



Who is Paying the Bills?

The Federal Budget and Foreign Language Education in U.S. Schools and Universities

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INTRODUCTION

In this paper we have reviewed all the Federal programs that support, at least partially, foreign language education for non-government language students, and we have calculated the maximum amount that these programs spend on foreign language education. The Department of Education (ED) receives the most funding for these projects with total funding allocations for the ED in 2003 amounting to \$62.9 billion. Yet in the same year, total funding for foreign language education in the ED budget was a maximum of \$85,425,469, which constitutes 0.15% of the overall ED budget. In other words, for each \$100 spent by the Department of Education in 2003, \$0.15, fifteen cents, was spent on foreign language education.

Monies from other federal departments and agencies that went to support foreign language education for non-government students were approximately \$9.75 million in 2003. Together, the total federal expenditure on foreign language education for non-government students in 2003 was less than \$95.2 million. This article explains how the estimated expenditure on foreign language education was arrived at. Also provided are brief descriptions of the federally-funded programs that support the teaching of foreign languages to non-government students.

METHOD

This article focuses on national funding for foreign language education in the schools and universities in 2003. It reports only on programs that were carried out for students in schools, colleges and universities. It does not include programs for foreign language training of government personnel, such as those in the Department of Defense or

the State Department. Most funding for foreign language education in the public schools comes from state and school district budgets. Colleges and universities fund their foreign language programs out of their own resources, for the most part.

The figures for Department of Education (ED) are taken from the published budget for 2004 (which includes allocations for 2003). However, specific program budgets that are not in the ED budget are taken either from program Web sites or from conversations with ED staff. There are some discrepancies between budget allocations and specific program outlays. It is not always clear whether the posted information reflects allocations or actual outlays, and the Web sites are not always updated quickly enough for this report to include the latest outlays for 2003. The discrepancies do not appear to be dramatic, but the specific numbers for each program should be treated as approximate - not absolute figures.

The easiest way to review ED's budget is to go to www.languagepolicy.org, then click on either the ED budget or click on the Joint National Committee for Languages (JNCL) copy of the budget. Figures for the National Security Education Program, the National Endowment for the Humanities, and the State Department are based on the U.S. Budget 2003 and on discussions with program staff.

In the effort to pinpoint the amounts specifically allocated to language training and education, we encountered some problems, the main one being that area studies and foreign language are often lumped together and program names do not always correspond with content. We thus reviewed individual descriptions of awards when possible in order to determine whether

they included foreign language education components or not. A number of projects labeled as "cross-cultural" and "area studies" do not include a foreign language education component, except that a researcher or student may use his/her foreign language to conduct the research.

U.S. DEPARTMENT OF EDUCATION FUNDING FOR FOREIGN LANGUAGE EDUCATION

2003 Foreign Language Assistance Program

There is one national program that provides direct funding to school districts for K-12 schools, the Foreign Language Assistance Program, better known as FLAP. The purpose of FLAP is to promote interesting, innovative model programs in foreign languages in the schools. In 2003, the FLAP program received \$15,981,619. It has been refunded in the 2004 budget, at \$16.5 million, \$400,000 above the 2003 budget. When the President's 2005 proposed budget was released, FLAP was dropped entirely from the budget. It is yet to be seen whether advocates will be successful in reinstating the FLAP program again in 2005.

To understand the breadth of the impact of the FLAP programs on students in public schools K-12 we tried to estimate the amount spent per student in the schools. There are no statistics available for the total number of students in public schools in the 2002-2003 school year. However, the National Center for Education Statistics reports that there were 47,665,483 students in the public schools K-12 in the fall of 2001. If we assume that the numbers in 2003 were roughly the same, and divide this number by the amount spent on FLAP in 2003, we find that the federal government directly allocated approximately \$0.33, or 33 cents, per public school student for foreign language study that year.

Title VI of the Higher Education Act

At the university level, the federal government supports the teaching of foreign languages primarily through Title VI of the International Studies in Higher Education Act. Title VI funds are used to support university-based centers, scholarships, fellowships, and research studies around the country that are dedicated either to teaching foreign languages or to the study of particular regions of the world. For information on ED's different international programs go to <http://www.ed.gov/about/offices/list/ope/iegps/index.html> (scroll down the page). A discussion of these programs follows.

Resource Centers (Title VI)

There are currently 14 funded Language Resource Centers (LRCs) and 120 National Resource Centers (NRCs) housed in universities around the country. The LRCs develop language-teaching materials;

conduct research on languages and teaching, and train language teachers and instructors. Of the LRCs, six have developed broad-based programs focusing on projects that are relevant to an array of levels, including elementary and high school, and various world languages. The other eight LRCs focus on the languages of specific regions of the world, mostly those with critical languages.

The NRCs support area studies, such as Middle Eastern Studies or Central Asian Studies. Varying amounts of their funds provide direct support for language instruction primarily at the university level, particularly for the less and least commonly taught languages. Some NRCs have provided some introductory foreign language materials and cultural resources for schools through their outreach programs.

In 2003 the NRCs received \$30,028,850 and the Language Resource Centers received \$5,100,000. Ideally, the NRCs might use one-half of their funding to directly support the teaching and learning of foreign languages. If this were the case, in 2003 a maximum \$15,014,425 would have been spent on language training and education. Combined with the \$5,100,000 for Language Resource Centers, this yields a possible total of \$20,114,425 spent on foreign language from the funds devoted to the Resource Centers in 2003.

International Business (Title VI)

There are two international business-related programs also funded under Title VI. One is the Business and International Education Program (BIE), which funds programs that focus on international business. This program received \$4,720,000 in 2003. The other program funds Centers for International Business Education (CIBERs). In 2003, \$11,100,000 was appropriated for these centers. These programs provide varying amounts of funding for foreign language for business purposes. If one-half of the combined \$15,820,000 BIE and CIBER funds were dedicated to foreign language education, which is a maximum estimate, then the total amount that might have been spent for language learning for both the BIE program and the CIBERs would be \$7,493,000.

Undergraduate International and FL Studies Program (Title VI)

The Undergraduate International and Foreign Language Studies Program received \$4,600,000 in 2003. This program provides funding for a large range of undergraduate programs in the U.S. for international studies. A review of the objectives of the projects funded in 2003 indi-

cated that all of the programs had an international studies focus, and foreign language education comprised usually one of four or five major objectives. On the assumption that altogether the projects may have devoted a maximum of about 50 % of total funding to foreign language education, it can be estimated that this program may have dedicated about \$2,300,000 to foreign language education in 2003.

American Overseas Research Centers (Title VI)

The allocation for the American Overseas Research Centers in 2003 was \$1,000,000. The program description explains that these funds support the U.S. contribution to various consortia, which support study overseas. On the assumption that at least half of the money goes to foreign language study, a maximum of \$500,000 can be added to the amount dedicated to foreign language study.

International Research and Studies Program (Title VI)

ED provides support for research, materials development, and teacher training projects in area studies and foreign language through this program. Twenty-seven projects were funded during fiscal years 2003-2005. Of the 27 projects 21 specifically focus on the teaching/learning of foreign languages, primarily less and least commonly taught languages. In 2003 the funding for these 27 projects plus support for continuing projects was \$5,705,248.

Foreign Language and Area Studies Grants (Title VI)

Foreign Language and Area Studies (FLAS) grants are grants for graduate students in various disciplines who study both foreign language as well as their chosen discipline. These grants can also be given to graduate students who are foreign language specialists. In 2003, Congress apportioned \$29,092,000 to support 1,012 students through the academic year and 632 students in the summer with FLAS grants. Most of the FLAS grants, about 95 %, go to students who study less commonly taught languages. Since FLAS grantees are required to use FLAS funds to study a foreign language, we assume that a maximum of \$29,092,000 contributed to foreign language learning.

Institute for International Public Policy (Title VI)

The Institute for International Public Policy (IIPP) provides grants to assist consortia of universities and colleges to provide programs and projects that increase the representation of minorities in international service. One of their programs is the support of students to attend in-

tensive foreign language summer school courses. In 2003, the IIPP was allocated \$1.6 million, 3 % of which, \$48,000 was spent on summer language institutes. Other parts of the grant were spent on study abroad, which may have included foreign language study, but the exact amount supporting language study is not available. The total amount we can include for the IIPP's expenditures on foreign language study is \$48,000 however, in this one case it is possible that this is an underestimate.

Fulbright-Hayes Training Grants

ED's Mutual Educational and Cultural Exchange Program supports Fulbright-Hayes training grants. Altogether the "Overseas/Fulbright-Hays" grants were budgeted at \$12.9 million in 2003 and will receive \$12.8 million in 2004. There are four kinds of grants with different levels of funding:

The Doctoral Dissertation Research Abroad program gives grants to colleges and universities to fund doctoral students to conduct research in other countries (but not Western Europe) in foreign language and area studies. In 2003 this program was budgeted at \$4,823,280.

The Faculty Research Abroad Program, funded at \$1,608,270 in 2003, is given as grants to universities to fund faculty to carry out research and/or language study abroad in areas other than Western Europe.

The Group Project Abroad program is for groups of teachers, students and/or researchers to visit other countries to conduct area studies and/or language training. This program was budgeted at \$4,350,000 in 2003. Of this amount, \$1,435,000 was dedicated to supporting advanced language summer programs in less and least commonly taught languages. The rest, \$2,915,000 supported short-term projects. If a maximum of 50 % of the funding for short-term projects was spent on foreign language education, then a maximum estimate of total funding is \$1,457,500 from the short-term projects for foreign language instruction. Together, the maximum amount of funding from this program that could have gone to foreign language instruction may be estimated at \$2,882,500.

The Seminars Abroad

Bilateral Projects program had outlays of \$1,941,609 in 2003. Its purpose is to provide short-term travel and seminars for U.S. educators in social sciences to improve their knowledge of other countries and cultures. There is no specific mention of a foreign language focus. The Web site lists "AskEric" and The Institute for International Education as the awardees.

Overall, the Fulbright-Hayes training grants provided a maximum of \$2,882,500 to support foreign language education. The dissertation and faculty research funds are granted to people who already speak the foreign language to conduct research. They do not focus on studying the foreign language, so these monies are not counted as contributing to foreign language education in our list. There is no evidence that the Seminars Abroad - Bilateral Projects have a strong foreign language focus. However, to give it the benefit of the doubt, the Group Projects program could have contributed an estimated maximum of \$2,882,500 for foreign language education.

Fund for the Improvement of Post-Secondary Education

The Fund for the Improvement of Postsecondary Education (FIPSE) supports some programs that focus on, or include, the teaching of foreign languages in universities. FIPSE received \$171.6 million for 2003 and \$157.7 million for 2004. There are 116 projects listed on the FIPSE web site under the category "Language Learning." These grants include completed and continuing grants. Fourteen of the 116 projects that were receiving funds in 2003 had a foreign language focus. The average period of these grants is three years. The total spent on the 14 foreign language focus grants (for the duration of the grant - usually three years) was \$4,080,032. One-third of the total amount would represent approximately the amount spent on foreign language focus grants by FIPSE in 2003, \$1,362,677. Only one of the 14 grants with a language focus was a new project selected for funding in 2003, "Arabic Without Walls" at the University of California at Davis, for \$452,622 for the years 2003-2006. The other 13 were continuations of projects that had been selected in earlier years. This means that approximately 2.6 % of FIPSE funding was spent on foreign language programs in 2003.

Total U.S. Department of Education Funding for Foreign Language Instruction

According to ED's published budget, in 2003 the total allocations for programs were \$62.9 billion. While it is likely that some more funds from the ED budget in 2003 went to foreign language education through the Magnet School Assistance Program, the Charter School Grants program, and/or the State Grants for Improving Teacher Quality, it is not possible to demonstrate how much money, if any, was used to support foreign language. Using the figures described in this article, and given the caveats provided in the methods section, the total maximum funding that ED provided for foreign language education in 2003 would have been approximately \$85,425,469.

Foreign Language Assistance Program	\$15,981,619
National and Language Resource Centers	\$20,114,425
CIBERS and BIE (business programs)	\$7,439,000
Undergraduate International and Foreign Language Studies Program	\$2,300,000
American Overseas Research Centers	\$500,000
International Research and Studies	\$5,705,248
Foreign Language and Area Studies Grants	\$29,092,000
Institute for International Public Policy	\$48,000
Fulbright-Hayes Grants	\$2,882,500
Fund for Improvement of Post-Secondary Education	\$1,362,677
TOTAL.....	\$85,425,469

Since the estimates above are based on maximum expenditures that could have been spent across all programs, we can conclude that ED spent less than \$85.4 million of its total budget, \$62.9 billion, on funding for foreign language instruction in 2003, amounting to less than 0.15 % of the total ED budget. For each \$100 dollars spent on education by the ED, less than \$0.15, fifteen cents, was spent to support foreign language education and training.

OTHER FEDERAL GOVERNMENT SUPPORT FOR FOREIGN LANGUAGE EDUCATION

There are other programs that support foreign language education in the schools and universities. The funding for these programs, however, is modest. Altogether, monies allocated in the 2003 budget outside of ED were approximately \$9.75 million. This, together with the \$85.4 million from the ED gives us a total of \$95.2 million allocated by the Federal Government to foreign language education for non-government employees in 2003. These programs are described below.

National Security Education Program

The U.S. government provides grants for foreign language study through the National Security Education Program (NSEP) of the Department of Defense. The NSEP program received \$8 million in appropriations for 2003 and again in 2004 to support scholarships for undergraduates and fellowships for graduate students to study a foreign language and culture deemed

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critical to the security of the U.S. This funding also supports the National Flagship Language Initiative, a program that gives grants to universities to develop programs in advanced proficiency in less commonly taught languages. Students who apply for and accept NSEP grants are required to work for the government in a security-related area for a specific period after graduation. Four Flagship programs have been initiated: one each for Korean, Chinese, Arabic and Russian. According to the NSEP office, the \$8 million is divided up roughly as follows: \$2 million for NSEP graduate fellowships; \$2 million for undergraduate scholarships; \$2 million for the four Flagship University Programs; and \$2 million for administration of the program.

National Endowment for the Humanities

The National Endowment for the Humanities (NEH) also supports foreign language projects. In 2003 the NEH received \$125.7 million, approximately \$12 million of which was allocated specifically to education programs. Of this, about 10%, or slightly over \$1,000,000, was spent to support foreign language education projects. A number of NEH fellowships were granted to foreign language teachers to pursue research related to culture and the humanities. The NEH office reports that in 2003 and 2004 it received very few foreign language education proposals for projects other than seminars and institutes and would like to encourage foreign language educators to apply for NEH project grants. The NEH Web site is <http://www.neh.gov/>

U.S. Department of State

The Department of State has one program that supports foreign language instruction for scholars other than the Department of State staff. These monies come from Title VIII of the Soviet-Eastern European Research and Training Act of 1983, and are used for research and language training for scholars interested in Eurasia and Central and Eastern Europe. In 2003, the program received a total of \$5,000,000. Of this amount, \$3,400,000 was dedicated to research on Eurasia and \$1,600,000 was dedicated to studies on Central and Eastern Europe. Of the total funding, at least \$750,000 was spent on foreign language education/training according to the Title VIII office.

U.S. Department of Agriculture Graduate School

The U.S. Department of Agriculture Graduate School offers a number of foreign language courses as part of its program. The Graduate School, however, is self sustaining and does not receive any federal funding.

Altogether, the federal programs listed above, outside the Department of Education, contributed approximately \$9,750,000 to the teaching of foreign languages in schools and universities in 2003. Adding together ED, NSEP, NEH, and State, the total federal commitment to foreign language education in schools and universities in 2003 was less than \$95,175,469.

PROPOSED LEGISLATION FOR FOREIGN LANGUAGE

Proposals for new legislation show an increasing interest in Congress in funding foreign language education programs in schools and universities. Priority is given to programs that treat foreign language education as a means to ensure national security. Proposed legislation lays emphasis on supporting the teaching of less commonly taught or "critical" languages, providing funding for training professionals in a number of different fields (doctors, engineers, business people) in less commonly taught languages, and training and educating U.S. heritage speakers of less commonly taught in their heritage language(s).

Congressman Rush Holt (D-NJ) has introduced legislation that would provide more funding for teaching foreign languages in the schools. The proposed National Security Language Act (HR 3676) includes \$48 million to encourage early foreign language study. This funding would be in the form of grants for foreign language partnerships between local school districts and foreign language and teacher training departments at institutions of higher education. Priority would be given to partnerships that include high need local educational agencies (i.e., poorer school districts) and to partnerships that emphasize the teaching of less commonly taught languages. The proposed grants would fund partnerships as a way to encourage the professional development of teachers of less commonly taught languages and to provide a strong base for the programs that might occur across several schools.

The proposed National Security Language Act also includes \$12 million for the development of university foreign language programs, especially in the less commonly taught languages, \$15 million for higher education to establish programs that combine education in science and technology with foreign language, and loan forgiveness for undergraduate university students of "critical" foreign languages who become teachers or federal employees. The critical languages mentioned are Arabic, Korean, Persian, Pashto, and Chinese. In addition, the bill includes a national study to identify heritage language communities with native

speakers of critical languages, and a campaign to encourage speakers of these languages to pursue degrees in those languages.

This bill has been sent to the House Education and Workforce Committee and the House Select Committees on the Armed Forces and Intelligence. It is sponsored by Rush Holt and has 47 co-sponsors in the House. Congressman Holt's office is seeking feedback from teachers, administrators, students, and parents about the bill, and would also appreciate constituents providing feedback to their own representatives. A summary of the bill can be read at <http://holt.house.gov/issues2.cfm?id=7633#content>. To read full text of the bill, visit: <http://www.holt.house.gov/pdf/NSLANov2003.pdf>.

Recently, the Senate passed the Homeland Security Federal Workforce Act (S 589). This bill includes a pilot program to repay existing student loans, \$10,000 per year, for foreign language professionals who agree to work in the federal government for at least three years in national security positions. The bill is now being considered in the House.

CONCLUSION

Foreign language education/training in the schools, colleges, and universities receives very little funding from the U.S. federal government. The number of U.S. federally funded programs

and projects related to area, multicultural, and international studies gives the impression that there is more funding available for teaching foreign languages than is actually in the budget. Although ED received an overall 3% increase in the 2004 budget over the 2003 budget, funding for international study and foreign languages (Title VI) was cut \$4 million in 2004. In 2003 only one foreign language-focus project received funding from FIPSE out of its \$171.6 million budget. The President's proposed 2005 budget reflects approximately the same level of spending on foreign language as the 2004 budget, except that the \$16.5 million allocated to FLAP grants in 2004, the only direct funding for school districts, has been completely taken out of the budget.

Some people believe that foreign language education in the schools and universities should be supported by local sources, while others believe that foreign language education is a national priority and should be supported by the national budget as well as local funds. It is very clear, however, that the current reality is that very few of our federal dollars support the teaching and learning of foreign languages in the schools and universities.

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Employment Announcements

DEPARTMENT CHAIR, FOREIGN LANGUAGES, GRADES 6-12

ITHACA CITY SCHOOL DISTRICT, ITHACA, NEW YORK

The District is seeking applicants for this leadership position for the 2004-2005 school year. Certification in French, Spanish, or Latin required. Administrative certification preferred. The position involves part-time teaching assignment and supervision of the Foreign Language Department in the District's four secondary schools. Health insurance benefits are available to the same-sex partners of the District's employees and their dependent children. Applicants are encouraged to apply after June 30 by sending resume, certification, copies of undergraduate and graduate transcripts, and three letters of recommendation to: Michael J. Cuddy, Jr., Director of Human Resources and Labor Relations, Ithaca City School District, 400 Lake Street, Ithaca, New York 14850.

The Ithaca City School District is an equal opportunity employer with a commitment to workplace diversity.

AYCOCK MIDDLE SCHOOL IN GREENSBORO, NORTH CAROLINA ANNOUNCES THE FOLLOWING VACANCIES FOR 2004-2005:

SPANISH IMMERSION LANGUAGE ARTS/LITERATURE TEACHER (MULTI-GRADE 6-8)

SPANISH IMMERSION SCIENCE TEACHER (MULTI-GRADE 6-8)

SPANISH IMMERSION SOCIAL STUDIES TEACHER (MULTI-GRADE 6-8)

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