

SECOND SEMIANNUAL REPORT ON
EDUCATIONAL EXCHANGE ACTIVITIES

LETTER

FROM

CHAIRMAN, UNITED STATES ADVISORY COMMISSION
ON EDUCATIONAL EXCHANGE

TRANSMITTING

THE SECOND SEMIANNUAL REPORT ON THE EDUCATIONAL
EXCHANGE ACTIVITIES CONDUCTED UNDER
THE UNITED STATES INFORMATION AND
EDUCATIONAL EXCHANGE ACT OF 1948
(PUBLIC LAW 402, 80TH CONG.)



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LETTER OF SUBMITTAL

DEPARTMENT OF STATE,
THE UNITED STATES ADVISORY COMMISSION ON
EDUCATIONAL EXCHANGE,
Washington, D. C., December 29, 1949.

The Honorable SAM RAYBURN,
Speaker of the House of Representatives.

MY DEAR MR. SPEAKER: The United States Advisory Commission on Educational Exchange submits herewith its second semiannual report on the educational exchange activities conducted under the United States Information and Educational Exchange Act of 1948 (Public Law 402, 80th Cong.) from January 1 to June 30, 1949. The first report of this Commission was submitted to the Congress on February 4, 1949 (H. Doc. 56, 81st Cong., 1st sess.).

This report fulfills the requirements of section 603 of the above-mentioned act which states that this statutory 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 by the Commission on Educational Exchange to the Secretary of State * * * for effectuating the purposes and objectives of this Act and the action taken to carry out such recommendations.

The membership of this Commission is as follows:

Harvie Branscomb, Chairman
Mark Starr, Vice Chairman
Harold Willis Dodds, member
Edwin B. Fred, member
Martin R. P. McGuire, member

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

Very truly yours,

HARVIE BRANSCOMB,
*Chairman, United States Advisory Commission on
Educational Exchange.*

**SECOND SEMIANNUAL REPORT OF THE UNITED STATES
ADVISORY COMMISSION ON EDUCATIONAL EXCHANGE**

**TO THE CONGRESS OF THE UNITED STATES
FOR THE PERIOD JANUARY 1 TO JUNE 30, 1949**

INTERNATIONAL EXCHANGE

**Scientific
Technical
Educational
Cultural**

**Submitted in accordance with the provisions of Section 603
Public Law 402, Eightieth Congress
(The Information and Educational Exchange Act of 1948)**

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SECOND SEMIANNUAL REPORT TO THE CONGRESS OF THE COMMISSION ON EDUCATIONAL EXCHANGE

I. EDUCATIONAL EXCHANGE ACTIVITIES UNDER PUBLIC LAW 402, EIGHTIETH CONGRESS

The Commission on Educational Exchange takes this occasion to reaffirm its belief that the international exchange of ideas and knowledge between this country and others is of major importance. Mutual understanding, respect, and confidence are today as important to national security as economic and military strength. The fostering of international understanding is qualitatively as important a factor of our foreign relations as the provision of economic and military aid to like-minded nations.

Present circumstances force this country to maintain large-scale armaments as a measure of security for itself and for friendly nations. We must not forget, however, that success in preventing war does not assure of itself the preservation of our security and personal freedoms.

International harmony and understanding can only be achieved through the conscious choice of millions of individual minds. Enduring peace and prosperity will be achieved only when peoples realize that they have common interests and concerns, understand each other and work harmoniously toward common goals. That is the No. 1 fact of international life today. It is the humanizing factor in the conduct of international relations.

THE GOVERNMENT IN INTERNATIONAL EXCHANGE ACTIVITIES

The first official United States program for the exchange of ideas and persons with other countries was undertaken in 1939 as a practical expression of the good-neighbor policy toward Latin America. At that time the United States and Latin-American countries initiated a number of projects for the cooperative interchange of educational, cultural, scientific, and technical knowledge and skills, many of which are still in operation.

Today the good-neighbor policy has in effect been extended worldwide. In our support of the United Nations, the United Nations Educational, Scientific and Cultural Organization, and of many other specialized agencies and cooperative programs we are daily living that policy in cooperative international action. We also have several programs of direct United States Government sponsorship of international exchange.

One of these programs was begun under Public Law 584 of the Seventy-ninth Congress, the Fulbright Act, which provided that certain foreign currencies obtained from the sale of our surplus property abroad might be used for educational exchange between the

United States and some 20 other countries. In a similar action, Public Law 265 of the Eighty-first Congress provides for the use of future payments on the Finnish World War I debt for educational instruction and training in the United States for Finnish citizens and for the provision of American books and technical equipment for institutions of higher education in Finland.

In response to the need for creating broader international understanding, the Eightieth Congress enacted Public Law 402, the United States Information and Educational Exchange Act of 1948, which called for the expansion of the Latin-American interchange program to the rest of the world and for the establishment of a permanent international information service. The program set up under this law is designed to complement but not to duplicate private exchange programs and United Nations, UNESCO, and other international activities in this field, as well as such other specialized programs as that of the Fulbright Act. It can be considered as the broad basis for all governmental (and private) activities in the field of educational exchange.

PRIVATE ORGANIZATIONS AND GROUPS IN INTERNATIONAL EXCHANGE ACTIVITIES

In developing the exchange program called for under Public Law 402, some basic considerations affecting the work of fostering international understanding have been kept in mind. First, is the fact that the attainment of meaningful results requires an effort far beyond the scope of any reasonable Government program. Much of the effort must be undertaken by private sources. Second, even if the Government had the necessary resources, it would still be desirable that private groups do the bulk of the work in this field. Understanding cannot be fostered on a purely governmental level. It must grow out of a multitude of impressions gained from the daily contact of millions of individual minds.

ESSENTIAL CHARACTERISTICS OF THE PROGRAM

The exchange program under Public Law 402 is largely a private program, with the Government assisting and supplementing private exchanges. It calls upon private organizations, concerns, and individuals to continue to carry on a large part of exchanges, and to cooperate with the Government wherever possible in carrying out Government-sponsored exchanges.

Government-sponsored exchange operations under this program involve the coordinated efforts of the Department of State and some 25 other Federal agencies, 10 of which conducted projects under the program during 1949. As a result the Government is able to find and bring to bear on any given project or activity the necessary specialized knowledge. This coordination assures also that the exchange activities of the other agencies are geared to over-all foreign policy objectives.

Finally, this is by no means solely a United States program. Other governments and foreign groups and citizens also participate very

actively. Foreign participation is carried on in a number of ways including cash contributions, wherever possible, as well as the furnishing of facilities, materials, and personnel for the various exchange projects.

What is being achieved under Public Law 402 is a coordinated application of the United States policy which calls for peoples to deal with peoples, as well as for governments to negotiate with governments, in building a sound basis for peace and progress.

II. THE UNITED STATES GOVERNMENT OPERATIONS UNDER PUBLIC LAW 402, EIGHTIETH CONGRESS

The Government program of scientific, technical, educational, and cultural exchanges with other countries was conducted during fiscal year 1949 at a cost of approximately \$6,300,000.¹ While major emphasis was placed on the Latin-American area, certain activities were carried out on a world-wide basis. The most important activities conducted under the authority of Public Law 402 included:

1. A world-wide effort in this country and at 139 diplomatic posts abroad to aid agencies, groups, and individuals with their private exchange programs.

2. The maintenance of 67 United States libraries and 34 reading rooms in 60 countries abroad.

3. The provision of assistance to binational groups in 18 Latin-American countries to maintain 30 cultural centers.

4. The conduct of book exchanges and exhibits.

5. The distribution, mainly to Latin-American countries, of 526,500 copies of translated American publications.

6. The provision of aid for 210 American-sponsored schools in Latin-American countries.

7. The conduct of scientific and technical projects with 20 Latin-American countries in 27 different fields of activity, involving bringing to the United States 296 individuals for advanced technical training and sending 189 United States Government experts in scientific and technical fields (the use of funds for these cooperative projects being restricted to those in Latin America²).

8. The provision of grants for the exchange of 352 leaders, professors, teachers, and students with Latin-American countries.

9. Work by program officers in this country and at some 20 posts in Eastern Hemisphere countries to initiate or develop the educational exchange program under the Fulbright Act and other specialized exchange programs.

The accompanying table illustrates the extent to which activities in the Latin-American countries dominated the exchange program during fiscal year 1949. A more detailed description of the program, where it works and how it works, and an indication of the results obtained appears in appendix I.

¹ Excluding the salaries and expenses of Foreign Service officers assigned to this work at diplomatic posts overseas.

² In addition, several Latin-American countries financed 21 grants for in-service trainees to come to the United States. Also a total of 12 countries of Europe, the Near East and the Far East financed 62 grants for advanced training to their nationals.

The educational exchange program—distribution of United States program funds, fiscal year 1949

Activity	American Republics	Europe	Far East	Near East and Africa	General	Total
Libraries, cultural centers, and related activities.....	\$667, 943	\$500, 157	\$218, 705	\$313, 573	-----	\$1, 700, 378
Grants to exchange students, teachers, professors, and leaders.....	640, 572	-----	83, 998	-----	-----	724, 570
Scientific and technical activities.....	2, 112, 102	-----	-----	-----	-----	2, 112, 102
Funds not attributable to specific areas ¹	-----	-----	-----	-----	\$1, 737, 702	1, 737, 702
Total.....	3, 420, 617	500, 157	302, 703	313, 573	1, 737, 702	6, 274, 752

¹ Covers cost of domestic operations, including program planning and evaluation; professional and technical services; screening, placement, and guidance of foreign grantees; orientation services; and cost of direct management and administration.

III. GENERAL APPRAISAL AND RECOMMENDATIONS CONCERNING THE UNITED STATES GOVERNMENT OPERATIONS

On appraisal of this program, as conducted during fiscal year 1949 by the Department of State with the assistance of other Government agencies, the Commission on Educational Exchange is strengthened in its conviction that this program is making a substantial contribution to the foreign relations of this country in those areas where it is in operation.

This Commission again states to the American people, the Congress, and the executive branch of the Government that all the operations mentioned in the section describing operations in fiscal year 1949 must be made world-wide if we are to insure genuine understanding and confidence for the United States among other nations.

It is uneconomical and unwise to fail to give proper weight and treatment to the human factor in international relations.

IV. RECOMMENDATIONS TO THE SECRETARY OF STATE AND ACTION TAKEN

During the past year the Commission on Educational Exchange made a number of recommendations to the Secretary of State in connection with the Public Law 402 program and such allied activities as the point 4 program. The Secretary of State has regularly concurred with these suggestions and has undertaken to put them into effect.

The Commission's recommendations and the Secretary's replies are presented below, together with statements on action taken by the Department of State.

PUBLIC LAW 402 ACTIVITIES AND THE PRESIDENT'S POINT 4 PROGRAM

The Commission made the following recommendations to the Secretary of State:

One of the oldest and most well-developed forerunners of the President's point 4 program is the scientific and technical program of cooperation with the other American Republics now being conducted under the authority of Public Law 402 of the Eightieth Congress but initiated a decade ago as a part of the good-neighbor policy. Other

forerunners are the 9-year-old projects of the Institute of Inter-American Affairs and, more recently, certain activities of the Economic Cooperation Administration * * * there are certain principles and suggestions arising from the scientific and technical program of Public Law 402 which the Secretary should have in mind in charting the expanded program.

In the first place, it is clear that the educational, cultural, scientific, and technical programs are interrelated and should be closely coordinated. A detailed examination of all Latin-American educational and technical activities of Public Law 402, country by country, gives a clear picture of these inter-relationships. It is not so obvious in the Eastern Hemisphere, since for this part of the world funds were appropriated (for 1948-49 under Public Law 402) for a skeleton program only.

A specific illustration may be drawn from the Department's program in Brazil. Over 70 percent of the Brazilian students brought to this country on Government grants in fiscal year 1948 specialized in the scientific and technical fields, including work in agriculture, civil engineering, the sugar industry, dentistry, and so forth. The same is true of over half of the Brazilian professors and specialists coming as grantees. In this same year the introduction of American methods, concepts, and teaching techniques was an integral part of the scientific and technical program, as well as the educational and cultural one. This close relationship obtains in other Latin-American countries as well.

While a specific and temporary undertaking may justify independent organization for reasons of immediate effectiveness, a continuing and long-range program of technical and economic assistance, such as the President has envisaged, will need to be continually and closely coordinated with other activities in the educational, cultural, and scientific fields. We are sure that the Secretary shares this view and will see to it that this close coordination is achieved.

Second, the President has emphasized the cooperative, nonimperialistic approach for point 4. From this standpoint, the Commission wishes to comment on this Government's experience with the Latin-American program. It has been basically cooperative in nature. Most of the projects have been on a bilateral basis with each nation sharing the responsibilities and the benefits. The results have been very satisfactory. The willingness of the other nations to join the United States in carrying out this program is evidenced by their substantial and increasing contributions as shown in the accompanying graph.

It has been the experience of the Department of State and the other agencies conducting the program under Public Law 402 that it is not only valuable but indispensable to consult with other governments at every stage of planning and executing a project. Further, it is of benefit to the program to utilize more nationals of other governments than United States visiting consultants. Sometimes great benefits can be derived for the program by compromising on standards and efficiency in order to show deference to the wishes of the host government. This again is a program in which we receive as well as give; officials of each country cooperate on a basis of equality. The Commission believes that this is the only basis upon which technical assistance can succeed under point 4.

There will be many instances where nations other than the United States can take the lead in assisting countries to develop industrial and scientific techniques. The United States should encourage such leadership. Although not a widely used procedure of the scientific and technical program under Public Law 402, this plan has been used extensively and effectively by the Economic Cooperation Administration.

Third, the Commission wishes to recommend a technique used in Public Law 402 program and others to overcome difficulties sometimes resulting from the instability of governments and their personnel. This technique is applied where the United States and another Latin-American government undertake to develop a public service cooperatively, for example, an agricultural station. An agreement is negotiated which requires that any change in annual programs and local personnel must be approved in writing by the appropriate cabinet-level official of the other country and the chief of the United States field party. Proof of effectiveness is found in instances where precipitate changes of government resulted in sweeping changes or upheavals in public programs and personnel of ministries, but where, at the same time, cooperative programs of the country and the United States, solidly based upon concrete agreement, have continued without appreciable modification.

Finally, this Commission finds a great need for broadening the technical training which is now being carried out under Public Law 402. The existing program is too specialized to have wide impact upon the development of a given country.

Some countries lack the necessary educational and training facilities in certain fields to provide skilled technicians or even subprofessional workers corresponding to our own graduates of high schools and training schools. Although some local vocational instruction is offered by the United States in connection with the technical field projects, training is mainly restricted to bringing individuals to the United States for advanced instruction.

These United States training grants are wisely limited to individuals of the university level or the equivalent. Without maturity and the basic skills, the trainee cannot derive the maximum benefits from his period of instruction in the United States, nor can he contribute effectively to the development of his country upon his return. However, few persons are qualified to accept these grants because there is little or no opportunity for schooling and instruction. The result—the number of individuals receiving grants is so small that their effect is limited.

Another factor limits the effectiveness of the existing program. In various areas of the world it is customary for persons who have received university training or other advanced professional instruction to consider it beneath their dignity to work with their hands. Thus, in some localities, the very fact that an individual has been trained in the United States gives him such prestige that local attitudes and personal pride discourage him from doing the job for which he was trained, for example, the work of a country agricultural agent or an engineer in the jungle.

The answer lies, in part at least, in providing basic and advanced training on a larger scale in the other countries, as well as on a specialized level in this country. The United States should stimulate the

other governments to establish vocational training schools and other technical institutions and make available to them our best teaching talent and techniques. This involves again coordination of this program with that of exchange of personnel. Professors and teachers well versed in technical know-how might also be borrowed from countries other than the United States in order to insure adequate language qualifications. Further, where there are few or no language barriers, the exchange of trainees between the other participating countries would be beneficial.

These last remarks are not in criticism of the Department of State for the program conducted. It has been impossible for the Department to carry out large-scale training here and in the other countries because of inadequate funds. Choosing between the two, the Department emphasized training in the United States as being the course which contributed more to the objectives of Public Law 402. Under the circumstances, we feel that this choice was the right one. However, for maximum point 4 effectiveness, the program must provide both local and United States training.

The following is the text of the Department's reply to the Commission's recommendations concerning the point 4 program:

The Department is in hearty accord with the Commission's four recommendations that concern point 4, and will follow them in carrying out its responsibilities under the point 4 program.

The Commission's first recommendation stresses the importance of coordination of international technical exchange activities. There will, of course, be close coordination between point 4 technical assistance activities and other activities in the educational, cultural, and scientific fields in each stage—policy, program planning, budgeting, and operations. This will be facilitated if, as proposed in pending legislation, the primary responsibility for direction of point 4 activities is lodged in the Secretary of State. Within the Department of State, this coordination will be achieved by daily working liaison between officers of the point 4 office, the Office of Educational Exchange, and the new regional bureaus. Some of the specific ways in which this coordination will be achieved are:

1. Budgeting for both kinds of activities will be based on clearly defined criteria and lines of demarcation, worked out with the Bureau of the Budget.

2. Officers of the five recently established regional bureaus, where the primary responsibility for coordination and direction of policy programing and international activities on a country-area basis rests, will work together on planning and programing for both point 4 technical assistance and educational, cultural, and scientific programs under Public Law 402, as they affect particular countries.

3. The United States Ambassador will be responsible for coordination and general direction of official United States activities within his country. This responsibility includes point 4 technical assistance and all other educational, cultural, and scientific exchange activities.

4. There will continue to be an interdepartmental advisory committee on point 4 technical assistance, representing the major Federal agencies which will be carrying on both point 4 technical assistance and Public Law 402 scientific and educational activities. Papers of a policy, program, and administrative nature prepared for this committee will receive the customary review and approval by all interested offices of the State Department, including the Office of Educational Exchange, assuring a unified and coordinated departmental position. The secretariat of this committee, as well as other point 4 general manager staff, will be working cooperatively with other committee secretariats, and in particular, with the secretariat for the United States Advisory Commission on Educational Exchange.

The Commission makes the second recommendation that the point 4 program be based on cooperation between contributing and recipient governments and between different contributing governments. The Department's policy is that point 4 activities should be undertaken only in response to the requests of other governments and in coopera-

tion with them. It may be noted that, in requesting the Congress to authorize the Export-Import Bank to make certain guaranties to private American investors abroad, Under Secretary Webb pointed out that guaranties would not be made if the other government concerned disapproved of the investment proposed. The Department will seek to develop a cooperative framework with each other country for the technical exchange activities carried on directly by the United States.

It is anticipated that most of the technical exchange activities in which the experts or skills are supplied from some country other than the United States will be carried out under the auspices of the United Nations or some other intergovernmental body. It is anticipated that even under direct United States programs certain of the experts utilized will be supplied from other countries. It is also planned to utilize institutions and training facilities in Puerto Rico and Hawaii for the training of students from countries having related cultures and technical problems.

The third recommendation of the Commission favors the use of the *servicio* technique. This technique is already being used extensively by the United States Government, and the Department plans that it should be used even more widely under the point 4 program. This would be true both of *servicios* where the United States participation is administered by regular government departments or agencies, and where it is administered by the Institute of Inter-American Affairs or by an analogous institute empowered to operate outside the Western Hemisphere.

The Commission's fourth recommendation is that much wider (and less advanced) technical training be undertaken under point 4 than was possible under Public Law 402. The Department agrees that, if the point 4 program is to achieve results as early and as widespread as possible, it will be necessary to aid educational and training programs in many areas that provide less advanced technical skills than those usually acquired by the specialists brought to the United States for technical training under Public Law 402. Aid in the establishment of vocational training schools, fundamental education, agricultural education, and other technical institutions is planned as an important part of the point 4 program. The Department considers it of great importance to try to bring improved techniques to a substantial part of the populations of underdeveloped areas. This can only be done if there is local institutions, which will provide such training to students in or near their own homes, and which will relate it directly to the work that these students are performing and can be expected to continue to perform.

EXCHANGES WITH IRON CURTAIN COUNTRIES

During the period of this report the Commission communicated with the Secretary to the following effect:

On October 19, 1948, the Commission on Educational Exchange made a major recommendation to the Department of State—that, with appropriate safeguards against subversive activities, steps be taken to keep doors open to unofficial exchanges with countries of eastern Europe where freedom of communication is denied. Special

reference was made to the holding of international conferences, congresses, and institutes, as follows:

Many such meetings are held by reputable organizations which include as participants persons with conflicting political views. Present United States statutes and regulations governing the entrance of foreign nationals make it difficult for some of these persons to attend these meetings. This eliminates the United States as one of the meeting places for organizations of a widely international character. This is undesirable from many standpoints. We recommend that a more liberal policy be followed in granting permission to enter for individuals desiring to attend the reputable meetings of this kind.

The Department of State accepted these recommendations as the basis for its policy on educational and technical exchanges. Since that time several specific cases involving exchange of persons from European countries have been brought to the attention of the Commission for consideration. Among these were special problems arising in connection with the Cultural and Scientific Conference for World Peace which was held in New York in March of this year. In reviewing this and other cases on the basis of information available, the Commission was not disposed to modify its broad recommendations of October 19, 1948. However, the members would appreciate knowing whether or not the Department has seen fit to modify its original acceptance of our proposals and what, if any, new issues have arisen.

In reply to its communication, the Commission received the following letter, dated November 18, 1949, from Mr. Howland H. Sargeant, Deputy Assistant Secretary for Public Affairs (see appendix II for Policy of the Department of State With Respect to Facilitating Attendance From Foreign Countries at Nongovernmental Conferences Held in the United States):

On October 19, 1948, the United States Advisory Commission on Educational Exchange made certain recommendations concerning educational exchange with countries in eastern Europe. Under date of December 10, 1948, I wrote you stating that the Commission's views coincided with United States foreign-policy objectives and that the Department would emphasize in its operations the methods recommended by the Commission for reaching these objectives.

The Department has reviewed the statement on exchanges with eastern Europe in the Commission's third quarterly report to the Secretary of State. No major issues have developed which would necessitate revision of the policy outlined in my letter of December 10, 1948.

The Commission will be interested in this connection in the attached document entitled "Policy of Department of State With Respect to Facilitating Attendance from Foreign Countries at Nongovernmental Conferences Held in the United States," which deals with one phase of the problem. This statement, which spells out in considerable detail both the policy itself and the procedures for carrying it out, is intended for public release at an early date. The statement was developed after a thorough review of the problem by the Department's Policy Committee on Immigration and Naturalization. The public-affairs area is represented on this committee and participated in the development of the statement.

In making this statement available to the Commission, I welcome any comment the Commission may wish to make to the Department.

ASSISTANCE TO DESTITUTE FOREIGN STUDENTS

The Commission on Educational Exchange made the following recommendations to the Secretary of State:

1. General

At the request of the National Association of Foreign Student Advisers, the Commission has considered the problem of assistance to

destitute foreign students in the United States. The Commission members are keenly interested in this problem. They are sympathetic to the general movement for aid to the foreign students and anxious to cooperate with Federal and private groups in arriving at a solution. On the basis of facts currently available, the Commission recommended that the Department of State accept the following statement of policy developed jointly by the departmental officers and the Commission:

(a) That the Department regard the support of private foreign students in this country as primarily the responsibility of these students.

(b) That in the event of unforeseen circumstances, such as the collapse of a foreign currency making it impossible for such foreign students to continue receiving funds, responsibility for meeting the situation devolved in the first instance on the foreign government concerned. In the event of such a situation arising, the Department should be prepared to so inform the foreign government concerned of this view.

(c) That, if funds are not forthcoming from the foreign government concerned, the Department should encourage private, or non-Federal institutions, agencies, organizations, and individuals in this country to assist. The Department should facilitate and coordinate the activities of such agencies, groups, or individuals insofar as appropriate.

(d) That, when it is not possible to secure the required funds from any other source, the Department continue to explore all possibilities of such students obtaining employment in this country, within the provisions of the laws and regulations governing their entry into the United States.

(e) That, in the event the above measures do not provide a solution of the problem in a particular instance, the Department be prepared to consider the provision, on a strictly emergency basis, of Federal funds for this purpose. Any such use of Federal funds should be designed both to alleviate the current emergency and at the same time to liquidate the particular problem. This is based on the principle that Federal funds are not to be sought or used in assuming responsibility for the support of foreign students in this country other than in accordance with arrangements made in connection with official grants at the time of their admission.

(f) That the Department advise its representatives abroad of the importance of a continuing review and appraisal of visa applications of prospective students, with the view of facilitating the entry of properly qualified students into the United States, while avoiding when possible the issuance of visas to persons who are likely to become public charges.

2. Special emergency problem of Chinese students

The Commission endorsed the specific action proposed by the Department with respect to the emergency problem of destitute Chinese students, based on the special circumstances surrounding this problem: (1) the predicament of the Chinese students is due to forces beyond control, including the collapse of arrangements for Chinese students to buy United States dollars at favorable rates and the further deterioration of the exchange rates of Chinese currency; (2) the Chinese Government requested an allocation of \$500,000 from the funds set aside by the Economic Cooperation Administration for

Chinese economic rehabilitation for the purpose of assisting Chinese students already in this country; (3) the ECA would regard grants to Chinese students to study technical subjects in this country as a legitimate use of funds appropriated to that agency. The policy statement approved by the Commission is as follows:

(a) That the Department support the allocation by ECA of the \$500,000 requested by the Chinese Government for immediate emergency aid to Chinese students in this country.

(b) That any funds provided by other Federal agencies for this purpose be allocated to the Department of State.

(c) That no grants of Federal funds shall be made to those Chinese students which do not include travel funds for the return of the students to the country of their origin or which are not accompanied by proof that clear and dependable arrangements will be made for their return.

Subsequent to the close of this reporting period, the board of directors of the National Association of Foreign Student Advisers commented on the above recommendations.

After a careful study of these comments, the Commission considers that the Commission and the board are in general agreement and that no revision in the original recommendation is indicated.

Action taken

The Department of State has advised the Commission that it accepts the above recommendations which are entirely in accord with its plans and operations to date.

FINNISH WAR-DEBT PROGRAM

During the period of this report, the Commission submitted the following statement to the Department of State:

Subject to the feasibility of the proposal in the light of our over-all foreign policy, the Commission supports the objectives and principles of the Senate resolution which provides that the United States use future payments on debts, incurred by the Republic of Finland as a result of World War I, for educational instruction and training in the United States for citizens of Finland, as well as American books and technical equipment for institutions of higher education in Finland.

The Senate resolution referred to above has since become Public Law 265, Eighty-first Congress.

EFFECT OF IMMIGRATION LAWS AND REGULATIONS ON INTERNATIONAL EXCHANGES

The Commission on Educational Exchange made the following recommendations to the Secretary of State:

The Advisory Commission on Educational Exchange has studied the effect of existing United States immigration laws and regulations on international exchange-of-persons programs. This study included both Government-supported and privately sponsored programs for bringing to this country foreign trainees, professors, visiting lecturers, research scholars, and others whose visits are for bona fide educational, cultural, scientific, or technical purposes.

The attainment of the broad objectives of Public Law 402 is dependent to a great extent upon this Government's facilitation of all

types of scientific, technical, educational, and cultural exchanges. The Commission has carefully considered the problems encountered by the Department of State and major private organizations in this country. The members are convinced that certain immigration restrictions on students and nonimmigrant visitors are out of date and must be modified if international exchange programs are to increase to the level envisaged by Public Law 402. Restrictions imposing the greatest burdens are those which place limitations on the receipt of remuneration for services and training by foreign nationals coming to the United States for educational purposes.

Officers of the Department of State have outlined the steps being taken by that Department and the Department of Justice to resolve the problem. This Commission feels that the plans for solution are sound and that the coordinated efforts of these two agencies have been effective.

The Commission takes this occasion to inform the Department of State of the Commission's interest in this problem and our strong support of the efforts to solve the difficulties. It is our hope that the problem will have been completely resolved by the close of the next quarter. The members would like periodic progress reports on this subject until the problem has been resolved. At our request the Immigration and Naturalization Service of the Department of Justice has been informed of our views and of our recognition of that Service's cooperation.

Action taken

The Commission takes this opportunity to commend the Department of State and the Department of Justice on their efficient handling of this problem. New immigration regulations for exchanges under Public Law 402 were issued in the Federal Register on July 22, 1949, which should greatly facilitate exchanges carried out for the purposes of educational and technical exchange. However, the Commission is again querying major private organizations to ascertain to what extent these new regulations solve their difficulties.

CULTURAL CONVENTIONS

The Commission on Educational Exchange made the following recommendations to the Secretary of State:

At the request of the Department of State, the Commission considered the advisability of the United States' entering into bilateral cultural conventions or other agreements with other countries as a mechanism for promoting understanding between countries. The Commission on Educational Exchange wishes to recommend the establishment of such conventions or agreements, with such countries as may desire them, where it appears that they will further the national interest by attaining the objectives stated in Public Law 402.

Action taken

The following is the text of the Department's reply:

The Department concurs in the Commission's recommendation. In view of the particular interest in the establishment of cultural conventions which has been evidenced on the part of the other American Republics, the Department has formulated in draft form the general terms which it considers appropriate

for incorporation in such conventions. These have been communicated in informal preliminary conversations with the representatives of certain American Republics whose governments have expressed interest in the possibility of concluding cultural conventions.

Negotiations with Brazil have reached a more advanced stage. The Brazilian Government has recently replied to an aide-memoire on this subject which was transmitted at the time of President Dutra's visit to the United States last May and has presented a draft of a cultural convention which is now under consideration in the Department.

A similar but not identical type of agreement, to be effected by a simple exchange of notes, has been under negotiation with the Government of Mexico. It provides for the establishment of a binational Commission on Cultural Cooperation to promote the integration and expansion of cultural activities of interest to the two countries. Mutually satisfactory terms have been worked out, and an announcement of its conclusion and the establishment of the Commission is expected shortly.

A draft of a cultural convention submitted by the Italian Government is now under consideration in the Department.

SHORT-TERM STUDY PROJECTS FOR AMERICAN STUDENTS

The Commission on Educational Exchange made the following recommendations to the Department of State:

The Department of State has been requested to facilitate or render financial aid to many short-term study projects for American students. These projects for student travel, study, and work abroad include a variety of experience. They also vary in their merits, in their seriousness of purpose, and in the impression they make upon the people of other nations.

The Department of State has taken the position that Government financial assistance to American students is to be restricted to grants to graduate students for a full academic year. In its opinion, Federal funds can be used to best advantage for a complete academic year of study by mature individuals. The Commission believes that this is a sound policy. It is to be noted that the Board of Foreign Scholarships has also taken this position with respect to Fulbright grants.

Federal funds are, therefore, not used for summer study projects because of their short-term nature and since the majority either do not differentiate between graduate and undergraduate students or are confined to the latter. Where formal course work is given, it is frequently at a level from which both first-year graduate students and advanced undergraduates may benefit.

In general, however, summer study abroad by American students, graduate or undergraduate, is believed to constitute a beneficial experience. The Department has endeavored to give nonfinancial assistance to projects providing this experience. For example, summer-student travel has been facilitated on a large scale by the assignment of special studentships by the United States Maritime Commission, with the Department supporting the request for these ships by sponsoring agencies as being in the national interest. In addition, the cultural officers at the United States missions abroad have done much to further summer study projects by making arrangements with foreign officials and institutions, and in other ways.

Where short-term study projects are under reputable sponsorship and where they embody a learning process and purpose, the Department proposes to continue to offer encouragement and nonfinancial assistance. The Commission on Educational Exchange recommends that this policy be continued.

Action taken

The following is the text of the Department's reply:

It is the intention of the Department to continue to offer encouragement and nonfinancial assistance to reputable organizations sponsoring short-term projects for study, travel, and work abroad by American students. In this connection, the American missions in Europe and the Middle East have been requested to submit to the Department a report containing information concerning, and an evaluation of, summer projects involving American students in the countries to which the missions are accredited. It is hoped that the requested information and evaluative comments will be helpful in planning future assistance and guidance by the Department to such projects.

THE USE OF PUBLIC LAW 402 FUNDS TO SUPPORT THE INTERCHANGE OR TRAINING OF PROFESSIONAL RELIGIOUS WORKERS

The Commission on Educational Exchange made the following recommendations to the Secretary of State:

The following statement, which was agreed to in principle at the Commission's May meeting, was submitted to the Secretary of State on November 23, 1949:

The Department of State requested this Commission's advice as to whether or not Public Law 402 funds should be used to support the interchange or training of professional religious workers.

Officers of the Department pointed out that in any consideration of this problem, the question arises as to whether public funds may legally be used to support or facilitate the activities in question. Consequently, any policy developed would be subject to the findings of the Department's Office of the Legal Adviser, which is currently studying the question.

The problem of the relationship of religion and education will no doubt continue to tax and divide the best legal thinking in the United States. For some time it will probably continue to evoke divided opinions among educational and religious leaders in this country.

Although there are no easy answers to any of the phases of this problem, the Commission considers that, aside from any legal issues involved, the use of public funds to assist in the exchange of religious workers engaged in ministerial or missionary functions may be open to serious question. Our members endorse the position taken to date by the Department that such activities should properly be financed by the denominational organizations concerned, without drawing upon governmental resources.

The Commission on Educational Exchange therefore recommends that public funds not be used to finance the international exchange of professional religious workers, lay or ordained, for the purpose of engaging in pastoral, missionary, or other professional religious activities.

The exchange of professional religious workers, like the exchange of businessmen, authors, and other public leaders, is necessary to a balanced program of interchange. We have previously recommended to the Department of State that the exchange program should be broadened, largely through assisting private agencies to plan their exchange programs with the objective of including representatives of all major public-service groups. This would, of course, include professional religious workers. However, all public-service groups concerned will expect the Department of State with its limited per-

sonnel complement to set priorities on the projects it assists in this way on the basis of the potential contribution of each undertaking to this country's foreign policy objectives.

Our members are aware that all phases of the problem are not covered in this statement; for example, the question of Government-supported exchanges of teachers in theological institutions or exchange of students training for professional religious careers. We wish, however, to defer recommendations on these topics until we can study the issues further and until the Department can advise us more fully as to the legality of such exchanges.

Action taken

Since the above recommendation was formally made almost simultaneously with the submission of this report, the Department has not had sufficient time to reply.

APPENDIX I

THE EDUCATIONAL EXCHANGE PROGRAM, JANUARY TO JUNE 1949

WHERE IT OPERATES—HOW IT OPERATES

WHERE IT OPERATES

World affairs during this period created an extremely complex political and economic "climate" in which the information and educational exchange programs (authorized by Public Law 402, 80th Cong.) and other related programs operated. The Secretary of State emphasized this fact in his report to the Congress for the period in question.

EUROPE (INCLUDING BRITISH COMMONWEALTH)

In Europe the national interests of the United States come in close contact with parallel and diverging interests of other powers. With countries of this area the United States has sponsored large economic aid programs, the North Atlantic Pact, and the military assistance program. It is also a part of the world in which the United States still has large and complex occupation responsibilities resulting from World War II. Further, in the European area the United States is the chief target of the anti-American cold war campaign by the U. S. S. R. and the countries she dominates. To the extent that the ECA program approaches its goal, and to the extent that the North Atlantic Pact creates an area and atmosphere of confidence and security in a peaceful and productive future, we may expect these anti-American attacks to increase in mass and violence.

A true understanding of the United States is of utmost importance. The information and educational exchange program has the major responsibility for insuring this understanding.

In the European area (including British Commonwealth) Foreign Service officers work with the program at 43 posts in 25 countries. (See accompanying table.) For educational exchange activities no Public Law 402 funds were available except for the servicing of libraries and distribution of translations.

Program activities for both information and educational exchange activities authorized by Public Law 402 include radio broadcasts on the Voice of America in 13 foreign languages and English, and broadcasts on local radio stations; documentary films and timeless news subjects in 13 languages distributed free to local groups and organizations through film libraries in a total of 33 countries and their dependencies; press news services, publications, and photographic materials sent to foreign posts; distribution in 2 languages in 5 countries of 27,000 copies of translations of United States Government documents; the maintenance of United States libraries and reading rooms in 25 countries; and work with private groups and individuals to exchange persons and ideas.

An exchange of persons program was financed by foreign currencies made available by the Fulbright Act. By June 30, 1949, Fulbright agreements had been signed with the following countries of the European area (Belgium, Luxembourg, France, Italy, New Zealand, United Kingdom, the Netherlands, and Norway) and programs of exchange initiated. The following table gives more detailed statistics concerning grants awarded in 1949 under this program of exchange under the Fulbright Act with the European area:

	Students	Teachers	Profes- sors	Research scholars
Foreign nationals to the United States.....	318	108	35	84
United States citizens to other countries.....	513	111	55	71
Total.....	861	219	90	155

NEAR EAST AND AFRICA

From French West Africa to Burma, from Turkey to Yemen, the countries of the Near East and Africa (some long established and some newly formed) face economic, psychological, and other forces with which they are scarcely able to cope.

Nations of this area are increasingly orienting themselves toward the west and seeking the assistance of the United States. It is important to the United States that the economic and social development of this great and strategic area be rapid, peaceful, essentially democratic and directed toward the elimination of the glaring economic inequalities which make for wars and discontent.

Although there is no ECA program for this area except for limited aid to colonial possessions of the European countries benefiting from the ECA program, the Near East and Africa is included in plans for the point 4 program as one of the underdeveloped areas of the world to which technical assistance will be given. The fact that ECA benefits do not directly aid the independent nations of this area has been interpreted to mean a lack of American concern for their welfare and economy. American interest in technical assistance will help to correct this impression, provided American motives in offering such aid are carefully explained and frequently reviewed.

Not only is there need for technical assistance but also for an understanding of our motives in providing it. If these nations are to be given a chance to develop full democracies there is also a need for them to understand the total American way of life. The story of America is often not represented or represented in distorted form through non-American channels, or deliberately misrepresented. Dollar exchange difficulties throughout the area severely limit the commercial distribution of American cultural and informational commodities such as news services, books, periodicals, and films, and generally handicap the interchange of ideas and of persons between these countries and the United States.

Information and educational exchange activities carried out under the authority of Public Law 402 for fiscal year 1949 include radio broadcasts on the Voice of America in 2 foreign languages and English; documentary films and timeless news subjects in 10 languages distributed free to local groups and organizations in 22 coun-

tries; press news services, publications, and photographic materials sent to foreign posts; maintenance of United States libraries and reading rooms in 25 countries; distribution in 2 languages in 9 countries of 11,000 copies of translations of United States Government documents; and work with private groups and individuals to exchange persons and ideas.

By June 30, 1949, Fulbright agreements had been signed with the following countries of the Near East and Africa area (Burma and Greece) and programs of exchange initiated. The following table gives more detailed statistics concerning grants awarded in 1949 under this program of exchange under the Fulbright Act with the Near East and Africa area:

	Students	Teachers	Profes- sors	Research scholars
Foreign nationals to the United States.....	16			8
United States citizens to other countries.....	10	14	8	9
Total.....	26	14	8	17

¹ In addition 275 grants were made to foreign nationals to study in American schools in their own country.

FAR EAST

This large area of the world covers approximately 6,000,000 square miles, has a population of around three-fourths of a billion persons, and includes eight nations, the majority of which are in critical economic straits and in the midst of ideological, if not actual, warfare.

We have considerable investments in Japan and Korea as a result of World War II occupation responsibilities. Also, the United States has invested heavily in Philippine rehabilitation in our efforts to assist that country to assume its responsibilities as an independent nation.

Communism, an increasingly powerful factor in the Far East, is an active antagonist of everything the United States represents. It promises but fails to provide a quick solution to economic difficulties and sets itself up as a bulwark against penetration of the Western World toward which many far easterners have a long-standing resentment.

Most far-eastern peoples, except for a comparative handful of leaders, know little about the United States. The information and educational exchange program is attempting to correct this with such measures as the funds will provide.

For 1949 information and educational exchange activities carried out in this area under the authority of Public Law 402 include radio broadcasts on the Voice of America, some of which are relayed over local radio stations in three foreign languages and English; documentary films and timeless news subjects in six languages distributed free to local groups and organizations in seven countries; press news services, publications, and photographic materials sent to foreign posts; the maintenance of American libraries and reading rooms in six countries; and work with private groups and individuals to exchange persons and ideas.

In addition to the above activities, certain additional operations were carried out under other authorities. These operations included a program of limited exchange with Korea, financed by funds transferred to the Department of State from the Department of the Army

and nine libraries maintained by the Army. Grants were made to 51 Koreans to come to this country to observe American techniques in various technical fields or to study in American universities.

Also affecting educational exchanges with the Far East is the program for emergency aid to Chinese students which was initiated in the last quarter of fiscal year 1949. The Department of State received a \$500,000 working fund for this program from the Economic Cooperation Administration. By June 30, 266 grants had been awarded and an additional 287 approved.

By June 30, 1949, Fulbright agreements had been signed with the following countries of the far-eastern area (China and the Philippines) and programs of exchange initiated. The following table gives more detailed statistics concerning grants made in 1949 under this program of exchange under the Fulbright Act with the far-eastern area:

	Students	Teachers	Profes- sors	Research scholars
Foreign nationals to the United States.....	72	1	4	16
United States citizens to other countries.....	19		19	18
Total.....	91	1	23	34

¹ In addition 83 grants were made to Chinese nationals to study in American schools in China.

OTHER AMERICAN REPUBLICS

Since 1938 the United States has worked to establish hemispheric friendship and cooperation with the 20 other American Republics through various treaties, trade agreements, and cooperative programs of scientific, technical, and educational exchange.

The role of the United States has become more involved with the growth of the hemispheric system. The postwar period has produced the Rio Defense Pact and the strengthening of the Pan American Union now called the Organization of American States, both of outstanding importance in hemispheric affairs and both of which require strong United States participation and leadership. In world-wide organizations the United States needs the support of the other American Republics. That there is a natural hemispheric accord on many world issues has already been demonstrated in the General Assembly of the United Nations. It is essential that this accord be preserved.

During this same period there has been a long series of internal revolts and constant unrest in the other American Republics due in great part to worsening economic conditions and to sharp conflict between right and left political elements.

Against this background of unrest and revolt, Communist forces are struggling to distort the role of the United States. It is highly important to develop and retain the ready and understanding support of the other American Republics in international affairs, to this end the information and educational exchange program dedicated its efforts during fiscal year 1949. In this, a particularly heavy burden has been laid on the programs of the Department of State, due to the fact that Latin America does not have access to many of the sources of assistance to Europe, such as the ECA programs, the Fulbright exchanges, etc.

Information and educational exchange activities carried out with funds appropriated under authority of Public Law 402 include Voice of America radio broadcasts in English, Portuguese, and Spanish, many of which are relayed on local stations; documentary films and timeless news subjects in three languages distributed free to local groups and organizations in 20 countries; press news services, publications, and photographic materials sent to foreign posts; the maintenance of four American libraries; distribution in 3 languages in 20 countries of 424,500 copies of translations of United States Government documents and 6,400 non-Government books; maintenance of 30 cultural centers in 18 countries; and, assistance to American-sponsored schools.

The table below gives detailed statistics concerning the grants awarded under the educational exchange program.

	Students	Teachers	Professors	Leaders and specialists
Foreign nationals to the United States.....	197	7	7	62
United States citizens to other countries.....	46		20	13
Total.....	243	7	27	75

SCIENTIFIC AND TECHNICAL PROJECTS

In addition to the above, scientific and technical projects in cooperation with 20 Latin-American countries were undertaken in 27 different fields of activity including agriculture, civil aviation, coast and geodetic surveying, public health, labor standards, and mining.

In this connection 189 United States Government specialists went to Latin-American countries and 317 nationals of the Latin-American countries were brought to the United States for in-service training in the scientific and technical fields including 98 grants financed by the United States; 198 financed jointly by the United States and other countries; and 21 financed by other governments, the individuals themselves, or private organizations and involving no cash outlay by this Government.

INFORMATION AND EDUCATIONAL EXCHANGE ACTIVITIES WERE CARRIED ON AT 139 OVERSEAS POSTS

(Public Law 402, 80th Cong. funds)

EUROPE (INCLUDING BRITISH COMMONWEALTH)

Belgium (Brussels)	Poland (Warsaw)
Bulgaria (Sofia)	Portugal (Lisbon)
Czechoslovakia (Praha, Bratislava)	Rumania (Bucharest)
Denmark (Copenhagen)	Spain (Madrid, Barcelona, Seville, Bilbao)
Finland (Helsinki)	Sweden (Stockholm)
France (Paris, Lyon, Strasbourg, Bordeaux, Marseille)	Switzerland (Bern)
Algeria (Algiers)	Trieste (Trieste)
Great Britain (London, Glasgow)	U. S. S. R. (Moscow)
Hungary (Budapest)	Yugoslavia (Belgrade)
Iceland (Reykjavik)	Australia (Sydney, Melbourne)
Italy (Rome, Milan, Naples, Palermo, Turin, Florence, Bologna, Genoa)	New Zealand (Wellington)
Netherlands (The Hague)	Union of South Africa (Pretoria, Johannesburg)
Norway (Oslo)	

NEAR EAST AND AFRICA

Afghanistan (Kabul)	Israel (Tel Aviv)
Angola (Luanda)	Kenya (Nairobi)
Belgian Congo (Léopoldville)	Lebanon (Beirut)
Burma (Rangoon)	Liberia (Monrovia)
Ceylon (Colombo)	Morocco (Tangier)
Egypt (Cairo, Alexandria, Port Said)	Mozambique (Lorenço Marques)
Ethiopia (Addis Ababa)	Nigeria (Lagos)
French Morocco (Casablanca)	Pakistan (Karachi, Lahore)
Gold Coast (Accra)	Syria (Damascus)
Greece (Athens, Salonika, Patras)	Saudi Arabia (Jidda)
India (New Delhi, Bombay, Calcutta, Madras)	Tanganyika (Dar-es-Salaam)
Iran (Tehran)	Tunisia (Tunis)
Iraq (Baghdad)	Turkey (Ankara, Istanbul, Izmir)
	Aden protectorate (Aden)

FAR EAST

China (Canton, Chungking, Hankow, Nanking, Peiping, Shanghai, Taipei, Tientsin, Tihwa, Kunming)	French Indochina (Saigon)
Indonesia (Batavia)	British Malaya (Singapore, Kuala Lumpur)
Thailand (Bangkok)	Philippines (Manila, Cebu, Davao, Iloilo)

AMERICAN REPUBLICS

Argentina (Buenos Aires, Rosario, Mendoza, La Plata, Tucuman)	Ecuador (Quito, Guayaquil)
Bolivia (La Paz)	El Salvador (San Salvador)
Brazil (Rio de Janeiro, Bahia, Porto Alegre, Recife, São Paulo, Belém, Fortaleza, Victoria)	Guatemala (Guatemala City)
Chile (Santiago, Concepción)	Haiti (Port-au-Prince)
Colombia (Bogotá, Barranquilla, Medellín, Cali)	Honduras (Tegucigalpa)
Costa Rica (San José)	Mexico (Mexico City, Guadalajara, Monterrey)
Cuba (Habana, Santiago de Cuba, Camagüey)	Nicaragua (Managua)
Dominican Republic (Ciudad Trujillo)	Panama (Panama City)
	Paraguay (Asunción)
	Peru (Lima)
	Uruguay (Montevideo)
	Venezuela (Caracas)

Summary, June 30, 1949

Area	Countries	Posts
Europe.....	25	43
Near East and Africa.....	27	37
Far East.....	6	19
American Republics.....	20	40
Total.....	78	139

HOW IT OPERATES

WORK HERE AND ABROAD TO AID UNOFFICIAL EXCHANGES

Much of the work of the Department of State and the Federal agencies assisting with this program has dealt with the exchange activities which are financed by private agencies, groups, and individuals.

All officers assigned to the Public Law 402 program, whether overseas or in this country, are actively assisting private individuals and groups. Overseas, they make available library services, movies, film strips, American music, special publications, and speakers to private groups including Scouts, medical and other professional

associations, Rotarians, chambers of commerce, and other civic organizations.

Publishers abroad and in the United States seek the advice and cooperation of the staff assigned to this program with regard to copyrights, translations, and similar matters. The relationship between this staff and individuals in overseas communities is such that it is not uncommon for our Foreign Service officers working with this program to be consulted as to which is the best hospital in the United States for a delicate eye operation, what American community offers the greatest opportunity for a foreign artist, or what itinerary will be most interesting for a tourist wishing to see as much as possible of the United States in 3 months. In one country, the head of a chemical company was so impressed by the educational and cultural work of the mission that he made \$10,000 available to the officers of this program for additional materials, etc., to amplify the cultural work. In other countries these officers have been able to assist in the development of lending libraries. In one country alone, over 30 were developed in 3 years.

Overseas and in this country the work of Department of State officers with groups and individuals has been directly responsible for making our present broad private exchange operation possible. The Department's assistance ranges from the development of plans to aid in travel arrangements.

The Department of State in its third semiannual report to the Congress for the period January 1 to June 30, 1949, reports the following examples of work here and abroad to aid unofficial exchanges:

The library of the School of Medicine of the University of Chile was completely demolished by fire in December 1948. The Department immediately concerned itself with the problems of its rehabilitation. Using certain of its available facilities and personnel, including those of the American Embassy at Santiago, Chile, and enlisting the aid of numerous private organizations as well as other Government agencies, the Department undertook to coordinate American aid to the school. As a result of the project, approximately 56,000 copies of journals, reprints, books, and pamphlets worth about \$350,000, have been sent to the school, and its present library collection is now much larger than that which it originally had.

Interest in industrial and agricultural training on American farms and in American factories has been increasingly evident in this period. The Branch¹ during this particular 6-month period has been especially concerned with facilitation of agricultural exchanges, particularly with projects to send agricultural trainees to the United States from northern Europe. Included were the agricultural fellowship program of the American-Scandinavian Foundation which in the last 2 years has brought approximately 200 students of agriculture from Denmark, Norway, and Sweden; the Danish farm-training program, involving at present about 50 trainees; and the Dutch farm-training program with some 30 participants.

Considerable attention was given in the Branch¹ to the over-all facilitation of summer travel for educational purposes by insuring the availability of "student ships" to meet the demand for travel accommodations. Although the United States Maritime Commission did not this year operate such special ships, as had been the case the two previous summers, the United States lines did charter three ships from the Commission and place these ships primarily at the disposal of student travelers. The Netherlands Government also made special shipping facilities available for American students, and an organization known as Youth Argosy arranged for round-trip passages using transoceanic planes one way and ships on the return voyage. It is believed that at least 8,000 American students will have gone abroad in the summer of 1949 by these means.

In addition to summer schools, there were also a number of other types of summer projects designed to attract Americans to Europe for serious study or

¹"Branch" refers to the particular unit of the Department's Office of Educational Exchange which reported those activities.

observation, and the work-camp type of project for American youth continues to be popular. An interesting project in the planning of which the Branch¹ participated in this period is the Farmers Friendship Tour, tentatively scheduled to begin the 1st of September, and sponsored by the Pathfinder and Farm Journal magazines. The tour is to be limited to ECA countries and will provide an opportunity for a large number of American farmers to observe certain aspects of agricultural reconstruction for a period of 4 to 6 weeks.

UNITED STATES LIBRARIES

One of the more interesting and effective means used in attempting to achieve better international understanding is the United States library overseas. Following the library pattern developed so successfully in this country, prototypes of the familiar American library and reading rooms have been placed in 101 cities in 60 countries. Headed by trained Americans, utilizing the best methods and materials available in the United States, these libraries have been successful in promoting a clear and accurate knowledge of this country.

In many countries the idea of a free library, with books available to all, was untried prior to the establishment of the United States libraries. In practice, the ratio of users to the size of the collections has proved to be about seven times that of comparable libraries in the United States, while the rate of loss of books is about the same as in this country. This latter fact has been the cause of expressed surprise to professional librarians in the other countries who had not believed that such a free and democratic approach could be successful.

The libraries vary in size and in the content of the collections according to the particular needs of the areas in which located. Although most of the books and periodicals are in English rather than in translation, it has been found that there exists in every country a large group with sufficient command of our language to profit by the libraries. Observation has shown that these individuals are consistently of influence in their respective cities.

Illustrative of an effective United States library is the one located in Copenhagen, Denmark, serving the United States and a people allied to this country by the North Atlantic Pact and the ECA programs. Over 14,000 persons visit the library annually. A majority of these are professional men, doctors, educators, lawyers, scientists, and students. Their chief interests are in American scientific and technical works, and there is a great demand for United States history, literature, and books on the social sciences.

While reference services, readers' guidance, and lending books, pamphlets, and magazines for home use are the major functions of the Copenhagen library they also have a variety of activities resulting in wide public participation, such as programs of American recorded music, lectures on Americana, showings of documentary films about the United States, and children's programs. Exhibits featuring American books and photo displays are regularly shown within the library and in its show windows.

The wide governmental and public acceptance and response to this means of spreading ideas and understanding is illustrated by requests from Danish educational institutions for the use of book collections;

¹ "Branch" refers to the particular unit of the Department's Office of Educational Exchange which reported these activities.

the placement of a selection of United States housing publications with the Housing Ministry; the loan of books for display during the UNESCO World Adult Education Conference; and the circulation of books through the Copenhagen public library system.

Largely as a result of such projects, American textbooks are in growing demand, and Danish editors revising English-language readers have requested of the library selections from American literature for inclusion, for the first time, in Danish texts.

Current news of United States happenings reaches a large Danish audience through quantity distribution of American magazines and newspapers (the New York Times, New York Herald Tribune, Time, Life, Newsweek, and Reader's Digest) to Danish educational institutions, editors, Government officials, industrialists, and other key recipients.

The Copenhagen United States library works closely with ECA officials in supplying the Danish public with information concerning the program. Photographic displays, charts, and other ECA exhibit material are regularly displayed to enable visitors to the library to follow ECA developments in Denmark. During the weeks when Denmark was swinging from its traditional neutrality to positive collaboration with the North Atlantic Pact countries, the library noted that an increased number of Danes requested information about the United States.

That the library fills a real need in Denmark is evidenced by the growing demands for its services, by expressions of appreciation from its patrons, and by press comments such as the following:

The *Studenterbladet* of Copenhagen, in a recent article describing the activities of the United States library, commented:

Since the war, the United States has established libraries throughout the world where American books on almost all imaginable subjects are to be found. Many students either do not know there is such an institution or believe its collection is only propaganda. Proof that these books are not mere propaganda is that there is also a library in Moscow * * *

Following the distribution by the library of the report of the President's Committee on Civil Rights, the important Copenhagen daily newspaper *Information*, reviewed the report in an editorial, which stimulated numerous requests for copies of the document. Excerpt from the editorial:

This document is fresh and living evidence of what the democratic forces in the country are capable of. It appears that the United States has not entirely forgotten one of its proudest traditions: the will to an honest knowledge of one's self.

Thus the United States library is telling the story of America and American progress to the Danish people. In similar fashion, United States libraries in other countries are working toward the common goal of developing among the peoples of the world better understanding of the United States, its people, and its institutions.

CULTURAL CENTERS

The close ties which have bound this country to the American Republics have resulted in the development of local, binational cultural centers which maintain libraries and go far beyond the usual library operations in cooperative development of international understanding. These centers, 30 of which exist in 18 countries, were all

developed as private community groups made up of citizens of the respective countries and Americans resident there, to provide a meeting place and constructive educational and cultural programs for those interested in increasing understanding and cooperation between the United States and Latin-American countries.

Recognizing the value of these centers, the Department of State encourages them by providing administrative and teaching personnel, books and educational materials, and small grants of money to cover operating deficits. For the most part, the centers are self-supporting, deriving income from charges for instruction in English classes, membership fees, and other local sources. Control is vested in boards of directors made up of local residents, American and foreign nationals.

Typical of the cultural centers is the Institute Guatemalteco-Americano in Guatemala City. Staffed by 15 Americans, including 4 sent by the Department, its facilities include an auditorium, music room, classrooms, library rooms, and offices. The membership has reached a new high level of over 1,400, including a number of the most influential persons in Guatemala.

The teaching of English is one of the major activities. Forty different classes are offered quarterly on an organized system which results in a good command of the English language in 2 years of study. Spanish classes are held for local Americans, and the center is planning an intensive English seminar for Guatemalan teachers of English to improve their teaching methods and to give them a first-hand knowledge of American life. The library maintained by the cultural center is the only public lending library in the city and has become an important influence in library work. It is considered the best organized small library in that country and has provided instruction in library science to librarians from several local schools and organizations.

In keeping with the original concept this center sponsored a variety of successful cooperative events which have proved of mutual benefit to the American and local members. For example, there has been large attendance at showings of United States documentary films which tell the interested audience of phases of life in this country. Special displays of books and photographs from the United States attracted wide interest and comment. At the request of the Minister of Education the center offered its facilities for an exhibit of art work by the students of the local American school. Particular interest has been shown in recitals by American artists and in record concerts of American music.

A large number attended the institute to take advantage of the broad and varied programs of educational and cultural significance which are a regular part of the programs. Among the attractions offered during the last year have been numerous lectures on American and Guatemalan subjects, receptions for visiting Americans, special courses in American social and community life, children's hours, and social gatherings.

BOOK EXHIBITS AND PARTICIPATION IN BOOK FAIRS

As a result of requests from officers working on the programs in other countries a series of collections of books on specialized subjects has been circulated in various countries. These collections have attracted favorable attention where shown and have resulted in

increased use of the United States libraries and in direct orders for books to the United States publishers.

These exhibits are specialized to meet the interests of specific organizations and groups, and are displayed in institutions and establishments and at book fairs where American books would not usually appear. A direct result of this program has been a strengthening of relations with organizations and departments of foreign governments through cosponsorship or liaison in presenting these materials to the public in the various countries.

Among the exhibits in current circulation are:

Books from the United States—4 collections of 250 books each on Americana.

Textbooks and books on education—in 11 sets of 850 volumes each.

American University Press books—29 sets of 230 titles each of books selected by the Association of American University Presses for their international interest.

Scientific books—9 sets of 330 titles each.

TRANSLATION PROGRAM

The translation of representative United States publications into the language of other countries is an important means of bringing to the peoples of foreign nations a better understanding of the United States and democracy as it is known in this country. The Department's program is designed also to meet the demand abroad for knowledge in special fields in which the United States has made an outstanding contribution, and to aid and supplement technical assistance and educational exchange programs of the American missions abroad.

Even though an increasing number of people in other countries have a reading knowledge of English, a far larger group can be reached only by the translation of United States publications. There is an ever-growing demand for publications in the fields of United States history and geography, literature, biography, agriculture, education, and sociology. To meet this need the Department translates practical Government publications and assists foreign publishers in bringing out commercial publications from this country. Foreign rights are secured by the Department and transferred to publishers abroad.

Through the period covered by this report the book translation program was carried out primarily in Latin America. A limited number of reprints of Government publications was sent to a few countries in the Eastern Hemisphere. Future plans call for the gradual expansion of the program to other countries.

Two examples of publications that were very popular during fiscal 1949 are *The Handbook of Soil Conservation* and *Portrait of a Democracy*; the United States of America, of which 16,535 and 18,359 copies, respectively, were distributed in the other American Republics. A total of 462,500 Government publications and 6,400 non-Government publications were distributed to 34 countries.

AMERICAN-SPONSORED SCHOOLS

In all of the other American Republics there are schools, sponsored by United States citizens, which provide a United States type of education to Americans living abroad and to nationals of the other

American Republics. In these schools, which are regularly chartered by the national governments and work closely with the ministries of education of the host countries, American and Latin-American children are being instructed by American teachers in the ideals and methods of democracy and share educational experiences.

The Department, through the facilities of a private agency, the American Council on Education, provides assistance to these schools to help them maintain their high American standards of education. In the administration of this program, the Department exercises no control over the educational policies of these schools. Section 203 of Public Law 402 reads as follows:

The Secretary is authorized to provide for assistance to schools, libraries, and community centers abroad, founded or sponsored by citizens of the United States, and serving as demonstration centers for methods and practices employed in the United States. In assisting any such schools, however, the Secretary shall exercise no control over their educational policies and shall in no case furnish assistance of any character which is not in keeping with the free democratic principles and the established foreign policy of the United States.

There are 210 American-sponsored schools in Latin America. Of these 20 received cash grants under the Department's program during the fiscal year 1949, while 123 more were provided with educational materials and supplies. In addition, professional advice and services, including a teacher-placement service, were made available to all of the American-sponsored schools.

During 1949, the 123 schools had an enrollment of more than 6,000 students, 50 percent of whom are foreign children. The 210 American-sponsored schools reach at least 1,000,000 other persons annually through their varied activities and have been extremely influential in establishing firm friendships between United States and foreign nationals, adults as well as children.

The close friendships and cooperation between the students and between United States educationalists and private governmental groups in the various countries has been a valuable factor in creating hemispheric understanding.

Concrete results have included recognition of the educational standards of some of these schools by United States educational associations; the extension of knowledge of the English language and American history and literature; and in the number of bilingual graduates of the schools who come to this country for advanced education.

SCIENTIFIC AND TECHNICAL COOPERATION

One of the United States exportable resources in greatest demand from all areas of the world has been its technical know-how. There has been a continuing and heavy volume of requests to the United States Government by foreign governments for technical assistance, primarily through the loan of United States specialists and through providing on-the-job training in the United States for their nationals. The educational exchange program has served as one of the primary means for providing such assistance.

During fiscal year 1949, cooperative technical assistance projects were carried on in 27 different fields of activity with 20 Latin-American countries. Twelve countries in other areas of the world participated without cost to this Government. The activities ranged from agricultural collaboration to weather investigations. (See accompanying

table for complete listing.) Emphasis has been placed upon effective continuation of those projects which are important factors, not only in furthering international understanding and cooperation, but also in meeting the mutual economic and social needs of this country and the cooperating countries.

United States Government technicians have been helping the foreign governments, on their request, by assisting them in an advisory capacity; by making studies and surveys; and by actively participating in operating programs. The work of these specialists brings to those countries the most recent developments from the United States, develops close and friendly working relations between United States and foreign technicians, and establishes a basis for continuing professional contacts after the formal cooperative relationships have ended. In addition, it develops closer and fuller mutual understanding on the part of the American experts and of the foreign officials about their countries' problems and ways of life.

This work, while serving to aid the other government in solving its own problems, also frequently furnishes this country with new methods and techniques. Many of the projects provide experimental testing grounds, supplying data and experience which can usefully be applied to problems also existing here. These projects serve as a laboratory of international cooperation, both in terms of understanding among peoples and in terms of mutual sharing of knowledge.

The impact of these technicians is not confined to the foreign government agency or officials with which they are working but reaches out to the people of the country themselves. This is increased through formal and informal contacts with private individuals in technical fields, through lecturing, visiting, and informal discussions.

These assignments of technicians vary from short consultative visits to long-term assignments, as in the case of an agricultural experiment station. The arrangements for these details, depending upon their duration and the nature of the work to be done, vary from an informal exchange of notes to formal agreements negotiated between the two governments.

Closely related to these assignments of technicians has been on-the-job-training of foreign nationals in the United States, both in the agencies of the Federal Government and in private organizations. Wherever possible, the attempt is made to coordinate this training with the assignments of technicians to the other governments. In this way, technicians are trained who, upon return to their countries, can carry on the work initiated by the United States experts. Because of the specialized training obtained in this country, and the intense need for skills in other countries, the trainees upon their return frequently assume positions of high responsibility within their own governments. They serve, after their experience in America, as ambassadors of good will.

Their close contact with American methods and with American people, and the opportunity to observe the democratic way of life, tend to strengthen the position of the United States in relation to these other countries. An interest in and a desire for American methods and equipment is developed, and the know-how provided

which is sorely needed by these countries in improving their own standards of living. Also, there is created a sympathy for and an understanding of the United States which, as these people work over the years among their own nationals, has an ever-widening influence.

In the case of the trainees, just as in the case of the technicians, friendship and close professional contacts are established which are maintained over the years after they return to their own countries. This serves as a continuing channel for providing technical knowledge and for each of the countries to keep abreast of the other in these specialized fields.

In all of these projects, whether for trainees or technicians, every effort is made toward cooperative sharing of expenses. Wherever possible, costs are paid for in local currency by the local governments. Two typical examples of scientific and technical activities which have been of proved effectiveness are the following (taken from the Third Quarterly Report of the Commission on Educational Exchange to the Secretary of State, March 31, 1949):

MINING, METALLURGY, AND FUELS RESEARCH (BUREAU OF MINES, DEPARTMENT OF THE INTERIOR)

Experiences during World War II demonstrated that the United States lacks adequate resources of several strategic minerals. Wartime production seriously depleted many other mineral resources that heretofore have given this country a large measure of self-sufficiency. Stock piling of strategic and critical minerals such as manganese, chrome, tin, antimony, electrical-grade mica, and others is of vital importance to the national security and industrial preparedness of the United States. Dependence on imports inevitably will increase in the future because of the continuously rising needs of an expanding population and industry. This project, through technological investigations and field or laboratory research, developed the most economic means of extracting these resources and of refining and utilizing the ores. Through these means, additional sources of supply are made available, contributing both to the needs of the United States and to the economic growth of the country concerned.

FISHERY DEVELOPMENT (FISH AND WILDLIFE SERVICE, DEPARTMENT OF THE INTERIOR)

Deficits of low-cost proteins have long held down the level of health and thus retarded the social and economic development of a great portion of the populations in many parts of the world. Many countries have marine and fresh-water fishery resources not fully developed and utilized. With greater knowledge of these resources and improved methods of production, processing, distribution, and marketing, the fishery resources of these areas can make an important contribution toward meeting the food deficiencies of the populations and toward supplementing this country's food supply.

The program cooperated with corresponding agencies of the American Republics by supplying technical assistance in development, conservation, and management of the fishery resources and industries. Projects included marine, biological, and oceanographic investigations, experimental fishing, studies in fish preservation and processing, economic studies, fish-cultural activities, and formulation of long-range programs for conservation of natural biological resources.

The continued interest of the American Republics in designating candidates for grants, providing employment for trainees who have completed training, and requesting missions is evidence of the success of the program.

Scientific and technical cooperation (fiscal year 1949) (through the Interdepartmental Committee on Scientific and Cultural Cooperation)

Field of activity	United States experts abroad		Foreign trainees in United States	
	Number	Number of countries ¹	Number	Countries represented
Agriculture:				
(a) Agricultural collaboration.....	61	20	47	14
(b) Rubber development.....	37	10		
Coast and geodetic surveying.....	5	11	21	9
Fishery development.....	4	3	4	4
Geological investigations.....	11	3	9	7
Housing and Home Finance Agency.....				
Industrial Research and Standardization.....			12	7
Irrigation engineering, flood control, and power development.....			51	8
Labor:				
(a) Industrial training.....			13	7
(b) Labor standards.....	11	5	7	6
(c) Women's employment.....	11	1	7	4
Library science.....	6	20	2	2
Mining, metallurgy, and fuels research.....	5	3	1	1
Public administration.....			18	11
Public health.....	2	1	30	12
Social anthropology.....	7	4		
Social services:				
(a) Maternal and child health and welfare.....	5	6	6	4
(b) Old-age and survivors insurance and social services including public assistance.....	3	5	16	7
Statistics:				
(a) Agricultural statistics and census.....	2	5	9	7
(b) Census procedures.....	10	10	24	14
(c) Labor statistics.....	3	10	26	14
(d) National income and balance of payments.....			11	7
(e) Vital statistics.....	4	10	12	9
Transportation:				
(a) Civil aviation.....	14	6	49	12
(b) Highways.....			1	1
Weather investigations.....	2	16	3	3
Wildlife resources.....	3	2		
Total.....	189		379	

¹ Individual experts, in some cases, assisted more than 1 country.

² Of this number 98 were financed by the United States; 83 by the cooperating countries; and 198 jointly by the United States and other countries.

THE EXCHANGE OF PROFESSORS, SPECIALISTS, TEACHERS, AND STUDENTS

* * * one side of American good-will efforts, it seems to me, has borne definite fruits that will return interest for a long time to come. That has been the interchange of students and professors * * *. As a result, many Latin Americans have been converted into firm friends of the United States * * * and have returned better able to cope with the problems of their respective countries. Those who have returned and still criticize us do so with knowledge, constructively and without rancor. This effort has brought together in more frequent contact the professional elements of both hemispheres—and thus has redounded to the advantage of both sides, has led to new discoveries, new efforts and real respect and cordiality. (Beals, C., Oliver, Bryce, Brickell, H., and Inman, S. G., *What the South Americans Think of Us*, a Symposium, McBride & Co., New York, 1945.)

Interchange of persons has the advantage of direct communication through personal contact. The results are not as easily measured as the number of library users or the reaction to international broadcasts. Americans know, however, from practical experience what a personal knowledge of people contributes to our understanding of them. Over a 10-year period, around 3,000 grants have been made

for the exchange of professors, leaders, teachers, and students between the United States and the other American Republics. These grants are in addition to the exchange of United States Government technicians and foreign trainees in connection with scientific and technical projects. What has been accomplished by these professor, leader, teacher, and student exchanges?

The firm friendship between the United States and the other American Republics is due in part to the individual friends that we and the Latin-American countries have made through the exchange-of-persons program. By exchanging representative individuals, the United States and the other countries have given each other a chance to know the good and the bad about each other.

We have exchanged leaders or potential leaders. The great majority of exchanges involve adults in positions of active leadership—professors, specialists, technicians engaged in research, mature leaders in important fields such as journalism and the professions, leaders of labor organizations, and others whose impact upon the attitude of their respective countries will be immediate as well as long continued. For example, there are now six former grantees serving in cabinet positions in the other American Republics. Many grantees are among the "Who's Who" in their countries—Brazil, for instance, lists 23. As in the United States, the people of the Latin-American countries give more credence to what their leaders say about another country than to any statement made by the country itself.

The accompanying table gives data concerning grants made in 1949 under the Public Law 402 program and the program under the Fulbright Act (the latter financed by foreign currencies).

Grants made in American dollars and foreign currencies under the educational exchange program in 1949

[Public Law 402, 80th Cong., authorizes American dollar expenditures; Public Law 584, 79th Cong., authorizes foreign currency expenditures]

TO THE UNITED STATES

Area	Authority	Stu- dents	Teach- ers	Profes- sors	Leaders and spe- cialists	Research scholars	Total
American Republics.....	Public Law 402, 80th Cong.	197	7	7	62	.....	273
Europe.....	Public Law 584, 79th Cong.	318	108	35	.....	84	545
Near East and Africa.....	do.....	16	.....	.....	.....	8	24
Far East.....	do.....	72	1	4	.....	16	93
Total.....	.....	603	116	46	62	108	935

FROM THE UNITED STATES

American Republics.....	Public Law 402, 80th Cong.	46	.....	20	13	.....	79
Europe.....	Public Law 584, 79th Cong.	543	111	55	.....	71	780
Near East and Africa.....	do.....	10	14	8	.....	9	41
Far East.....	do.....	19	.....	19	.....	18	56
Total.....	.....	618	125	102	13	98	956
Grand total.....	.....	1,221	241	148	75	206	1,891

¹ In addition 275 grants were made to foreign nationals to study at American schools in their own country, i. e., Burma and Greece.

² In addition 83 grants were made to Chinese nationals to study in American schools in China.

³ Total grants made in American dollars 362 (273+79).

APPENDIX II

POLICY OF THE DEPARTMENT OF STATE WITH RESPECT TO FACILITATING ATTENDANCE FROM FOREIGN COUNTRIES AT NONGOVERNMENTAL CONFERENCES HELD IN THE UNITED STATES

POLICY OF THE DEPARTMENT OF STATE WITH RESPECT TO FACILITATING ATTENDANCE FROM FOREIGN COUNTRIES AT NONGOVERNMENTAL CONFERENCES HELD IN THE UNITED STATES

1. Nongovernmental conferences held in the United States by private international organizations such as technical, scientific, or professional groups, are usually of interest throughout the world, and invitations are usually extended to people in many countries.

GENERAL POLICY

2. It is the general policy of the State Department to encourage and promote the free interchange of persons and ideas on a world-wide basis, so far as consistent with the laws and security of this country. Accordingly the Department will take action to facilitate the attendance of admissible persons from all countries.

3. Conversely the Department will not facilitate the attendance of a person whose presence it is believed would endanger the safety of the Nation and whose entry is therefore forbidden by law. Visas could not be issued in such cases.

4. There are, however, persons who are neither regularly admissible nor excluded without recourse under the law. Such individuals may be admissible as a result of special action either by the Department of State or by the Attorney General, or both.

A PERSON DESIGNATED AS AN OFFICIAL GOVERNMENT REPRESENTATIVE

5. If a person is designated as an official representative by any foreign government recognized by the United States, the immigration laws of the United States would normally permit his entry. Such a person will ordinarily be granted a visa and admitted by the authority of the State Department. The Department of State may examine the case, however, and may refuse to authorize his admission. This might be done because of a special situation in the relations between the two countries or because, for security or other reasons, the individual is considered *persona non grata*.

A PERSON NOT OFFICIALLY DESIGNATED

6. In the case of an individual who is not designated as an official representative of a foreign government and to whom a visa would ordinarily be refused because of the alien's excludability under the act of October 16, 1918, as amended, on the basis of present or past Communist membership or affiliation, the Department of State will consider taking action only if the case appears to have a significant bearing on the conduct of United States foreign relations. However, the Department of State will not actually take action unless in its judgment the admission of the particular individual would be in the national interest. The only action which the State Department can take is to make or endorse a recommendation to the Attorney General that he authorize the admission of the individual for a limited period of time. The Attorney General can do this under the ninth proviso to section 3 of the Immigration Act of February 5, 1917, but he acts within his discretion, and any recommendation which the State Department might make is purely advisory. If the admission of such an alien is authorized by the Attorney General, a visa will be issued subject to the conditions, if any, imposed by the Attorney General.

7. Nazis and Fascists are not excludable under the act of October 16, 1918, as amended. They are, however, excludable under the act of June 21, 1941, the President's proclamation and regulations issued thereunder. A visa case involving a person who is or has been a Nazi or Fascist is considered by the Department and the consular officer to determine whether the entry of such person would be 'prejudicial to the interests of the United States.' In the event it should be concluded by the Department of State and the consular offices that the entry of a person who is, or was, a Nazi or Fascist would not be prejudicial to the interests of the United States, a visa may be issued. The Attorney General may, of course, exclude at a port of entry any alien who is, or was, a Nazi or Fascist, if he concludes that the entry of the individual alien would be prejudicial to the interests of the United States.

8. The mere fact that a person may have been granted a visa by a United States diplomatic or consular officer does not guarantee his entry into the United States. He may still be excluded upon application for actual admission at a port of entry either because of further information or because of a contrary determination of the case by the Immigration and Naturalization Service of the Department of Justice. Every effort is made, however, to secure uniformity of views and procedures between the State and Justice Departments.

LIMITATIONS

9. As a general rule, few limitations are placed on a temporary visitor to the United States. His visa is valid for any mode of travel to the United States, for application for admission at any port of entry, for any bona fide nonimmigrant purpose, and at any time within the period of the validity of the visa which is usually 1 year. If the

visitor is admitted, the length of his stay is determined by the immigration port authorities upon his arrival so far as possible in accordance with his plans—provided that the immigration inspector is convinced that the alien is coming for a temporary (nonimmigrant) purpose.

10. In the case of a person ordinarily excludable, however, the validity of the visa which may be issued will be normally so limited as to permit application for entry to the United States only immediately preceding or during the period of the conference, and for the purpose of attendance at the conference and any necessary incidental activity. The length of time an alien will be permitted to remain in the United States after the termination of the conference is within the discretion of the Immigration and Naturalization Service.

11. Any limitations upon the visa and any known limitations on the terms of the alien's admission will be explained to the alien at the time the visa is issued. He will also be advised by the consular officer that further limitations may be placed upon him by the immigration authorities at the time of his actual entry into the United States.

12. In the case of an official representative of a foreign government, the approval of the Secretary of State must be obtained before such an alien may be required by the immigration authorities to depart from the United States. A reasonable length of stay will be allowed, but the exact period will depend on the circumstances of the case, including the nature of the activities of the alien. The terms of admission will generally be limited to attendance at the conference unless the foreign official or the foreign government on his behalf requests that he be allowed to participate in other specified activities, and such request is approved.

SUGGESTIONS TO ORGANIZATIONS

13. Invitations should indicate a time limit for the receipt of the names of members of the respective delegations. It is suggested that this time limit be set at least 30 days before anticipated departure from the foreign country on the journey to the United States. Names should then be made available to the Department of State for preliminary consideration. The Department will make every effort to notify the sponsoring group concerning its tentative conclusions as to the current excludability or admissibility of the individual, prior to his application for a visa.

14. In view of the possibility that some of the proposed delegates may be found to be ineligible to enter or ineligible for visas, it is desirable that the names of alternates be included wherever possible.

15. It should be understood that each foreign government is responsible for the requests for visas for persons coming as officially designated government representatives and that no arrangements for the issuance of visas in such cases may be made by private groups in the United States.

