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Statement

of

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Subcommittee on Oversight and Investigations**

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Introduction and Background

Mr. Chairman and members of this distinguished committee, thank you for the opportunity to speak with you on the National Security Education Program's (NSEP's) role in support of the Department of Defense language transformation effort and the broader goals of the National Security Language Initiative.

You have requested that I focus on issues related to NSEP's role in the DoD language transformation plan and the National Security Language Initiative.

It is important to note as historical background that NSEP was the product of lessons learned from a series of 1991 post-Desert Storm Congressional hearings. The stark realization from these hearings was that our nation continually suffers from a lack of capacity to understand and communicate effectively in other languages and with other cultures. We were reminded during other crises of this lack of capacity and, of course, the events of 9/11 and the crises in Iraq and Afghanistan, as well as those throughout the rest of the globe, have underscored the compelling need for an entirely new generation of global professionals – who have the capacity to more effectively communicate in a wide array of critical languages and who are adept and adroit in regional and local culture. While NSEP's role in addressing critical shortfalls in these areas was recognized and well chronicled during the 1990s, the emergence of the Defense Language Transformation Roadmap, the Quadrennial Defense Review, and the National Security Language Initiative helped focus more attention on the critical role that the program has played – and can play – in addressing the larger contextual needs for this expertise.

NSEP represents an important commitment from within the Department of Defense (and the national intelligence community) to partner with U.S. education to dramatically improve the global expertise of those entering the federal workforce. NSEP has become a focal point for the Department's investment in creating a pipeline of linguistically and culturally competent professionals into the national security workforce. We recognize that in order to increase language capability in the Department – and achieve higher levels of language proficiency among our language professions, we must assume a more proactive role in promoting and encouraging foreign language education in the American population.

While a relatively small piece of the overall puzzle, NSEP's contribution to the overall national capacity – and to national security – is vital.

Today, NSEP consists of five critical component programs:

1. NSEP Boren Undergraduate Scholars. Since 1994, a program of scholarships to outstanding U.S. undergraduate students to study critical languages and cultures.
2. NSEP Boren Graduate Fellowships. Since 1994, a program of fellowships to outstanding U.S. graduate students to study critical languages and cultures.
3. Language Flagship. Since 2001, a strategic partnership with U.S. education to develop and implement high quality programs graduating students at professional levels of proficiency in languages critical to national security.
4. English for Heritage Language Speakers. Since 2006, a program offering U.S. citizens who are native speakers of critical languages an opportunity to develop higher levels of English proficiency.
5. National Language Service Corps (NLSC). Since 2007, the development of a pilot for an entirely new organization composed of U.S. citizens with critical language skills available to the federal government during times of emergency or national need.

In addition to these programs, NSEP works in close collaboration with the Defense Language Office to achieve other goals critical to the language transformation plan including an effort to build language and culture learning opportunities for ROTC cadets.

NSEP includes a rather unique and important statutory requirement as a component of its scholarship and fellowship awards – a requirement that the award recipient seek work in a national security related position in the federal government (and in first priority in DoD, State, Homeland Security, or ODNI) as a condition of accepting the award. We are delighted to report that there is no shortage of highly talented and outstanding American university students who are motivated to apply to NSEP for support not only because they seek funding to study critical languages but are eager to contribute to national security.

At least 1,200 NSEP Scholars and Fellows are now or have completed their federal service requirements. Their contributions to the departments of the federal government engaged in issues relating to national security have been enormous. As an example, on Sept 22 NSEP recognized the accomplishments of two outstanding former Undergraduate Scholars and Graduate Fellows in a major ceremony and reception:

Matthew Parin, a 2005 Boren Scholar, studied Arabic in Egypt. Matthew currently works in the Middle East & North Africa Office at the Department of Defense. He previously interned with the Federal Aviation Administration, where he worked on the Middle East desk in the Office of International Aviation.

Benjamin Orbach, a 2002 Boren Fellow, studied Arabic in Jordan. His experiences as a Boren Fellow formed the basis for a book, *Live from Jordan: Letters Home from My Journey Through the Middle East*. He now works for the Department of State and serves in the Office of the Middle East Partnership Initiative, including on assignment to the U.S. Consulate in Jerusalem, and has received multiple professional awards.

NSEP award recipients are already establishing major and highly visible careers throughout the national security community.

NSEP's Role in the DoD Language Transformation Plan and the National Security Language Initiative

NSEP's mission has expanded dramatically throughout the current decade. In 2004, the Department of Defense in close collaboration with the Center for Advanced Study of Language at the University of Maryland, sponsored a major National Language Conference bringing together, for the first time, senior representatives from national, state, and local education organizations, federal agencies, and business to address this vital issue. The conference led to the publication of a White Paper, published by the Department, outlining a number of key recommendations.

In many ways, the 2004 Conference and resulting White Paper functioned as important catalysts for the formation of a working group, initially composed of representatives from the Departments of Defense, Education, and State. This high level group was committed – with the strong support of the three Department Secretaries – to develop a plan that would dramatically increase the number of Americans learning critical need foreign languages. The plan was formally announced by the President in January 2006 as the National Security Language Initiative (NSLI).

NSEP executes the DoD component of NSLI. Equally important, NSEP's expanded efforts are major components of DoD's language transformation plan. In addition to ongoing NSEP efforts to fund and place highly qualified award recipients in national security related positions, NSEP focuses on two major components in its role in both NSLI and the DoD language transformation plan: (1) Dramatically expanding the reach of the Language Flagship Program; (including State Language Roadmaps) and (2) building the pilot National Language Service Corps.

The Language Flagship

During the era we generally categorize as "post 9/11," consensus has emerged that the American education system must more aggressively embrace the concept of global education for a broader population of students. The products of American education generally remain woefully unprepared to engage in a rapidly changing socio-economic and political environment that demands global skills. The most needed of these is the ability to effectively engage in languages other than English.

Since its inception in 2000, The Department of Defense Language Flagship initiative has provided important funding to the American higher education system to re-tool its approaches to language education. At the core of the Flagship concept is the assumption that the development of global skills (including advanced language competency) must be mainstreamed into American education. Ultimately, any approach to achieving language competency must begin as early as pre-school and, like other curricula, be defined as an articulated process from elementary, middle, and high school into the university. The long-term vision of The Language Flagship is a system where high school graduates emerge with intermediate to advanced competencies in languages ranging from Arabic to Chinese to Swahili and find opportunities and incentives to continue their language training toward professional proficiency as undergraduates. Flagship Centers enroll students drawn from all majors including business, engineering, and science. The Language Flagship envisions an array of colleges and universities across the U.S. known for their advanced language programs in concert with other vital efforts to establish a pipeline of students from K-12 into the university.

WHAT IS THE LANGUAGE FLAGSHIP?

The Language Flagship represents the beginnings of a proactive community of innovators comprised of a system of 13 domestic Flagship Centers and three K-12 programs, as well as 7 overseas Flagship Centers in places such as Alexandria Egypt, Nanjing, China, and St. Petersburg, Russia. The Language Flagship also consists of a rapidly expanding group of partners in higher education and business across the United States. This community is led by nationally-recognized leaders and innovators in language education.

The Language Flagship is a federally-funded effort and is a component of the National Security Education Program (NSEP) at the U.S Department of Defense. It began in late 2000 as a small pilot project to challenge a few U.S. colleges and universities to investigate their capacity and commitment to build programs of advanced language acquisition.¹ Important opportunities were developed for a small cohort of students to engage in one- to two-year post-BA language programs that included an intensive year of language study in the U.S. followed by

¹ The target proficiency is Interagency Language Roundtable (ILR) Level 3 or the American Council for the Teachers of Foreign Languages (ACTFL) Superior Level.

an articulated program of overseas study that included internships and direct enrollment in content courses taught in the target language.

Between 2001, when the first pilot grants were awarded, and 2005, the effort expanded to include additional universities offering programs in Arabic, Chinese, Korean, Persian, and Russian. In addition to the post-BA pilot efforts, two undergraduate Flagship Centers were established to test the capacity of institutions to produce undergraduate students with professional-level language proficiency. The Flagship model was further tested by the establishment of a pilot K-12 Chinese Flagship program. This pilot K-12 initiative was expanded in January 2006 to add two K-12 programs in Arabic and Chinese as part of the President's National Security Language Initiative (NSLI). Flagship Centers for Hindi/Urdu and Central Asian Turkic languages were also added as part of NSLI. This fall Flagship will begin funding a new African Languages Center.

The results of these initial pilot efforts were highly encouraging. Institutions created highly effective programs and students rose to meet the challenge. However, it was clear that a post-BA model alone would mean that these efforts would remain limited and out of reach to most American students. It was also clear that truly changing the paradigm of language learning in the U.S. and achieving the Flagship goal to reach at least 2000 students by the end of the decade required mainstreaming curricula into students' undergraduate years and, at a minimum, articulating those curricula down to high schools.

Recognizing the potential of the Flagship model and the imperative to broaden opportunities for U.S. students, The Language Flagship in 2006 refocused its effort to include advanced, proficiency-based language instruction as an integral component of undergraduate education. By doing so, the Flagship model could address the needs of hundreds, if not thousands, of students who are motivated to gain professional proficiency in language during their undergraduate studies. In spring 2006, all Flagship Centers were asked to develop curricula that responded to the needs of undergraduates. The goals were simple yet highly challenging: build curricula that offer entering college freshman the opportunity to elect a track that moves them to professional proficiency regardless of their major.

The goals of The Language Flagship are ambitious. We seek to enroll a minimum of 2,000 students, nationwide, in Flagship programs by the end of the decade.

The Language Flagship effort focuses on six key elements:

- New curricular approaches
- K-12 articulation
- Articulated Overseas Language Immersion
- Diffusion of innovation to new institutions
- Peer review and quality assurance
- Engagement of the business sector

NEW CURRICULAR APPROACHES

Our experience developing Flagship Centers has demonstrated that existing language programs need to be radically re-engineered to achieve the goal of producing graduates of all majors with professional proficiency. The Language Flagship encourages a broad range of transformative activities with respect to curricular design, institutional enhancements, and

commitments to advanced language programming. Key to the transformation of the curriculum is the commitment to the following principles: 1) new pathways to language learning; 2) evidence-based language learning; and 3) institutionalization and long-term sustainable change.

New Pathways to Language Learning

Creating new pathways to language learning requires developing high-level language learning opportunities for a broad group of college and university students. Flagship students are unique because they represent a wide range of academic majors. Because of this model, Flagship programs have had to rethink the approach to undergraduate education to ensure that students are able to undertake study in their major while meeting the challenges involved in acquiring advanced language skills. Flagship Centers take these challenges into consideration in designing their method and approach to language learning.

New pathways to language learning require two important changes to the curriculum. One change is creating a language learning curriculum that meets the needs of language learners who wish to achieve professional proficiency. The second is creating a content-based curriculum for students in a variety of disciplines. In order for Flagship Centers to prepare students to use their language skills professionally in their field, they must collaborate with other academic departments and create experiential learning opportunities. Flagship curricula maximize the exposure to and use of the target language, drawing on partnerships with the full and best resources of each language field. Flagship Centers cooperate with campus units in other disciplines in both curricular design and program implementation. In addition to classroom learning, all Flagship Centers incorporate coordinated internships and/or community service into the overseas portion of students' study.

Evidence-based language learning

Evidence-based learning is a means to measure our performance as well as that of the student. Flagship programs incorporate multiple means to assess student proficiency and performance and to routinely gather and share evidence about how well our learning interventions are working. In doing so, Flagship builds continuous cycles of improvement into language learning practices. At the same time, Flagship emphasizes the accumulation of knowledge gained from testing alternative learning strategies, particularly at the more advanced level. Flagship programs also emphasize diagnostic assessment which assists in placing students in programs and allows learning strategies to be tailored to the strengths and weaknesses of individual learners.

Institutional commitment and long-term sustainability

Through The Language Flagship, the Department of Defense has signaled its commitment to building an enduring infrastructure of programs across the nation that is fully integrated into the mainstream of higher education. As these programs involve a new approach to undergraduate language education, this infrastructure cannot exist without the strong interest and support of the highest levels of university leadership. At the most fundamental level, institutional commitment means that these programs must be reflected in the overall long-term strategic direction of the institution. Flagship Centers have had to address a number of challenges posed by traditional language learning structures and approaches to language learning in American higher education. Many of these problems were addressed in the 2007 report of the Modern Language Association (MLA), Ad Hoc Committee on Foreign Languages. Unlike the mainstream language departments, Flagship Centers have already put into place a number of solutions to the problems addressed in the report by the MLA. Most importantly, at the core of Flagship Centers are senior-level professors and experts in language acquisition.

K-12 ARTICULATION

Few countries face the challenges we do as a result of students only beginning to learn languages when they enter college. The average American student, even one who has benefited from an immersion environment, enters the university with only basic skills in a second language. The likelihood that the average high school graduate has an intermediate to advanced proficiency in a second language is highest for the European languages where a broader network of opportunities is available in the K-12 system. Few students come to the university with measurable skills in non-European languages.

The goal of The Language Flagship is not only to graduate students at a professionally proficient level of language but also to “push the model” down to elementary, middle, and high schools so that students will enter college with an established and measurable skill in a second language. Without such input, higher education programs will continue to devote limited resources to remedial efforts to prepare incoming students through pre-collegiate summer immersions and first-year “catch up” programs. These efforts are currently needed to bring students to a higher proficiency level, after which Flagship programs can integrate them into a more challenging and advanced curriculum. The integration of language skills into K-12 education is vital to our capacity to educate a citizenry prepared to address the nation’s well being in the 21st century.

Sensitive to the need to provide leadership and direction, and as an integral component of a national effort to address language education, the Department has supported three groundbreaking efforts designed to model a K-12 language curriculum development and implementation process. These efforts, located at the University of Oregon (Chinese); Michigan State University (Arabic); and Ohio State University (Chinese) provide national models of articulated curricula designed to graduate high school students at the advanced level of proficiency.

Ultimately, the goal is the development of K-12 language instruction programs that graduate high school students with an advanced level of competency and that allow Flagship programs to take them to the next level. Flagship is working closely with each of its Centers and programs to improve the flow of more highly proficient language graduates into the university.

ARTICULATED OVERSEAS IMMERSION

Evidence is compelling that students require an intensive and rigorous program of overseas study to reach the professional proficiency level as well as to develop the cultural skills that are associated with this level. The Language Flagship provides unparalleled opportunities for students to engage in carefully articulated programs of study that include advanced language instruction, direct enrollment in classes taught in the target language, specialized tutors, and internships involving practical use of the language.

Flagship Center directors work together in *Overseas Academic Councils* to design and implement curricula that address the needs of students matriculated at different institutions. The long-term goal of Flagship is to create an overseas infrastructure that can respond to a growing supply of students from throughout U.S. higher education who have demonstrated a proficiency level that qualifies them for intensive Flagship overseas study.

The overseas undergraduate immersion model assumes that students require a full-year program of overseas study once they have achieved an advanced level of proficiency. This full-year immersion may take place during the third, fourth, or fifth year of a student’s undergraduate

program. The model also assumes that, in addition to full-year study, some students will require shorter periods of immersion overseas to accelerate their language learning and to accommodate academic schedules.

DIFFUSION OF INNOVATION

Diffusion of innovation is an important and well-documented approach to ensuring that innovations are effectively communicated and adopted throughout a system. At the core of Flagship is the commitment to a process that diffuses successful models throughout higher education. As such, Flagship follows a process that funds innovators to develop and implement new models of language learning, assessment, and standards development, and then share them with “early adopters.” These early adopters are committed to move these innovations into new institutional settings. The model is designed to increase the scope and scale of advanced language learning by making Flagship language programs available to an increasing number of students across the U.S.

In order to promote diffusion of innovation, The Language Flagship offers grants to encourage new partnerships to engage in program development. During 2007-2008, The Language Flagship has actively sought to partner existing Flagship Centers with other committed institutions of higher education to “nationalize” the model of advanced language learning. This will not only assist The Language Flagship in reaching its goal of 2,000 enrolled students by the end of the decade but will export the lessons learned from this program more broadly into the national education system.

PEER REVIEW AND QUALITY ASSURANCE

The goals of The Language Flagship are closely tied to clear measures of success and outcomes that are common across all Flagship Centers. Though the methods and approaches of each Flagship Center may differ, the end result is the same: to produce college graduates from many different disciplines who are highly proficient in all modalities of language usage (speaking, reading, writing, and listening). Such goals call for the development of standards and methods of quality assurance that have been rare in language education in the American higher education system. Peer review is central in determining the standards a Flagship Center must meet.

Peer review provides a means for Flagship Center Directors to evaluate the quality of their Flagship peers. It ensures that directors learn from each other through close communication, student and faculty interviews, and discussions with staff. Through this process, The Language Flagship establishes a means of quality assurance and standards that help provide clear guidance for new institutions who wish to become part of The Language Flagship family.

ENGAGEMENT OF THE BUSINESS SECTOR

The Language Flagship has, since its inception, promoted the value of partnership between government, education, and business. Through such a partnership we are able to set the foundations for long-term financial sustainability as well as affect the way a variety of sectors value language in the workplace. Beginning in 2007, the Department of Defense through its flagship initiative, took the lead to coordinate the *2007: U.S. Language Summits: Roadmaps to Language Excellence*. I will discuss this Roadmap initiative later in my testimony. Flagship views businesses as future employers of its graduates, suppliers of crucial internship opportunities, and potential financial supporters.

A CLOSER LOOK AT FLAGSHIP CENTERS

FLAGSHIP CENTERS AND PROGRAMS

The Language Flagship supports undergraduate and post-BA programs and a limited number of pilot K-12 programs. Flagship Centers are based at institutions around the United States and offer an on-campus curriculum coupled with a strategy for intensive study at an Overseas Flagship Center. Overseas Flagship Centers are located at participating foreign institutions and are coordinated by a lead Flagship Center. The Language Flagship supports three K-12 Flagship Programs at public schools in Ohio, Oregon, and Michigan. These pilot programs are intended to serve as a national model for articulated K-12 language instruction in the U.S.

Same goal - different pathways

Though all Flagship Centers have the same goal—to create graduates of American colleges and universities who are professionally proficient in key languages—each Flagship Center follows its own pathway to reaching that goal. These different pathways are based on a number of factors, the most important being the language offered, the methodological approach of the language experts, and the types of students enrolled. Chinese, for example, is a high demand language. This is reflected by the fact that The Language Flagship supports five different domestic Chinese Flagship Centers and programs as well as two different Overseas Centers. These Overseas Centers are coordinated by the Chinese Flagship Academic Council, which ensures that the structure and curriculum overseas is well articulated with the different domestic curricula. In addition, at least two of the five Chinese Flagship Centers work closely with Flagship-funded K-12 programs. Two Chinese Flagship Centers offer post-BA/graduate degrees.

On the other end of the spectrum, The Language Flagship approaches the teaching of smaller enrollment languages by focusing on language groupings, such as Central Asian Turkic languages, Eurasian languages, and African languages. Because these language groups represent low national enrollments, The Language Flagship approaches these languages through a partnership, or consortial, approach. Recognizing that no institution of higher education has a large number of students who are ready to learn these languages at the higher levels, these programs engage multiple partner institutions to create a critical mass of students. These students eventually study overseas at selected locations that can accommodate direct enrollment at universities.

The Flagship approach is based on flexibility. Flagship Centers are designed to accommodate students who enter the program at different levels of proficiency. Some Flagship Centers focus on attracting students who already have intermediate-level language skills. However, as Flagship Centers become more experienced in training students at the higher levels, they admit entering freshmen with no prior knowledge in the target language with the understanding that the student may have to take an extra year to reach professional proficiency.

Regardless of the language in which a student is enrolled, the pathway to proficiency ensures that students receive intensive, directed language and cultural instruction alongside their academic majors. Such an approach means that Flagship Centers need to reevaluate many long-standing policies shaping academic requirements, student financial aid, and overseas study.

Expansion

In support of the National Security Language Initiative, the Department's goal has been to increase the scale and scope of the program to impact as many students as possible. Beginning in 2007 the program expanded Flagship by creating new Flagship Partner Programs through the Promoting Diffusion of Innovation grant program. These partner institutions join with Flagship Centers to implement Flagship curricula, but are not yet fully-fledged Flagship Centers. The first Flagship Partner Program was formed at Arizona State University; five additional partner programs have now been added. The Language Flagship plan is to aggressively seek and add new partners each year beginning in 2008 through our Diffusion of Innovation grant program.

FLAGSHIP CENTERS

AFRICAN

Howard University and University of Wisconsin, Madison (September 2008)

ARABIC

Michigan State University
Dearborn Public Schools K–12 Arabic Program
University of Texas, Austin
University of Maryland, College Park
University of Michigan, Ann Arbor Flagship Partner Program
University of Oklahoma Flagship Partner Program
*Alexandria University, Egypt**
*Damascus University, Syria**

CENTRAL ASIAN TURKIC LANGUAGES CONSORTIUM

American Councils for International Education

CHINESE

Arizona State University Flagship Partner Program
Brigham Young University
Indiana University Flagship Partner Program
Ohio State University
Ohio Public Schools K–12 Flagship Program
University of Mississippi
University of Oregon
Portland Public Schools K–12 Flagship Program
*Nanjing University, China**
*Qingdao University, China**

EURASIAN LANGUAGES CONSORTIUM

American Councils for International Education
Bryn Mawr College
Middlebury College
Portland State University Flagship Partner Program
University of California, Los Angeles
University of Maryland, College Park
*Saint Petersburg State University, Russia**

HINDI/URDU

University of Texas, Austin

KOREAN

University of Hawai'i, Mānoa

*Korea University, South Korea**

PERSIAN/FARSI

University of Maryland, College Park

*Tajik State National University, Tajikistan**

**Overseas Flagship Center*

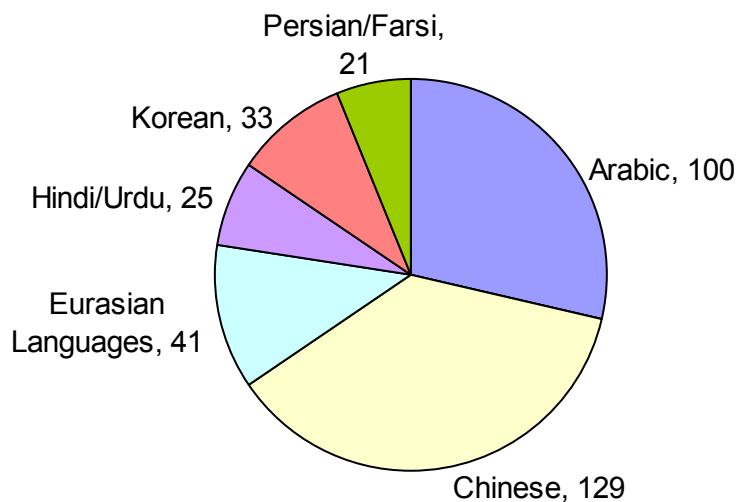
FLAGSHIP STUDENTS

Flagship students at the K-12, undergraduate, and post-BA levels represent the next generation of global professionals in the United States. Students come from all regions of the nation and pursue their own academic interests in addition to language study.

The success of the Language Flagship has meant that the Centers have already begun attracting top students to their campuses. Flagship programs cater to students' individual proficiency levels, tailoring language instruction to meet the needs of each learner. This model has proven to be a successful approach to stimulating student interest and keeping students engaged in learning both language and culture. Retention in Flagship programs is high; the majority of students progress from year to year with greater language proficiency.

Flagship enrollments have doubled every year since 2003, however the program remained relatively small as a result of its focus on post-BA students. In 2007 Flagship added new undergraduate programs and enrolled 136 undergraduate students. Together with the Flagship post-BA program enrollment of 100 students, the total student enrollment in Flagship undergraduate and post-BA programs for 2007 was 236. In 2008 we will expand to add more undergraduate programs in Chinese, Korean, and Persian/Farsi. As depicted in **Chart 1**, we anticipate 349 students to enroll in these and existing undergraduate and post-BA Flagship programs. Of these 253 will be undergraduate students and 96 will be Post-BA students.

Chart 1: 2008 Projected Student Enrollment in Undergraduate and Post-BA Flagship Programs by Critical Language, n=349



FLAGSHIP STUDENT PROFILES

Flagship students come from all parts of the United States with a variety of levels of language proficiency in a Flagship language. Students share the goal of reaching professional proficiency and using their language and culture skills to contribute to a global society. Each student is contributing to and fulfilling the Flagship vision in his or her own unique way. Below is a sampling of students who have joined the Flagship movement.

- ❖ A Flagship Scholar and junior at Michigan State University studies Arabic in the Flagship program and is majoring in Interdisciplinary Humanities. She plans to work in the field of international development using her Arabic skills.
- ❖ A post-BA Russian Flagship Fellow completed the overseas program at St. Petersburg State University and went on to interpret for U.S. and Russian personnel for the Washington, D.C.-Moscow Presidential Hotline. He is now pursuing a master's degree at Harvard University studying religious and ethnic issues, especially the interaction between Christianity and Islam in Central Asia.
- ❖ A Flagship Scholar and BS/MA senior in biochemistry and Chinese at Ohio State University was recently recognized as a member of the prestigious USA Today Academic First Team. He is currently studying traditional Chinese medicine in Beijing, China, and hopes to pursue a career in medicine with a focus on international public health.
- ❖ A post-BA Flagship Fellow in Korean and a student of mathematics at the University of Hawaii designed his own course of study in the Korean language with a Korean-

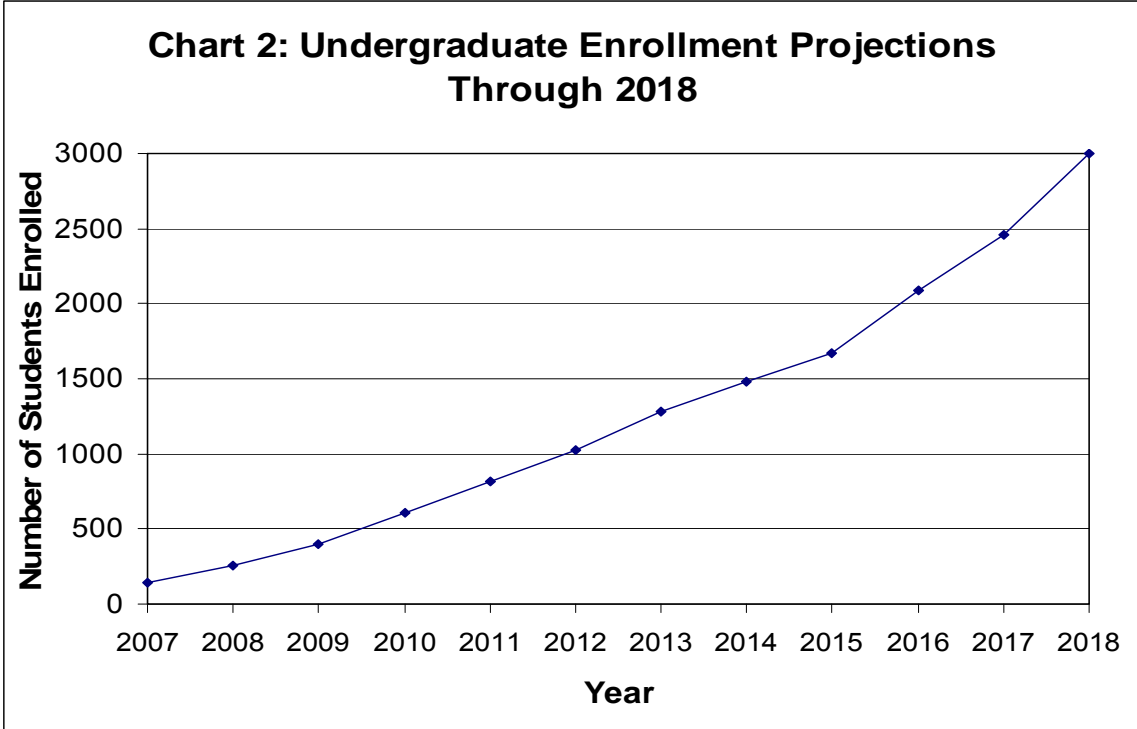
speaking professor from University of Hawaii's College of Engineering. He went on to earn an MS in information security from Korea University and is currently working toward a Ph.D. in statistics from Ohio State University.

- ❖ A Flagship Scholar and senior from Brigham Young University is studying linguistics and Chinese studies at Nanjing University in China. She plans to pursue a law degree with a focus on international law.
- ❖ A post-BA Persian Flagship student is studying at the Dushanbe Language Center in Tajikistan. He is also proficient in French and hopes to work for the FBI in the Language Services Section.
- ❖ A post-BA Flagship Fellow completed the Arabic Flagship program at the University of Maryland. Previously she earned a master's degree from American University in Cairo, where she studied forced migration and refugee studies. She is now working for the Office for Civil Rights and Civil Liberties in the U.S. Department of Homeland Security.

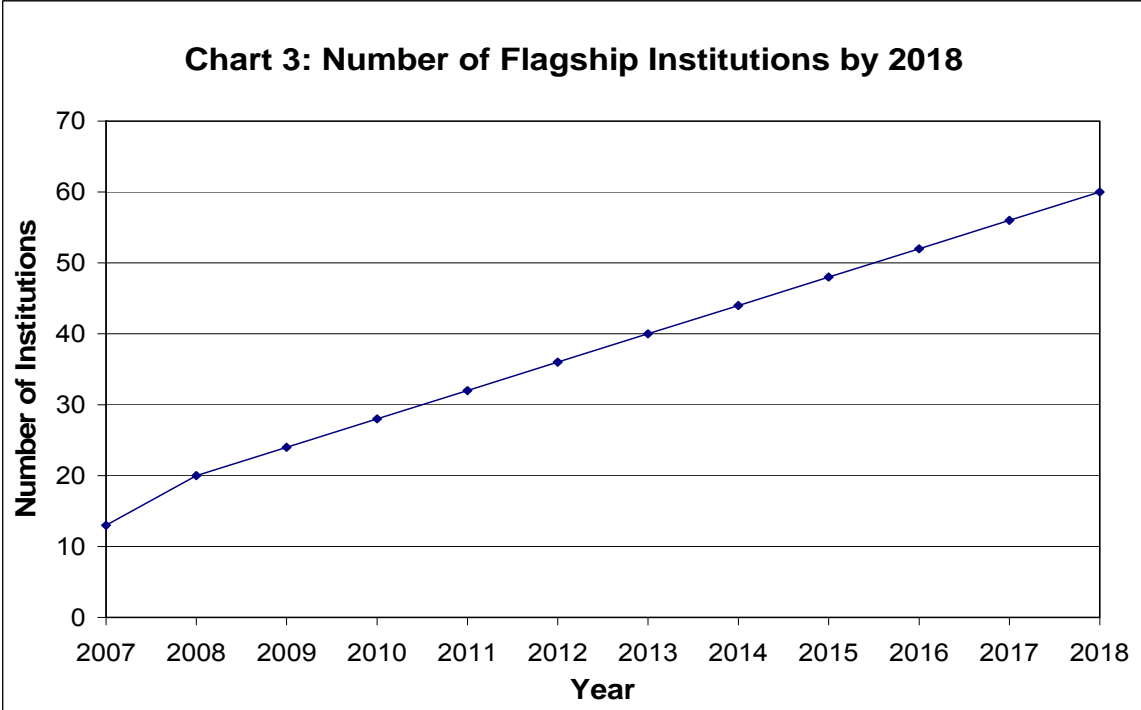
THE FUTURE OF FLAGSHIP

Following the transition to undergraduate programs, The Language Flagship is growing rapidly and is beginning to change language learning at U.S. institutions of higher education. As we expand and diffuse Flagship innovations, more universities are recognizing that they want to change the way they teach languages. Students are embracing Flagship programs to prepare them for future careers as global professionals. Already, The Language Flagship has changed student expectations for undergraduate study. As The Language Flagship moves forward, increasing numbers of students will come to expect high-quality language programs as part of their undergraduate experience. Such expectations drive the market. Institutions hosting Flagship Centers have already seen the power of these programs as recruitment tools. This has been evident in the relatively short time that Flagship Centers have had to develop, implement, and recruit students. Though many of our Flagship undergraduate programs started as late as 2007, Flagship Centers have demonstrated on the whole a high level of interest and increased enrollment.

As mentioned above, one of the core goals of The Language Flagship is to increase its scale and scope by having existing Flagship Centers and programs work closely with interested adopters. **Chart 2** depicts the rapid growth of The Language Flagship projected to the year 2018, including enrollments in the undergraduate and post-BA programs. A conservative estimate is that Flagship programs will enroll no fewer than 600 students during the 2010-2011 academic year and meet the goal of reaching at least 2000 students by the end of the current decade.



The Language Flagship is developing a growing national structure of U.S. colleges and universities offering advanced language opportunities to undergraduate students. **Chart 3** shows current and projected numbers of institutions involved in Flagship initiatives through 2018. These projections assume a conservative estimate of an additional four undergraduate programs funded through Diffusion of Innovation grants each year.



Flagship's involvement in K-12 language education is designed to provide a national model which school districts around the U.S. may embrace in the future. Although a small pilot initiative, K-12 Flagship programs have already demonstrated remarkable success in numbers of students impacted by The Language Flagship. We hope that the K-12 effort will expand to other school systems nationwide and that other forms of federal support will become available to assist in this transformation.

State Language Roadmaps

DoD tasked NSEP in 2007 to sponsor a series of state strategic planning efforts that would effectively embrace the roadmap concept. We identified three candidate states where there were active Language Flagship programs that could effectively orchestrate the state strategic planning exercise.

Flagship Centers at Ohio State University, University of Oregon, and University of Texas, Austin, led the effort to develop the Roadmaps. With funding provided by the U.S. Congress the initiative began in June 2007 with three separate State Language Summits followed by a series of state-level working groups. The effort was overseen by the National Security Education Program with co-sponsorship from the Departments of Defense, Commerce, and Labor. The six-month project culminated in October with the publication of three separate Language Roadmaps for the States of Ohio, Oregon and Texas.

The 2007 Language Roadmaps represent an important recognition by states that they need to clearly articulate the demand for foreign language skills in the broader context of public and private interests. The Roadmap effort seeks to explore the forces involved at state and local levels that create a demand for a 21st century workforce with demonstrated proficiencies in foreign languages and international cultural knowledge. It also seeks to more precisely define the roles of federal and state governments, the education community (including K-12 and higher education teachers, administrators, and parents), and business in moving forward with strategic plans that put important programs and initiatives in place.

Building the Roadmaps

Content for the Roadmaps was developed by working groups after intensive Language Summits held in Columbus, Ohio; Portland, Oregon; and Austin, Texas. The objective of each Summit was to "map" the demand for foreign language in the state. Government and business representatives were actively engaged in articulating the demand side, while educators from K-12, state boards of education, and universities represented the supply side. The Summit agenda focused on a "think tank" environment where the participants discussed the factors that either drive or inhibit the capacity of the state to address the need for foreign language and international education.

Following the Summit, each project convened a series of working groups composed of representatives from business, state and local government, and education. The challenge to these working groups was to develop a strategic plan that would reflect the economic, political, and social realities of the state.

The final product of each group is the *State Roadmap to Language Excellence*. The Roadmaps are designed to provide strategically developed proposals that help implement short- and long-term approaches to foreign language and cultural education in the state system. Each of the Language Roadmaps establishes an independent set of goals and timelines for implementation; however, they share common themes.

Language and Public Policy

The Language Roadmap process introduced language education as an important element of the public policy debate, asking state policymakers and business leaders to examine their priorities and seek ways to identify the needs for a workforce with these skills. The engagement of state and local government decision makers and the business community has served as an important and necessary step in moving the language agenda forward. Flagship Centers will continue to explore efforts to address key components of the Roadmap and to facilitate opportunities for additional states to develop their own Roadmaps.

Establishing Advocacy and Coordination at the State Level

Each Roadmap calls for the establishment of an office or organization whose mission is to take primary responsibility for the issue. Oregon proposes the development of an office that would assist the Oregon Department of Education in its effort to provide leadership to expand dual language programs and international exchanges, guidance for proficiency development and assessment, state proficiency goals and support language teacher licensures. Ohio proposes a center to reside either in an appropriate government agency, an institution of higher education, or as an independent non-profit organization. Texas acknowledges that a high-level coordinating board must be legally mandated to establish benchmarks and assess the state's performance in reaching the core objectives of the effort.

Teacher Certification

Each Roadmap recognizes that a severely limiting factor in expansion of language learning is the lack of qualified and certified teachers and instructors. More accelerated teacher training programs for high-need critical languages are needed. A number of approaches are recommended:

- Coordinating teacher incentive programs to provide scholarships for language-proficient students to pursue teaching careers.
- Encouraging bilingual individuals seeking certification in other content areas to help staff dual language and immersion program.
- Recruiting college-educated heritage speakers to become licensed teachers

Language Learning and Academic Performance: Public Awareness

The Roadmaps acknowledge in the past decade several developments that have detracted from the ability to implement language programs in elementary, middle and high school. There is evidence of an entrenched bias toward English and a pervasive idea that English is the only language needed for business. Each of the Roadmaps includes an imperative for the development and implementation of outreach strategies.

Start Language Learning Early

Each Roadmap identifies the key to producing proficient language users is to start learning early and continue it as a life-long endeavor. The Oregon Roadmap offers a new approach characterized by benefits for students with language proficiency. The system will reward students and educational institutions that succeed, rather than punishing those who fail and by creating an environment that encourages reform rather than mandating reform. Programs of scholarship support to those who are willing to pursue careers in teaching languages and high school and college credit to students with demonstrated language performance are included in the Oregon Roadmap. The Texas Roadmap advocates an Early Start Initiative representing a partnership among school districts, higher education, parents, business and local communities to establish pre-K programs following established early language learning models.

Moving Forward

The Roadmaps to Language Excellence serve as a source of important ideas and strategies, not only for Ohio, Oregon and Texas, but for states and the federal sector. Flagship Centers will remain an integral component of the Roadmap implementation phase and will continue to seek ways to expand the reach of innovative approaches and best practices throughout the U.S. During 2008 we have worked closely with the Office of the Governor of Utah to structure their internally funded state roadmap effort. We have also identified a number of additional states that have indicated interest in advancing their own strategic planning efforts.

National Language Service Corps

Background

The NLSC (initially called the “Civilian Linguist Reserve Corps”) is both a major component of the Department of Defense plan to address future surge requirements and the National Security Language Initiative whose objectives is to build national capacity.

The Intelligence Authorization Act for Fiscal Year 2005 (Public Law 108-487), Section 613, authorized the Director of National Intelligence to conduct a three-year pilot project to assess the feasibility and advisability of establishing a Civilian Linguist Reserve Corps.

In January 2006, the creation of a “Language Corps” became an integral component of the President’s National Security Language Initiative (NSLI). The goal of NSLI is to enhance national well-being through increasing our foreign language capabilities. The Department of Defense embraced the concept of a “Language Corps” and proposed the implementation of the “Language Corps” concept as an integral component of its Language Transformation Plan and its role in NSLI. The John Warner National Defense Authorization Act for Fiscal Year 2007, transferred the administration of the pilot project to the Secretary of Defense.

NLSC pilot implementation is now assigned to the Department of Defense (Office of the Secretary of Defense/Personnel & Readiness) with program responsibility for implementing the program assigned to the Director, National Security Education Program (NSEP).

Foreign language skills are recognized as critical to the security and well-being of the nation. These skills are essential to the capacity of the federal sector to respond to national and international needs, particularly those that arise during national and international threats,

emergencies, and disasters. The National Language Service Corps represents the first organized national attempt to capitalize on our rich national diversity in language and culture.

The federal government cannot reasonably be expected to possess the wide range of language capabilities that may be necessary to address immediate or emergency surge requirements. The National Language Service Corps (NLSC) is designed to address the need for surge language capabilities by providing and maintaining a readily available civilian corps of certified expertise in languages determined to be important to the security and welfare of the nation. The Corps is established as a public organization that, upon becoming fully operational, will fill gaps that inevitably exist between requirements and available language skills. In addition, it is designed to provide the capabilities for meeting short-, mid-, and long-term requirements through the identification and warehousing of expertise and skills in current and potential critical languages. These language capabilities serve the broader interests of the federal departments and their agencies. Over the longer-term such capabilities might also serve the interests of state and local governments. The NLSC will maintain a roster of individuals with certified language skills who are readily available in time of war, national emergency, or other national needs. The design for the NLSC builds on and complements the solid baseline of capabilities established in other existing programs. The NLSC will adopt and will make use of the best practices, efficiencies, and cost effectiveness of appropriate civilian and military reserve models as well as the models of other organizations.

The NLSC will be comprised of United States citizens who are highly proficient in English as well as one or more foreign languages. These individuals would agree to offer their certified language skills in support of federal agencies responding to domestic or foreign disasters and other-than-emergency activities for the security and welfare of the nation. The National Language Service Corps will offer language-competent individuals the opportunity to support government efforts, particularly during times of emergencies or crises when their expertise can truly make a difference.

The NLSC effort is designed as a pilot allowing a team of experts to examine, in a cost-effective manner, all of the complexities involved in developing a complex organization. Having completed the first of its three year pilot, the NLSC has: (1) developed its concept of operations that have been vetted through a wide range of federal organizations; (2) established necessary capabilities; (3) assembled the correct team; (4) established strong interest among a wide range of federal departments and agencies of the executive branch; and (5) through extensive research and outreach efforts, established public interest in serving. During the coming year, in the second phase of its operation, the NLSC will implement all key components of the pilot in order to test and refine the process.

The goal of the NLSC pilot project is to create a cadre of at least 1000 highly proficient members in 10 languages by 2010.

The NLSC Concept

The NLSC represents a vital new approach to address the nation's needs for individuals with highly developed language skills. Focus group research undertaken by nationally recognized marketing and branding experts revealed a strong motivation on the part of Americans to serve not only the nation but their states and local communities. This research also led to the change in name from "Civilian Linguist Reserve Corps" to "National Language

Service Corps” in an effort to maximize the appeal of the organization to the broadest population.

NLSC members represent a national asset to support the nation’s emergency responders when they must communicate with local populations during times of need. The nation will draw on NLSC members to address homeland and national security requirements as well as international emergency and relief efforts. Ideally, state and local users will also have the capacity to draw from a common pool of NLSC members for temporary and/or part-time assistance.

Concept of Operations

The NLSC is a pilot organization that is civilian in nature and operates in a civilian environment. Its members must be U.S. citizens who are at least 18 years old. In addition to the general population, potential recruiting pools include students and faculty at colleges and universities, retired military personnel, retired and former federal employees, and volunteers in already existing programs such as AmeriCorps, Senior Corps, and Learn and Serve America.

NLSC members voluntarily join and renew their membership in an organization that considers and adapts the best practices of volunteer organizations. Certified NLSC members are organized into National Pool and Dedicated Sponsor Pools. These members volunteer to be registered in a national database and are typically given an assignment by the NLSC upon a request from a federal sponsor for service. The two pools provide the requesting agency with a choice of options that best match their requirements and expectations.

The National Pool consists of a broader array of talent that will be warehoused and maintained to be drawn upon by all federal agencies during times of need. The primary focus of this group is to meet unanticipated and/or surge requirements for language skills. In a broad sense, members of the National Pool provide language expertise as required for short-term situations that do not require significant job-related training to support a particular organization. These individuals are, in many ways, similar to “temporary” employees and may be provided compensation for their services. Members of the National Pool also have the option of joining the Dedicated Sponsor Pool, and vice versa.

The Dedicated Sponsor Pool is a group of individuals who agree to provide recurring support to a federal organization by habitually performing duties requiring specific language and potentially professional skills in support of a sponsoring USG organization or agency. This agreement may include performing responsibilities and duties for a declared number of days of service per year as well as a requirement to either use existing or sponsor-provided professional or technical skills in addition to the language skills for which they are primarily needed. The Dedicated Sponsor Pool provides a major source of trusted personnel augmentation with professional and specialized language skills to develop and support long-term sustainability of close and mutually beneficial relationships. Its members are readily available for designated periods of service and provide dependable job performance and language expertise to the sponsor. This long-term relationship and commitment contributes to an enduring relationship that builds mutual confidence and improves both efficiency and effectiveness. It is envisioned that the Dedicated Sponsor Pool will have fewer members than the National Pool since it is tailored to satisfy specific, identified requirements.

The languages of interest to the NLSC reflect short- and long-term requirements with emphasis on expertise critical not only to national security but to the needs and requirements of

a broad array of federal agencies. While the pilot NLSC will address a smaller subset of languages, we envision the fully implemented organization will address a very wide array of languages, perhaps more than 150 languages. The number of members associated with each language will ultimately be based upon the priorities and needs of the agencies of the Federal Government.

It is generally desirable for NLSC members to possess Level 3 language proficiency or higher in all modalities – reading, writing, speaking, and listening, as defined on the Interagency Language Roundtable (ILR) scale. The NLSC will maintain a database of individuals who have some measurable skills in less common languages but who do not meet the Level 3 language proficiency. These individuals may be contacted when a requirement develops.

The NLSC will conduct assessments and certify the language skill proficiency levels of its members. This responsibility includes conducting performance-based testing, which leverages available resources for testing languages of interest, as the central component of the certification process. Similar efforts will be made in determining the availability of satisfactory tests in the other priority languages. The Dedicated Sponsor is responsible for providing job skills and sustaining language skill training for members of this pool.

The NLSC will leverage technology in a 24/7 Operations Support Center that will represent a key function for maintaining the Corps. This Center is expected to evolve into the information, communication, data, member readiness training, and operational hub for the Corps. Through the 24/7 Operations Support Center, the NLSC uses available resources to support language proficiency sustainment and certification of its Members.

The NLSC reaches out to the various populations with a targeted requirements-based marketing and recruiting strategy to enroll members. The NLSC is devising an operational plan that will provide direct interface with federal agencies to assist them, where necessary, in identifying their language skill requirements. This analysis will help identify gaps between existing language skills and the number of linguists available as input data for developing targeted recruiting and marketing goals and strategies.

The NLSC will be proactive in placing members in positions of service across the Federal Government. The NLSC will maintain up-to-date information on all members. The NLSC will recruit, certify, enroll, train, and maintain National and Dedicated Sponsor Pool members consistent with supported organization requirements. When approved requests for language support are received, the appropriate NLSC member(s) will be assigned and provide service as federal employees on temporary duty (TDY) to support the requesting agency.

NLSC support will be provided to all departments and agencies of the USG and, when authorized, to state and local governments. The requesting agency and the NLSC will utilize memorandum of agreements to establish the relationships, and the roles and responsibilities of the parties. At a minimum, agreements will identify the requesting agency's language requirements.

The Concept of Operations supports the concept of the NLSC as a public civilian organization to fill gaps in language requirements and capabilities across federal departments and agencies. It is composed of members who are motivated, prepared, and on-call to use their language skills to help others by providing surge language support for federal departments and agencies, particularly during national crises/emergencies.

NLSC members may be assigned as intermittent Federal employees when requested by a federal agency and may be physically moved as members of a government response team to provide on-site language support, including locations OCONUS.

Duty assignments of NLSC members may be based upon language skills and, potentially, occupational skills sets with the opportunities for service varying from emergency relief to international crises to immediate national need—wherever language skills are needed. Members of the Corps will be compensated for their services when activated. They also will receive a significant personal reward from knowing that their power to communicate across languages and cultures has contributed to a deeper understanding among all nations.

The NLSC prepares its members for assignments as a member of a government team in support of federal departments and agencies. The preparation of its members includes an understanding of the working culture of the organization being supported. The NLSC engages and interacts with its enrolled members on a regular basis to maintain their interest and involvement. It also supports language proficiency sustainment and enhancement, and provides resources for professional opportunities in language. The NLSC Concept of Operations does not include language training, but links to resources for language training will be provided to NLSC Members.

Accomplishments

The U.S. Government awarded a competitive contract in April 2007 to General Dynamics Information Technology as the prime contractor to conduct a three-year pilot NLSC program. The pilot is overseen by the National Security Education Program (NSEP) at the Department of Defense. The pilot program started in mid April, 2007, with a team of nationally recognized experts developing the Concept of Operations for a prototype NLSC. The accomplishments of the NLSC Team during Phase 1 of the prototype include:

- Conducting a Proof of Principle of the NLSC through a series of interactive functional exercises carefully designed to provide details for their performance, organizational structure, and metrics for measuring and reporting their progress to support preparing a Concept of Operations for each function.
- Developing a NLSC Concept of Operations (CONOPS) that guides the establishment and evaluation of the pilot NLSC. It represents the best ideas produced through a series of functional workshops that included representatives of the federal and state organizations that are the expected beneficiaries of the NLSC. Functions were further evaluated as integrated processes in Capstone exercises that included additional representatives from the same communities. The result is an initial NLSC CONOPS that is comprehensive, complete and preliminarily vetted with the User community.
- Preparing the NLSC Marketing and Recruiting Plan with a methodology for locating and attracting prospective NLSC member volunteers while providing internal guidance to recruiters and marketers. This methodology includes determining marketing and recruiting objectives, defining a target market and developing enrollment quotas. Additionally, the Plan summarizes a process to develop metrics and assist recruiters and marketers by helping them to optimize the marketing and recruiting tools at their disposal.
- Developing and delivering an NLSC logo that conveys a message of service through the use of a colorful weave design. The expressed message is one of diversity illustrating that speakers of foreign languages can use their skills working together for the good of others.

- Creating the NLSC tagline that conveys the message to speakers of foreign languages that their ability to communicate in a language other than English can be used to help other people.
- Developing the NLSC Language Proficiency Certification Plan that focuses on the testing methods and requirements to certify individuals in designated languages.
- Preparing the preliminary Compensation Plan for NLSC members appointed temporary employees in the Federal Government on an intermittent work schedule.
- Developing a preliminary Contract Plan (terms of service/employment) for NLSC members that includes identification of documents and forms required to legally record agreements and actions between NLSC and its members, clients, and suppliers.
- Preparing the Preliminary Report on Legislative Requirements for a permanent NLSC.
- Conducting outreach to key language constituencies to develop long term relationships.
- Facilitating marketing, advertising, recruiting, certification, community relations, public relations, NLSC member professional development, and other NLSC functions.

Next Steps

During the remaining phases of the prototype, the NLSC Team will test and evaluate the NLSC Concepts of Operations (CONOPS), the functions to be performed, and the organizational structure to provide data for preparing the plan for a fully operational organization. This effort includes recruiting and enrolling 1000 members with competency in ten languages important to national security and the welfare of the nation. The test and evaluation will further develop and mature the Prototype during a series of scenario-driven staff exercises and activation exercises as the primary vehicles for testing and evaluating the integrated CONOPS.

The first activation exercise is planned to be with the Center for Disease Control (CDC) responding to an emergency environment located in the United States. If possible, the activation will be part of a regularly-scheduled CDC exercise. The second activation exercise is planned to be with the DoD Pacific Command (PACOM) and will activate and deploy NLSC members to locations outside the United States. This exercise will include NLSC operations under normal conditions. The third activation exercise is planned to be with the Defense Intelligence Agency operating at a location within the United States in a non-emergency scenario. These activation exercises provide opportunities to explore, test, validate, and provide feedback for adapting the CONOPS and business practices under circumstances and environments that approximate real-world conditions. During each exercise, the NLSC plans to alert 100 members, activate 50 members, and physically deploy and redeploy 5 members as part of an integrated government team. These activations will provide data for each data element and each measure of performance comprising the metrics for NLSC operations. The Director of NSEP is coordinating the participation of federal agencies as partners for the Prototype.

The NLSC will continue outreach to national, regional, and local ethnic heritage communities, organizations of language professionals, US Government retirees, and academic institutions and associations in order to establish long-term relationships. These interactions will help the NLSC facilitate recruiting from these segments of the population as well as expand the

professional development and language proficiency certification opportunities open to the NLSC and its members.

These activities of the NSEP demonstrate that the Department of Defense is committed to expanding the language capacity of our nation. Our national security demands these skills. We continue to aggressively encourage the state, federal, business, and academic sectors to join us in this critical undertaking.