

TENTH SEMIANNUAL REPORT ON
EDUCATIONAL EXCHANGE
ACTIVITIES

L E T T E R

FROM

CHAIRMAN, THE UNITED STATES ADVISORY
COMMISSION ON EDUCATIONAL EXCHANGE,
DEPARTMENT OF STATE

TRANSMITTING

A SEMIANNUAL REPORT OF ALL PROGRAMS AND
ACTIVITIES CARRIED ON UNDER THE AUTHORITY
OF SECTION 603 OF PUBLIC LAW 402, 80TH CONGRESS



JANUARY 14, 1954.—Referred to the Committee on Foreign Affairs
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LETTER OF TRANSMITTAL

DEPARTMENT OF STATE,
THE UNITED STATES ADVISORY COMMISSION
ON EDUCATIONAL EXCHANGE,
January 12, 1954.

The Honorable JOSEPH W. MARTIN, Jr.,
Speaker of the House of Representatives.

SIR: The United States Advisory Commission on Educational Exchange submits the attached report in fulfillment of the requirements of section 603 of Public Law 402, 80th Congress, which states that this Commission shall transmit—

* * * to the Congress a semiannual report of all programs and activities carried on under authority of this Act, including appraisals, where feasible, as to the effectiveness of the programs and such recommendations as shall have been made * * * to the Secretary of State for effectuating the purpose and objectives of this Act and the action taken to carry out such recommendations.

This report reviews the activities of the United States Advisory Commission on Educational Exchange as well as those of its subcommittee, the Committee on Books Abroad, for the period January 1 to June 30, 1953.

During the period covered by this report the Commission gave intensive consideration to the President's proposal providing for the reorganization of certain foreign information functions of the United States Government as set forth in Reorganization Plan No. 8.

The Commission's views were requested by both the Administrator of the International Information Administration and the Hickenlooper subcommittee on the part of the reorganizational plan which proposed that the IIA program be transferred to a new independent agency and, more particularly, as it applied to the educational exchange activities administered by the IIA. The Commission's participation and position in this connection are reported in detail in part I of the attached report.

This letter and the enclosed report are submitted on behalf of the membership of the United States Advisory Commission on Educational Exchange, which was composed of the following members as of June 30, 1953.

J. L. Morrill, president, University of Minnesota, Chairman.

Mark Starr, educational director, International Ladies' Garment Workers' Union, Vice Chairman.

Edwin B. Fred, president, University of Wisconsin, member.

Martin R. P. McGuire, professor, Catholic University, member.

Harold W. Dodds, president, Princeton University, member
(resignation accepted by the President on August 5, 1953).

A duplicate copy of this letter and report is being furnished to the Senate.

Very truly yours,

J. L. MORRILL,
Chairman, United States Advisory Commission on Educational Exchange.

(Enclosure: Advisory Commission's tenth semiannual report to the Congress.)

TENTH SEMIANNUAL REPORT
TO THE CONGRESS
By THE
UNITED STATES ADVISORY COMMISSION ON
EDUCATIONAL EXCHANGE
JANUARY 1-JUNE 30, 1953

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TENTH SEMIANNUAL REPORT TO CONGRESS BY THE UNITED STATES ADVISORY COMMISSION ON EDUCA- TIONAL EXCHANGE

I. STUDY OF THE DEPARTMENT OF STATE'S EDUCATIONAL EXCHANGE PROGRAM

This Commission, in its ninth semiannual report to the Congress reported on its views concerning the status of the educational exchange program under the reorganization which established the International Information Administration. During the period covered by this report the Commission continued to study the "organizational placement" of this program and discussed and reviewed numerous proposals which had been presented to it for further study. In order to fulfill our statutory responsibilities under Public Law 402, our views and recommendations are transmitted to the Congress in the following statements:

A. ORGANIZATIONAL STATUS OF THE PROGRAM

Recommendation (excerpt from recommendation submitted to the Department of State December 24, 1952, and reported in the ninth semi-annual report to the Congress)

"* * * We were disappointed that the reorganization had been effected without consultation with the Commission in view of our continuing concern for distinctive planning and operational emphasis on long-range educational exchange objectives as contrasted with more immediate foreign policy needs and purposes. In this connection the Commission has requested departmental reconsideration of the organizational status of the educational exchange program. For example, the reconsideration, within the International Information Administration, of policies and plans and operation to insure a more conscious and deliberate 'divorcement' of the exchange program from other aspects and activities of the International Information Administration. This would mean a tendency toward separation rather than integration of the double objectives envisioned in Public Law 402."

Departmental reply (letter dated February 2, 1953, from the Administrator, Dr. W. C. Compton, to the Chairman of the Commission on Educational Exchange and the Commission on Information)

"You and your colleagues on the Advisory Commissions have received, and I trust have had opportunity to read, a copy of my report of December 31 to the Secretary of State. One of the matters covered in this report, as you will have noted, is the question raised by the Advisory Commission on Educational Exchange on December 24 concerning the relation of 'educational' to 'Information' activities; also a comment with respect to the Advisory Commissions as a further

source of policy and program guidance. These matters may, I hope, be given early consideration by the commissions.

"As to the first, we have in mind some realignments within the International Information Administration based on the last year's experience. Among these is a proposed consolidation for administrative purposes in one group of the 'educational exchange' activities and a comparable group of 'information' activities. A separate administrative provision is contemplated for the VOA by reason (1) of its separateness geographically; and (2) that, unlike the other media services, it produces, transmits, and delivers its broadcasts overseas for the most part without the intervention of the USIS country missions.

"I hope that the Advisory Commissions will consider these contemplated changes and, if they concur, we would wish to make them effective as promptly as budget, personnel, and other considerations will permit.

"As you know, the President has recently appointed a special committee under chairmanship of Mr. William H. Jackson to consider the total overseas information activities of the United States Government and to make recommendations to the President by June 30. The Committee on Government Reorganization also has had under consideration certain aspects of the overseas information and related services. The Special Senate Committee on Information Activities has now published a preliminary report and has asked for an extension of its authority until June 30 for the purpose of further public hearings and the completion of its report and recommendations. There is accordingly no basis of confident forecast of possible changes in organization or functions of IIA or its auspices within the framework of the Government.

"In the meantime, it is indicated that we are expected to continue under the existing authorities of the International Information Administration as defined in State Department Announcement No. 4 of January 16, 1952. The status and functions of the Advisory Commissions themselves are, of course, defined by law. We have made recommendations to the Secretary of State which, if approved by him and by the President, will assure full complement of membership of both Advisory Commissions. We are proceeding, therefore, with further effort along lines undertaken last year to improve the organization, procedures, and facilities of the International Information and Educational Exchange Program. For these purposes further steps have been taken as of this date. The Commission Secretariats have been advised."

The proposals contained in the Administrator's report mentioned above concerning the educational exchange program were as follows:

Educational exchange.—The Advisory Commission on Educational Exchange has raised a serious question of the relation of 'educational' to 'information' activities. In general it identifies the former with long-range and cultural objectives and the latter with short-range propaganda or political objectives. It expresses the view that the former have been and are being subordinated to the latter. The Advisory Commission asks consideration of the feasibility of some further form of 'separateness' in the administration of the educational phases of the program under Public Law 402.

"For this purpose it has proposed for consideration these four possibilities:

"1. A separate administrative unit outside the Department of State;

"2. Giving the Advisory Commission itself or a new board or commission to be created, certain executive or administrative authority and functions;

"3. An administrative unit within the State Department, separate from IIA;

"4. A separate administrative unit within IIA."

Action (Commission's request dated April 17, for further clarifying information)

At the Commission's February 16-17, 1953, meeting, the Administrator's letter of February 2, requesting the Commission's comments on the proposed realignment of the International Information Administration was discussed. At this time the Commission deferred action on this request because of lack of specific knowledge of the organizational pattern which would consolidate the "educational exchange" activities in one group and the "information" activities in a comparable group. However, the Commission requested that the proposal be more clearly defined by the Administrator by submitting additional information or data so that the Commission could give it thorough consideration before making a formal recommendation.

B. REORGANIZATION OF THE INTERNATIONAL INFORMATION ADMINISTRATION

On March 3, 1953, Dr. Robert L. Johnson was appointed Administrator of the International Information Administration to succeed Dr. Wilson C. Compton, who had resigned. On March 18, 1953, the new Administrator advised the Commission that under the general directive which he had received as the new Administrator of IIA, he had been charged with the responsibility of reorganizing the entire IIA program and separating the Voice of America from the Department of State. He also stated there was a question in his mind of what should be done with the educational exchange program, including the libraries and information centers abroad which were also an integral part of the program. At this time he made it quite clear that the Voice definitely would be separated, but that he, personally, was of the opinion that these other elements of the program—educational exchange and the libraries and information centers—might possibly remain in the Department of State and that on this question he desired the advice and opinion of the Advisory Commission.

The Commission advised the Administrator that its position over a period of several years had been that the educational exchange program should be separated as far as possible from the propagandistic operations of the Government—the psychological warfare approach. Furthermore, in response to earlier proposals when suggestions were made for the removal of the educational exchange program from the Department of State, the Commission opposed them, believing that the administrative relationships worked out over the years through the embassies and through the Department of State were helpful to the program.

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This topic was again discussed in two subsequent meetings with the Administrator on April 6 and May 6, 1953. During these meetings the President's Reorganization Plan No. 8 and the recommendations of the Rockefeller committee were thoroughly reviewed.

At the meeting on May 6, the Administrator advised the Commission that his thorough review and further study of this problem had convinced him that the whole program—the educational exchange and information activities—were so interrelated as to require their joint administration and operation. It was also his opinion at this time that if the IIA program were to succeed it must be transferred out of the Department of State.

The Commission again reiterated its previous position on this matter and stated that it had gone on record in reports to the Secretary of State and to the Congress as well as in actual testimony before the Hickenlooper subcommittee expressing its position that the educational exchange phase of the IIA operation should remain in the Department of State.

The Commission also advised the Administrator that it was sympathetic with the approach that a new administration in our American Government would want to make in many, many ways. In fact it had a mandate to make a new approach; that reorganizational ideas in almost any aspect of Government deserved acquiescence, generally speaking, but that the Commission believed the recent discussions of this problem in the Congress had introduced new elements into the situation.

As a result of subsequent developments concerning this problem, the Chairman of the Commission directed a letter to the Administrator of IIA on May 25, 1953, informing him that the reorganization and transfer of the IIA program seemed to have reached a stage where it must be resolved between the new administration and the Congress in some kind of compromise based on concert rather than conflict.

C. REORGANIZATION OF FOREIGN INFORMATION ACTIVITIES

Text of recommendation (submitted to the Department of State June 15, 1953)

During the early part of June 1953 the members of the Commission were officially informed of plans proposed by the President to the Congress which provided for the reorganization of certain foreign information functions of the United States Government.

The action of the President as reflected in Reorganization Plan No. 8, which proposed a new and separate United States Information Agency but which at the same time recommended that the educational exchange program remain in the Department of State, confirmed in part certain judgments and recommendations which the Commission has expressed over a period of several years.

It is a matter of official report and record that our Commission has approved and commended, with certain exceptions, the way in which the Department of State has managed the educational exchange program. We continue to believe that it should remain in the Department of State. We have felt that separation of propaganda activities from the intercultural program of the International Information Administration was definitely to be desired.

There are, however, a number of important factors of vital interest and concern to the Advisory Commission on Educational Exchange. These refer specifically to that part of the educational exchange program now known as the Educational Exchange Service which will remain in the Department of State should the proposed reorganization be put into effect. It is hoped by the Commission that the utmost consideration be given to the following observations and recommendations:

1. Most earnestly we urge that proper recognition, from the viewpoint of actual contribution and prestige, be given to the important role of the educational exchange program in bringing about a better understanding between the United States and other nations of the world. The accomplishment to date has been highly significant, we believe, and this fact has been almost unanimously attested to by both private and governmental groups reporting on the success of the exchange program.

2. In departmental administrative status, through title nomenclature and otherwise, we respectfully request that the identity of the educational exchange program be given appropriate importance and emphasis. This we believe to be in compliance with congressional intent and in the best interest of good public relations.

3. Adequate administrative support and authority within the Department to permit continuity of effective operation and development of the program we recommend, from experience, as essential to its success.

4. Without full cooperation and support in developing and justifying a budget, and in making subsequent allocations which will insure adequate funds to carry out the program of educational exchange within the Department of State, the proposed reorganization obviously will defeat the purpose of the President and of the Congress (earlier implemented in Public Law 402 and other legislation). Our Commission, having expressed its confidence in the continuing capacity of the State Department to manage the program, must continue to rely upon the Secretary's interest and leadership in this regard.

There are, in addition, certain other matters of concern to the Commission to which the Department's attention is directed.

First, although the plan of reorganization makes no mention of the functions of the Advisory Commission as such, is it to be presumed that it would continue in existence under the authority of Public Law 402, 80th Congress, in accordance with which it was established? Clarification of this point is desired.

Second, the Advisory Commission is concerned about the future status of its special advisory Committee on Books Abroad which was established on January 14, 1952 (also under authority of Public Law 402), to advise and assist the Secretary of State and the Advisory Commission on Educational Exchange on the policy for selection and use overseas of books, periodicals and other publications of the International Information Centers Service.

Inasmuch as it has been proposed under the reorganization to transfer the overseas libraries and information centers to a new agency, the United States Information Agency, it would seem that the Committee on Books Abroad would no longer have relationships with, or responsibility to, the Advisory Commission on Educational Exchange. The committee has been performing a valuable service and it is important that its status be defined in the event that reorganization is approved. Presumably, the committee would then be discharged or transferred or reconstituted under the new United States Information Agency and the Advisory Commission of that Agency?

Further, in view of the proposed reorganization, we are also deeply concerned regarding the practical channel of communication which the Commission will have with the Department of State as well as the administrative location of the Secretariat staff of the Commission. The members of the Commission believe it should function on as high a level as possible within the Department and they strongly recommend that it should continue to enjoy the services of an efficient secretariat, if the Commission is to be continued.

Since the establishment of the Advisory Commission in July 1948, the members have given unstintingly of their time and talents in endeavoring to serve the Department and in appraising to the Congress the effectiveness of the program of educational exchange. This service we have been happy to render, hoping that it has been useful to our Government. However, our Commission is ready to be relieved of further responsibilities—without the slightest embarrassment—if the discontinuance of the Commission or its reconstitution with new personnel has been intended by the President in his proposal for reorganization, or if this should be desired by the Secretary in a new approach to the administration of the program.

Departmental reply (from the Under Secretary of State for Administration dated July 6, 1953)

The Secretary has asked me to thank you for writing him so frankly and fully in your June 15 letter about the views of the United States Advisory Commission on Educational Exchange. I am glad to say that the reorganization plans do not contemplate any discontinuance of the services of the United States Advisory Commission on Educational Exchange. Your Commission would continue in existence under the authority of Public Law 402 and its advice would continue to be sought by the Department of State with respect to the educational exchange programs.

Although it is not possible to give specific answers at this time to all of the questions that you raise, I assure you that the Department of State does recognize the important role of the educational exchange program in bringing about a better understanding between the United States and other nations of the world. The Department intends to see that the identity and prestige of the educational exchange program are appropriately preserved and emphasized. I can assure you that the Department will do its best, within the limits of its resources, to give the program the administrative support, authority, and allocation of available funds, which you stress as necessary for continuity of effective operation and development of the program. It is the Department's intention to assign responsibil-

ity to the Assistant Secretary of State for Public Affairs, Mr. Carl W. McCardle, for the conduct of the educational exchange program, in the event that the reorganization proposals do in fact become effective.

The Secretary would look to Assistant Secretary McCardle as the normal channel of communication for the Commission to use with the Department of State. I am, therefore, asking Mr. McCardle to consider carefully the administrative location of the secretariat staff of the Commission, keeping in mind your recommendation that such a secretariat should function on as high a level as possible within the Department.

I am not able at the present time to give you definitive answers to the questions that you raise about the future status of the special Advisory Committee on Books Abroad, which the United States Advisory Commission on Educational Exchange has established. I would certainly agree with your assumption that if Reorganization Plan No. 8 becomes effective and the responsibility for the overseas libraries and information centers is transferred to the new United States Information Agency, it would not seem appropriate for the Committee on Books Abroad to continue as the responsibility of your Commission. Your Commission will continue to be advisory to the Secretary of State and will be primarily concerned with the educational exchange programs. I know that Dr. Robert L. Johnson has been giving considerable thought to the requirements of such a new United States Information Agency for advice and assistance on the policy for selection and use overseas of books, periodicals, and other publications. I shall ask Mr. McCardle and Dr. Johnson to discuss the problem of the status of the Committee on Books Abroad and to get in touch with you directly when they have done so.

I regret that it is not possible for me to be more specific in my answers to some of the questions that you raise in advance of the time that the reorganization plans become effective. However, I do wish to make it entirely clear that the Department of State looks forward to a continuation of the profitable and constructive relationships which have been enjoyed in the past with the United States Advisory Commission on Educational Exchange. I know that the Secretary is most anxious to have the continuing interest, support, and advice of your Commission.

II. COMMISSION'S PARTICIPATION IN THE STUDY OF THE INTERNATIONAL AND EDUCATIONAL EXCHANGE PROGRAM CONDUCTED BY THE SUBCOMMITTEE OF THE SENATE FOREIGN RELATIONS COMMITTEE (S. RES. 74)

In the Commission's ninth semiannual report to the Congress, the Commission reported that the subcommittee of the Senate Foreign Relations Committee had requested it to submit specific information on certain phases of the educational exchange program as well as any additional information or judgments which it might deem useful or helpful to the subcommittee in the study of the international information and educational exchange program it was conducting under authority of Senate Resolution 74.

In complying with this request, the succeeding statements, which have been arranged topically set forth the action taken by the Commission:

A. COMMISSION'S REPRESENTATION AT THE SUBCOMMITTEE HEARINGS

Dr. Martin R. P. McGuire, member of the Commission, testified on behalf of the Commission, before the subcommittee on March 23, 1953:

Excerpts

"An educational exchange program under governmental auspices has been in operation only since 1938. This program has developed on a very large scale since the close of World War II and has become of paramount importance in promoting, effectively, a better understanding of the American way of life among the peoples of the world and a better understanding of other cultures among our own people.

"The Commission believes that, despite some disappointment with program accomplishments which have resulted in necessary changes, there can be no doubt that educational exchange has demonstrated its permanent worth and that the IIA staff members have worked competently to develop a two-way exchange of persons qualified to increase mutual understanding between peoples of the world. The student, the teacher, the scholar, the technical expert, and the civic leader have all become important ambassadors in creating reciprocal understanding and appreciation.

"The Commission believes, in general, that the long-range objectives of friendly international understanding through educational exchange are psychologically different from the more immediate short-range objectives of American foreign policy interpretation and persuasion which the Administration must vigorously prosecute through the Voice of America and other informational media. These two objectives, we recognize are ultimately related and are not entirely separable or mutually exclusive. But the emphasis in their planning and implementation are not the same, and the formal merging of the informational and exchange programs definitely jeopardizes the success of the latter.

"The commendable and urgently required governmental Campaign of Truth has tended, our Commission feels, to overshadow the longer-range objectives envisioned in the program of educational exchange. This is definitely sensed, we have reason to believe, on many college and university campuses, and there is evidence of the same reaction abroad.

"The Commission has officially expressed its strong conviction that the administration of the educational exchange program should be lodged in and retained by the Department of State. We have a high opinion of the intelligent and effective administration of the program by officers of the Department of State in this country and abroad. However, we were surprised that the reorganization establishing the International Information Administration had been effected without consultation with our Commission—or with our sister Commission on Information—in view of our continuing concern for distinctive planning and operational emphasis on long-range educational exchange objectives as contrasted with more immediate foreign policy needs and purposes.

"The Commission regarded the matter so important to the educational side of the program that it directed a communication dated December 24, 1952, to Dr. Wilson Compton, the Administrator,

soliciting his reaction and that of his departmental colleagues on two Commission proposals. These proposals were as follows:

"1. The reconsideration, within the IIA, of policies and plans and operations to insure a more conscious and deliberate 'divorcement' of the exchange program from other aspects and activities of the IIA. This would mean a tendency toward separation rather than integration of the double objectives envisioned in Public Law 402.

"2. A reorganization, within the State Department, to remove the exchange and certain phases, at least, of the information-center program from the IIA—thus accomplishing more definitely and patently the purpose intended.

B. PROPOSALS FOR IMPROVING THE EDUCATIONAL EXCHANGE PROGRAM

The Senate Foreign Relations Subcommittee asked the Commission to give its views on desirable projects in the field of educational exchange which had not been carried out because of the attitude of Congress, insufficient appropriations, or the lack of action on the part of the executive branch.

The Commission conferred with officials of the International Information Administration in an attempt to appraise certain projects which had been proposed but which, for one reason or another, may have been rejected and, therefore, had been omitted from the IIA budget.

As a result of this discussion, it was determined that there were four separate projects or proposals which, in the judgment of the Commission, merited further consideration. Therefore, on March 23, 1953, the following four proposals were submitted to the Senate Subcommittee on Overseas Information Programs in accordance with the subcommittee's request for this type of information:

1. *Communications media*

(a) *Problem.*—One of the primary means employed in achieving the objectives of the United States Information and Educational Exchange Act of 1948 is the program of exchange of persons. It is felt, moreover, that this means could be made even more effective by systematically broadening its coverage to include planned projects for carefully selected individuals from abroad who are specialists in the field of communications media, including radio, motion pictures, press, magazine, and book publication.

In recent years, there have been some journalists, publishers, radio, and motion-picture specialists who have been brought to the United States under the Department's regular program of educational exchange. By adding to the personal knowledge and skill of such persons through first-hand experience, it has been possible to create a basis for understanding life in this country which could be achieved in no other way. Following a significant and satisfying experience in the United States and upon return to their own countries, these individuals, as key molders of public opinion, have been better able to dissolve much of the distrust, animosity, misunderstanding, and falsehoods existing or built up against the United States and its policies and in place of these have been able to substitute and foster a feeling of genuine respect and understanding.

The present proposal would set aside sufficient grants to enable the Department systematically to plan projects for such persons well in advance and on a scale not possible within the regular program at this time.

(b) *Solution.*—It is proposed to attack the problem by bringing to the United States:

1. Ninety persons in radio broadcasting from 30 priority countries. This would include 30 commentators, 30 script writers, and 30 program directors.

2. Sixty men and women in press and publications, including editorial writers, publishers, reporters, and columnists.

3. Fifty persons in motion pictures. A 4-man team would be selected in each of 5 priority countries in which the motion-picture industry is either nonexistent or poorly developed; 30 additional outstanding motion-picture writers, producers, and directors would be brought from third- and fourth-zone countries. It is expected these persons would assist in developing motion-picture industries oriented toward the United States.

4. Twenty Americans would be sent on specialists grants to some of the countries concerned: 10 would conduct seminars in broadcasting and 10 would advise in motion pictures.

(c) *Cost of project.*—Total estimated cost of the entire project is \$1,000,000. This project has not been implemented because funds for it were not appropriated by Congress.

2. *Additional dollar supplementation for Fulbright foreign-currency grants*

(a) *Problem.*—Since the Fulbright Act in itself authorizes the expenditure only of foreign currencies, since these can cover the cost only of international travel for foreign visitors to the United States, and since such visitors are of dominant importance in the exchange program, American dollars are needed for the expenses of such visitors while in the United States. Again, while practically all of the expenses of American grantees sent abroad under Public Law 584 may be paid from the foreign currencies available under that act, certain small sums in dollars are provided for teachers and lecturers to cover certain fixed and continuing dollar expenses in the United States.

Whenever possible, these dollars are secured from private sources, but in selected cases Federal funds are provided to enable them to fulfill their missions in this country. In addition, dollar funds are indispensable for assuring that the process of selection can be so controlled as to assure maximum effect where it is likely to do the most good. Also, in some instances, American lecturers and teachers cannot accept Fulbright grants in foreign currencies without small supplementary dollar grants to enable them to meet continuing commitments in the United States for such things as insurance, income taxes, and payments of annuities.

(b) *Solution.*—An appropriation of \$1 million for purposes of supplementing the Fulbright program, in addition to funds already appropriated, would enable the Department to utilize fully the foreign currency available under this program.

(c) *Justification.*—In the fiscal year 1953, with a \$7,900,000 Fulbright program, there was only \$1,500,000 available for supplementation.

Fulbright foreign-currency grants in Japan, Thailand, Burma, Philippines, and Greece were not fully utilized due to the non-availability of funds for supplementation.

No money has been appropriated by Congress for this project over and above the figure for supplementation available referred to in the paragraph immediately above.

3. *Coordinating private resources for facilitating the visit of foreign exchange and for assembling information about public and private educational exchange programs*

(a) *Problem.*—The single most important aspect of a foreign grantee's visit to the United States is the community experience which he has. American private agencies are doing an excellent job but in many cases they are becoming completely submerged by the requests which are being made by foreign visitors and by governmental agencies. Many private resources are to a great extent unused because no device for taking advantage of the possibilities exists.

(b) *Solution.*—It is proposed that a grant be made to carefully selected agencies throughout the country for the purpose of paying only those expenses necessary for this endeavor which will be over and above voluntary support.

(c) *Justification.*—The 1-year estimate of cost is \$393,362. This amount of assistance would result in many times as much voluntary funds for the program and in more effective use of the funds for the program and in more effective use of the funds which are available.

Following the denial by Congress of funds for this purpose, a request for assistance was submitted to the Ford Foundation. The Department has been advised formally that without prejudice to the merits of the request and in view of other commitments which have already been made, the foundation would be unable to make a grant for this purpose this year.

4. *Permission to inform the American public of the exchange of persons program*

(a) *Problem.*—The exchange of persons program is a joint undertaking by the Government, the citizens, and the private organizations of the United States. The program is designed to serve the interests of the United States. It is partially financed by the Government and is facilitated by its services. However, the success of the program depends to the extent to which there is "grass roots" participation by American citizens. The program really provides an opportunity for the average American citizen to become an ambassador and to interpret our country to the foreign visitor.

In order for average Americans to participate, they must be informed of the essential facts concerning the program.

(b) *Solution.*—Staff members of the Educational Exchange Services are requested frequently to deliver informative talks to interested organizations which are participating in the program or

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which desire to assist. House of Representatives Report No. 1665, of the 82d Congress, 2d session, says on page 10:

"The request for \$8,000 for travel 'to provide the American people with first-hand contacts with Department officers for the purpose of exchanging views and ideas on objective operations and accomplishments of the USIE program' is denied."

Additional comment in other congressional hearings has made clear that Congress does not approve of USIE staff members using Government time or money to inform the American public of the exchange of persons program.

In the Commission's letter of transmission, it was pointed out that the first of these projects—communications media—has undoubted short-range "propaganda" aspects, as contrasted with the longer-range purposes of educational exchange inherent in Public Law 402 and the so-called Fulbright foreign-scholarships enterprise. To that extent it merges with the interests of this Commission's counterpart, the Advisory Commission on Information, whose views the subcommittee may wish to solicit.

It was further stated that the Commission believed that the remaining three proposals related directly and constructively to the concerns of the Educational Exchange Commission and were regarded as very important.

C. COMMISSION'S INDEPENDENT SURVEY OF EDUCATIONAL EXCHANGE PROGRAMS

In its further efforts to assist the subcommittee, the Commission addressed a questionnaire, eliciting appraisals of various aspects of the educational exchange program, to 300 academic institutions and 150 other organizations or businesses participating and cooperating with the Department of State in the program.

The prompt response to this questionnaire and the high percentage of returns (217 academic institutions and 107 other institutions or organizations) attested overwhelmingly to the value and integrity of the educational exchange program. Over 90 percent of those answering felt that the program was worthwhile and that it was doing an effective job in creating understanding and friendship for the United States.

An analysis of these replies was made by the bureau of social science research of American University, copies of which were sent to the Hickenlooper subcommittee on February 25, 1953, by the Chairman of the Commission. At the same time, the subcommittee was advised that the replies to the questionnaires produced a wealth of suggestions, criticisms, and recommendations offered in a constructive vein to which the Commission believed the Department of State should give further attention. It, therefore, requested the Department of State to make a further study of this analysis with a view of identifying the most useful and significant suggestions and criticisms so that the exchange program could profit from a detailed examination of the comments made by the segment of the American public that knows the program best.

It was anticipated that a study of these comments by the International Educational Exchange Service would be helpful in effectively

administering the exchange program, although the Commission realized that on many points no action could be taken by the Department since the criticisms pertained to problems over which the Department had no control. For example, (1) the unfavorable comments on the immigration laws or procedures; (2) the need for expansion of the program which is clearly impossible without increased funds; and (3) a proposed change in approach which would be contrary to the intent of the enabling legislation, or which would cross over into the exchange activities of the Mutual Security Administration and the Technical Cooperation Administration, both of which are now under the Foreign Operations Administration.

In compliance with this request, the International Educational Exchange Service (IES) abstracted the critical comments from the questionnaire responses and furnished the Commission with a report setting forth its views on these criticisms and suggestions. In this connection, emphasis was placed on the steps which could or could not be taken to bolster weak points in the program and what was being done currently along these lines, as well as pointing out that possible changes in the legal or fiscal framework which might help solve the the problems were also being considered.

The Commission considers these comments of the International Educational Exchange Service of such significance and importance as to warrant inclusion in this semiannual report to the Congress and have attached the report as appendix I. In reading this report, one must bear in mind that this survey took place prior to the date that the President's reorganization plans were put into effect under the terms of which (1) the International Educational Exchange Service remained in the Department of State whereas the other four media previously combined with it in the International Information Administration of the Department of State were transferred to the new United States Information Agency; and (2) the exchange activities of the Mutual Security Agency (MSA) and the Technical Cooperation Administration (TCA) were transferred to the new Foreign Operations Administration (FOA).

III. REPORT ON THE NATIONAL ASSOCIATION OF FOREIGN STUDENT ADVISERS CONFERENCE

The executive secretary of the National Association of Foreign Student Advisers directed a letter to the Chairman of the Advisory Commission, inviting him, or a member of the Commission, to attend the annual NAFSA conference which was to be held in San Francisco on April 29–May 2, 1953. In this letter, it was indicated that the board of directors of NAFSA wished to develop a closer relationship with the Advisory Commission on Educational Exchange believing that, through a closer relationship, both the Commission and NAFSA would benefit by a sharing of the needs and problems as they arise on local university and college campuses.

At the Commission's February meeting this request was discussed and, after determining that the schedules of the various members of the Commission would not permit their attendance, the Commission voted to request the Department of State to send its executive secretary to the conference as a representative of the Commission; which was later agreed to by the Department.

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The executive secretary attended the conference and submitted a detailed report to the Commission for its information and consideration. Highlights of this report are summarized as follows: Five out of the eight group meetings of the conference were attended by the executive secretary—(1) English language section; (2) continuing session on status and function of the foreign student adviser; (3) student center organizations; (4) cultural attachés; and (5) community relations. Some of the most perplexing problems considered at the conference were discussed during these sessions.

It was observed that three new emphases emerged at this conference in San Francisco: (1) Several private organizations working with foreign student advisers in fostering community relationships with foreign students were better represented, more vocal, and their programs were more seriously discussed than ever before; (2) there was a new awareness of the critical importance of the readjustment of the foreign student to the tremendous problem of becoming effective in his home country after his return; and (3) greater consideration was given to research and evaluation problems than at previous conferences.

Since it was the third conference of NAFSA which he had attended as a representative of the Commission, the Executive Secretary found himself much better acquainted both with the officers of the association and with the delegates, many of whom are becoming "regulars" at these annual conferences. It was evident from the many questions asked concerning the Commission's activities, that his presence was increasingly identified with the Advisory Commission and its interest and concern for the wide variety of problems of the foreign student advisers. For instance, a number of special problems were related to the Executive Secretary by individual delegates with the request that they be referred to the Commission for its consideration and recommendations. He reported further that there was evidence of a greater familiarity with the work of the Commission as attested to by the number of inquiries concerning the reports of the Commission to the Congress; and, also by inquiries concerning whether or not the results of the educational exchange survey conducted by the Commission would be available in published form.

Particularly noteworthy was the observation that through the organization of NAFSA there is developing an increasing awareness of the potentialities, and an intelligent interest in and concern for the improvement of the international educational exchange program among the men and women in our colleges and universities responsible in large part for the success of this program here in this country.

IV. RECOMMENDATIONS OF THE COMMITTEE ON BOOKS ABROAD

(Report of the activities of this committee during its existence as a subcommittee of the U. S. Advisory Commission on Educational Exchange)

On August 1, 1953, when the International Information Administration was transferred out of the Department of State to the new United States Information Agency all media of IIA were included in this transfer with the exception of the exchange-of-persons program which remained in the Department of State. Thus, since the activities and personnel of the Information Center Service, the media for which this subcommittee of the Advisory Commission on Educational Exchange had advisory responsibilities was transferred to the new

agency, this subcommittee was reconstituted as a subcommittee of the United States Advisory Commission on Information.

Information concerning the need for and establishment of the Committee on Books Abroad were reported to the Congress in the Commission's seventh and eighth semiannual reports. In the Commission's eighth and ninth semiannual reports certain recommendations made by this subcommittee and the action taken thereon by the Department of State were also reported. However, since this is the last semiannual report in which the activities of the Committee on Books Abroad will be reported on by this Commission, the Commission believes it is appropriate to furnish the Congress with a detailed report on all of the problems considered and the recommendations made by this Committee as well as certain action taken thereon by the Department of State.

As heretofore reported the Commission has been deeply impressed by, and grateful for, the intelligent and patriotic loyalty of its Committee on Books Abroad, its commitment to the advancement of international understanding of the integrity and ideals of our country and its efforts to combat communism in the present world struggle for the minds of men. We regard as unusually eminent and useful the personnel and the voluntary unpaid services of this distinguished committee, whose chairman is Dr. Martin R. P. McGuire, member of our Commission, professor and former dean of the Catholic University of America and his fellow committeemen:

George P. Brett, president, the Macmillan Co.

Cass Canfield, chairman of the board, Harper & Bros.

Robert L. Crowell, president, Thomas Y. Crowell Co.

Robert B. Downs, director of libraries, University of Illinois.

Morris Hadley, president, New York Public Library (resigned January 23, 1953).

Lewis Hanke, director, Institute of Latin American Studies, University of Texas.

Keyes D. Metcalf, director of libraries, Harvard University.

During the period from January 14, 1952, to July 31, 1953, the period for which this Commission had reporting responsibilities in connection with the activities of the Committee on Books Abroad, the committee held 9 meetings at which time the committee's advice and guidance were requested on various problems concerning the effective use of books and periodicals in carrying out the objectives of the program conducted under Public Law 402, 80th Congress. As a result of the committee's review and study of these problems it has submitted recommendations on various problems. These recommendations are reported in the succeeding statements which have been arranged topically.

RECOMMENDATIONS

1. Reciprocal Aspects of Publications in the Exchange Program Under Public Law 402

Text of Commission's query dated April 14, 1952, made at the instigation of the Committee on Books Abroad (reported in eighth semiannual report, H. Doc. No. 35)

"In its use of publications in the educational-exchange program, the Department of State is primarily concerned with making American publications available to other countries so as to enable other peoples

to understand and support our foreign policy. The Commission is convinced that this is a most important and effective means of achieving United States foreign-policy objectives. We wonder, however, if the intent of Public Law 402 does not call for a broader concept. Are the reciprocal aspects of the publications program emphasized sufficiently? Should not the Department of State emphasize more than at present the exchange of publications with other nations?

"The Commission is aware that the availability of funds is a determining factor and that priority should be given to making American publications known to other countries. There is some question in our minds, however, about the intent of Public Law 402 in this respect and we hereby request the Department of State to provide us with a statement concerning its interpretation of the intent of Public Law 402 on this point."

Departmental reply (dated August 20, 1952)

Public Law 402, 80th Congress, cites the interchange "between the United States and other countries of books and periodicals, including Government publications, * * * and interchange of other educational materials" as one way of "cooperating with other nations in the interchange of persons, knowledge and skills." This interchange was designed "to increase mutual understanding between the people of the United States and the people of other countries" and thereby "to strengthen cooperative international relations."

Administrative interpretation of this part of the act was determined initially by the presence of impediments which in 1948 and 1949 stood in the way of a free interchange of publications and other educational materials between the United States and other countries. Since the authority granted to the Department under this section of Public Law 402 constituted one way of overcoming these impediments, the Department frequently received requests for action on individual cases in this field. Requests for making foreign publications and other educational materials available in the United States involved such action as distributing foreign journals among universities and other recipients in the United States with a view to establishing a continuing exchange of a United States and a foreign publication, or facilitating the distribution in the United States of foreign exhibits, scrapbooks, and children's art. Beyond such action on individual cases, the Department also participated in a continuing commitment to negotiate and facilitate the administration of bilateral agreements between this Government and other governments for the exchange of official publications.

One effort of the Department, which proved unsuccessful, to establish within its own facilities a mechanism for increasing United States knowledge of foreign writings, called the foreign writers' project, is of interest in disclosing problems encountered by the Department in such efforts. The basis of the foreign writers' project was the desire to demonstrate United States interest in the literary accomplishments of other nations. This was to be done by bringing significant foreign writings to the attention of United States book publishers who might then decide to translate and publish the books in the United States. The venture never got off the ground because (1) the staffs at foreign-service posts lacked the time and the background to screen effectively the books published country by country

and (2) United States book publishers, while not in possession of a systematic screening of foreign publications, had at their disposal a corps of literary agents which brought to their attention books of potential interest to the United States book market.

In general, it is clear that well defined needs for foreign publications lead invariably to the development of mechanisms for the acquisition of such publications and making them generally available in the United States. Thus the Department met its need for foreign publications of political importance by establishing a body of publications procurement officers, stationed in various parts of the world, whose services were available likewise to other Federal departments and agencies. The Library of Congress in addition to using the services of these officers set up an extensive acquisitions network involving purchasing and exchange arrangements with institutions and dealers in every country. United States research libraries, through the Farmington plan, coordinated their purchasing programs in an endeavor to systematize the acquisition and maintenance of foreign publications. The American Council of Learned Societies in various translation and publication projects has brought the substance of selected foreign writings to the attention of United States readers. Although these efforts may not be perfect, it is clear that by virtue of a direct working interest in the field, such voluntary endeavors are in a better position than the Department to formulate and administer a system which would make available in the United States publications of other countries.

Since the campaign-of-truth speech of the President in April 1950 which recognized the role of Communist-propaganda distortions in the general Soviet program of aggression and in line with the restatement of the objectives of the educational-exchange program in the Commission's fifth semiannual report, emphasis in the administration of the IIA program has been placed upon telling abroad those elements of the American story whose understanding in other countries will help in implementing the national policies of this Government in foreign affairs. In carrying out this emphasis the Department recognizes that an important part of the American story is the American interest in the people and cultures of other countries. Recently a Muslim working group was established in IIA to insure thorough use by IIA media of events and developments in the United States which demonstrate United States understanding of and interest in Muslim affairs. It is recognized in the administration of the IIA program that the shared interest and understanding needed "to strengthen cooperative international relations" must contain ingredients of local as well as United States origin.

In summarizing the Department's view in the role of the exchange of publications in the administration of Public Law 402 it is clear that the Department will continue to facilitate such exchange in accord with its present resources. The Department has recently drawn to the attention of foreign-service posts the capabilities of the program in the field. In accordance with the intent of the Congress, as expressed annually in its consideration of appropriations for Public Law 402 has reflected emphasis on telling the American story abroad. Increased appropriations since 1950 have enabled the Department to develop a specialized apparatus tailored to specific overseas situations and objectives which is capable of carrying out that emphasis. There

is no evidence that it has at any time been the intent of the Congress that a similarly specialized and finely developed apparatus be developed by the Department to increase United States understanding of the people of other countries.

Action taken by the Commission and the Committee on Books Abroad.—The Advisory Commission on Educational Exchange referred to the Committee on Books Abroad the Department of State's official position on this matter for review and comment.

At its September 12, 1952, meeting the Committee on Books Abroad discussed this reciprocal aspect of publications in the educational-exchange program and as a result of this discussion and study of this problem adopted the following resolution which was transmitted to the Secretary of State in the Commission's first quarterly report for fiscal year 1953 and reported in the ninth semiannual report to the Congress:

"Believing that the educational and information program of the United States will only have their maximum usefulness abroad when similar programs are developed to an appropriate degree for bringing to the United States a knowledge of the cultures and achievements of other parts of the world recommends:

"1. That consideration be given to preparing a report on the present activities of governmental and private organizations now working to bring a knowledge of other cultures to the people of the United States, the report to be drawn up with the needs of United States missions abroad particularly in mind.

"2. That representatives of appropriate institutions, such as the various research councils, foundations, etc., be invited to appear before the United States Advisory Commission and Committee on Books Abroad to discuss the problems and present suggestions.

"3. That Franklin Publications, Inc., be requested to consider the possibility and advisability of developing simultaneously a program to acquaint the United States with Arabic culture and the program to publish books in Arabic."

Departmental reply (dated April 15, 1953)

"The Department of State concurs in the general desirability for increased emphasis on the reciprocal aspects of programs using publications and materials similar to those used in the International Information Administration's educational activities. This could bring about, among other benefits, an enhancement of the acceptability of the International Information Administration's promotion of United States materials among overseas educational groups.

"Recognizing that such increased emphasis on reciprocal activities will require additional funds for adequate implementation, International Information Administration will undertake to prepare an outline on the report called for in paragraph 1 above, submitting it for approval to the Commission and the Committee on Books Abroad.

"Our legislative history does not encourage us to hope for Government funds to foster an appreciation of other cultures in this country. However, we think it only fair to point out that educational exchange is truly a two-way street, as has been said before. A travel grant contributes both to the country from which a person proceeds and to the country where he studies or teaches or works.

"Another phase of our program which contributes to the effort to foster appreciation of other cultures is the cooperation with the private enterprise staff. When it interests a corporation or an association in doing something abroad to further our interests, it awakens a need for knowledge of the people we ask them to reach.

"Our mandate is further understanding between our people and other peoples. We believe that our direct effort to explain ourselves to others brings an indirect effect in making us understand the peoples with whom we wish to communicate.

"The Commission and the Committee on Books Abroad presently have the authority to invite representatives of appropriate institutions to appear before them as outlined in paragraph 2 above.

"The Commission is advised, regarding paragraph 3, that—

"Franklin Publications, Inc., cannot engage in domestic activity without violating certain antitrust regulations. Since Franklin represents only one of the International Information Administration's facilities in the book field, and one established to meet a specific situation overseas, there is no reason why the program of 'acquainting the United States with Arabic culture' cannot be carried forward independently of Franklin and in such a manner as to enhance Arabic acceptability of the total International Information Administration effort.

"As a specific contribution toward this end the International Information Administration is assisting Princeton University and the Library of Congress in the conduct of a colloquium on Islamic culture. As a part of this arrangement Princeton University Press will publish the proceedings of the colloquium in English for distribution within the United States.

"In this connection attention is directed to the support we have given the Islamic Institute in Washington and the use of funds from the India wheat bill to support an expanded program with India for the exchange of leaders and educational materials, especially books and periodicals."

2. Participation of Private Agencies in the Books and Periodicals Program (Implementation of Sec. 1005 of Public Law 402)

Text of Commission's query (dated April 14, 1952)

The Commission on behalf of the Committee on Books Abroad requested that the Department of State furnish a statement setting forth how the Department has implemented section 1005 of Public Law 402 to date in the conduct of the information centers overseas and other educational activities including the use of publications. It wanted to know what problems the Department had faced in this connection, and the Department's plans for further action to carry out this particular section.

Section 1005 of Public Law 402, 80th Congress, reads as follows:

"In carrying out the provisions of this Act it shall be the duty of the Secretary to utilize, to the maximum extent practicable, the services and facilities of private agencies, including existing American press, publishing, radio, motion picture, and other agencies through contractual arrangements or otherwise. It is the intent of Congress that the Secretary shall encourage partici-

pation in carrying out the purposes of this Act by the maximum number of different private agencies in each field consistent with the present or potential market for their services in each country."

Departmental reply (dated May 23, 1952)

"In the fields of information centers and publications the Department has encouraged 'participation in carrying out the purposes of this act (Public Law 402) by the maximum number of different (American) private agencies in each field consistent with the present or potential market for their services in each country' in two ways: (1) In the preparation of, or otherwise providing, material used by the overseas missions in the conduct of the program; (2) by utilizing overseas facilities for the execution of activities related to the objectives of the act.

"It is assumed that detailed clarification of the role of private agencies in providing publications and other materials for the educational exchange program is not sought since it is evident that ICS is not itself a producing agency. All its materials come from outside agencies, from commercial publishers, university presses, Government agencies, private enterprise, nonprofit organizations and institutions, etc. A listing of the agencies whose services and output have been used under direct contract, or indirectly, would run the gamut of the educational and book-publishing field.

"The provisions of section 1005 would appear to refer rather to use of those agencies with overseas facilities. In radio, press, and films private facilities do exist. In the field of information centers and publications, however, overseas facilities of American agencies are scant. The United States Book Exchange, located in Washington, has facilities which are useful in promoting the exchange of publications between the United States and other countries. It is being used under a direct contract with the Department. The Department also utilizes the exchange facilities of the Library of Congress and has made several grants to CARE to provide specified materials and services.

"The relationship of IIA to the binational centers, primarily in Latin America, is closely related to the question of using existing overseas facilities. Grants in the form of materials, cash, and American staff officers are made by IIA to locally chartered binational organizations which follow objectives parallel to those of the IIA program.

"United States book publishers have no overseas facilities comparable to those of the press services. Publishing affiliates of United States publishers exist, with few exceptions, only in Canada and Great Britain. Commercial flow of United States books into other countries are conducted within the limitations allowed by generally unfavorable currency conversion rates or regulations. In the endeavor to achieve broad distribution of United States books in other countries, publishers and ICS are faced with the same problems, and up to now have been limited, in their solution, to a choice within the area of existing local book production and distribution agencies. ICS has cooperated closely with United States publishers in the effort to penetrate overseas countries with United States books and will continue to do so.

"The lack of suitable facilities in many countries overseas has led to a proposal for the formation of a nonprofit book corporation, a joint venture of the publishers and IIA. It would be the task of the cor-

poration to develop editorial, production, and distribution facilities in the developing areas of the world which will develop contact with the potential audience for American books and ideas in those areas.

"With little done in the past in the use of private agencies for overseas implementation of the information centers and book programs, it is not surprising that the Department has encountered no real problems in this area. In the field of other media, where initial opportunities for the utilization of private agencies were greater, some problems were encountered. By and large the problems encountered are reducible to the question of how can the responsibility of the Department to achieve certain objectives with the educational exchange program be properly discharged when control over the administration and operation rests elsewhere. The difficulties of executing this responsibility led to certain key operations in the information field being brought under closer control by the Department and the consequent development of departmental facilities, particularly in radio.

"In the preparation by private agencies of materials for ICS programs, a field in which ICS has had continuing experience, particularly in exhibits and English teaching, the results have been uniformly good, since in contracts of this kind, departmental specifications for one particular product are easily matched by United States professional competence."

Action by the Committee on Books Abroad.—At its September 1952 meeting the committee reviewed the departmental reply to this query and found the work of the Department reassuring.

3. *Establishment of Some Type of Mechanism for Distribution Overseas of Books in English Dealing With Economic, Social and Political Subjects in Simplified, Inexpensive Editions*

Text of Department's request for advice and guidance on a proposed plan of operation (April 6, 1953)

The Department has recognized the need in its overseas operation for types of books written at the intellectual level which would be comprehensible to certain groups of people it was trying to reach, particularly in the field of labor, social and political subjects. It believes that the time has come when the Department must take a more active part in the production of this type of book and a plan is proposed which would establish a publishing operation which the Department could control, issuing books for overseas use only—marketing them through regular channels as far as possible, at the lowest price possible, preferably in the 25- to 30-cent paper-bound editions. In this way these books would assist in accomplishing the IIA objectives but would be distributed for sale through the regular book stores.

Furthermore these simplified editions would be available for translation thereby solving one of the present problems—the difficulty in finding a book to translate into a language which is adapted to the market.

This production could be broken down into three phases as follows:

(1) Select books already in existence which would serve the Department's purpose.

(2) Adapt or annotate books in existence which need further expansion or explanation for the benefit of an overseas reader.

(3) Produce books which are needed for the Department's purposes from available material which has not been heretofore published in book form.

Text of the recommendations made by the Committee on Books Abroad (April 28, 1953)

This proposed plan was considered by the Committee on Books Abroad and after a thorough discussion of the proposed plan as presented at its meeting held on April 28, the committee agreed that although it was interested in this proposal or in any type of program that would be useful to the interests of the United States abroad, it could not, at this time, recommend the inauguration of this project even on a modest experimental basis, until certain points were further clarified. In this connection it submitted the following suggestions and recommendations to the Information Center Service:

1. The committee desires further clarification on the organization of this project and on the methods that will be used to determine its policies.

2. The committee recommends that no title be considered for publication until the special need abroad has been adequately explored in the foreign area itself. The procedure of Franklin Publications, Inc., might well be followed as a model in this regard.

3. It is recommended that for the present at least, i. e., until much more experience has been gained through this or similar programs, no books should be written for overseas use exclusively.

4. It is recommended that all projected books, when need has been determined as indicated under 2 above, be published by the regular book publishers in this country. It is understood that some adaptation might be made in the overseas edition of a given book, with the consent of the publisher and author, but such adaptation should not change the essential content or tenor of the book in question.

5. It is recommended that every effort be made to stimulate the interest of American publishers in books which do not exist but which, on the basis of thorough exploration in the field, may be thought useful overseas. It would seem to the committee that in most cases books of the character described would be both useful and salable in our own country.

6. It is recommended that this project be studied in relation to its relative importance in the books program as a whole and that its relative priority in the books program be established on a definite basis.

4. Policies Governing the Selection of Books and Periodicals for Use in the Educational Exchange Program

The Commission, believing that the policies governing the selection of materials and the way in which these policies are applied were of paramount importance in the effective conduct of the books and periodicals program under Public Law 402, requested the Committee on Books Abroad to give priority attention to this broad subject.

Therefore, the Committee on Books Abroad gave immediate and serious consideration to the problem of controversial publications as a whole and made certain recommendations on this subject which

were reported to the Secretary of State and to the Congress in the Commission's quarterly reports to the Secretary and semiannual reports to the Congress. Since the problem concerning the use of books, publications, and other materials by controversial authors in the International Information and Educational Exchange program received considerable publicity during the period covered by this report, a résumé of the problem, background data, and recommendations previously reported are also included in this report.

A. *Criteria governing selection policies.*—The Department of State furnished the Committee on Books Abroad for its study and review the following statements concerning its policy on the selection of published materials:

Objectives.—To promote the national security of the United States by providing published materials which will assist in creating within other nations an understanding and respect for the United States, its democratic ideals and institutions, and in developing greater trust and cooperation for the attainment of freedom and peace throughout the world.

"To accomplish these objectives, publications are selected to promote a balanced understanding of the United States and the American people; correct misconceptions and combat anti-American propaganda; make available American contributions to the humanities and to the social and physical sciences; make clear American views on the world situation; interpret American foreign policy with particular reference to Soviet aggression; and reveal the fallacy of the Communist doctrine. Materials are selected with particular regard to conditions and interests in the individual countries. To insure the most accurate selection of material, other governmental and nongovernmental organizations and experts in specialized fields are consulted.

"The criteria governing this selection are—

- "1. Furtherance of the program objectives.
- "2. American authorship, in the original or in translation (exception may be made to include works by foreign authors which further the program objectives).
- "3. Authority of the writer.
- "4. Usefulness and appeal in the area and to the groups to be reached.
- "5. Significance and currentness of the publication.
- "6. Literary quality.

"Subscriptions to periodicals are placed in accordance with the above criteria on the basis of their overall usefulness in furthering program objectives, even though occasional articles in individual issues may not conform to the criteria as stated.

"Although adequate for the usual day-to-day situations, these criteria are difficult to apply in the case of publications whose use in the program has strong proponents and strong opponents, or which are otherwise controversial in nature. For example, some publications in line with our democratic way of life are frequently critical of United States political and economic matters. Others deal with controversial problems, or are the work of controversial authors.

"In the case of publications which are critical of American political and economic matters, the Department of State believes that the inclusion of such publications is necessary if the information centers are to make available an honest balanced picture of American life

with its diversified views and conflicting opinions. The users of the information centers are primarily intelligent, experienced people who have considerable influence in shaping the views and determining governmental action in their own countries. It is essential that we be honest lest we forfeit their respect. They go to the centers for precise information which will enable their countries to deal intelligently with the United States. It is important that they should be aware of the diversity of political views and opinions in the United States and of our problems. It is well for them to realize, for example, that the United States has unresolved economic problems which limit the amount of foreign aid which we can give.

"The necessity for maintaining balanced collections in the information centers was emphasized in the Report on the Use of Books in the Department of State's Overseas Information Program, which was prepared by 3 consultants¹ to the Department of State and was based on inspection trips to the overseas information centers in 17 countries in Europe, the Near East, and the Middle East.

"In this same report the consultants pointed out that the Honorable Luther H. Evans, Librarian of Congress, had observed—

"* * * the presence of one uncensored book critical of some aspect of American life in the open collection of a United States overseas library can do more than a thousand propaganda tracts to convince a doubting reader of the integrity of American goals and the candor with which the American shortcomings are admitted."²

"The above-mentioned category of publications represents but one of the many types of so-called controversial publications. Other types present additional and different problems."

Recommendations of the Committee on Books Abroad (previously reported in the Commission's eighth semiannual report to the Congress)

"The committee has studied the objectives of Public Law 402. It has had two meetings with the Department and has studied the problems confronting the Department in selecting from the vast materials available those books and materials which will best implement the program. The committee believes that the Department should select for shipment abroad from all publications in the United States and from all books requested by foreign readers, those books which are responsible and representative, and which will best help in achieving the objectives of mutual understanding and of combating communism. It is to be understood that it is the belief of this committee that any book whatsoever, of United States origin, which may be of use to the program, should be made available abroad."

Departmental reply (dated October 7, 1952, previously reported in the Commission's ninth semiannual report to the Congress)

"At a joint session of the Commission with its Committee on Books Abroad, on September 12, 1952, it was announced that the recommendation of the committee concerning controversial publications had been accepted by Dr. W. C. Compton, the Administrator of IIA. It is to be applied with due regard to the following statements from the Administrator's memorandum of June 9, 1952:

¹ Harland A. Carpenter, director, the Wilmington Institute Free Library; Robert L. Crowell, president, Thomas Y. Crowell Co.; and Chester Kerr, Yale University Press.

² United States Libraries Abroad, the Record, May-June 1951.

"1. No person or organization or movement has a right to be 'represented' in any service of the International Information Administration unless, of course, specifically so directed by law.

"2. Except as required in any information service of the International Information Administration or have his writings or productions used by or represented in the International Information Administration.

"3. In the selection of materials to be used due regard is expected to be given to any proper lawful consideration, including its relation to public acceptability in the United States and its relation to public confidence and support for the International Information and Educational Exchange Program.

"4. In matters of personnel selection, we aim to avoid the employment of 'problem' persons. * * * In the selection of materials, writings, art, etc., we should draw on the great resources available which do not involve highly controversial ideas or, for that matter, highly controversial persons.

"5. Differentiation on the basis of persons, for example, authors, producers, etc., is more difficult than differentiation on the basis of characteristics of writings or productions. We should aim to develop standards for our own guidance which can be explained to the public in simple terms.

"6. * * * At present we are committed to a policy and procedure of not utilizing objectionable writings or productions regardless of authorship or source. The great difficulty arises in connection with effort to avoid the use of productions including meritorious productions of persons who are themselves involved in public controversy of loyalty, security, etc. No matter where this problem is approached it will be difficult to draw a line which is capable of honest observance and administration."

B. *Authorship factor in controversial books.*—(Previously reported in the Commission's ninth semiannual report to the Congress.)

"The difficulty of selecting books on the basis of persons was noted in paragraph 5 of the Department's reply to the previous recommendation. Hence at the November 1952 meeting of the Committee on Books Abroad, the authorship factor in controversial books was considered and the committee's views were requested as to the factors which should be included in the standards for differentiation on the basis of persons which should be applied by the International Center Service in selecting publications for use in its program abroad. As a result of this further discussion the book committee stated that it in no way wished to change the phraseology of its former recommendation concerning the policies governing the selection of books, but was happy to have the opportunity to expand on its thinking for the benefit of the United States Advisory Commission on Educational Exchange and the Department of State and submitted the following recommendations:

"1. The committee feels that it is quite impossible to establish a yardstick, a rule-of-thumb, which may be applied in determining—

(a) Whether or not a given book should be included in the regular packet of books sent abroad; or

(b) Under what circumstances a book which has been questioned should be sent abroad.

"2. The committee believes that all books should be considered for inclusion in the regular packet shipped abroad and that any book which may be of use to our (the IIA) program could be included in the packet.

"3. The committee is positive and unanimous in its decision to recommend to the United States Advisory Commission on Educational Exchange that authorship should not be a criterion for determining whether or not a book is available for USIS libraries abroad. In this connection the committee is unanimous in its recommendation that the content of the book regardless of authorship, be the criterion which determines its availability for inclusion in USIS libraries."

C. Informational media guaranty program.—This program, transferred to the Department of State from the Mutual Security Agency by Executive order as of June 30, 1952, guarantees to American enterprises operating in countries covered by the Mutual Security Act, the convertibility into United States dollars of foreign currencies received from the sale of publications and informational media consistent with United States national interests.

In order to develop criteria which would determine the nature of materials that would be "consistent with the national interest" the advice of the Committee on Books Abroad was requested by the Department and the following recommendation was made by the committee (previously reported to the Congress in the Commission's ninth semiannual report):

"In the administration of the informational media guaranty program, the committee recommends that the International Information Administration regard as 'consistent with the national interest' all those informational media which are patently not inconsistent with the national interest of the United States."

Interim departmental reply (dated April 15, 1953) (previously reported in the ninth semiannual report)

"The two recommendations of the Committee on Books Abroad, which were endorsed by the Commission concerning (1) the authorship factor in controversial books and (2) the informational media guaranty program, bear upon basic issues which are currently under active consideration by the Department and the International Information Administration, and we welcome the expression of the views of the committee on these issues.

"As soon as a policy on these matters has been determined and the procedure necessary to implement such policy has been developed, this information will be given you as an official reply to the report of the Commission."

D. Authorship factor in controversial publications.—(Amplification of recommendation quoted in (2) above and submitted to the Department of State on April 10 and 11, 1953.)

On April 6, 1953, the Commission and the Committee on Books Abroad held a joint meeting in Washington, D. C. at which time this subject was discussed at some length with Dr. Robert L. Johnson, the Administrator for the International Information Administration, and members of his staff. At this time directives which had already been issued on this subject as well as a proposed new directive were presented for review by the Commission and the committee. The

Administrator requested that the Commission and the Committee on Books Abroad reconsider the recommendations previously made in connection with the use of materials in the IIA program by controversial authors and resubmit their views to the Secretary of State.

The Advisory Commission and the Committee on Books Abroad reaffirmed their convictions that their original recommendations were sound and fully explained their reasons therefor. However, on the basis of the Administrator's request the Commission and the committee agreed upon the following course of action: (1) The Chairman, on behalf of the Advisory Commission on Educational Exchange, would direct a letter to the Secretary of State, setting forth the Commission's views and further recommendations on this subject; and, (2) the chairman of the Committee on Books Abroad (also a member of the Commission) would direct a letter to the Secretary of State on behalf of the committee again presenting its recommendations on this subject with the necessary amplification of such recommendations.

The text of these two letters which include the recommendations of these two advisory bodies are as follows:

Recommendation of the United States Advisory Commission (submitted to the Secretary of State, April 10, 1953)

The Department of State's recently publicized problem of books, publications, and other materials by controversial authors used in the International Information and Educational Exchange program abroad has become an important issue of serious concern to thinking people throughout the entire Nation and, undoubtedly, abroad. More particularly, it is of utmost concern to the United States Advisory Commission on Educational Exchange and its special advisory committee, the Committee on Books Abroad. These advisory bodies were created under Public Law 402, 80th Congress (the Smith-Mundt Act), to advise the Secretary of State on matters of policy and programs carried out under the terms of the act and with further responsibility for reporting to the Congress.

The peremptory issuance by the Department of directives which in effect rescinded in full, or in part, the recommendations made by the Advisory Commission and the Committee on Books has precipitated a difficult situation. Our recommendations were made a matter of record to you in the second quarterly report of the United States Advisory Commission on Educational Exchange for the current fiscal year on February 17, 1953, a copy of which is enclosed.

On Monday, April 6, 1953, at a joint meeting of the United States Advisory Commission on Educational Exchange and the Committee on Books Abroad held in Washington, the subject of revised directives which have been issued or are still under consideration by the Department was discussed at some length with Dr. Robert L. Johnson, Administrator for the International Information Administration, and members of his staff.

The members of the Advisory Commission and its Committee on Books reaffirmed their conviction that their original recommendations were sound. In so doing, however, they explained fully the reasons for the recommendations originally made. Furthermore, the dangers to United States interests which in their opinions would result from the new directives proposed for their consideration were emphasized.

Following a long and frank discussion, Dr. Johnson requested that the Advisory Commission through its Committee on Books restudy

the whole problem and present as soon as possible a series of recommendations with the necessary amplification of such recommendations. Dr. Martin R. P. McGuire, chairman of the Committee on Books Abroad and a member of the Advisory Commission, has been directed by the Committee on Books to confer with you personally, if possible, or your representatives, regarding the new recommendations which should be completed within the next few days.

Meanwhile, may I urge that any further action which the Department proposes to initiate with respect to redefining the currently constituted directives be delayed pending formal review of the recommendations which will be presented by the Committee on Books Abroad.

Recommendations of the Committee on Books Abroad (submitted to the Secretary of State, April 11, 1953)

President J. L. Morrill, Chairman of the United States Advisory Commission on Educational Exchange, has advised you in a recent letter of the deep concern of both the Advisory Commission and its Committee on Books Abroad about the problem of books, publications, and other materials by controversial authors used in the United States international information and educational exchange program abroad.

As Dr. Morrill informed you, on Monday, April 6, 1953, at a joint meeting of the United States Advisory Commission on Educational Exchange and the Committee on Books Abroad held in Washington, the subject of the Department's revised directives was discussed at some length with Dr. Robert L. Johnson, Administrator for the International Information Administration, and members of his staff. The members of the Advisory Commission and its Committee on Books reaffirmed their conviction that their original recommendations were sound. In so doing, however, they explained fully the reasons for the recommendations originally made.

Following a long and frank discussion, Dr. Johnson requested that the Advisory Commission through its Committee on Books restudy the whole problem and present as soon as possible a series of recommendations with the necessary amplification of such recommendations. As chairman of the Committee on Books Abroad, I was directed by the committee to confer with you personally, if possible, or your representatives, regarding the new recommendations which are set forth in this letter.

The committee believes that the Department should select for shipment abroad from all publications in the United States and from all books requested by foreign readers, those books which are responsible and representative, and which will best help in achieving the objectives of mutual understanding and of combating communism. It is to be understood that it is the belief of this committee that any book whatsoever, of United States origin, which may be of use to the program, should be made available abroad.

The committee is positive and unanimous in its decision to recommend to the United States Advisory Commission on Educational Exchange that authorship should not be a criterion for determining whether or not a book is available for USIS libraries abroad. In this connection, the committee is unanimous in its recommendation

that the content of the book, regardless of authorship, be the criterion which determines its availability for inclusion in USIS libraries.

A separate recommendation concerning the informational media guaranty program, but one not to be considered separately from the above statement, was also adopted by the Committee on Books Abroad. In the administration of the informational media guaranty program, the committee recommended that IIA regard as "consistent with the national interest" all those informational media which are patently not inconsistent with the national interest of the United States.

Some typical applications of these recommendations

1. Ordinarily, books by American Communists, alleged Communists, or fellow travelers, which advocate communistic teaching or present the communistic way of life as desirable, should not be sent to our libraries overseas. However, it should be possible to send, on request properly justified and endorsed, any specified book to a given center for the information of our own personnel or for that of properly qualified nationals active in combating communism in their area—especially if the Communists themselves in the given region are exploiting the books of their American comrades in question. Obviously, no book of the character described should be on the open shelves or even listed in the card catalog.

2. Under certain circumstances, it should be possible, on request properly justified and endorsed, to send any specified book by an American Communist, alleged Communist, or fellow traveler, which presents our American way of life in a favorable manner, to a given center, if there are solid grounds for believing that such a work could be used effectively to counteract the influence of a book or books by the same author which are definitely communistic in tone or content.

3. Scholarly publications in mathematics, in the physical, biological, and social sciences, and in the humanistic disciplines, even if written by American Communists, alleged Communists, or fellow travelers, should be sent abroad as in the past. In doing so, it should be definitely understood that such works are important in their respective fields; that they are selected on this basis; and that those especially in the social and humanistic fields do not reveal a communistic bias. Great damage will be done to our libraries overseas and to the basic principles of freedom and free interchange of knowledge and ideas for which we stand if even a single important scholarly publication cannot be sent to a given center even on request—let us suppose that the book deals with higher mathematics, cancer research, Greek archeology, etc.—not because of any communistic taint in the book itself but because its author is identified as a Communist, alleged Communist, or fellow traveler.

4. The Committee on Books Abroad believes that it would be a bad mistake to withdraw any given issue of a reputable periodical publication from circulation overseas on the ground that the issue in question contains an article which is written by a Communist or an alleged Communist, or contains material which may be regarded as derogatory to the United States. The possible good accomplished by the withdrawal of such an individual issue is completely offset by the great damage done to the integrity of our overseas libraries as American institutions by such a procedure.

The sending of lists of books by Communist authors and alleged Communist authors overseas

The Committee on Books Abroad recommends strongly that such lists should not be sent overseas. If such lists are considered necessary they should be prepared with the greatest care and discretion, but they should be available for restricted private use in this country. If such lists go overseas they will inevitably become known to Communists and will be exploited to the full against us. They would furnish the Communists with documentary proof that our libraries are discriminatory in their choice of materials and would enable them to discredit the integrity of our libraries to a serious degree.

Final observations

1. The Committee on Books Abroad is well aware of the dangers of employing books produced by Communists or alleged Communists or fellow travelers and recommends that the greatest care be exercised in the selection and use of such books. However, as indicated above, under certain conditions and with proper safeguards, it is for our national interest that certain books in this category should be available for IIA use overseas. It is of the highest importance that our libraries overseas should continue to be regarded as truly representative of American institutions reflecting our culture and our freedom of thought and expression.

2. Our libraries overseas have been one of the most effective means that we have developed for the dissemination of knowledge of our achievements and of our culture, for aiding other peoples, and for leading them to a deeper understanding and resulting appreciation of and friendliness to the United States. Hence, we deplore unwarranted criticisms of our libraries overseas and we sincerely hope that, in spite of the present criticisms and pressures, no policies will be adopted which will jeopardize or even destroy the integrity and effectiveness of our libraries overseas.

I would be most pleased to meet with you at your convenience to discuss further these recommendations.

Departmental reply (dated July 29, 1953, from Robert L. Johnson,¹ Administrator of IIA to the Chairman of the Advisory Commission)

This morning I handed to the President my report on the operations of the International Information Administration during the period of my stewardship, March 3, through July 31. He asked that I send it to every member of his Cabinet with the notation that it was sent at his request.

I think it fitting that my report to the President serve also as a report to the members of the Advisory Commissions and the Committee on Books Abroad who have so willingly and effectively acted as my board of directors. I have expressed special appreciation to Dr. McGuire (member of the Commission and Chairman of the Committee on Books Abroad) for his efforts on the problem of ma-

¹ On June 26, 1953, the Secretary of State directed the following memorandum to Robert L. Johnson, Administrator of IIA:

"I have your communication of June 22, 1953, with its 8 exhibits and its concluding recommendation regarding the operation of the overseas library and book programs.

"In view of the present semiautonomous character of your Administration, and the further fact that it will presumably become a separate agency within about 30 days, I delegate to you the responsibility for issuing such working-level directives as in your opinion will effectuate the congressional intent which led to the establishment of the overseas book program."

terials by controversial authors. I take this opportunity to include you and your Commission in that appreciation. As I wrote Dr. McGuire, I know we share the gratification of the enthusiastic official and public reception of the views expressed in your letters of April 10 and 11 to the Secretary of State, which found substantive pronouncement in my policy statements of July 8 and 9 and my directive of July 15. (The full text of these two statements are quoted in appendix II of this report.)

E. Statement to the press.—(Excerpts from a statement issued to the press by the Administrator of IIA on July 15, 1953, at which time the operational instructions to the field were issued putting the July policy statement into effect, the text of which follows this statement.)

Today I am making public for the first time the details of the International Information Administration's campaign to distribute anti-Communist books as part of its book and library activities abroad. * * *

We have been anxious to avoid any impression abroad that our primary purpose was propaganda rather than information. For this reason we have been reluctant to discuss in detail some aspects of our counteroffensive of truth. But in view of some of the charges implying that we were somehow "soft" on the Communist question, it now becomes necessary to tell the full story.

Viewed in total perspective it will be seen that books figuring in recent public criticisms amounted to a minute fraction of 1 percent of the books on our shelves. On the other hand, there are these specific contrasting figures:

1. Since 1948, the Department has purchased 16,736 copies of anti-Communist books for use in our overseas libraries.
2. Apart from library use, more than 6 million copies of 44 anti-Communist titles were distributed through commercial channels as a result of assistance furnished under this program.
3. Thirty United States Government documents on communism have been distributed, representing a total of 84,785 copies, through the book and library program.

I am hopeful that the Congress and the American people will judge the usefulness of their libraries abroad by their overall record, rather than by spot judgments based on a controversy over a handful of titles. I am hopeful, too, that there is a clear understanding of what it is we stand to lose if we cut down on this program or jeopardize it in any way.

In a short while I shall be leaving the Government. One of the great dangers I have sensed during my term of office is that many of our most effective programs in fighting communism are being impaired by unsupported charges that they are somehow soft on communism. I do not say that there is a deliberate effort to kill or cripple these anti-Communist programs through the simple device of making such charges. I merely point out that it is one of the tragic ironies of our time that some of those who are in the forefront of the fight against communism are among those who are damaging the action programs that do battle against it.

It is the intention of the State Department to stand firmly behind the policy statement of July 8, 1953, which makes a sharp distinction between conspiracy and honest controversy in the selection of books.

The statement of July 8 is an attempt to apply commonsense and American principles of freedom to the operation of our book program. That statement has the backing of the President and the Secretary of State. Just so there will be no mistake about this, we are spelling this out for our people in the field in a directive which puts that policy statement into effect.

F. *Instructions for selection and retention of material in the book and library program—*

I. Purpose: The Administrator's policy statement on the book and library program, dated July 8, 1953, as amplified by his statement of July 9, defines the basic principles under which this program is to be operated. The following instructions give effect to and are to be construed in the light of that statement.

The Information Center Service operations covered by this instruction include (1) the selection and maintenance of publications in the overseas library collections, (2) the selection of publications for presentation to individuals, groups, and institutions, and (3) the selection of publications for translation, serialization, and condensation with the assistance of the program.

The information media guaranty program, for conversion into dollars of earnings from sales of American publications through commercial channels abroad, will continue to operate under the criteria already approved in the light of its specialized character.

II. Basic test: The basic test, as indicated in the policy statement, is the usefulness of material in meeting the particularized needs of the program in the area in question. The selection of material will be based on its usefulness in achieving the ends defined in the policy statement. As indicated in the policy statement, appraisal of usefulness must begin with and must be based primarily on contents, but cannot disregard the reputation or standing of the author.

III. Specific criteria for selection: A. Material shall be selected in accordance with the general principles of the policy statement and with specific reference to the following primary purposes:

1. Providing useful information about the United States, its people, culture, institutions, policies, problems, achievements, and diverse views on national and international issues, including materials suitable to counteract hostile propaganda campaigns directed against the United States;

2. Demonstrating the interest of the United States in other nations, including provision of needed scientific and technical information; or

3. Furnishing evidence of the American intellectual, artistic and spiritual heritage, and combating the charge that our people are lacking in cultural background and tradition.

B. No materials shall be selected which, as judged by their content, advocate destruction of free institutions, promote or reinforce Communist propaganda, or are of inferior literary quality, as evidenced by salacious, pornographic, sensational, cheap or shoddy treatment, or matter inherently offensive.

C. Works of avowed Communists, persons convicted of crimes involving a threat to the security of the United States, or persons who publicly refuse to answer questions of congressional committees regarding their connections with the Communist movement, shall not be used, even if their content is unobjectionable, unless it is determined

that a particular item is clearly useful for the special purposes of the program. Application of this rule to authors who refuse to testify does not mean that they are presumed to be Communists or Communist sympathizers, but simply reflects the fact that such action by an author normally gives him a public reputation which raises serious questions as to the usefulness of his books in the program. This paragraph does not apply to anthologies, other compilations, and periodicals which only incidentally include material written by persons described above, if the writers included in the entire publication are predominantly non-Communist.

IV. Selection of periodicals: Subscriptions will be placed for responsible and representative periodicals selected on the basis of their overall usefulness in terms of the criteria indicated above for books.

V. No official endorsement: Since the objectives of the program may be promoted by showing American democracy in operation through the free discussion of different points of view, the inclusion of a book or periodical in the book and library program does not imply any official endorsement of the contents or of the author.

VI. Removals: Librarians are expected to continue the normal routine of weeding out books and periodicals which are outdated, worn out, or deemed to be no longer useful.

VII. Allocation of responsibility between Washington and field:

A. Pending the proposed establishment of advisory committees referred to in the policy statement, initial selections for United States libraries abroad will, as far as possible, be made in Washington pursuant to field requests from lists of available titles.

B. Where selections are made in the field for any program use, field officers will be held responsible for complying with the criteria indicated above. All doubtful cases shall be referred to Washington.

C. Future removals must be referred to Washington for advance approval if the responsible field officer believes that the removal is questionable. All removals not required to be cleared with Washington in advance must be regularly reported with a brief indication of the reason.

D. As regards periodicals, all subscriptions for American publications are to be placed through or cleared with Washington, where a review based on general content will be maintained.

VIII. Disposal: Items removed from libraries will be disposed of in accordance with applicable statutes and regulations, including those regarding disposal of surplus property. Book burning will not be tolerated.

IX. Rescission of previous instructions: This instruction supersedes all instructions on selection or retention policy relative to the book and library program issued to the field before July 8, 1953, except that instructions requiring the removal of specific items by title or author remain in effect unless otherwise directed in the course of the reexamination which is now being undertaken.

X. Classification: This instruction is unclassified and may be shown to any interested person.

APPENDIX

APPENDIX I

INTERNATIONAL EXCHANGE SERVICE (IES) COMMENTS ON CRITICISMS AND SUGGESTIONS CONTAINED IN 324 LETTERS FROM AMERICAN SCHOOLS AND ORGANIZATIONS

In accordance with a request from the United States Advisory Commission on Educational Exchange the critical comments contained in the survey conducted by the Commission were subjected to a detailed analysis by the International Educational Exchange Service of the Department of State.

In this analysis it was found that in a certain sense, almost everything said might have been subsumed under the headings of "Budget and Monetary" problems or "General Administrative" problems. Consequently, unless the writer specifically called for more funds, comments were categorized under some other heading than "Budgetary and Monetary," and, along the same lines, administrative problems were classified under other headings as much as possible. Any one comment might logically be classified under more than one heading but, despite this, the decision was made to list each comment only once. Thus, if a respondent were to say that the Fulbright program should be expanded to include nonacademic grantees from working-class backgrounds, this comment could reasonably be considered as pertinent to the statutory, fiscal, and program planning categories. It is, however, listed only once in the report, though the somewhat arbitrary decisions involved are worked out as consistently as possible. For the purpose of this analysis these comments were grouped into the following categories:

1. Educational Exchange Plans and Goals.
2. Statutory Considerations.
3. Suggested Improvements in General Administration.
4. Budget and Monetary.
5. Information on the Program.
6. Selection.
7. Orientation.
8. Placement.
9. Programing.
10. Postgrant Needs and Problems.

The material in this report is organized under the above headings so that the criticism or suggestion, together with the number of comments on it from the various letterwriters appears, first and is followed by the views of the International Educational Exchange Service (hereinafter referred to as IES) on the point in question.

It will be noted that not each of the vast number of suggestions is commented on but that singled out for attention are those points made by a fairly large number of people and those which are of special interest even though mentioned in only 1 or 2 letters.

EDUCATIONAL EXCHANGE PLANS AND GOALS

1. Number of exchangees should be increased

	<i>Comments</i>
General (no distinction between American and foreign).....	47
Americans going abroad.....	13
Foreign exchangees to the United States.....	8
Total.....	68

Undoubtedly an increased operation, if properly tailored for quality, could extend the effectiveness of the exchange program. Such expansion, however,

would not be feasible without increased funds. Some consideration has actually been given to reducing the size of the IES leader program because a large number of colleges and universities have stated that the numerous foreign visitors here to observe and consult have overtaxed some of the available facilities. Both privately sponsored and governmentally sponsored foreign visitors have contributed to the development of this situation. The problem will be alleviated by improved coordination of government programs (see point 11, "Improved coordination"), but the development of new community resources is the real solution.

2. *Extend the length of grants (23 comments)*

IES is not in complete agreement with this suggestion. Students are normally limited to a period of 1 year, though approval may be obtained in certain cases for a renewal to enable outstanding students to complete their projects. Approximately 600 student grantees under the 1952-53 program received such renewals or extensions. Any more liberal policy toward extension must be viewed cautiously, since inordinately long absence from a student's home country tends to counteract the effectiveness of the exchange program by alienating the grantee from his own culture.

More extended visits to the United States would undoubtedly be of value for the leader program, so that a more profound understanding of this country than can be achieved in a visit of a few months would be possible. This particular program, however, is organized to reach those key people who cannot spare time from their duties for a longer visit; if the program were lengthened, such people would not be reached at all. As a matter of fact, on certain exceptional occasions, grants lasting only a few weeks have been awarded so that people who could not otherwise have visited the United States might come to see the country at first hand.

3. *Direct exchange of professors should be initiated (1 comment)*

IES agrees that this is desirable. Although this type of exchange is already part of the program under the Fulbright Act, a further step has been taken by IES in connection with this suggestion as a result of having received similar proposals. It requested the Conference Board of Associated Research Councils to consider the desirability of meeting with administrators of American colleges and universities in order to discuss the potentialities of expanding such direct exchanges. The Conference Board is presently studying this proposal as well as exploring ways of financing such a conference.

4. *Avoid short range, propagandistically oriented approach, or the appearance of this (5 comments)*

The educational exchange program is generally regarded in foreign countries as being of a "nonpropaganda" nature. This program, though it can provide many examples of immediate, short-range impact overseas, as in the case of returned foreign visitors who write articles or give lectures on their experiences, is not propagandistically oriented in its organization or approach. In its selection and in its advisory aspects, the binational approach is stressed, thereby giving the various countries in the program the opportunity to share and participate in its development.

In addition, foreign grantees in the United States do not participate in closely supervised activities, and American grantees abroad are not associated with activities which could be considered propagandistic. Thus in order for the foreign visitors experience in this country to be meaningful, steps have been taken to provide these visitors with opportunities which will enable them to arrive at their own evaluations and conclusions. Long-range understanding and cooperation, rather than propaganda, are major program goals.

STATUTORY CONSIDERATIONS

5. *Opposition to various aspects of the Immigration and Nationality Act of 1952 (50 comments)*

Although there has been a great deal of criticism of the Immigration and Nationality Act of 1952 in the domestic and foreign press, the operations of the exchange program as such, insofar as can be judged, are under no more handicap than they might have been under the old immigration law. Indeed, more problems have arisen in the sphere of public relations than at the operational level.

The authorization for the exchange-visitor program was reenacted in the new law without essential change, the basis for the student classification of non-

immigrant was considerably broadened, and even in the revision of the preference system within quotas, there is indication that the framers of the law intended, within the limits of established immigration policy, to legislate in favor of the categories of aliens in whom American educational, scientific, technical and cultural institutions ~~and~~ organizations are particularly interested.

The opposition of the letter writers was directed at several aspects of the act, such as restrictions on visitors' rights to work for wages, visa restrictions, passport validity regulations, necessity to post bonds, etc. Some of the comments are based on misunderstandings, and some are directed at the restrictions which are considered by Congress and the Department of Justice to be necessary to the proper execution of the law. It is hoped that colleges and universities will inform IES of problems as they develop, so that early action can be taken by this Service to provide all possible assistance, and, as far as possible, to minimize adverse public relations.

6. Opposition to taxes on foreign currency awards (7 comments)

IES is in agreement that American grantees who receive awards in nonconvertible foreign currency and then must pay an income tax in dollars on the award is under a serious handicap. In some instances it has not been possible for United States lecturers or teachers to accept Fulbright grants payable only in foreign currency because of their inability to meet their continuing dollar commitments in this country. It is definitely detrimental to the best interests of the exchange program, which is a highly selective one, to lose some of the best candidates because they cannot afford the financial sacrifice involved in accepting the grant.

In 1949 the Educational Exchange Service submitted a request to the Treasury Department for exemption of American Fulbright grantees from the provisions of the Federal income-tax and withholding laws and regulations for income received entirely in foreign currencies under the Fulbright Act. On February 20, 1950, the Treasury Department replied, exempting only the American students affected, since it was determined that other categories of grantees received funds which constitute taxable income. On April 20, 1950, IES submitted a request for further consideration of the taxable status of grants to research scholars. On June 27, 1950, the Treasury Department replied approving an exemption for research scholar grantees.

Since American Fulbright grantees in the teacher and lecturer category must file for income received in foreign currencies, IES has found it necessary to provide some dollar assistance to candidates in these categories in view of the exemption granted students and research scholars.

7. Opposition to tax assessments on foreign visitors (3 comments)

Although only three letters were received which commented unfavorably on income-tax assessments on foreign grantees, IES believes that the situation presents a serious problem. At present, nonresident alien grantees, if they declare any amount of foreign income as accruing to their credit or being paid directly to their families abroad, are taxed on this income just as on income derived from sources within the United States. The Technical Cooperation Administration (TCA) and the Mutual Security Administration (MSA) the exchange activities of which are now under the Foreign Operations Administration (FOA), and IES made joint efforts through their respective legal offices to see what could be done about this feature of the tax regulations. However, there is no material progress to report concerning these joint efforts to bring about a modification of this tax situation. As the matter stands now, the potential exists for a foreign grantee to feel that he has been treated unfairly, and to carry any resultant bitterness home with him, thus defeating the purposes of the program.

Proposed legislation on this problem is being submitted to the Congress as an amendment to Public Law 402.

8. Favor encouraging highly qualified exchange visitors to remain in the United States permanently (3 comments)

IES is in complete disagreement with this suggestion. It runs directly counter to the basic purposes of a program designed to have its major impact and effect in other countries. The policy of the program for foreign visitors is to bring them here to see the United States, study or observe our methods in their own professional fields, develop an understanding and appreciation of this country and its methods, and then to return home, where their enhanced knowledge and understanding will act as a force abroad which is favorable to American objectives.

GENERAL ADMINISTRATION

9. Americans under the Fulbright program are notified too late of awards (9 comments)

IES has been aware of this difficulty and has made efforts to alleviate it. The division of the competition for Americans into two cycles per year, to adjust to the differences in the academic year calendars in various participating countries, has been a useful move, insofar as it applies to teachers, lecturers, and research scholars.

Deadline dates for submission of applications for Fulbright grants fall in October. An attempt was made to move the student deadline from October 31 to 15 in the 1952-53 competition, but university opinion was unfavorable to this, and the later closing date has been resumed. Apparently the first few weeks of the fall season are not a desirable time in which to close the competition for awards, since American schools are either just starting their academic year or else have not yet reconvened.

The selection procedures must of necessity be somewhat time-consuming, involving as they do screening at various levels, loyalty checks, concurrence of the United States educational foundations and commissions abroad, and placement abroad.

Despite the complexity of the problem, and the difficulties attendant on an attempt to hold competitions earlier in the year, almost all American Fulbright grantees are now notified of their awards during April and May when the period of the grant is to start in September. The procedures are under continual study, and each year certain improvements are made in the handling of the processing load of applications received by the cooperating agencies responsible for screening applicants.

10. Notice of visitors' arrivals needed earlier by American hosts (24 comments)

IES finds that this difficulty does arise, particularly in connection with one phase of its activities—the programs for foreign leaders. It should be recognized that to some extent the problem is inherent in the leader program. This program attempts to bring to the United States the most influential people in all walks of life. These very people are the ones who have the most difficulty in getting away from responsibilities at home. It is necessary for the Exchange Service to suit the leader's arrival in the United States to his convenience. Leaders often arrive in the United States with very little advance notification from the field. Although every local contact is given as much notice in advance as possible of the arrival of a leader in his community, there are some limiting factors:

- (1) The desire of the leader to begin his program immediately and his impatience at any delay by program officers in arranging his itinerary;
- (2) The constant changes of mind which the leaders have; last minute changes in appointments are often made at the leader's requests;
- (3) The constant need to review and alter individual itineraries in order to insure comprehensive, effective programs. In some cases it is necessary for a leader to visit several communities before his needs and desires can be completely determined and a good itinerary completed.

Within these limitations certain improvements have been undertaken. Instructions to foreign service posts on the problem have resulted in a somewhat improved scheduling of arrivals, and IES and the cooperating agencies make every effort to confirm appointments for leaders in advance of their arrival. Every complaint which comes in from a local community (whether referring to timing or other problems) is investigated, if it concerns an IES grantee, and wherever possible corrective action is taken.

Some further improvements in notifying agencies and individuals concerned in this "fast breaking" program would be possible if administrative restrictions on the use of long-distance telephone calls were eased and if clerical shortages were alleviated.

11. (a) Improved coordination between government agencies needed (32 comments)
(b) Coordination and/or consolidation of exchange programs favored for reasons of economy, less duplication, better administration, more uniformity of plans, etc. (87 comments)

IES is in agreement with suggestions that there be more coordination of the various programs. At present there are seven Federal agencies which have a primary responsibility for operating various types of exchange programs. The Technical Cooperation Administration (TCA), Mutual Security Agency (MSA), now under the Foreign Operations Administration, and IES conduct programs of

some magnitude: In fiscal year 1952, IES exchanged 7,236 persons, Technical Cooperation Administration exchanged 1,112 persons, and Mutual Security Agency exchanged 5,312. Smaller programs were conducted by Defense (Army), Atomic Energy Commission, Federal Security Agency (National Institutes of Health), National Science Foundation, and the Department of Commerce (Maritime Commission, and Bureau of Public Roads).

If all exchange programs were more closely coordinated, it would be possible to plan and to conduct the exchange with each given country on an integrated basis.

IES has taken the leadership in improving coordination among Government agencies. Beginning in April 1953 periodic meetings have been held composed of representatives of Army, FOA (formerly MSA and TCA), and IES which has resulted in the establishment of a Committee on Training Programs and Exchange of Persons (XPC). These conferences are aimed at (a) developing better procedures for coordination and (b) undertaking analysis and correction of common operating problems. This committee makes use of subcommittees and work groups to which specific problems are assigned. For example, a subcommittee studied the possibility of joint insurance coverage for program participants. As a result uniform coverage is now available to all foreign participants at considerable savings to themselves and to the Government.

In accordance with a recommendation of the United States Advisory Commission on Educational Exchange submitted to the Secretary of State on July 15, 1952, IES also assumed leadership in promoting a cooperative effort to establish a clearinghouse of information on exchanges under Government auspices.

In regard to orientation, there has been consolidation of the programs of several agencies at the Washington International Center. English language instruction is similarly coordinated at the American Language Center in Washington.

BUDGETARY AND MONETARY

12. Visitors should have increased grants (16 comments)

Most of the comments along these lines are framed in terms of students. At present the maximum rate per month of a maintenance grant is \$180. The Institute of International Education conducts an annual survey of costs at the various colleges and universities in this country and maintenance allowances are based on this survey plus other available information. At present, in the absence of convincing evidence to the contrary, the ceiling for the maintenance grants appears to be high enough. Should there be evidence in the future that the amount of the maintenance grant is working a hardship on student grantees, the Bureau of the Budget will be approached with a view to having the ceiling lifted to a higher figure.

13. Students should have additional funds for nonacademic purposes—travel, social life, etc. (55 comments)

IES sympathizes with the suggestion in regard to travel. Consideration is now being given to extending certain grants so that student grantees may do more traveling in the United States. (See point 23, "Exchangees should learn about life in the United States.")

On the other hand, when it comes to increasing the students' opportunities to participate in American social life, IES feels that the problem should be solved at the local level, through invitations to visit American homes and the like, rather than by an increase in the amount of money given each grantee.

14. Funds should be provided for foreign student advisers (24 comments)

If sufficient funds were available, financial assistance to foreign student advisers on the various campuses could be considered. However, in the absence of funds for this purpose it is believed that greater support from the American communities must be secured.

IES greatly appreciates the valuable work rendered by foreign student advisers on American campuses in providing foreign students with necessary counsel and guidance during their sojourn in the United States. IES also realizes that foreign student advisers are frequently overworked and are endeavoring to handle an important job with what are frequently limited resources. At the same time, it fully appreciates the fact that the ability of universities to provide special staff for this purpose is limited, and it is gratifying that they have been able to do as much as they have.

If, in the future, a better job is to be done by colleges and universities, financial assistance will have to be supplied from other sources. The grants made by the Ford Foundation to assist the National Association of Foreign Student Advisers

in the association's work with individual foreign student advisers constitute a step in the right direction. In some instances advisers or their universities have been able to get considerable financial help from the university community; the University of Washington, which works closely with a community group called Foundation for International Understanding Through Students, is a good example of such cooperative financing.

15. *Visitors should be covered by medical insurance (5 comments)*

IES is aware of the desirability of health and accident insurance for all grantees, and has made a continuing effort over a period of years to secure appropriate legislation. The legislation for some exchange programs specifically provides for insurance; other legislation does not so provide. At present, therefore, it is impossible to have a single program of insurance for all grantees.

The 1954 budget submission to the Congress included a provision for authorization to pay emergency medical expenses which was approved by the Bureau of the Budget. However, when the Congress considered this budget submission it did not give its approval to this provision.

16. *Lack of dollars for Americans abroad is a problem (3 comments)*

(See Point 6, "Opposition to taxes on foreign currency stipends.")

INFORMATION ON THE PROGRAM

17. *More information on the program needed (by American hosts, American participants in program, etc.) (46 comments)*

The most frequently commented on point is that hosts and foreign student advisers, etc., should be trained on operational problems, on the experience of other hosts, etc. IES works closely with both the National Association of Foreign Student Advisers and with individual advisers on such problems. Officers of IES participate in the annual meetings of NAFSA, which always include working groups and special conferences on operational problems. Within the limits of available funds and staff time, officers of IES meet with community groups and other hosts to foreign visitors to discuss similar matters with them and to give them the benefit of the experiences of other hosts. Whenever possible this Service uses the publicity channels of the Department to issue stories about hospitality and community contacts so that other hosts may benefit from the experience. IES recognizes the importance of such work with hosts and foreign student advisers and the fact that present attempts are inadequate. IES is presently studying additional ways and means of briefing sponsoring agencies on the background of each foreign visitor or group of visitors, the objectives of our program in the country from which these visitors come, etc., to enable such agencies to plan more effective programs for these visitors.

Heretofore, during the period that IES was a part of the International Information Administration (IIA), the main stumbling block in improving the dissemination of information to the American public about the exchange program was the congressional limitation on the domestic information activities of IIA. (See report of the House Committee on Appropriations, 1953 State Department Budget.) This limitation reduced to a minimum the preparation and publication of printed information, the funds available for program travel, and forced IES to turn down the numerous invitations to its responsible officers to speak before private organizations and groups in this country. The resulting lack of information contributed to the confusion among the American public about the program of exchange conducted by various governmental agencies.

These restrictions have now been removed. Therefore, within budgetary limitations, IES uses all available channels of communication to the public, through the press, magazines, and by encouraging responsible officers of the agencies under contract to this Service to do the maximum possible in disseminating information about the program. Officers of IES attend as many national conferences of educators and other community groups active in the support of this program as limited program travel funds allow, and similarly visit as many of the universities cooperating in the program as possible.

With regard to the comment that newsletters and pamphlets on award opportunities for Americans are needed, IES believes that the present pamphlet, Educational Exchange Grants, plus the more specific brochures issued by the agencies cooperating in the program provide reasonably adequate information on this point. IES is also exploring alternative plans for periodic publication, if possible through private sources, of information on policies, new projects, major changes in regulations, evaluation studies, etc., which would keep cooperating groups more up to date on the program.

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SELECTION

<i>18. Various criteria should be considered in selection</i>	<i>Comments</i>
Language facility-----	42
Academic or professional adequacy-----	23
Various personal qualities—leadership, adaptability, etc.---	68
Comments on various methods of selection-----	91

It is difficult to say how many of the comments were offered in the spirit of underscoring the importance of various criteria or methods of selection and how many were criticisms of existing criteria and methods. IES is in agreement with the necessity for exercising care in selection, and to this end, a fairly complex series of screenings is set up in the United States and in the participating countries to judge the personal, linguistic, academic, and professional qualifications of the candidates. Wherever possible, the services of experts are employed in this selection process.

Without knowing more about the specific failures that the various letter writers might have in mind, it is difficult to answer their criticisms. IES has, however, in line with its own critical self-evaluation, come to certain conclusions about changed emphasis in selection criteria.

More attention will be given to acquainting overseas agencies concerned in recommending candidates with the fact that a very high rating on personal traits such as those suggested will reflect credit on their candidate during his United States visit, equally with a high academic rating. Greater attention to the criteria for selection adopted by the Board of Foreign Scholarships and the development by the Advisory Commission on Educational Exchange of criteria for the selection of grantees under other programs should result in more thorough consideration of these qualities.

ORIENTATION

<i>19. Orientation for foreign visitors should be given more attention and improved</i>	<i>Comments</i>
Predeparture orientation-----	15
Orientation on arrival in United States-----	17
Various topics (American customs, daily life, race relations, etc.) should be included-----	14

IES agrees that orientation should be given more attention. At present, only those students who have Public Law 402 dollar grants attend orientation courses, plus those students whose orientation is supported by private funds from the Ford Foundation. Were funds available, it would most definitely be desirable to initiate orientation programs for all students. Orientation for IES students is presently provided at regular orientation centers for a period of 6 weeks or, in some instances, through the students living with an American family for a period of 4 weeks.

Predeparture orientation of grantees differs in content and adequacy from country to country, depending upon the similarity of the country's cultural pattern with that of the United States, and the variations in number of American staff officers available to conduct or arrange for such orientation. Extensive orientation materials are sent to each USIS office abroad, and these offices are kept informed of what type of orientation is provided in the United States for grantees.

The vast majority of leaders and specialists who come to Washington receive 1 week of initial orientation on a voluntary basis. This orientation is provided by the American Council on Education in the Washington International Center. Under a contractual agreement these facilities are used jointly by IES, Foreign Operations Administration, and the Department of the Army. This orientation includes lectures, discussion, library facilities, films, music, local tours, home visits, social functions at the center, tickets to concerts, dinner invitations to American homes, and other activities designed to acquaint the individual with American life. It may be noted that this orientation program includes a presentation of materials on the subject of race relations (a topic suggested by some letter writers). Although material on this subject is discussed at various times during the program under various headings, the formal treatment in lectures is handled by specialists, including speakers selected from the staff of Howard University.

IES has a contract with American University, which operates the American Language Center in Washington. From 2 to 4 weeks of intensive refresher instruc-

tion is given to certain grantees who need to increase their fluency in English so that they can benefit from the experience in America for which they were selected.

The need for continuous improvement in orientation is recognized by IES as well as by the cooperating private agencies. Questionnaires administered to foreign grantees from time to time provide information on the grantees' own opinions of the orientation effort. In addition, the various orientation centers generally hold evaluation sessions, either formally or informally, so as to benefit from the reactions of the participants in the program.

For several years the Institute of International Education has had annual conferences of the directors of the various student orientation centers, to discuss their experiences with the different orientation procedures, and thereby to improve the subsequent year's program.

20. Americans going abroad should be adequately briefed (7 comments)

Such orientation is considered to be most important by IES. At present, most countries arrange for American students to attend a formal orientation program after their arrival in the country. The program varies according to local adjustment factors. Thus in some countries the program lasts from 4 to 6 weeks and includes intensive language training, while in others the program is of shorter duration and is concerned only with an introduction to the host country. In countries to which fewer than 10 grantees are sent, no formal orientation program is offered, but the students receive individual briefings from the foundation. In a few countries, students are brought together from time to time throughout the year for special orientation programs. Similar arrangements are made for the professional level grantees under the Fulbright program.

IES believes that orientation for Americans is best carried out abroad, and that such efforts overseas can better inform the grantees on local problems, living conditions, customs, etc. On its part, IES makes an effort to secure written material on the host countries for the grantees, attempts to arrange meetings with former grantees, makes reports of former grantees available, and otherwise provides needed information to the outgoing Americans.

On an informal basis American grantees may be given some orientation by the appropriate programming division of the exchange program. For instance, steps have been taken to advise newly appointed grantees of the importance of being prepared to answer questions about the United States. The facilities of the Department's Publications Division are available for the distribution of suitable pamphlets on a variety of subjects concerning American life for those grantees who request this kind of information.

PLACEMENT

21. Distribute foreign grantees throughout the United States; in small colleges, small communities; avoid concentration (36 comments)

It is believed by IES that as much distribution of grantees as possible throughout the United States is desirable, so long as it does not interfere with the professional program the grantee is here to pursue.

Leaders and specialists, by the nature of their grants and the purposes for which they come to the United States, travel extensively and obtain a broad and well rounded picture of America. It would be desirable if additional communities in the United States, particularly those in agricultural areas, were so organized that leaders and specialists could visit them more extensively. If sufficient funds were available, one solution to the problem of opening more small communities to our visitors might be the reimbursing of local hosts for expenses involved in taking care of the visiting leaders.

The Department and the agencies which place foreign students for us are aware of the importance of providing the students with an insight into different parts of the United States, which can be achieved by placing them in colleges and universities in all sections of the country. First consideration in placement is assuring that the student will be able to carry out the course work or research in which he is interested and, since the majority of Department-sponsored students are in the graduate category, most of the institutions participating in the program are universities which offer facilities for postgraduate work rather than small liberal arts colleges which offer only courses leading to the bachelor of arts degree. Nevertheless, it has proved possible to achieve a wide geographical distribution. The 2,672 foreign students who were in this country under the Department's program for the academic year 1952-53 were enrolled in 440 colleges and universities in all of the 48 States.

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PROGRAMING

22. Suggest less traveling in the United States; fewer "tourist-type" trips (24 comments)

It is probable that these comments refer to the IES leader program, and to the former programs of MSA and TCA as well. Insofar as the IES leader program is concerned, it is agreed that a rapid tour may be a superficial one. A study was recently completed to see exactly how much time is spent by each leader in traveling, and how many places he visits. In addition, some leaders are now being interviewed at the end of their tours to ascertain whether they stayed long enough in any one place to complete a satisfactory professional program, whether they become too exhausted by the trip, etc.

The expressed desires of the individual leaders to travel widely are one stumbling block to cutting down the amount of travel. IES has limited the amount of money available for domestic travel as one means of keeping this problem within bounds. Also, posts abroad have been asked to encourage grantees to spend more time in fewer communities in the United States. However, since one of the major sources of strength of the program is the fact that the leaders are given their freedom of choice in developing an itinerary, rather than a prepackaged guided tour of America, restrictions on travel must be approached very cautiously.

Finding local hosts to plan programs for visitors who remain in one community for more than a short period of time is a serious problem. An increase in the amount of funds available to reimburse hosts would help to solve this problem. It may be that the development of new local facilities so that hosts are not over-taxed will increase the possibilities for programing leaders for longer stays in one place; there have already been some successful moves toward the development of new contacts in relatively untouched communities. Continuing attention will be given to this problem.

23. Exchanges should learn about life in the United States (39 comments)

The IES is wholly in accord with this point, which is, in fact, a major goal of the program. The effectiveness of the exchange visit is to a large degree dependent on the extent to which the foreign visitor comes to know American home and community life.

Orientation provides the first opportunity to learn about life in the United States, and should be strengthened and extended. (See Point 19, "Orientation for foreign visitors.")

Other efforts are being made or are under consideration to provide greater opportunities for grantees to participate in community life. A great many foreign visitors in the Fulbright categories travel about the United States during vacation periods and at the beginning or end of their stay. Many universities organize and conduct special tours for this purpose. In assigning students to orientation centers an effort is made to provide experiences in a different type of university community than that in which students will be studying during the year.

Consideration is being given to planning grants which would extend the time period beyond the normal academic year in the case of students, professors, and teachers. This would make it possible for them to have the opportunity for more extended travel.

Through the cooperation of foreign student advisers, voluntary agencies, and private individuals in many cities, and the utilization of the Department of State reception centers and Institute of International Education regional offices, varied community contacts are provided to the maximum extent possible. The great need is for funds to organize and utilize the services of community groups in other strategically located areas. Many communities have potential resources which could be organized and made available for our foreign visitors if funds were forthcoming to provide minimum financial assistance to private agencies interested in international relations. The proposal of the Advisory Commission on Educational Exchange shows the way to aiding communities in organizing their resources to assist foreign exchanges in fitting into American life.

24. Local groups should be used in programing (9 comments)

(See Point 23.)

25. Avoid nationality-clusters at any one school (3 comments)

A definite attempt is made to avoid grouping students from one country under the IES program at one school. To a considerable degree, the nationality clusters that exist are a result of the large numbers of students studying in the United States under other auspices.

26. Discourage too much concentration on getting academic degrees (7 comments)

IES at present points out the difficulties in getting degrees to foreign students. It may be that this point needs to be stressed even more strongly. At present, the American missions abroad are instructed to discuss with all grantees the possibilities for obtaining academic degrees during the period of their grants. The duration of a normal grant is for 1 academic year. The grantee is informed that it is difficult, if not impossible, for a foreign student to earn a graduate academic degree within that period.

The Institute of International Education has been requested to inform the colleges and universities that Government awards are made to enable foreign students to carry out a 1-year study project in this country, whether or not this project leads to the receipt of an academic degree.

It should be noted that all grantees who obtain their own private dollar support and their academic affiliations for a second year or less may be permitted to apply for an extension of their travel grants or stay in the United States to complete educational objectives.

In awarding extensions and renewals, as well as additional dollar funds, consideration is given to the fact that possession of an American degree may be of tremendous importance to grantees from certain countries, as for instance Burma and India. Consequently, extensions are handled in a more lenient fashion in such cases.

27. Department or sponsors should be aware of what each college can offer the foreign student in making placements (4 comments)

Placement of students is of obvious importance. The Department contracts with the Institute of International Education for placing foreign grantees. The Institute seeks guidance from professional and academic advisory groups in determining the most desirable school for each grantee. Placement is based on the grantee's professional interests, academic qualifications, and courses available.

Outstanding cases of disappointment in courses available may overshadow the fact that most students are quite satisfied with what they find. In a survey of over 1,000 students conducted in 1952, at the end of the first semester, only 5 percent expressed any disappointment in the courses available to them. It is likely that this 5 percent is as much a problem for orientation, i. e., explaining the nature of American academic procedures, as for actual placement.

POSTGRANT NEEDS AND PROBLEMS

28. Postgrant program evaluation needed (13 comments)

IES concurs fully with the idea that evaluation of the effects and effectiveness of the exchange program is needed. At the time this criticism was made, there were 5 projects underway in 3 different countries, in which independent contractors were investigating the professional effects of grants, the effects on the attitudes and opinions of foreign grantees, and problems of readjustment after return home. In addition, IES and an independent contractor, working together, have a continuing project of analyzing what happens to each grantee who comes to this country, both professionally and attitudinally, after return home. Finally, a mail survey in the United States is now being conducted in order to ascertain what professional use and value Fulbright grants have been to their American recipients.

29. Continued contact and follow-up with returned grantees important (11 comments)

The importance of these continued contacts is recognized by IES.

IES has encouraged the formation of alumni associations of foreign grantees and other visitors to the United States as one of the principal means for maintaining contact with former grantees. Some 58 such associations exist in 32 countries participating in the educational exchange program. In several other countries, the idea of forming such associations is or has been under consideration. Experience has shown that the most impressive results accrue where the initiative rests with the nationals of the particular country concerned, with the officers of the overseas missions lending all practical assistance.

Other means through which contact is maintained with former student grantees, either directly or through the overseas missions include the following:

1. Encouragement to American educational institutions to correspond regularly with former foreign students, to transmit to them alumni and university publications, and in other ways to maintain contact.

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2. Issuance in certain countries (e. g. Iraq) of a periodic newsletter to returned grantees to keep them informed on recent developments in the United States.

3. Continued personal contacts and correspondence between officers abroad in charge of exchange programs and returned grantees.

4. Use of returned grantees for predeparture orientation of new grantees coming to the United States.

5. Use of returned grantees in postarrival orientation of Americans coming to the country and for program or hospitality contacts for Americans.

6. Use, where appropriate, of former grantees as speakers at United States functions, on local radio programs, and before local organizations.

7. Placing of former grantees on mailing lists for receiving appropriate IES materials.

IES also works with various private groups active in the field of relationships with former foreign students—e. g., American Alumni Council, Institute of International Education, and the International House Association.

30. Criticize tendency of some grantees to remain in the United States (8 comments)

Actually, very few grantees remain in or return to the United States. The only way a grantee may remain in this country permanently is to have a private bill introduced in the Congress. IES does not encourage such bills.

IES is aware of the necessity for grantees to return to their home countries in order for the program to achieve its goals. The selection of mature people, even at the student level, plus the attempt to limit the period of the grant so that the process of denationalization of the grantee does not occur, are guards against this tendency.

It is carefully explained to the exchangee that the purpose of the program is to promote international understanding and to benefit the country from which the exchangee comes. He understands that except in unusual cases, when an extension of time may be given, he must return home immediately after his project is completed. The grants are accepted with this understanding. Furthermore, Public Law 414, 82d Congress, states that the exchange visitors who fail to depart from the United States after the expiration of their grants are subject to deportation; exchangees file an affidavit at the port of entry which shows that they understand and accept these terms.

APPENDIX II

POLICY STATEMENT ON BOOK AND LIBRARY PROGRAM, INTERNATIONAL INFORMATION ADMINISTRATION, DEPARTMENT OF STATE

JULY 8, 1953.

The United States Government operates a book and library program abroad for a simple reason that can be simply put: It is the vital responsibility of the American Government to protect the good name of the American people, no less than their vital interests.

The mighty force we have been mobilizing in the defense of freedom has meaning only as people throughout the world understand and respect our purposes.

Leadership cannot assert itself through power alone. American leadership is meaningless if it isn't built upon respect for our moral purposes in the world.

This has been recognized by the American people from our earliest beginnings as an independent nation. Our Declaration of Independence speaks of a "decent respect" for the "opinions of mankind." Everything of a major nature we have done in our history has taken into account such a "decent respect" for the opinions of others.

We are concerned about the opinions of others because a free nation has the obligation in the conduct of its foreign affairs to justify its actions before the world community.

This obligation becomes a sober mandate when so large a part of the world looks to us for responsible leadership.

Our well-being and survival as a free people today require more than big dollars and big bombs; we require big ideas.

We must not allow the Soviet to rack up cheap victories throughout the world through a campaign of lies against us—a campaign of lies that can best be demolished—I should say can only be demolished—through the counteroffensive of truth. And when I say "counteroffensive of truth" I am not just dealing in slogans. I mean exactly that.

We in America have nothing to hide. We want the world to know us just as we are. We don't have to dress up or dress down. We don't have to put on any show of perfection. If we did no one would believe us anyway.

We can tell the full story—a story about the magical mixture of America. We can share our hopes just as we can share our honest fears—for there are hopes and fears in the world today which constitute a challenge to all free peoples everywhere.

We in America have the privilege of talking about democracy as unfinished business. We leave to the totalitarians the necessity to boast of the complete fulfillment of their goals.

This is said by way of reaffirmation and reminder at a time when it is important to review our information program against the big and broad background of world crisis.

As long ago as 1942, a United States library was established in Mexico City. This was done under a grant from the office of the Coordinator of Inter-American Affairs. The library was operated by specialists of the American Library Association.

The success of the Mexico City library led to the establishment of two other libraries in Latin America under the authority of the Coordinator of Inter-American Affairs.

Later in the war, the effectiveness of libraries and book programs in advancing the American cause led to the creation of a library service under the Office of War Information. The central purpose of this service was to make available at key spots throughout the world written materials that furthered American aims in war and peace.

As this library program developed, it became obvious that different areas represented different problems and called for different materials and different lines of emphasis. For example, the Latin-American libraries required emphasis along cultural lines. As against this, the English-speaking nations were given materials designed to "develop an informed and intelligent understanding" of the activities and aims of the United States Government. The occupied areas required a special emphasis on democratic reconstruction and rehabilitation.

Thus, very early, the special-purpose character of these libraries became manifest. This special-purpose character remains the key to the operation of our book and library program today.

A strong chain of instructions and legislation gives binding force to this dominant character of that program.

The Manual of Operations for the Division of Libraries and Institutes issued in June 1946 by the Department of State says:

"The objective of the United States Information Libraries is to provide foreign communities throughout the world with facts and solidly documented explanations of the United States, its people, geography, culture, science, government, institutions, industries, and thinking; in short, the American scene * * *."

When the 80th Congress turned to consideration of basic legislation for the overseas information program and educational exchange, the Senate set up a special subcommittee of the Foreign Relations Committee to study the matter. On the basis of field studies, this subcommittee took a broad view of the proper scope and functions of the USIS library programs. It recommended that:

"The supply of books, musical scores and recordings, periodicals, and exhibits should be increased and should cover the widest possible field.

"American textbooks in all fields should be supplied to foreign schools and universities for reference purposes.

"Subject matter of particular interest in a given country should be emphasized and sufficient books supplied to meet the demand" (S. Rept. 855, January 30, 1948).

This subcommittee was composed of Senators H. Alexander Smith (chairman), Bourke B. Hickenlooper, Henry Cabot Lodge, Jr., Alben W. Barkley, and Carl A. Hatch, and worked in close cooperation with a subcommittee of the House Committee on Foreign Affairs consisting of Congressmen Karl E. Mundt (chairman), Lawrence H. Smith, Walter H. Judd, John Davis Lodge, Pete Jarman, Thomas S. Gordon, and Mike Mansfield.

The same Congress took the single biggest step in the determination of the American people to make their voice heard in the world. Senator H. Alexander Smith and the then Representative, now Senator, Karl E. Mundt sponsored a bill that defined, crisply and powerfully, the need for dramatic measures to present America's case in the battle of ideas against totalitarianism.

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The Senate Committee on Foreign Relations, in reporting the Smith-Mundt Act, referred to the "hostile propaganda campaigns directed against democracy, human welfare, freedom, truth, and the United States, spearheaded by the Government of the Soviet Union and the Communist Parties throughout the world."

The committee also spoke of the need for "urgent, forthright, and dynamic measures to disseminate truth."

The Smith-Mundt Act clearly defined its objectives "to promote a better understanding of the United States in other countries, and to increase mutual understanding between the people of the United States and the people of other countries." Among the means to achieve these objectives the act called for "an information service to disseminate abroad information about the United States, its people, and policies," and an educational exchange service including "the interchange of developments in the field of education, the arts, and sciences."

Under this act, too, the library services were coordinated, integrated, and expanded.

The Congress and the American people can be proud of the results of this legislation. There have been legitimate criticisms of the program in the past few years—but these criticisms must be viewed against the larger achievements of the program and the considerable difficulties involved in launching and operating a project of this size and scope.

It is important that the American people know that this program has not been operated in a vacuum.

First, the program has the continuing benefit of an official Advisory Commission on Information. This Commission has maintained constant examination and appraisal of the program and reports its findings semi-annually to the Congress * * *.

Second, the program has benefited from the recommendations of the United States Advisory Commission on Educational Exchange * * *. This Commission has established a special Subcommittee on Books Abroad * * *.

Third, the program has profited from a special study undertaken by a subcommittee of the Senate Committee on Foreign Relations * * *.

It may be in order to review briefly the findings and recommendations of these three groups with specific reference to the book and library program.

The United States Advisory Commission on Information, in its February 20, 1953, report, reaffirmed the importance of the program and emphasized the need to tailor our materials to the specific needs of specific areas. It highlighted once again the "special purpose" aspect of the job.

The United States Advisory Commission on Educational Exchange, shortly after the enactment of the Smith-Mundt Act, endorsed the statement prepared by the Division of Libraries and Institutes on the philosophy, goals, and operating principles of our overseas libraries. Again, this statement stressed the special-purpose nature of the program but also stressed the basic principle of "freedom of information." It emphasized the fact that "accessibility" to information was an important part of the effectiveness of the program.

The June 15, 1953, report of the Hickenlooper subcommittee is a detailed study of all phases of our foreign information services. One of the recommendations of the report calls upon the Administrator to establish the specific criteria for the selection of books. As the general basis for such criteria, the subcommittee recommends that "an adequate cross section of American literature should be provided for a better understanding of American life and culture but writings of Communists and Communist sympathizers should not be tolerated in any manner which would indicate their acceptance by the American people."

There is a workable consistency in the advice and findings of the above groups and committees concerned with the appraisal of this program. With this guidance, we have been operating a library program involving some 2 million books at 189 centers. These libraries are doing these specific jobs:

First. They provide basic information. There is a shortage of accurate information abroad about the American people and their policies. Our detractors have capitalized on that shortage. They have been spending many millions to distort our policies and to damage the reputation of the American people.

One of the main ways we are combatting this campaign is by supplying source materials about the United States that are free of any direct propaganda taint:

In short, we are opening up the books about America. These books cover a wide range of subjects. They deal with our history, our religions, our industries, our farms, our professions. They tell the story of our founding fathers and our

great political leaders and statesmen. They tell of our great writers, our musicians, our inventors, our scientists, our great men of achievement and learning.

Second. Our libraries provide much needed published materials of a scientific and technical nature. We have received testimonials from many universities abroad, especially from universities in the countries of Asia and the Near East, acknowledging their debt to American books. We also have letters from public officials, from businessmen, from scientists, from doctors, and from farmers telling us of their appreciation for the substantial help they received from our libraries.

This is the kind of good will that counts. It is not only what we say to people but what we do for people that builds a solid foundation for friendship.

Third. Another specific assignment for our books is to combat the notion that the American people lack a cultural background or tradition. Our libraries are well stocked not only with the ideas that made America great but with the distinguished books that are part of our literary and cultural heritage. In this connection, we have also tried to provide something of a representative cross section of contemporary American writing. Our yardstick here is necessarily flexible. We say to other peoples in effect: "Here is a good slice of contemporary American writing. It covers a wide range, from biographies to books on foreign affairs. These are the books America is reading and talking about. We have no hesitation in making these books available to you."

Any evaluation of the operations of our libraries in carrying out these three big jobs must take into account the overall record of performance, rather than the inclusion or exclusion of specific titles.

The book and library program is to be judged not by any single title or even group of titles but by the total use to which the libraries are put, and by the basic policies that guide the program. Similarly, any evaluation of the individual library should consider not a single incident in the news but its continuing influence in the community it serves.

It is unfair to the loyal men and women who operate these libraries to allow their contribution to be obscured by a controversy over a few titles, no matter how objectionable these titles may be. Our overseas staffs should be judged by their effectiveness in winning friendship and respect for the American people and in advancing an understanding of our objectives as a free nation. Largely as a result of their efforts, some 36,000,000 people throughout the world last year made use of our various library services.

Let us be vigilant and critical, but let us also maintain some sense of proportion in our estimate of the libraries as a whole. No such program can be guaranteed to be completely free of error.

But it is also one of the vital glories of a free nation that mistakes are made in the open where the wonderful balance wheel of a democratic people can come into play. So far as the rest of the world is concerned, I think we can come out of this with a real gain. The confusion and the mistakes have hurt us abroad as they have hurt us at home. But far more important than this is the evidence of a free people being unafraid of mistakes made in the open.

With the best faith in the world, with the greatest diligence in the world, and with the finest staff in the world, it will be impossible to avoid some mistakes in the selection of books. But we should do everything possible to maintain a constructive and affirmative atmosphere for the library program as a whole.

I believe that this, essentially, is what the Congress and the American people want. They are interested in the general approach and the general soundness of a project. They want to know that they are getting their money's worth. I think they are.

The Congress and the American people also want the unequivocal assurance that this program is not a soft spot for subversives. This is far more basic in the public mind than some isolated titles that may appear here and there on the bookshelves of our libraries.

I believe the Congress and the American people, as of this moment, can satisfy themselves on this basic issue. Whatever else I have done or failed to do in my job, I have been diligently tough in this respect.

Concerning the selection of books, this agency believes emphatically that it is not the obligation of the American Government to make available in special-purpose libraries any books that advocate directly or indirectly the destruction of our freedoms and our institutions. These libraries are in business to advance American democracy, not Communist conspiracy.

But the determination as to which books are to be placed in this subversive category calls for the most careful and skillful judgment.

In eliminating Communist titles, we should be sure of our ground. We should not make the mistake of excluding as Communist or communistic all those books which contain any criticism of American policies or institutions, even though those books may criticize the same things that Communists also criticize. We don't want to create the impression that any American writer who honestly criticizes the policies of his Government is deprived of a place on our bookshelves abroad.

Basically, the yardstick for selection is the usefulness of a particular book in meeting the particularized needs of a particular area.

Our library service is able to select only a fraction of the yearly literary output of the United States. Any book that finds a place on our shelves must have a special reason for being there. Books that are not accepted are not to be regarded by their authors or publishers as being specifically "excluded."

We must begin with the content of a book. We must examine its special usefulness in terms of our overseas needs. An appraisal of this usefulness cannot disregard the reputation or standing of the author.

It is conceivable that the special-purpose character of our libraries may require, in special cases, the inclusion of books by Communists or Communist sympathizers if such authors may have written something which affirmatively serves the ends of democracy. There is no objection to the inclusion of such books so long as the purpose is clear.

Our libraries have acquired some books by Communists or Communist sympathizers that have nothing to do with communism. Mystery stories, for example, are a highly developed form of American literature. Humor or humor anthologies are another example. Most of such books were among the thousands of volumes acquired from United States Army overstock at the end of the war or as the result of gifts. To remove or destroy these books arbitrarily would be to defeat the very purposes which brought these libraries into being.

There is an important practical difference between deciding not to buy a book for our libraries abroad and taking it off the shelves once it is there. In principle, the criteria are the same, but the psychological impact may be quite different.

It is not meant by this to suggest that once a book gets on a shelf, its place is permanently assured. The weeding-out and discarding process is a natural one for any library with only a certain amount of shelf space.

"Controversial" books are of course acceptable and indeed essential, if by "controversy" we mean honest differences of opinion honestly expressed. It goes without saying that we must not confuse honest controversy with conspiracy.

Nothing could be more basic in our book program abroad than the need to make this distinction between controversy and conspiracy. Controversy is as American as the varied sounds in the bleachers in a ball park. The best thing our libraries abroad can do is to make known the fact that our people, politically speaking, are full of beans.

America loves controversy and indeed thrives on it. There is no reason why we need conceal this from the world. It is one of our richest assets. Let totalitarian nations advertise the fact that their people are deprived of political dissent. For our part, we can speak up and out. In a phrase, then: Controversy, yes; conspiracy, no.

But the general problem of book selection is not one which any Government agency is well qualified to do by itself. Books cover everything under the sun. A book is not merely a collection of words in a bound volume. A book is as varied as history itself, as wide-ranging as the human mind which brings it to birth.

Because of this, I suggest that the responsibility for recommending the selection of books be entrusted to carefully selected advisory committees composed of persons of unimpeachable reputation who are experts in their respective fields. The staff of IIA would then select books for shipment overseas on the basis of the recommended list.

Each book is to be considered on its merits. The emphasis should be not on negative criteria but on positive criteria. The only list that should be drawn up is the recommended list.

Next, about book burnings. Under no circumstances should any book be burned, and I wish to emphasize the word "any". The burning of a book is a wicked symbolic act. There is no place for book burnings in an American library, let alone a library operated by our Government. We don't deal with ideas we dislike by imitating the totalitarian techniques we despise. The burning of a book is not an act against that book alone; it is an act against free institutions.

I have every reason to believe that the continuing book and library program will be exercised with the fullest sense of public responsibility and with the vital

interests of the American people constantly in mind. As I said at the outset, the purpose of this agency is to protect the good name of the American people, and to maintain for them the good will they deserve.

The original mandate of Congress continues to define our basic purposes. The report of the Subcommittee on Overseas Information Programs gives us valuable new directions. And the support of the Congress and the American people as a whole will give us the encouragement we need to do the best possible job.

AMPLIFICATION OF POLICY STATEMENT ON BOOK AND LIBRARY PROGRAM, ISSUED JULY 8, 1953

JULY 9, 1953.

Dr. Robert L. Johnson, Director of the International Information Administration of the Department of State, today issued the following amplification of the statement about use of books by Communist authors that was included in yesterday's announcement (July 8, 1953) of policy regarding the overseas library program.

"My statement of yesterday indicated that 'It is conceivable that the special purpose character of our libraries may require, in special cases, the inclusion of books by Communists or Communist sympathizers if such authors may have written something which affirmatively serves the ends of democracy. There is no objection to the inclusion of such books so long as the purpose is clear.' This passage should be read in the context which makes it clear that we have no use for books which advocate, directly or indirectly, the undermining of our institutions. I quote from the statement: 'These libraries are in business to advance American democracy, not Communist conspiracy.'

"I do not for a moment believe that a Communist author ever speaks affirmatively for democracy. But it would be unwise to foreclose the opportunity of using, to serve affirmatively the ends of democracy, something that a Communist has written for an entirely different purpose. In some cases, the most effective way to refute the propaganda of the Communists may be to turn the words of their own writers against them.

"There may also be exceptional situations where the omission of a scientific or technical work, which happens to have been written by a Communist or Communist sympathizer, may make a library incomplete with respect to information on a particular subject of special concern to the country where the library is located and where American interests are promoted by furnishing such information.

"Finally, in cases where books by Communists or Communist sympathizers are already in our libraries—especially in cases of fiction or other popular literature—we must consider whether the disadvantages of keeping such books in our libraries may be outweighed by publicity regarding their sudden removal which may be unfavorable to the United States and actually promote popular interest in the author and his works. This judgment must be made in the light of our basic duty under the law 'to promote a better understanding of the United States in other countries.' Where public relations are involved, we must not create situations which will be exploited by the Communists to induce a misunderstanding among our friends abroad as to American principles of freedom of thought.

"The presence of a book in our libraries places no official stamp of approval on the contents or the author. It is not in the tradition of American freedom of the press for the Government to pass judgment on what is published. In this program the role of the Government is merely to operate libraries in a way which will best serve the national interest."