be developed and used to guide decisions whether at the federal, state, or local level. Where federal funds are made available to support programs at the local school or district level, research-based criteria for effective programs should be used in awarding grants.

The role of technology

As we expand foreign language instruction in elementary schools, we should explore the ways in which technology can expand the venues where foreign languages are offered, can enhance the effectiveness of instruction, and the means by which it can reduce the costs of programs. Federal support is needed to underwrite the signficant costs of developing, implementing, and evaluating a variety of approaches to using technology to expand early foreign language learning opportunities.

While our society has moved into an age of electronic communications, education continues to lag behind in applying technology to instruction. Effective distance learning programs that are interesting and attractive to children accustomed to sophisticated programming such as Sesame Street cost millions. Such costs are well beyond the means of most local and state education agencies. Computer technology might hold much promise, but lack of funding for hardware coupled with an appalling shortage of quality software has kept many schools from exploiting the potential of computer assisted language learning. The power of the Internet and worldwide web resources is only now beginning to be explored, particularly in relation to supporting language learning in the early grades. Unlike the considerable funding that has enabled the development of technology resources for enhancing mathematics and science education, there has been extremely limited funding for developing technology resources for improving foreign language learning.

Distance learning may allow us to increase learning opportunities for large numbers of students while addressing the critical shortage of trained elementary school foreign language teachers. Early efforts using distance learning, such as live satellite broadcasts, school district cable TV, and videotaped lessons, already have begun to expand the places where languages are learned and the number of students participating. Programming from commercial providers, universities, and even local school districts are bringing more foreign language opportunities to urban and rural schools alike.

Technologically-mediated options for producing or enhancing language learning are changing who learns languages and where. Urban, suburban, and rural schools in areas that cannot afford to hire a teacher, or that cannot find one to hire, can now provide students an opportunity to gain some degree of language skill and cultural awareness. Technological resources can and must be used to provide instruction in those areas where technology resources can perform as well as human resources. Technology might then free teachers from those aspects of teaching that can be done well by other means, and allowing schools to use maximizing the use of scarce human resources--teachers--for those aspects of student learning that can be done best by, or only by, human beings.

Articulation

Well-articulated programs are those that allow students to continue through a progression of language learning from grade to grade, and from elementary school through the

university level. Articulation can take place smoothly only if students moving through the programs are achieving predictable outcomes that are consistent across grade levels.

Continuity of instruction is critical to the attainment of the levels of proficiency needed for the economic marketplace and national security. For too long students have repeated in secondary school, and then again at the postsecondary level, much of what they learned previously. In part this has been due to a serious mismatch between the emphasis of the curricula at each level. While foreign language educators have worked to identify a continuum of skills development from one year or level of instruction to the next, much work is still needed. The costly process to develop assessments that measure what students know and are able to do has barely begun. Again, limited federal resources have constrained a national effort to develop means of evaluating student language performance and using the results to ensure continuous progress through the educational system.

Research / Evaluation

The last two decades have brought substantial progress in improving and expanding elementary school foreign language instruction. Although we know more today than ever before about good language programs and good language teaching, we do not know enough. Unfortunately, we still have many unanswered questions. Funds to support research in the area of early language learning are vitally needed. In addition, program evaluation must be included as an essential component of all program designs and federally supported language initiatives.

Conclusion

Development of skills in another language and experiences with other cultures can enhance significantly the school achievement of all children. Because knowledge of language is intimately associated with children's world knowledge and the ability to verbalize that knowledge, language learning expands both their knowledge and ability. Early language learning can also substantially enhance children's ability to communicate successfully with others, both abroad and domestically, contributing to national capacity in meeting our needs in the areas of international trade and security. It is important that we empower our children to do so.

PREPARED STATEMENT OF ANNA UHL CHAMOT, Ph.D., CO-DIRECTOR OF THE NATIONAL CAPITAL LANGUAGE RESOURCE CENTER AT GEORGETOWN UNIVERSITY, THE GEORGE WASHINGTON UNIVERSITY, AND THE CENTER FOR APPLIED LINGUISTICS, WASHINGTON, DC

The purpose of this testimony is to provide information about the work of the national Language Resource Centers (LRCs) in carrying out their mission to improve the teaching and learning of foreign languages in the United States.

As Co-Director of the LRC located in our local area, the National Capital Language Resource Center (NCLRC), operated by Georgetown University, the George Washington University, and the Center for Applied Linguistics, I can attest to the national impact of all these centers on foreign language teachers and their students.

The Language Resource Centers were authorized by Congress in 1989 under Title VI - International Education Programs, Section 603 "for the purpose of establishing, strengthening, and operating a small number of national language resource and training centers, which shall serve as resources to improve the capacity to teach and learn foreign languages effectively."

The first three LRCs were established in 1990 at the University of Hawaii, San Diego State University, and a partnership between Georgetown University and the Center for Applied Linguistics (later expanded to include the George Washington University). Additional universities now operating LRCs include the University of Minnesota, Ohio State University, Iowa State University, Michigan State University, and the two newest LRCs who began operating in 1999, the University of Wisconsin, and a partnership between Duke University and the University of North Carolina at Chapel Hill.

Each center is national in scope in providing resources on specific languages and/or types of activities. A sampling of representative LRC activities follows:

- The University of Hawaii LRC is focusing on less commonly taught languages (LCTLs) of East Asia, Southeast Asia, and the Pacific. In addition, their projects include computer-based tests for the LCTLs, sponsorship of the refereed on-line journal *Language Teaching and Technology*, community-based learning of heritage languages, and distance foreign language teaching.
- The LRC at San Diego State emphasizes Spanish and Pacific Rim languages and cultures. Its use of advanced technologies has developed a Digital Media Archive to provide Internet dissemination of authentic language materials and video-based proficiency tests, particularly for LCTLs. It has also developed methods and materials for electronically assisted foreign language reading, and supports after school language and literacy classes for Spanish and Vietnamese heritage learners.
- The Georgetown, GWU, and CAL LRC in Washington, DC has conducted extensive research on and practical applications of effective teaching of language learning strategies in elementary immersion, high school, and college foreign language classrooms in Chinese, French, German, Japanese, Russian, and Spanish; currently they are identifying best practices in the teaching of Arabic and other LCTLs. In testing, they have developed, field-tested, and disseminated the Simulated Oral Proficiency Interview (SOPI) for a variety of languages.
- The University of Minnesota's LRC activities include research that has advanced the study of strategies-based instruction, immersion education at the school and college

levels, professional development in content-based language teaching through technology, and the development of a virtual assessment center for teachers.

- The LRC at Ohio State University has produced learning materials, standardized tests, and teacher training publications in many language fields that either had no materials or only seriously out-dated materials. Their focus is on autonomous learning and on training Americans to the advanced levels of language skills. This LRC has concentrated its efforts on Chinese, Japanese, and Korean in recent years, offering intensive summer programs and training teachers in these languages.
- The National K-12 Foreign Language Resource Center at Iowa State University focuses on language education activities for teachers in elementary and secondary schools. These activities involve teachers in the use of effective teaching strategies, the use of new technologies, and the administration and interpretation of foreign language performance assessments.
- The LRC at Michigan State University has produced software for Business Chinese, teaching activities for Japanese and Thai, and a manual for teaching Spanish phonetics; currently they are conducting research on foreign language writing instruction, on oral language in the foreign language classroom, and on the effect of using the native language in the foreign language classroom.
- Duke and the University of North Carolina operate a new LRC for Slavic, Eurasian, and East European languages. They focus on undergraduate and graduate Slavic studies, Russian legal studies, faculty research, and exchange programs.
- The new University of Wisconsin LRC provides support for the teaching of African languages through activities such as providing workshops and mentoring for teachers,

developing and disseminating materials, creating a web-based overview of African language programs, and developing guidelines for evaluating African language programs.

All of the LRCs conduct local teacher training workshops and national summer institutes that were attended last year by a total of 9,782 elementary, secondary, and college foreign language teachers. The LRCs estimate that these teachers in turn have impacted more than four million students in this one-year period.

In addition to working directly with teachers, all nine of the LRCs produce language teaching materials such as textbooks, video, multimedia kits, web-based courses, teacher manuals and resource guides. Thirty-eight materials were developed last year; in the last six years, a total of 141 teaching materials have been developed. These teaching materials are for more than 22 languages, including both commonly taught languages such as Spanish, French, and German, and LCTLs such as Filipino, Hausa, Hawaiian, Hindi, Ilokano, Indonesian, Irish, Japanese, Korean, Mandarin, Norwegian, Polish, Russian, Samoan, Thai, and Vietnamese. These materials were distributed to over 18,000 foreign language educators last year alone. Besides teaching materials, the LRCs also produced and disseminated more than 30,500 copies of language tests and test manuals last year and trained teachers how to use them. The LRCs are in the forefront of foreign language performance test development and research, and have produced a variety of language tests in both commonly taught languages and LCTLs such as Chinese, Japanese, Russian, and more.

In the last six years the LRCs have conducted 115 research activities on new and improved language teaching methods, including the use of advanced educational

technology. They have published 161 books, monographs, and articles, and have disseminated over 56,000 copies of these publications. In addition, 381 publications by LRC faculty and staff have appeared in scholarly journals. The LRCs are also active participants in regional and national conferences on language teaching and research, with a total of nearly 1000 presentations in the last six years.

The mission of the national Language Resource Centers is to advance language learning and teaching in a wide range of languages that represent diverse and often critical regions of the globe. As the LRCs have received inadequate funding (progressively reduced by amount per center each funding cycle), serious constraints have been placed on us. With so few resources being directed at the broad and deep problems involved in preparing Americans to participate in the increasingly global economy of the present and future, this forced narrowing of our activities will inevitably lead to the weakening of our nation's ability to serve its language needs and responsibilities. The LRCs are a valuable resource that impact almost all sectors of our society. Strengthening them will bring both obvious and unforeseen benefits to the country in the near and distant future.

For more information about the activities and accomplishments of the national Foreign Language Resource Centers, please log onto the joint LRC web site at http://nflrc.msu.edu. This web site provides general information about our activities and also has links to the web sites of each of the nine individual Language Resource Centers.

FOREIGN LANGUAGE LEARNING: BUILDING ON PROGRESS

Testimony submitted to
Senate Government Affairs Subcommittee on
International Security, Proliferation, and Federal Services
by
Center for Applied Linguistics
Washington, DC

September 19, 2000

The renewed interest in language learning over the last decade has led to real progress in identifying national language needs and responding with educational innovations and quality programs. There is now a growing appreciation of the role that multilingual individuals can play in an increasingly diverse society, and there is also a greater understanding of the academic and cognitive benefits that may accrue from learning other languages.

During the past five years in particular, researchers, policymakers, educators, employers, parents, and the media have reexamined the advantages of foreign language learning. Many states have initiated foreign language learning mandates. Long sequences of second language instruction, beginning in elementary school, are beginning to take hold. According to a recent national survey of foreign language instruction in the United States, the inclusion of foreign language instruction in the school curriculum has increased significantly in both private and public elementary schools over the past 10 years. Immersion programs that allow children to learn academic content in a foreign language (such as mathematics or social studies) are growing. National foreign language standards have been established and are now being implemented across the country. The first Foreign Language National Assessment of Educational Progress (FL NAEP) is under development and will be administered in 2003. The President has announced an

expanded International Education Policy that includes improvements in foreign language learning. Those of us who work in the field of second language education are encouraged by the progress that has been made in the prioritization of foreign language learning.

However, much work remains. Many students still do not have meaningful opportunities to learn a second language before high school. A serious shortage of qualified teachers, particularly those capable of teaching second languages to younger children, continues to bedevil even those states that have passed foreign language learning mandates. Critical government, business, and service jobs requiring foreign language expertise remain unfilled. In the federal government alone, over 70 federal agencies require personnel with language expertise. Many of those agencies report a lack of qualified applicants. Even those applicants who are at least minimally proficient often lack the cultural understanding necessary to perform their jobs well. An increasingly global economy, fueled by tremendous advances in information technology, will ensure that the demand for language and cultural expertise will grow. By thinking forward and encouraging language learning early in schools, we will allow students to increase their potential to handle high-level communication tasks as working adults, including such essential functions as intelligence, military, and diplomatic work.

Americans who are fluent in more than one language offer many benefits to society. They enhance America's economic competitiveness abroad, maintain its political and security interests, and work to promote an understanding of cultural diversity within the United States. International trade specialists, overseas media correspondents, diplomats, airline employees, and national security personnel need to be familiar with other languages and cultures to do their jobs well. Teachers, healthcare providers, customer service representatives, emergency service

dispatchers, and law enforcement personnel also serve their constituencies more effectively when they can reach across languages and cultures.

Why *Early* Language Learning?

Young people who learn languages generally develop more native-like accents and begin from an early age to understand and relate to those from other backgrounds. When foreign language study is introduced in the elementary school, students regard it as a normal part of the school day, much as they view social studies or mathematics. On the other hand, when languages are not begun until high school or college, many students perceive them as unimportant, "extra" classes, and lack the motivation to take them seriously. Just as mathematics study begins when children first enter school, foreign language study should also be started early to allow enough time for positive attitudes—and real proficiency—to develop.

Another reason to begin language classes early is to preserve and improve the abilities that many young children bring to school with them. Children whose families speak a language other than English often begin school fully fluent in that language, be it Albanian, Arabic, Chinese, Hindi, Spanish, or Swahili. The United States will greatly enhance its capacity to manage its needs for less commonly taught languages if we encourage these children not to lose their home language. Language classes offered at the elementary level would help multilingual students retain their native language ability throughout their school years, and allow them to enter the workforce completely fluent in English and another language.

Overall improvement in the quality of our workforce may also be expected as a result of expanded early language learning opportunities. There is solid research suggesting that students who receive second language instruction are more creative and better at solving complex

problems than those who do not. Other studies suggest that persons with full proficiency in more than one language outperform monolingual persons on both verbal and nonverbal tests of intelligence and that children who study foreign languages achieve higher scores on standardized tests. Thus, language study confers additional benefits, over and above linguistic ones. Developing the language abilities of students now in school will improve the effectiveness of the workforce later.

What Can Congress Do to Encourage More and Better Study of Foreign Languages?

An important step is for the government to invest in the future by supporting (1) the creation of more and earlier foreign language programs; (2) improved teacher preparation for teachers at all levels; and (3) incentives to attract and retain qualified teachers. Clear statements from Congress and the White House—backed up by funding--will go a long way to stimulate action to alleviate the serious shortage of trained, fluent foreign language speakers in our country. Scholarships to encourage students to become language teachers will help ease the teacher shortage we are experiencing. Training and salary incentives offered within agencies will also make a difference. Investments made now will pay off as a new generation of language-proficient Americans enters the global workforce. Dismissing or ignoring our language shortfalls will have serious repercussions for international and domestic security.

We urge you to include in future legislation wording that will support and encourage the creation of early language learning programs and that will improve and attract qualified teachers. We urge you to appropriate more funds to reach these goals. Our nation--and our children coming of age in the 21st century--deserve no less.

Resources on Early Foreign Language Learning

Consult the Web sites and publications below for more information about early language learning.

Web sites

Center for Applied Linguistics: *www.cal.org*

American Council on the Teaching of Foreign Languages: *www.actfl.org*

ERIC Clearinghouse on Languages and Linguistics: *www.cal.org/ericcll*

Nanduti, a Web-based resource from the Improving Foreign Language Instruction project of the Northeast and Islands Regional Educational Laboratory At Brown University (LAB): *www.cal.org/earlylang*

National Council of State Supervisors of Foreign Language (NCSSFL): *www.ncssfl.org*.
NCSSFL's Web site offers an exhaustive list of links to national association of language teachers, such as the American Association of Teachers of Spanish, the Chinese Language Teachers Association, etc.

National Council of Organizations of Less Commonly Taught Languages: *www.councilnet.org*

National Foreign Language Center: *www.nflc.org*

These and other Web sites on foreign language learning are included in the following *Resource Guide Online* from the ERIC Clearinghouse on Languages and Linguistics: **Internet Resources for Foreign Language Teachers**: *www.cal.org/ericcll/faqs/rgos/flint.html*

National Network for Early Language Learning: *www.educ.iastate.edu/nnell*

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HEARING BEFORE THE SUBCOMMITTEE ON INTERNATIONAL SECURITY, PROLIFERATION, AND FEDERAL SERVICES OF THE SENATE COMMITTEE ON GOVERNMENT AFFAIRS,

ON THE STATE OF FOREIGN LANGUAGE CAPABILITIES IN NATIONAL SECURITY AND THE FEDERAL GOVERNMENT, PART II

Statement by Gilbert W. Merkx (University of New Mexico) and David Wiley (Michigan State University), Co-Chairs, Council of Directors of Title VI National Resource Centers for Foreign Language and Area Studies.

The programs of Title VI of the Higher Education Act and Fulbright-Hays 102(b)(6)that are administered by the International Education and Graduate Programs Service (IEGPS) of the U.S. Department of Education are the mainstay of foreign language instruction in the United States, particularly with respect to the less commonly taught languages. These programs support foreign language and area activities at American colleges and universities that would otherwise not exist. Our statement emphasizes the contributions of the Title VI-funded National Resource Centers for Foreign Language and Area Studies (NRCs), which together with the Foreign Language and Area Studies Fellowships (FLAS) program, were created by the original Title VI legislation. Since then other complementary programs, all emphasizing foreign language acquisition, have been added to the Title VI authorization, and we shall make reference to the benefits of these programs as well.

Each of the 114 federally-supported Title VI National Resource Centers at U.S. colleges and universities focuses on the languages and societies of a specific world area, such as Africa or Southeast Asia. Together, the 114 National Resource Centers provide global coverage and offer instruction in hundreds of less commonly taught languages at both the undergraduate and graduate levels. The centers also provide outreach services to primary and secondary schools and are a significant resource in internationalizing the K-12 curriculum. These centers produce nearly all the qualified teachers of the less commonly taught languages who staff elementary and secondary schools and institutions of higher education. They train the scholars who carry out foreign language and area teaching and research in U.S. universities. They train many of the personnel in federal agencies that deal with international commerce, security, and defense, such as officers in the U.S. Army Foreign Area Officer program, who study primarily at Title VI National Resource Centers. As a whole, the National Resource Centers represent a solid foundation that supports all other efforts to improve foreign language instruction and enhance the nation's international competence.

The many less-commonly taught languages currently offered by the National Resource Centers would not be taught without Title VI support. A 1998 survey of directors of NRCs found that more than half of these languages could not be offered if Title VI funding were terminated. While Title VI funds pay less than 10% of the costs of the average center, this funding is the primary source of support for outreach to schools and for teaching the less commonly taught languages. Courses in Spanish or French are easily self-sustaining, but courses in Serbian, Albanian, Kurdish, or Korean require other sources of support for instructional costs and students.

The Title VI NRC program supports these instructional costs and the FLAS Fellowship program supports the students who dedicate themselves to mastering a less commonly taught language.

It is unfortunately the case that federal support for language instruction through the Title VI NRC and FLAS Fellowship programs has declined in both absolute and comparative terms. The size of the average Title VI NRC award is now approximately 40% below the level of the late 1960s in constant dollars. The number of FLAS Fellowships awarded annually is one-half that of the late 1960s. Since 1994, the budget of the U.S. Department of Education has increased 30% in constant dollars, while the budget of Title VI and Fulbright-Hays 102(b)(6) programs has increased by only 6% in constant dollars. This foundation of our national foreign language competence is not being maintained, let alone expanded.

An additional issue is that over time new authorizations have been added to the original Title VI legislation. The rationale for these authorizations is solid, and without a doubt they add to the nation's competence in foreign language instruction. However, funding for these new Title VI programs has never been equal to their requirements, as also has been the case for the previously authorized NRC and FLAS Fellowship programs. We support all these programs.

Taken together, the Title VI programs can be thought of as a pipeline that draws in students at one end and produces foreign-language trained experts at the other. The NRC outreach programs to K-12 schools help attract children to foreign language learning. The Undergraduate International Studies and Foreign Languages (UISFL) program supports recruitment of undergraduates and enrichment of the undergraduate international curriculum, as does the International Institute for Public Policy (IIPP) program (which focuses on minority-serving institutions.) The Language Resource Center (LRC) program supports basic research on language learning and language teacher training. The American Overseas Research Centers (AORC) program supports training of U.S. students and faculty abroad. The International Research and Studies (IRSP) program supports research on curricular materials and other ways to advance foreign language and area training. The Technological Innovation and Cooperation for Foreign Information Access (TICFIA) supports the application of new information technology to obtain access to foreign language and area information. The Business and International Education (BIE) program supports the introduction of foreign language training and international courses as part of the business curriculum, and the Centers for International Business Education and Research (CIBER) program supports language and international training and research as part of the graduate business curriculum. Finally, the National Resource Centers provide the M.A. and Ph.D. training that produces the nation's foreign language and area experts in higher education and federal agencies.

Several overseas activities that support the overall Title VI mission are funded under the Fulbright-Hays 102(b)(6) authorization. The Doctoral Dissertation Research Abroad (DDRA) program supports foreign language and area research abroad by Ph.D. candidates. This vital program is virtually the only source of support for dissertation research in regions such as the Balkans, the Caspian Basin, Africa, or Central Asia. The Faculty Research Abroad (FRA) program is a post-doctoral program that is likewise a unique asset for research in difficult areas. The Group Projects Abroad (GPA) and Seminars Abroad-Bilateral Projects (SABP) programs are extremely useful mechanisms for recruiting, retraining, or upgrading K-12 teacher and college faculty skills in foreign languages and area knowledge. Together, the overseas components of the office of

International Education and Graduate Programs of Studies, are a necessary and integral component of the Title VI effort to provide foreign language expertise in federal agencies.

In summation, we believe that the Title VI programs in general, and the NRC and FLAS programs in particular, have been an extraordinarily successful and cost-effective mechanism for providing foreign language competence to federal agencies, particularly in the less commonly taught languages. Because of Title VI, U.S. colleges and universities have developed remarkable programs of language and area study that could not have been duplicated in government by an expenditure of five or even ten times the Title VI appropriation. By the same token, the most efficient and cost-effective mechanism for increasing the federal government's access to personnel competent in foreign languages would be to increase the funding of all Title VI programs. Title VI appropriations in the 1960s were sufficient to induce colleges and universities to make substantial investments in foreign language training and instruction in the less commonly taught languages. In contrast, the level of funding of recent years has been barely sufficient to maintain a holding pattern. The Congress has the capacity to redress the situation through the appropriations process for HEA Title VI and Fulbright-Hays 102(b)(6) programs.

September 18, 2000

NATIONAL COUNCIL OF STATE SUPERVISORS OF FOREIGN LANGUAGES

NCSSFL

September 13, 2000

Senator Thad Cochran, Chair
Senate Government Affairs Subcommittee on
International Security, Proliferation and
Federal Services
326 Russell Senate Office Building
Washington, DC 20510

Dear Senator Cochran:

As president of the National Council of State Supervisors of Foreign Languages, I am writing to underscore the importance of the senate subcommittee hearing regarding national foreign language needs. The members of the National Council of State Supervisors of Foreign Languages provide leadership for the development and maintenance of foreign language education throughout the country. Our goal is to promote foreign language study for all students at all levels.

Departments of Education across this county are developing state standards in the academic content areas. The standards establish high expectations for what students should know and be able to do upon graduation from high school. In an era of competing demands for both human and material resources, the need to promote the study of other languages among our nation's policy makers has never been more acute.

During the hearings regarding national foreign language needs, you will hear testimony from experts related to the importance of educating all children to communicate in English as well as another language. We know that our children already live in a country that is inextricably linked to its neighbors around the world. The globalization of the economy and of Internet technology requires students to be proficient in at least two languages. In addition, evidence abounds to the cognitive, academic and societal benefits for students who learn other languages.

We can no longer meet the increasing needs of our global society with the current state of foreign language education in our nation's schools. Only a few states are providing all children, beginning in the elementary grades, with the opportunity to learn other languages. Too few states require students to study more than two years of another language. Our nation's children must benefit from the educational advantages that children in other countries are receiving. In countries around the world children are learning a second and often a third language. Our children deserve an education that will prepare them to communicate with peoples of the world.

Thank you for holding this hearing regarding the nation's foreign language needs.

Sincerely,

Virginia S. Ballinger, President
NCSSFL

GEORGETOWN UNIVERSITY

University Information Services

Senator Thad Cochran, Chair
Senate Government Affairs Subcommittee on International Security,
Proliferation and Federal Services
326 Russell Senate Office Building
Washington, DC 20510

September 19, 2000

Re.: second subcommittee hearing on current language policies and future solutions to language problems in the United States.

Dear Senator Cochran,

As a member of IALL (International Association for Language Learning Technology), I am writing in support of language and culture education as vital to continued US leadership in the global economy, national security, and to the general cultural education of our children. Within the context of these issues, our membership works toward the goal of improving language instruction through the use of technology. It is our mission to help teachers better prepare their students for the challenges of social interaction in a culturally and linguistically diverse world and nation. To improve international understanding and relations between different peoples, the US citizenry must possess the functional linguistic abilities to participate in the culture of their counterparts and contemporaries. Such participation requires intensive language instruction at all levels of education and training from K-12 to the university and beyond.

The widespread use of communication technologies, especially the Internet, is bringing more and more US students, researchers, teachers, business people, and citizens into immediate and social contact with cultures and societies from around the world. Within this rapidly growing networked community of scientists, entrepreneurs, doctors, and educators, it is important for Americans to attain a level of discourse in a foreign language and culture to interpret situations correctly and ensure the success of political, business, educational, and scientific enterprises. In addition to US professionals, who need to understand materials specific to their discipline, our political leaders must also be able and ready to understand legal documents and political speeches crucial to international policy and national security.

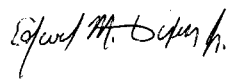
As a result of technological advancements in the area of global communications, the need for strong proficiency skills through foreign language education has never been

more necessary than now. To reach our objective of moving foreign language programs to a communicative and literacy based model, I propose the following:

Comprehensively support a nationwide focus on reflective teaching and learning practices that foster functional literacy in language and cultural education.

Advance faculty and student work in the new learning environments of the digital age, through professional development, curriculum development, research, and coordination of technology support for teaching and learning foreign languages.

Sincerely,



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September 18, 2000

Senator Thad Cochran, Chair
Senate Government Affairs Subcommittee on International Security, Proliferation
and Federal Services
326 Russell Senate Office Building
Washington, DC 20510

Re: National Language Needs and Capabilities

Dear Senator Cochran:

I would like to address the importance of language study to our nation's future. Our country's ability to sustain and build on its current economic and strategic success depends on the ability of large numbers of Americans to understand and relate to the rest of the world. A critical component of that ability is the capability of functioning in another country's language; equally important is a knowledge of other cultures, and such knowledge is embedded in language and inextricable from it.

Foreign language study is important at all educational levels. Language instruction should begin in the early years of schooling, but its importance should be reinforced by a stronger commitment to foreign languages in the nation's colleges and universities, whose mission includes training and certifying language teachers. The admissions requirements of institutions of higher education send a message down the line about the importance of foreign language study; so does an emphasis on study abroad and other overseas experiences, for both students and teachers.

In the case of Japanese, one of the "less commonly taught" but strategically important languages, enrollments have been increasing or steady over the past decade or more at the tertiary level; at the pre-college level, they have increased dramatically, as school districts and parents perceive the advantage their children will gain from knowledge of an important foreign language and an acquaintance with its culture. Other languages have shown similar patterns. Even this growth, however, is inadequate to fill the demands of businesses for employees with international and multicultural experience, or the need of the federal government to fill 34,000 positions annually that require foreign language skills.

The Association of Teachers of Japanese and the National Council of Japanese Language Teachers, which together represent several thousand of the nation's teachers of Japanese at all levels of instruction, urge the federal government to support and encourage the study of foreign languages through programs of support for overseas study by teachers and students, through encouragement and facilitation of the presence of foreign scholars and teachers on US campuses, and through financial and logistic support for pre- and in-service training of qualified language teachers.

In partnership with language study, area studies are an important part of building an internationally competent and sophisticated citizenry. Their decline on many university campuses, and the complete absence from the curriculum at many elementary and secondary schools of the study of non-Occidental areas of the world, is a disturbing trend. Again, we hope that the federal government will show leadership in promoting area studies as well as language and culture studies. The relatively modest investment in programs of international exchange for teachers and students will pay off handsomely in the future in the form of an increasingly international, multicultural, tolerant, and strong nation.

Sincerely yours,

Susan Schmidt
Executive Director

SCOLT
SOUTHERN CONFERENCE ON LANGUAGE TEACHING

Lynne McClendon, Executive Director
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Roswell, GA 30076
telephone 770-992-1256
lynnemcc@mindspring.com

Senator Thad Cochran, Chair
Senate Government Affairs Subcommittee on
International Security, Proliferation and Federal Services
326 Russell Senate Office Building
Washington, DC 20510

September 9, 2000

Dear Senator Cochran:

On behalf of the Southern Conference on Language Teaching, we welcome the discussions regarding national foreign language needs and capabilities in the United States. While there are many wonderful foreign language initiatives throughout the southern region as well as across the United States, your committee's support for these and additional programs can strengthen the possibilities of producing fluent speakers of other languages who can strengthen both the US economic development and security. Upon a recent flight, I came across an article in the August 2000 Delta *Sky* magazine entitled, "Our Multilingual Corporate World," from which the following passage is taken.

> Language is the vehicle for the understanding and appreciation of different ways of conducting business and developing relationships. As trade continues to reach around the world, the advantage of speaking other languages will increase, and American schools will be challenged to do a better job of teaching them. (p. 50)

Part of the key to doing a "better job of teaching them (languages)" has to do with when students begin their foreign language acquisition and how long it is pursued. Many states have initiatives which call for elementary programs. Georgia is one such state which sponsors a certain number of model elementary foreign language sequential programs throughout the state. Many of the programs now have students in middle school. We feel that these students will continue to be successful language students in high school as well as having the opportunity to take up other languages to enhance further opportunities for themselves, and, in the long run, for the workplace they will enter in 2010 and beyond. In addition to acquiring valuable second language skills and fluency, these students will outperform other students in college tests like the SAT. In the August 30, 2000 edition of the *Atlanta Journal and Constitution* (section C), it was revealed that while there was a correlation between the number of years students took math and the student's good performance on the SAT "the difference was even more apparent in foreign language. Students who took at least three years of foreign language scored 1044 nationally and 1051 in Georgia." Unfortunately, the article goes on to say that "60 percent of the test takers took at least three years of foreign language nationally, while in Georgia, only 30 percent did, according to the College Board report." We feel that a different picture will emerge when our elementary students in these model programs who continue on their foreign language track take the SAT in their junior and senior years.

Another example, this time a local initiative, comes from the Lexington school district in South Carolina. This system has articulated elementary foreign language programs in four languages. There are now juniors in one of the high schools in which many of the students have received French instruction since the first grade.

Prince George's (VA) French immersion program is one of the most advanced language programs in the country that offers a continuous and comprehensive foreign language education from kindergarten through 12th grade. Their students have won many awards and have been recognized by the French Embassy.

While there are other examples of state and local initiatives, they are limited. Don't we want to increase these types of programs so that more students will have the same wonderful opportunities to not only acquire second language skills but also to enhance their native language capabilities and seize learning opportunities with enthusiasm? Don't we want our own students, as they take roles in education, business, and government, to speak to and with their counterparts around the world and to speak on behalf of the United States in languages understood by others in the global community? Don't we want our students, as they take on future roles of parents, to be able to share language enrichment with their children so that they have a head start on being successful students? If these are desirable goals for the citizens of the United States, then all of us, including government need to work together to make it happen. Where would the US be today had not national attention been brought to the scientific capabilities of Russia, the then Soviet Union of the 1950s, compared to those of the United States? This same national attention and support is needed to advance the study of foreign language in our schools at an early age with articulated continued study into high school and beyond.

Your consideration of these issues is greatly appreciated.

Sincerely,

Lynne McClendon

Lynne McClendon
SCOLT Executive Director

NCO LCTL

National Council of Organizations of Less Commonly Taught Languages

September 18, 2000

Senator Thad Cochran, Chair
Senate Government Affairs Subcommittee on
International Security, Proliferation & Federal Services
326 Russell Senate Office Building
Washington, DC 20510

Dear Senator Cochran:

On behalf of the National Council of Organizations of Less Commonly Taught Languages (NCOLCTL), I am writing to provide written testimony for your subcommittee hearings on Thursday, September 14 and Tuesday, September 19 on national language needs and capabilities in the United States.

The National Center for State Courts (NCSC) recently issued a recruitment notice for court interpreters. Of the ten targeted languages, nine were less commonly taught languages (LCTLs), ranging from Arabic to Polish to Vietnamese. Moreover, the languages being considered for future interpreter training program development by the NCSC included Ghdjarati, Punjabi, and Tongan.

I am certain that the testimony that you have been hearing over the past several days has made abundantly clear that the importance of American competence in languages other than French, German and Spanish has never been greater. Most certainly there are and will remain international concerns related to political stability, economic competitiveness and world peace that demand a sufficient base of expertise in what have sometimes been called the "critical languages". But as should be evident from the NCSC announcement, the needs are equally great on the domestic front. Health care, civil and criminal law, the electronic and print media; these areas demand American expertise in the LCTLs.

In the decade of the Council's work seeking collective solutions to common problems, two fundamental motivations have shaped our mission. First we believe that within the American language instructional profession at all levels – primary, secondary and tertiary -- what is most important is to maintain the freedom for language choice. We must continue to maximize the possibilities for Americans to pursue language study whatever their motivation, be it professional or more purely personal.

The National Council of Organizations of Less Commonly Taught Languages
The National Foreign Language Center at the University of Maryland
1029 Vermont Avenue, N.W., Suite 1000, Washington, DC 20005

Second, it has become even clearer in more recent years that America's greatest natural resource with respect to language expertise for all national needs, both domestically and internationally, is her heritage language learner population. In homes as well as more formal instructional settings, from recent immigrants to fifth generation descendants, the development of language and cultural expertise by thousands of heritage language learners is critical. It can and should provide the foundation for meeting the very sorts of crisis-level challenges that representatives from the Department of Defense detailed during their testimony to you on Thursday of last week.

On behalf of the Council, my deepest thanks for your time and attention to these matters. With all good wishes,

Sincerely yours,

Scott McGinnis, Ph.D.
Executive Director

Foreign Language Education Improvement Amendments Act of 1999 (Introduced in the Senate)

S 601 IS

106th CONGRESS

1st Session

S. 601

To improve the foreign language assistance program.

IN THE SENATE OF THE UNITED STATES

March 11, 1999

Mr. COCHRAN introduced the following bill; which was read twice and referred to the Committee on Health, Education, Labor, and Pensions

A BILL

To improve the foreign language assistance program.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the `Foreign Language Education Improvement Amendments Act of 1999'.

SEC. 2. FOREIGN LANGUAGE ASSISTANCE PROGRAM.

(a) FEDERAL SHARE- Section 7203 of the Foreign Language Assistance Act of 1994 (20 U.S.C. 7513) is amended--

(1) in subsection (a)(2), by striking `three years' and inserting `not less than three and not more than five years';

(2) in subsection (b), by adding at the end the following:

`(3) HEAVILY IMPACTED SCHOOLS- The Secretary shall use 50 percent of the funds appropriated to carry out this part for a fiscal year to award grants for foreign language programs serving students in elementary schools or secondary schools described in section 1114(a)(1)(B), and notwithstanding subsection (c) the Federal share of the cost of such programs shall be 100 percent.'; and

(3) in subsection (c)--

(A) by striking paragraph (2); and

(B) by redesignating paragraphs (3) and (4) as paragraphs (2) and (3), respectively.

(b) APPLICATIONS- Section 7204(b) of the Foreign Language Assistance Act of 1994 (20 U.S.C. 7514(b)) is amended--

(1) by redesignating paragraphs (2) and (3) as paragraphs (4) and (5);

(2) by inserting after paragraph (1) the following:

`(2) make effective use of technology such as computer assisted instruction, language laboratories, or distance learning;

`(3) promote innovative activities such as immersion, partial immersion, or content-based instruction;';

(3) in paragraph (4) (as redesignated by paragraph (1)), by striking `or' after the semicolon;

(4) in paragraph (5) (as redesignated by paragraph (1)), by striking the period and inserting `; or'; and

(5) by adding at the end the following:

`(6) involve consortia with elementary schools or secondary schools.'.

(c) INCENTIVE PAYMENTS- Section 7205(a) of the Foreign Language Assistance Act of 1994 (20 U.S.C. 7515(a)) is amended by striking `provides to students attending such school' and inserting `initiates'.

(d) AUTHORIZATION OF APPROPRIATIONS- Section 7206 of the Foreign Language Assistance Act of 1994 (20 U.S.C. 7516) is amended--

(1) by striking `$35,000,000 for the fiscal year 1995' and inserting `$50,000,000 for fiscal year 2000'; and

(2) by striking `$20,000,000' and inserting `$25,000,000'.

United States of America

Congressional Record

PROCEEDINGS AND DEBATES OF THE 106th CONGRESS, FIRST SESSION

Vol. 145 WASHINGTON, THURSDAY, MARCH 11, 1999 No. 39

Senate

Mr. COCHRAN. Mr. President, today I am introducing a bill to amend the Foreign Language Assistance Program which is administered under the Elementary and Secondary Education Act.

The Foreign Language Education Improvement Amendments of 1999 make changes that encourage and make possible the teaching of a second language to students in elementary and secondary schools with limited resources—in particular, those schools heavily impacted by the unique problems of educating a high population of disadvantaged students.

My bill also provides schools an incentive to initiate foreign language programs, promotes technology, distance learning, and other innovative activities in the effective instruction of a foreign language.

Recent research about the human brain and language acquisition, which we've heard a lot about in connection to the teaching of reading and early childhood development, revealed that the ability to learn new languages is highest between birth and age six. 'Windows of opportunity' is how a February 3, 1997, Time article described this neurological function, which effectively is open and pliable during the early years of life and closes by the age of ten.

We all know, from personal and other practical experience, that of course, people learn foreign languages beyond the age of ten. But, the enlightening fact of the research is that humans learn languages easier, and best at an early age.

The National School Boards Association publication, School Board News, printed an article in July, 1997 that describes early foreign language programs, and the benefits of learning languages early:

According to the Center for Applied Linguistics (CAL) in Washington, D.C., the early study of a second language offers many benefits for students, including gains in academic achievement, positive attitudes toward diversity, increased flexibility in thinking, greater sensitivity to language, and a better ear for listening and pronunciation. Foreign language study also improves children's understanding of their native language, increase creativity, helps students get better SAT scores, and increase their job opportunities.

The evidence shows that children who learn foreign languages score higher in all academic subjects than those who speak only English. Most developed countries recognize this and, according to the National Foreign Language Center, the United States is alone in not teaching foreign languages routinely before the age of twelve. Congress recognized the need for foreign language study when it passed Goals 2000 in 1994, making foreign language acquisition an education priority.

In February of this year, the Center for Applied Linguistics released the results of a U.S. Department of Education funded survey of foreign language teaching in preschool through 12th grade in the United States. The results show a rising awareness and increase in the teaching of foreign languages, but in the 31 percent of elementary schools that offer foreign language instruction, only 21 percent have proficiency as the goal of the program. Among the most frequently cited problems facing foreign language programs were inadequate funding, inadequate in-service teacher training, teacher

shortages and a lack of sequencing from elementary to secondary school.

This survey is a good snapshot of the state of the teaching of foreign languages K-12 in our country. It can be read as encouraging: that we know we should be teaching languages earlier; that more schools are attempting to teach foreign languages; and that more languages are being taught. It also clearly shows where we need improvement: that we need to show accomplishment in teaching our students foreign languages; that more schools need to have the resources to offer the necessary course work for attaining this skill; and, that foreign languages should be a priority.

The advantages of having foreign language ability range from greater opportunities for college admission to fulfilling national security needs. The National Council for Languages and International Studies found that the top attainable skill cited as a determining factor for likely college admission is foreign language proficiency. There are also social and cultural tolerance advantages that the National Council for Languages and International Studies and others cite, which most of us can appreciate. According to a February 1998, USA Today survey, top executives of America's businesses cited a need for and lack of foreign language skills twice as great as any other skill in demand. The National Foreign Language Center published a 1999 report titled, Language and National Security for the 21st Century: The Federal Role in Supporting National Language Capacity. This report is very compelling in its review of the need for military and civilian personnel with foreign language capability, and the lack thereof in our current and rising workforces. Here are some quotes from that report:

For example, the admission of a DEA official in September, 1997 that the agency lacks sufficient Russian language expertise to combat organized crime in groups from the former Soviet Union indicates a shortfall in supply of such expertise.

* * * * *

The Foreign Service reports that only 60% of its billets requiring language are at present filled, with waivers applied to the other 35%.

* * * * *

Clearly, the academic system falls short in producing speakers minimally qualified to hold jobs requiring the use of foreign language, which is why the federal language programs exist and why the language training business in the private sector is so successful.

The same report further explains that the language training business is estimated to be $20 billion internationally. That is money spent by our government, our businesses and individuals to teach adults a skill essential in the global relationships of industry, diplomacy, defense, and higher education.

The evidence of need is great, and yet there is a lack of sufficient foreign language training at the K-12 level. We have one program in the Elementary and Secondary Education Act aimed at providing incentives and giving grants to schools for this purpose. It is a program that is currently funded at just $5 million for a few matching grants in a handful of states. However, the section of this law providing a grant for schools that offer foreign language instruction programs has never been funded. A frustrating aspect of this good program is that the schools in the most need of the assistance can't afford the ante. My amendments establish a 50 percent set aside for schools serving the most disadvantaged students, and eliminates the matching share requirement for those schools. This bill also increases the annual authorization for the program from $55,000,000 to $75,000,000.

I hope that we will give greater attention to this program when we make funding decisions, so that schools without the advantages of plentiful resources can provide their students with a high quality and competitive education.

My amendments to the ESEA Foreign Language Assistance Program will provide new opportunities and encouragement to our school children, teachers, and parents, so we can better meet our global business challenges and national security needs.

Schools Desperate for Foreign-Language Teachers

By Emily Wax
Washington Post Staff Writer
Tuesday, July 4, 2000; Page A09

At the high school in Paxton, Ill., students sat in their classroom this year listening to a fuzzy voice on a tape recorder recite a series of French vocabulary words. Nearby, a teacher was behind her desk ready to adjust the volume or pop a tape into the VCR for a lesson on French grammar.

If the students had any questions about the language they were studying, they were out of luck. Their teacher knew less French than they did.

"We were really struggling to find a French teacher," said Jim Flaherty, the principal at Paxton-Buckley-Loda High School. But Flaherty said he won't subject students to lessons on tape next year. "We finally decided that we just won't teach French in the fall," he said. "It's just not right."

Many schools across the country face a similar problem: They can't find enough foreign-language teachers. Teacher associations and school district recruiters say it's simply an issue of supply and demand. In a booming global economy, more students than ever want to learn foreign languages. But people who are fluent in a foreign language can make far more money as translators in the corporate world than as teachers on a public school payroll.

"I get calls weekly from superintendents and principals begging for

———On the Web———
· National Clearinghouse for Bilingual Education
· Dep. of Ed. Office of Bilingual Education
· National Association for Bilingual Education
· Why Bilingual Education?

———From the Post———
· Teaching in Tongues: Schools, Children Must Struggle to Overcome Language Barrier (The Washington Post, April 24, 2000)
· Riley Endorses Two-Way Bilingual Education (The Washington Post, March 16, 2000)
· Court Allows California Bilingual Ban (The Washington Post, Aug. 2, 1998)
· Education Dept. Faults Anti-Bilingual Measure (The Washington Post, April 28, 1998)
· Region a Melting Pot of Bilingual Ed Programs (The Washington Post, July 28, 1998)

———From Education Week———
· Arizona, Colorado Look to Curtail Bilingual Education (Education Week, June 7, 2000)
Bilingual Instruction in Calif. Less Consistent Since Prop. 227 (Education Week, May 3, 2000)

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candidates," said Jean LeLoup, an associate professor of Spanish at the State University of New York at Cortland. "In the mid-1970s, you couldn't find a job teaching a foreign language; taking a foreign language was just not in vogue. But look at today. Everyone wants to know languages."

Some schools, like Flaherty's, have dealt with the shortage by canceling classes. Others have resorted to using uncertified teachers or distance-learning programs. Some schools have filled slots by recruiting in France, Spain and Mexico, while others have turned their English and social studies teachers into foreign-language instructors.

The demand for foreign-language classes has grown as parents and students have realized how marketable a second language is, said LeLoup, who is also a coordinator for Foreign Language Teach, a Web site for foreign-language teachers. And while U.S. schools used to start the lessons in high school, parents now want their children to begin much earlier.

From 1987 to 1997, the number of foreign-language students in elementary schools increased by nearly 10 percent, according to a study released last year by the D.C.-based Center for Applied Linguistics. The study also found that teacher shortages were widespread.

LeLoup said universities need to encourage more of their students to become foreign-language teachers by telling them about the number of jobs available. But educators also say that young adults with language skills soon discover they can make twice as much money as translators.

"There are openings now in almost all major corporations for people who know a second language," said Harriet Barnett, a consultant at American Council on the Teaching of Foreign Languages. "And they offer bigger bucks than teaching."

Anita Wicker, 30, could have earned a good income as a full-time translator but decided she wanted to teach. After graduating in May from Arkansas State University, she got 19 job offers to teach Spanish in public schools. She took a job at a high school in West Memphis, Ark.

But she will supplement her $27,750 starting teacher's salary by translating at a factory where many Mexican immigrants work, a job that will pay her $75 an hour. And she also will work part-time in the court system, which pays translators $300 a day.

Wicker said many students at her university were majoring in foreign languages, but most planned to go into international business.

Some school officials say part of the answer is to let schools hire foreign-language speakers who want to teach without making them go through the normal certification process, which involves many courses in education. Others are dubious of that approach, fearing a lowering of

teaching standards.

A few schools in California, Colorado and New Mexico have persuaded teachers of other subjects to get retrained as foreign-language teachers, using this carrot: a language-immersion program in a foreign country. Several educators say more schools need to offer that incentive.

There have been several federal grants to send teachers to Spain and Mexico for retraining, said Mike Wittig, at the National Registration Center for Study Abroad. "You make it appealing for teachers to learn a language," Wittig said.

An increasing number of schools are importing foreign-language teachers from French- and Spanish-speaking countries. Typically, these are instructors who taught English as a foreign language in their native country and they seem to have little trouble making the switch. One advantage of this approach is that the teachers can share their culture with their U.S. students.

Spain has sent several hundred Spanish teachers to schools across the United States. In the Washington area, Arlington will have five teachers from Spain this fall and Loudoun County two.

Prince George's County has 35 openings for foreign-language teachers and is getting so few applicants that its administrators are talking with Mexican officials about importing Spanish teachers for three-year stints. The number of foreign-language students in Prince George's has increased 15 percent in the last five years, said Pat Barr-Harrison, supervisor of the school system's foreign language program.

Dollie Zimmerman, who was born in Argentina and has spent most of her life in Spain, moved from Madrid last year to teach Spanish in Bolivar, Tenn., for three years under an agreement between the Tennessee and Spanish governments.

Her husband, Eugenio Cormick, also a teacher, is not part of that program but found a similar job right away. He is teaching Spanish to summer-school students in Memphis public schools.

"I came here and there were so many jobs," said Cormick, who works hard to share his culture with his students, most of whom have never been to Spain or Central America. "It was very unexpected. It may be hard for the schools, but for us it is a wonderful opportunity."

A College Applicant's Scrap

THE LEGO TEST

THE SAT. GPA. AP COURSES. THESE ARE the components of most applications. But for dozens of students entering in the fall of 2000 at nine prestigious colleges, one of the pieces of the application was a Lego brick.

The students are part of an experimental program, overseen by Harvard graduate student Deborah Bial, to research alternative methods of choosing freshmen. Bial put roughly 700 promising but underachieving New York public-high-school students through three hours of testing. None of the tests involved pencil and paper. Instead, students participated in workshops designed to identify traits like motivation and initiative that standardized tests don't measure. For example, one group of students was asked to duplicate a robot out of Legos. Students were rated on leadership and ability to work in a group.

The participating schools—Carleton, Colorado, Beloit, Grinnell, Macalester, Penn State, Rutgers, Delaware and Michigan—joined the project because of frustration with the limits of current testing. "The most important quality for a successful candidate to our college—and lots of small liberal-arts colleges—is motivation," said Paul Thiboutot, dean of admissions at Carleton. "We can read essays. But none of that tells us how motivated someone is." Building with Legos may help colleges build a better class.

Can colleges build a better class with Legos?

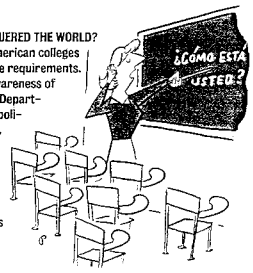
SOLDIERING ON

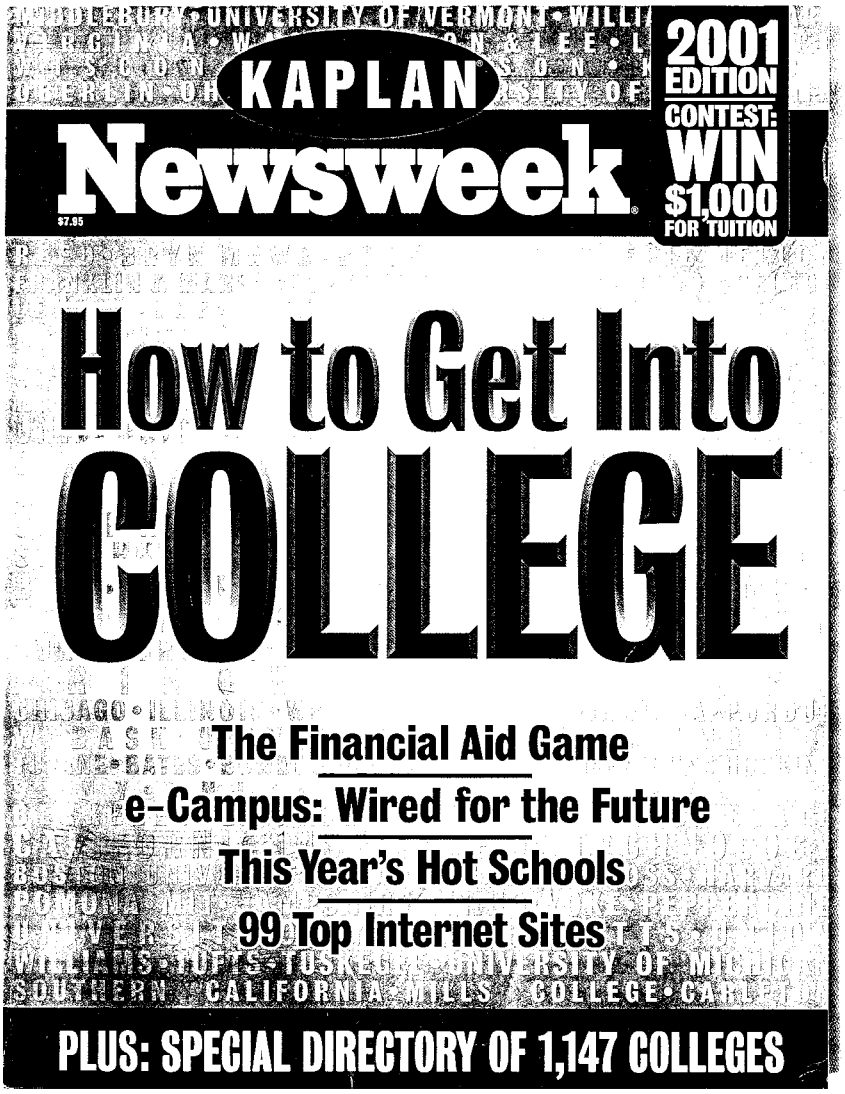
TENN-HUTT! ALL RIGHT, YOU sorry excuse for a soldier! Still whining about what to do after graduation and how to pay for college? One answer: ROTC, the Reserve Officer Training Corps. Depending on the service, you get some or all of your tuition paid, plus a stipend. You work on campus, wear the uniform and learn leadership and fighting skills. You won't be alone—there are cadets at nearly 3,000 colleges, with 470 ROTC units posted nationwide.

After college, you're an officer and have to serve: eight years combined active and reserve duty in the Army, four years of active duty for the Air Force or three years of active duty for the Navy. All of which is a whole other kind of education.

SPEAKING IN TONGUES

SO YOU THINK THE ENGLISH LANGUAGE HAS CONQUERED THE WORLD? Well, if you want to go to college, think again. American colleges and universities are tightening foreign-language requirements. Blame political correctness—plus a growing awareness of American linguistic deficiencies. This spring the Departments of Education and State began to develop policies to improve the teaching of other languages. And educators are embracing the idea: the Universities of Pennsylvania, Minnesota and Arizona, among others, require students to pass oral and written exams in a foreign language to graduate, and the state of Kentucky requires two foreign-language courses in high school. It's the price of admission to a global culture.

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PREPARED STATEMENT OF MARCIA HARMON ROSENBUSCH, DIRECTOR, NATIONAL K-12 FOREIGN LANGUAGE RESOURCE CENTER, IOWA STATE UNIVERSITY

I write as Director of the National K-12 Foreign Language Resource Center at Iowa State University. The mission of our Center is the improvement of student learning of foreign languages in our nation's elementary and secondary schools. From our work with foreign language teachers throughout the nation, it is clear that these teachers are deeply committed to preparing students linguistically and culturally for their future in a diverse nation and world.

I hear their stories and I know they inspire in their students curiosity about the world, respect for others, and an appreciation of cultural and ethnic groups—as well as a love for language. I know that their job extends well beyond the school day as they advocate in their school, community, and beyond for strong foreign language programs.

Yet the most common foreign language experience of our nation's students today is still just two years of study at the high school level. Foreign language teachers know that two years of language study does not result in useable skills; they know that long sequences of language study are necessary for students to acquire significant skills. Yet they report that the development of these sequences and the achievement of programs of excellence seem almost impossible to attain in their schools.

One of the most difficult barriers teachers address is budgetary. School administrators and school boards rarely choose to invest limited financial resources in expanding foreign language education to the early grades. The need for building repair, reduction of class size, and other important basics take precedence in funding. Yet even when these needs are met, school administrators see few incentives to establish a strong foreign language program.

Expanding programs to new levels of instruction means that more teachers will be needed. Many of today's foreign language teachers entered the field years ago encouraged by federal funding for teacher development institutes and study abroad opportunities. These teachers are nearing retirement. They know that just to maintain today's programs, major efforts in teacher recruitment and training are necessary. To expand and strengthen these programs, it is clear that even greater resources are needed.

The accomplished teachers we work with have sought professional development programs throughout their careers, often at their own expense. As a profession we know that it is crucial to the formation and continued excellence of foreign language teachers that they have opportunities to study on site in the countries and cultures of the language they teach. We recognize that creative ways of funding this critical experience in teacher preparation and on-going development must be made accessible.

Teachers know that when children in elementary school begin a long sequence of foreign language instruction, the established middle school and high school curriculum must change as students reach those levels. Without curricular change at the upper levels, an early start is meaningless. Teachers need professional development opportunities that allow them to explore and redefine their curricula to meet this exciting challenge; and they need opportunities to enhance their language skills, cultural knowledge, and their skills in assessing student learning.

Recognizing the importance of reflective practice, teacher preparation programs provide students with these strategies and experience with informal and formal classroom research. Our profession strongly supports basic and applied research because it is vital to

achieving credibility with stakeholders and influencing policy makers; and we recognize the critical role that public funding plays in meeting our profession's need for research.

Many teachers have told me how important the support from the Language Resource Centers (LRC) is to their work. They are eager to enrich their teaching with the curriculum materials developed and classroom-tested by teachers participating in LRC projects. They appreciate the access to assessment instruments specific to their language and level of teaching that the LRCs provide. They look to LRC professional development institutes to provide them with new strategies for teaching students who come to upper level classes with significant language skills already developed. They want to gain skill in using new technologies and to learn about technology resources that will enhance the study of language and culture for their students.

Teachers believe that all of our nation's students need the opportunity to develop and maintain proficiency in English and at least one other language to participate fully in the 21st century. Yet in spite of their commitment to this vision, they cannot achieve it alone. The Language Resource Centers exemplify a successful program that helps foreign language teachers make this vision a reality. The impact of the Language Resource Center program is expressed in the words of one teacher who attended a professional development institute at the National K-12 Foreign Language Resource Center:

> (This institute) has increased my effectiveness in the classroom, has improved the interest and performance of my students, and has turned me into someone who is much more capable and interested in making contributions to the profession in general. I am amazed when I consider how widespread the effects of my attendance are. I alone have impacted so many other teachers through conversations, materials exchanges, and presentations, I can hardly believe it. The effect of such networking, when multiplied by 40 people who attended the institute, is staggering!

PREPARED STATEMENT OF RICHARD D. BRECHT, Ph.D., DIRECTOR, THE NATIONAL FOREIGN LANGUAGE CENTER, UNIVERSITY OF MARYLAND

Testimony on
The State of Foreign Language Capabilities in National Security and the Federal Government – Part II

Submitted to the Subcommittee on International Security,
Proliferation and Federal Services
of the
Senate Committee on Governmental Affairs

At the National Foreign Language Center, our mission is to document the nation's needs for language and to develop policy and planning for building capacity to meet those needs. Our position today is that *the political, social, economic, and technological developments of the last decade dictate that foreign language be treated on a par with mathematics and science as vital to national security and deserving of similar Federal support.*

National crises have often provoked a Federal response in support of research and education in math and science:

- The National Academy of Sciences was established in 1863, at the height of the Civil War, in order to "whenever called upon by any department of the Government, investigate, examine, experiment, and report upon any subject of science or art;"[1]
- In anticipation of America's entry into the First World War, the National Research Council came into being in 1916, "at the request of the President by the National Academy of Sciences, under its Congressional charter, as a measure of national preparedness"[2];
- As a response to the critical role of science and engineering in winning the Second World War, in 1950 the Congress established the National Science Foundation to "promote the progress of science; to advance the national health, prosperity, and welfare; to secure the national defense; and for other purposes."[3]
- In 1958, the Congress passed the National Defense Education Act, whose goals included the advancement of math and science in higher education in the US.

In all of these instances, the link between national security and math and science was clear and, thus, so too was the Federal mandate to build the nation's capacity in these areas. These interventions have placed this nation in the front ranks internationally in a wide range of technical and scientific fields, and have created a comprehensive set of structures to advise the Federal Government on key issues of science and engineering (the NAS), perform key research as requested by agencies of the Federal Government (the NRC), and support academic-sector research in the sciences (the NSF).

Similarly, foreign language has always been considered essential to national security and, as such, has been the target of Federal interventions. The Army Special Training Program was founded in 1942 to train linguists for World War II, and the

[1] "An Act to Incorporate the National Academy of Sciences," March 3, 1863, Section 3.
[2] Executive Order No. 2859 of May 11, 1918, Relating to the National Research Council.
[3] National Science Foundation Act of 1950 (USC 42 §1861 et seq.).

School of Language Studies of the Foreign Service Institute was founded in 1947.[4] Title VI of the National Defense Education Act (and its successor, the programs authorized by Title VI of the Higher Education Act and the companion Fulbright-Hays programs, both administered by the Department of Education) answered the security needs spotlighted by the launch of Sputnik in 1957. The National Security Education Program, created by the National Security Education Act of 1991, responded to the rapidly expanding needs for language and area expertise brought about by the fall of the Soviet Union and the general collapse of the bilateral world. In elementary and secondary education, the Congress authorized the Foreign Language Assistance Program (FLAP) in 1988 as a response to the newly emerging needs of globalization: "Proficiency in two or more languages should be promoted for all American students. Multilingualism enhances cognitive and social growth, competitiveness in the global marketplace, national security, and understanding of diverse people and cultures."[5]

Over the past fifteen years, the language needs of the nation have exploded. The Federal mandate for language expertise has expanded with the needs, and now more languages at higher levels of proficiency must be taught to more current and potential military and civilian employees than ever before:

- US troops deployed abroad: "More than 40,000 U.S. troops are or have been stationed in more than 140 nations (excluding NATO countries and Japan) since 1991, including every nation in Latin America, all but two of the fifteen successor states to the USSR, some forty nations in Africa, and throughout South and Southeast Asia. More than 140 languages are spoken in these nations. The ability to communicate with military forces of other nations in a coalition, the ability to communicate with the people in a disaster stricken country, the ability to act as peace-keeper in situations such as Bosnia and Kosovo – all of these demand higher skills in listening, understanding, and speaking. Cultural awareness is essential in such operations. That awareness and understanding is facilitated by sound knowledge of the language."[6]
- The Intelligence Community reports shortfalls in Central Eurasian, East Asian, and Middle Eastern languages. Shortfalls impact collection, processing, exploitation, and analysis of intelligence data.[7]
- The Federal Bureau of Investigation faces expanding language requirements for critical missions: "Every piece of foreign language material could be the key to solving the next big international drug case or maybe stopping a terrorist plot before the bomb goes off. Last year, the FBI's Language Specialists and Contract Linguists translated over one million pages of documents and countless hours of audio material. With the growing demand for certain languages, the work continues to back up. The information becomes perishable over a period of time, so the lead value diminishes

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[4] Source: Müller, Kurt. 1986. *Language Competence: Implications for National Security.* New York: Center for Strategic and International Studies, Georgetown University, and Praeger.

[5] 20 USCS 7512 (3): Foreign Language Assistance Program: Findings.

[6] Language and the Department of Defense: Challenges for the 21st Century. An interview with Glenn H. Nordin, Assistant Director of Intelligence Policy (Language and Training), Office of the Assistant Secretary of Defense, C3I. *NFLC Policy Issues, Vol. 2 number 2.* December 1999.

[7] Testimony of Ellen Laipson, Vice Chairman, National Intelligence Council, before the Subcommittee on International Security, Proliferation and Federal Services, Senate Committee on Governmental Affairs, September 14, 2000.

when the translation is delayed too long. When we're talking about unaddressed work coming from critical national security-related investigations, the implications are sobering."[8]

- The Administrative Office of the US Courts reports an annual increase of 15% in events requiring interpretation.[9]
- The State Department reports that only 60% of its Foreign Service billets requiring language are at present filled, with waivers applied to another 35%.[10]

Unfortunately, while a clear argument can be made that language competence is as vital to national security as is math and science, the Federal response to building language capacity has been uneven. Continuing interest in and support for language have been mere shadows of the Federal support for education in math and science. Federal training programs address immediate and minimal requirements in response to imminent crises, but they are not sufficiently funded to produce the higher-level competencies in languages needed for the long term, nor can they mount the maintenance programs needed in the field on a continuing basis. Furthermore, these programs need significant investments in research and development to take full advantage of today's advances in technology and cognitive science. By the same token, the Federal support for foreign language in our education system is paltry by any measure, with very limited funding available specifically for language in Title VI/F-H of the HEA, in FLAP, and in the NSEP. Finally, there exists no central facility, such as the NRC, to which Federal policy makers and language program designers and managers can turn for advice and assistance in improving the nation's language capacity.

Current and projected national security needs for foreign language competence require a concerted Federal strategy focused on foreign language, similar to that enjoyed by math and science over the years. Such a strategy should include:

- A refocusing on the language requirements of Federal agencies responsible for national security and a greatly expanded budget for the DLI and FSI to meet those requirements;
- The establishment of a Federal office responsible for comprehensive policy and planning for research and education to meet the language needs of the Federal government, similar to that of the NRC;
- A greatly expanded effort in the Department of Education to broaden the base of language enrollments in our nation's schools and universities, to train sufficient numbers of teachers for such expansion, to integrate the heritage language communities, to expand research, and to build field infrastructure in the profession,

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[8] Testimony of David E. Alba, Assistant Director of the Investigative Services Division, Federal Bureau of Investigation, before the Subcommittee on International Security, Proliferation and Federal Services, Senate Committee on Governmental Affairs, September 14, 2000.

[9] Source: Marijke Van der Heide, Language Services Coordinator, Administrative Office of the US Courts. February 15, 2000. Interview with the William Rivers, Research Associate, The National Foreign Language Center.

[10] Source: Cohen, Bonnie, and Patrick Kennedy. Quote from: U.S. Congress. House Appropriations Committee, Subcommittee on Commerce, Justice, State and the Judiciary (Date: April 14, 1999). Text from: Federal News Service. Available from: Congressional Universe (Online Service). Bethesda, MD: Congressional Information Service.

particularly in the less commonly taught languages. These goals entail expansion of the existing programs dedicated to foreign language (the Foreign Language Assistance Program and Title VI/Fulbright-Hays), as well as new programs, as needed;

- A major increase in NSEP funding directed at producing sufficient numbers of linguistically proficient college and university graduates intended to meet the immediate and projected professional needs of Federal agencies responsible for national security.

The rationale for this particular set of recommendations is based on strengthening Federal language institutes as well as building both the K-12 and higher education programs to enhance the linguistically competent military and civilian Federal work force. Given the missions of the Defense Language Institute, the School of Language Studies of the Foreign Service Institute, and other components of the Federal language training system, the first recommendation we make is to strengthen these as necessary, in particular by increasing funding levels to permit more training and research and development, to better meet immediate and long-term needs. The remainder of this testimony will focus on the role that America's educational sector can play in meeting Federal requirements for language expertise for national security.

The American K-12 system is capable of significant accomplishments in the commonly taught languages. Spanish programs in particular can produce large numbers of "advanced level" graduates on a consistent basis. The school system has significant capabilities in other languages, especially in French and German, but the numbers and proficiency levels in the other major languages taught at this level (Arabic, Chinese, Japanese, and Russian) at this time cannot satisfy the needs of the military. Only the Federally mandated DLI can guarantee that the pool of high school graduate recruits will meet the language and proficiency requirements of the DoD. In the long term, though, the K-12 system can be strengthened by increased funding for FLAP to seed new programs; to establish and support long sequences of K-12 programming, especially in secondary education; and to support immersion (particularly two-way immersion) programs. In addition, new funding is required to develop programs to train teachers in order to ameliorate the current teacher shortage in foreign languages at the K-12 level. This strengthening of the K-12 system will enable the DLI to mount more cost-effective programs and target higher levels of proficiency by building on substantive proficiency of high school graduates recruited to its programs.

The higher education system is indeed capable of producing the higher-level proficiencies in a broader range of languages needed by the Federal government, thanks to decades of support from Title VI/F-H of the HEA. However, there are two distinct problems here. First, the high costs of low-enrollment programs make uncertain the adequate supply of competent graduates in the less commonly taught languages. Accordingly, Title VI/F-H should be strengthened to continue to build our nation's capabilities in language, especially the less commonly taught languages. In particular, enhanced national infrastructure is needed, so that programs can be initiated and supported in any and all institutions desirous of teaching a broader range of languages, regardless of current constraints posed by low enrollment levels. The research needs in this regard are acute: adequate descriptions of contemporary languages are needed, as

many of the textbooks and learning materials used in Federal and academic programs are based on linguistic descriptions that are decades old. Furthermore, the contributions of informational and instructional technology are as yet little understood, and major research results in linguistics and cognitive science have yet to make their way to classrooms. Second, the USED, charged with developing the knowledge and human resources in language and international studies required by the country, has Title VI/F-H and FLAP in place, but their funding level cannot match the need to expand the numbers and deepen the competence of students in our schools, colleges, universities, and professional schools.

An additional problem in the higher education system is the difficulty of producing the required language competence in the non-language professionals needed by Federal agencies. While professional translators and interpreters are needed, the most effective strategy is to recruit to government service a cadre of professionals – engineers, attorneys, physicians, agronomists, economists, political scientists, and the like – proficient in foreign languages, who are competent at practicing their professions in Federal agencies with global missions. The NSEP is the only program devoted exclusively to providing well-educated and linguistically competent professionals to Federal agencies charged with national security. With significantly increased funding, this program is capable of dramatically increasing the number of such professionals. Moreover, if the NSEP and higher education can produce professionals with high-level language competencies, the FSI can greatly expand its efforts to produce higher-level skills and to maintain proficiency over the course of a professional career.

Finally, a central point of focus for language is needed in the Federal government, a place where educators as well as Federal policy makers can find and share information on language needs and capacity building, where they can receive assistance in program building, where coordination of research and development efforts can take place among Federal agencies and between the Federal and education sectors

To conclude, these recommendations – increased funding for Federal language training programs, increased support for K-12 language training and teacher development, increased funding for student scholarships and fellowships and for faculty development higher education, and the establishment of a Federal focal point for language - constitute a concerted strategy for language and national security in the United States, on a par with the Federal effort in science and mathematics. It is time in this country for language to receive the kind of strategic support from the Federal government that math and science enjoy. The need is no less acute, and the threat to national security no less grave.

September 19, 2000
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