

**FIFTH SEMIANNUAL REPORT ON
EDUCATIONAL EXCHANGE ACTIVITIES**

LETTER

FROM THE

**CHAIRMAN, UNITED STATES ADVISORY COMMISSION
ON EDUCATIONAL EXCHANGE**

TRANSMITTING

**THE FIFTH SEMIANNUAL REPORT OF THE UNITED
STATES ADVISORY COMMISSION ON EDUCATIONAL
EXCHANGE FOR THE PERIOD JULY 1, 1950, THROUGH
DECEMBER 31, 1950, PURSUANT TO SECTION 603 OF
PUBLIC LAW 402, EIGHTIETH CONGRESS**



**APRIL 6, 1951.—Referred to the Committee on Foreign Affairs
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LETTER OF TRANSMITTAL

DEPARTMENT OF STATE,
THE UNITED STATES ADVISORY COMMISSION
ON EDUCATIONAL EXCHANGE,
Washington 25, D. C., April 6, 1951.

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

MY DEAR MR. SPEAKER: The United States Advisory Commission on Educational Exchange submits the attached report in fulfillment of the requirements of section 603 of Public Law 402, Eightieth Congress, which states that this Commission shall transmit—

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

This report reviews the activities of the United States Advisory Commission on Educational Exchange for the period July 1–December 31, 1950. It is the fifth such report which has been submitted to the Congress since the Commission's establishment in 1948.

The membership of this Commission is as follows:

Harvie Branscomb, chancellor, Vanderbilt University, Chairman.
Mark Starr, educational director, International Ladies' Garment Workers' Union, Vice Chairman.
Harold Willis Dodds, president, Princeton University, member.
Edwin B. Fred, president, University of Wisconsin, member.
Martin R. P. McGuire, professor, Catholic University, 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.*

FIFTH SEMIANNUAL REPORT TO THE CONGRESS
BY THE
UNITED STATES ADVISORY COMMISSION
ON EDUCATIONAL EXCHANGE
(July 1-December 31, 1950)

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FIFTH SEMIANNUAL REPORT TO THE CONGRESS

I. APPRAISAL OF THE DEVELOPMENT OF THE EDUCATIONAL EXCHANGE PROGRAM

This appraisal of the development of the educational exchange program is submitted by the United States Advisory Commission on Educational Exchange in fulfillment of its statutory reporting responsibilities under Public Law 402, Eightieth Congress.

The educational exchange program of Public Law 402 was formally authorized on a world-wide scale in 1948, at which time this Commission was appointed. The program has faced not only the initial problems encountered in any new undertaking, but also special ones due to the worsening of world conditions from 1948 to the present time.

At its outset the program was the heir of ideas which had been developed during the Second World War as well as more specific Government programs which had been carried out in the Latin-American countries in order to cement hemispheric friendship and cooperation. Its basic concept was to interpret the United States to other countries. It was to make known the strength of the United States, the character and purpose of our people, and our national policies and objectives. At first restricted in the main to the Latin-American countries as a continuation of what remained of the wartime program,¹ the educational exchange service was expanded in 1950 to Europe and other areas of the Eastern Hemisphere.

The program was established with certain major instruments, including the exchange of persons, both at the student and mature leadership level, the maintenance of overseas libraries and cultural centers, the translation of representative American books and documents into foreign languages, assistance to American-sponsored schools in the other American Republics, the support of various official projects in connection with universities, industrial exhibits, and fairs, and certain cooperative technological services in the Latin-American area.

The concept of interpreting the United States appealed strongly to the American people, and the program has received wide public support and steadily increasing appropriations from the Congress. In 1948, a total of around \$20,000,000 was appropriated to the United States information and educational exchange programs, including the program of scientific and technical cooperation with the other American Republics. Of this total of \$20,000,000, approximately \$3,000,000 was available for educational exchange activities.

¹ The overseas library program has been world-wide ever since its beginning in World War II and it was a part of OWI as well as the Latin-American program.

In succeeding years the appropriations were made steadily larger. Funds available for 1951 exceed \$111,000,000² for the information and educational exchange programs of Public Law 402. Of this total around \$10,000,000 has been allocated to educational exchange. In addition, for fiscal year 1951, approximately \$20,000,000 in dollars and the dollar equivalent in foreign currencies is available for special educational exchange programs under other authorities, such as the Fulbright educational program and other special programs in Finland and Germany, and the China area aid program.

Thus, two developments have been under way during this brief period: the expansion of the program to new countries and an increase in its volume. Simultaneously has come the necessity for another development. As world conditions worsened, it became evident that although the objectives as originally conceived were still valid, they were inadequate and needed supplementation and sharpening. The Communist attack on the United States was not new, but the program as it was first conceived did not take into consideration intensive campaigns for the conversion of whole peoples to the Communist point of view. The events in North Korea before the Communist military invasion of South Korea illustrate this challenge.

The facts in this instance are so significant that they should be cited specifically. In 1945 some 3,700 North Koreans were enrolled in one or another of the Soviet-oriented cultural societies in that area. By 1949 this number had been increased to over 1,300,000. During the 3-year period prior to 1948, some 770,000 copies of 72 Russian books were published in North Korea. In 1949 some 500 books were translated and large numbers of copies distributed. For example, of 2 books alone 537,000 copies were distributed. Numerous classes in the Russian language were organized. Almost 70,000 lectures and concerts were given in North Korea by Soviet artists, writers, and other cultural representatives in 1948, and an even greater number were given in 1949. In the course of the 5-year period preceding hostilities, hundreds of intellectual, industrial, and political leaders from North Korea were taken to Moscow for indoctrination. This provides a vivid illustration of Soviet program to misguide and seduce a whole population for violent ends. (Details of the Soviet cultural penetration of North Korea are given in the attachment on p. 13.)

While the Communist educational and cultural program in North Korea was exceptional in its intensity, similar efforts in other countries called for a rethinking and redirection of United States educational exchange objectives during the last year.

The Commission on Educational Exchange has discussed with departmental officers the formulation of basic principles and policies underlying the new approach. Certain major steps in this reshaping of the program may be cited as follows:

1. Shaping the program to fit each country

National attitudes and conditions in each country and area of the world have been analyzed from the standpoint of the objectives of the program to be conducted in each. This has directed attention to special needs in various areas and ended the concept of a single pro-

² The contrast between this figure and the \$20,000,000 for 1948 is even greater when certain facts are pointed out. The 1951 amount of over \$111,000,000 does not include funds for the scientific and technical projects of point 4, for which around \$35,000,000 was appropriated. The 1948 amount did include funds for this purpose.

gram directed from Washington. For example, 31 countries are now considered by the Department of State to be areas of critical concern. They are the countries under Communist domination, those in danger of being so dominated, or those whose loss to the Communist forces would constitute a serious blow to us. The purpose of the analysis is to tailor the educational exchange program to fit the local situation.

2. Sharpening the objectives of the program

The aims of the educational exchange program have been examined and restated. Three specific objectives have been set up, the relative emphasis upon each being determined by conditions in the respective countries. In collaboration with the information program, the educational exchange service is now striving—

(a) To keep alive the spirit of cooperation among the free nations of the world for the purpose of self-protection and progress for all.

(b) To strengthen resistance to communism in countries immediately threatened with infiltration or aggression.

(c) To weaken the forces of communism and diminish its power in areas now under the domination of the U. S. S. R.

These aims obviously are not in contradiction to the earlier, general aim of interpreting the United States to other countries. They do represent, however, a great gain in flexibility and in definiteness.

3. Review and redirection of specific program activities

In order to achieve the goals set forth above, the program operations have been reviewed and redirected. A number of specific projects or activities have been revised.

United States information centers.—An excellent illustration of this is the broadening of function as well as the increase in the number of overseas libraries, now called United States information centers. In 1948 there were 67 overseas libraries and 22 reading rooms. By contrast, it is expected that the information centers will number 170 by June 30, 1951. Their change of name from libraries to information centers corresponds to the more positive role which has recently been assigned to them. In addition to providing books and other reference and extension services, they now arrange for lectures, discussion groups, and "workshops" for specialized groups such as teachers; show documentary films; and hold exhibits, as local conditions make these activities practicable and desirable. These information centers actively assist local institutions and groups along many lines, including the lending of materials to national libraries and educational institutions and providing English teaching materials and textbooks to local schools and groups.

Exchange of persons.—The greatly expanded exchange-of-persons program is also being adapted to serve immediate needs more effectively. Grants formerly were limited chiefly to the academic and scientific fields. Exchange activities now include individuals in other representative categories: Government officials, labor groups, youth leaders, and professional leaders in all fields. There is an increased emphasis on bringing mature leaders and specialists to the United States on short-term visits. Even in student exchanges, one of the main criteria in the selection of grantees is an individual's prospect of a position of influence in the near future.

A few statistics illustrate these new trends in the exchange of persons program, and also its expansion. In 1948 around 450 grants were awarded to students and adult professional leaders. In 1951, the plans provide for 1,555 grants from Smith-Mundt funds. With the addition of special educational exchange activities under the German program, the Fulbright Act, the Finnish program, and some others the total figure for 1951 is expected to exceed 6,500 grants. Roughly half of the 6,500 grants will be made to mature leaders selected from a number of representative fields for the purpose of lecturing, inspecting new techniques, pursuing research projects, teaching, and other activities.

The Department of State's program, however, is only a small part of the total United States exchange-of-persons activities, the great bulk of which are carried out under private auspices in the United States and other countries. Over 30,000 foreign students are now studying in over a thousand American campuses. Not more than 9 or 10 percent³ of these foreign students are supported by Government grants. The great importance of this student migration and the teaching contribution of American educational institutions to an intellectually unified and cooperating world is impossible to calculate.

In some instances, the sharpening of the program to meet Communist attacks has been accomplished indirectly. For example, a number of appointments to qualified Negroes for study or other work abroad has done more to offset the charges of racial conflict in the United States than many articles on the subject could have done.

Other activities.—In a number of countries progress has been made to secure local support for the program. For example, binational American centers are being opened during the current fiscal year in Turkey, Iran, and Burma. These centers offer regular English classes, provide intensive English training for special groups such as educators, and offer courses and seminars on American civilization and other services.

Difference of language is always a barrier. The previously mentioned Russian program in North Korea placed emphasis on overcoming this problem. The Department of State is carrying out activities designed to increase the number of English-speaking peoples in various countries, as well as to reach other nationals through their own language by translating representative American publications.

English-teaching materials are being distributed to foreign schools and individuals engaged in the teaching of English. In addition, special English-teaching materials are being developed. These include textbooks and recordings in Korean, Viet-Nameese, Indonesian, Burmese, Turkish, and Persian. Experimentation is now under way to make effective use of motion pictures and radio as media for English teaching. Activities in the field of translation include financial and other assistance to foreign publishers for the translation and publication of American books, and Government-financed translations of certain United States Government publications for distribution abroad. By the close of fiscal year 1951, nearly 2,000,000 copies of translated American publications will have been distributed in 23 different languages.

³ Exclusive of Chinese students assisted under the special China area aid program.

SUMMARY APPRAISAL

The expansion of the educational exchange program to many new countries, its rapid increase in volume, and its redirection to meet the challenge of Communist propaganda and subversion, have placed heavy burdens upon the administrators of the program throughout this 3-year period. The responsibilities have been particularly great this past year when, with the initiation of the President's Campaign of Truth, most of the expansion and change has taken place. It is the opinion of this Commission that on the whole the job has been well done.

The Assistant Secretary of State for Public Affairs has given the program vigorous and forward-looking leadership. Obviously we cannot pass judgment on the capabilities of all the officers he has selected to carry on the work of the program here and overseas. The progress of the program, however, convinces us that he has brought together an excellent staff and in our various contacts with the program officers here and overseas we have noted their devotion and enthusiasm for their jobs.

We feel that special comment is called for in connection with the administration of this program since we understand that this topic has been under consideration in congressional circles. This Commission is a policy and program appraising body and does not deal with administrative or operating problems. However, a number of administrative studies, surveys, and changes designed to improve the program as it expands have been brought to our attention and should be cited.

About a year ago the Department of State was reorganized along lines recommended by the Hoover Commission. This reorganization laid the groundwork for administering the information and educational exchange programs along more effective, better coordinated lines. Soon after this reorganization, the Department employed a private firm of well-known management engineers to make a survey of the operations and the administrative aspects of the total educational exchange program. Many of the recommendations which came out of this survey have already been put into effect and others are in process. This firm reports to us that in general the operations of the educational exchange program compare favorably with those of any private firm or institution doing similar or related work.

In order to obtain objective counsel on the professional aspects of the publishing program, the Department has employed three private experts as consultants for the program of the Division of Libraries and Institutes. Two of these consultants are in the publishing field and were selected after obtaining the advice of the American Book Publishers Council. These individuals have spent on an average of 2 days a week for a period of 2 months reviewing the program in detail. They are now surveying operations at 17 overseas missions in Europe and the Near East. The appointment of consultants on other phases of the educational exchange program is in process.

The Commission wishes to make it clear that we do not believe the program has attained its maturity either in scope or definition. The process of adjusting it to the tasks imposed by the Communist challenge will be a continuous one. To illustrate, we feel that the reexami-

nation of the content of the presentation made to other peoples, as contrasted with the objectives sought, has only just begun. Part of the approach used at one time—the emphasis upon the strength and industrial wealth of the United States for example—ran grave risks of creating envy and resentment, rather than attitudes of cooperation and friendship. We believe that more attention should be given to the development of basic themes for program guidance. Yet it would be very unrealistic to insist that everything must be accomplished at once, and we are unanimous in reporting to the Congress that steady progress has been made over this 3-year period in this indispensable but relatively new undertaking. We urge for it increased attention and constructive criticism by the Congress and the public, and further financial support.

The preceding statement is not intended as a full and detailed report on the Department of State's educational exchange program. It is not the duty of this Commission to provide such information. Rather, it is a statement of the situation as the members of the Commission see it—a résumé of considerations which have led us to believe that the educational exchange program is sound in character and is making an indispensable contribution to United States foreign policy.

The Commission has also studied certain specific problems during the period covered by this report. These problems and the Commission's recommendations are set forth in the following section.

II. OTHER RECOMMENDATIONS AND ACTIVITIES OF THE COMMISSION ON EDUCATIONAL EXCHANGE

(July 1–December 31, 1950)

A. DEPARTMENT OF STATE VERSUS INDEPENDENT AGENCY CONTROL

During the period covered by this report, there have been various proposals to remove the information and educational exchange program from the Department of State. This Commission's review of the proposals has been made solely from the standpoint of whether or not such action would make for more effective operation of the educational exchange program.

This Commission believes, one member dissenting, that the educational exchange program should remain in the Department of State and we are so advising the Secretary of State.

Our position is based on three major considerations:

First, we believe that if the program is to be responsive to the needs of United States foreign policy, it must be closely integrated with the Department of State offices which formulate such policy.

In the second place, the Department of State's over-all educational exchange program is a composite of many programs whose procedures and policies have been closely integrated so as to give the total effort common objectives. The Smith-Mundt educational exchange program under Public Law 402 is but one part of this over-all educational exchange program. Others are—

The Fulbright exchange program (Public Law 584, 79th Cong.).

The program for educational exchanges with Finland (Public Law 265, 81st Cong.).

China area aid (Public Laws 327 and 535, 81st Cong.).

Iranian-American trust fund (Public Law 861, 81st Cong.).

The German educational exchange program (Public Law 535, 81st Cong.).

Thirdly, we feel that independent status for the program would make it more difficult for the program to operate effectively at the overseas missions. Under the present set-up, the Foreign Service officers assigned to this program are a part of the regular Foreign Service establishments. Their work is integrated with the official diplomatic work. It is our opinion that if our educational exchange officers operated in establishments separate from the embassies, their work could not be as closely and effectively tied in with other embassy activities.

We feel, however, that some improvements can be made in the organization of the program by making adjustments within the framework of the Department of State itself. By the close of 1951 the two programs of Public Law 402 will account for around one-half of the employees and half of the total of the appropriations of the Department of State. Also, the operations of the information and educational exchange programs differ from other activities of the Department of State which historically have given primary emphasis to the diplomatic and political side of international relations. It is logical and desirable for special provisions to be made for the two programs so as to insure increased flexibility and increased speed of operations. With these considerations in mind we feel that the over-all status of the program in the Department should be studied. We have been informed that the Department is doing this and we look forward to reviewing the results of any surveys conducted.

(This recommendation is being submitted to the Department of State simultaneously with this report to the Congress. Therefore, no departmental reply can be reported at this time.)

B. RELATIONSHIP OF THE INFORMATION AND EDUCATIONAL EXCHANGE PROGRAMS AND COMMISSIONS

This Commission discussed with the Commission on Information the question as to whether the information and educational exchange programs, and the two Advisory Commissions, could more profitably be combined into a single undertaking. Both Commissions agreed that the direction of both by one assistant secretary and a single general manager, as well as the direction of both in the field by a single public affairs officer, provided adequate coordination.

(No departmental action required.)

C. COORDINATION WITH THE ADVISORY BOARD ON INTERNATIONAL DEVELOPMENT

The Commission on Educational Exchange and the Advisory Board on International Development have taken steps to insure the coordination of their respective activities. This has been considered necessary because of the interrelation of the programs upon which both bodies advise.

A member of each body has been appointed to specialize on the policies and operations of the other board. If either specialist finds

that problems of mutual interest are developing, either body may request the advice and assistance of the other through joint meetings of the two Boards or conferences of individual members. Members appointed to carry out these responsibilities are as follows:

Advisory Board on International Development: President John A. Hannah, University of Michigan, member of the Board.

Advisory Commission on Educational Exchange: Chancellor Harvie Branscomb, Vanderbilt University, Chairman of the Commission on Educational Exchange.

(No departmental action necessary.)

D. EVALUATION OF INTERNATIONAL EXCHANGE OF PERSONS ACTIVITIES

The Commission on Educational Exchange has taken steps to develop specifications and secure private sponsorship for an evaluation project dealing with exchange of persons in order to ascertain what elements have contributed to the success or failure of programs of international exchange. The Commission hopes to interest one of the larger foundations in financing the project and arranging for its conduct, without any participation by the Department of State or the Commission on Educational Exchange.

(No departmental action necessary.)

E. THE DEPARTMENT OF STATE'S CONDUCT OF THE FINNISH PROGRAM

The legislative history of Public Law 265, Eighty-first Congress, clearly indicates that the Congress intended for the Commission on Educational Exchange to assume advisory responsibilities for the program of educational exchange with Finland conducted under that law. Accordingly, the Commission has reviewed the progress made by the Department of State in the administration of the program during fiscal year 1950, the first year of the program's operation. For this period, \$264,422 was available for the Finnish program, with two-thirds allotted to exchange of persons activities.

Funds for exchange of persons activities (\$176,281) provided for 50 grants to Finnish nationals—10 grants to specialists and 40 to graduate students. Fields covered included agriculture, education, engineering, industrial relations, journalism, medicine, meteorology, natural sciences, woodworking, and the humanities. These funds also provided for one lecturer in American history to go to Finland.

The selection procedures appear entirely satisfactory. For specialist grants, the candidates were nominated initially by the American Legation in Helsinki upon the recommendation of Finnish professional organizations in their respective fields, and final selections were made by the Department of State. In connection with student candidates, preliminary selections were made in Finland by the Committee on Study and Training in the United States and reviewed by the Legation, as well as the various professional committees of the Institute of International Education in New York. Final selection was made by the Department of State.

Over \$88,000 was available under this program for the purchase of special educational equipment for use by institutions in Finland. This equipment included scientific and technical books, journals, and periodicals as well as specialized laboratory and visual aids equipment.

Since funds available for the Finnish program under Public Law 265 may not be used for administrative purposes, the Department of State has administered and serviced the program without hiring additional personnel for this purpose. Despite this, the Department has, in the opinion of the Commission, established the program on a sound footing and administered it well.

(No departmental action necessary as a result of this statement.)

F. LABOR IN INTERNATIONAL EXCHANGE

Communist propaganda is aimed at workers who constitute a large and important part of the world's population. The United States must combat this influence to win the workers' support. Our task must be to depict the true status of workers in the U. S. S. R. and in Soviet satellite countries in contrast to the position of labor in the United States where workers have economic security, dignity, self-respect, and recognition without recourse to class warfare and dictatorship which the Communist doctrine holds to be necessary before workers can attain their rights.

Both Government and labor have recognized the importance of labor in international relations. The Department of State has labor advisers and consultants, and, at overseas posts, labor attachés and labor reporting officers form a part of the United States diplomatic missions. Under the ECA program and the Department of State's exchange-of-persons program numerous labor representatives have visited the United States. Organized American labor has developed its own technical assistance program which was organized in December 1949 under the sponsorship of the International Confederation of Free Trade Unions (ICFTU), in protest against the Soviet domination of the World Federation of Trade Unions. The ICFTU's program is similar in concept to point 4 activities. Among the many projects initiated by the ICFTU is that of establishing training schools in Asia to prepare promising leaders from countries in the region to function more effectively in the development of free trade unions.

The Commission on Educational Exchange endorses heartily the emphasis being placed on labor by the Department of State. However, we feel that certain additional steps would increase the effectiveness of the Department's activities. Among these are the following which the Commission recommends for consideration by the Department of State:

(a) More scholarships at workers' education centers and labor colleges.

(b) More planned short-term study tours of trade-unionists on a functional basis.

(c) Special summer schools and institutes for labor activists to study social problems and solutions proposed in various countries.

(This recommendation was submitted to the Department of State simultaneously with its submission to the Congress. Therefore no reply can now be recorded.)

G. ORIENTATION OF CHINESE STUDENTS

The Commission on Educational Exchange has recommended that the Department of State take the following steps in connection with

the orientation of Chinese grantees in order to carry out the terms of the legislation authorizing the China area aid program (Public Law 535, 81st Cong.):

(1) Urge foreign student advisers throughout the United States to see that the Chinese student grantees participate in American campus and community life. This would include insuring that the Chinese share appropriate housing facilities with American students and other steps which would be conducive to closer associations between American and Chinese students, thereby avoiding the formation of national cliques which tend to isolate the Chinese from the American democratic influences.

(2) Recommend that college or university representatives, professors, advisers, and deans be encouraged, whenever possible without imposing requirements concerning specific courses, to advise and counsel Chinese students to take courses which in the judgment of the advisers would enable them to interpret American democracy more effectively to their countrymen upon their return to China.

(3) Take such steps as are possible to insure the widest practicable distribution throughout American colleges and universities of Chinese students who are entering the United States under this program.

(4) Proceed with the plans to hold a conference with representatives of colleges, educational institutions, and universities with a sizable Chinese enrollment in order that the Department and the advisers may exchange experiences and develop plans for the program which will carry out further the objectives of its authorizing legislation.

The Department of State has informed the commission that it will take action concerning the above recommendations in accordance with the following (excerpts from the Department's official reply):

The Commission set forth for the Department's consideration one formal recommendation concerning the China area aid program which is administered by the Department under the authority of Public Law 535, Eighty-first Congress. Your recommendation consisted of four major proposals, each designed to insure more effective orientation of Chinese grantees in the American way of life. Although each of these proposals bears on problems which have been under consideration by the Department we have benefited from the fresh approach of the Commission.

Before commenting on the specific points recommended by the Commission, I should like to mention the points raised by the Department's Advisory Committee on Emergency Aid to Chinese Students and Scholars, which devoted a major portion of its last meeting, in December 1950, to a discussion of the problems. The committee agreed (1) that the orientation of Chinese students is part of the larger question of foreign students generally; (2) that in dealing with this problem the most effective work is done at the local level, and should not be under direction from Washington; (3) that the Department can properly inquire of local institutions as to programs which have been developed and their success to date and that future progress in this direction should be reported to the Department; (4) that over-all coordination can well be achieved by regional or national conferences in which experiences in this activity might be shared.

The Commission's first proposal was that the Department of State urge foreign student advisers throughout the United States to see that the Chinese student grantees participate in American campus and community life. Efforts have been made in this direction. Members of the Department's staff have made extensive field trips to discuss with university authorities and foreign student advisers ways and means of stimulating participation of Chinese students in extracurricular affairs. Since the Department considers that significant progress is dependent

primarily upon efforts of the American community, special attempts are constantly being made to enlist the services of private agencies and local groups to do their utmost to relate the community experiences of the student to their educational goals. The work of the National Association of Foreign Student Advisers has been particularly fruitful in coordinating individual efforts and in furthering participation by American groups in this important phase of educational exchange. In line with the Commission's proposal, the Department has taken additional steps. Arrangements have been made with the National Association of Foreign Student Advisers to have a full discussion of the problem at its conference to be held in Denver next April. At this meeting the Department will present the Commission's views on the subject.

The Commission's second proposal was that university representatives and faculty advisers be encouraged to counsel Chinese students to take courses which would enable them to interpret American democracy more effectively upon their return to China. The Department feels that implementation of this proposal might affect the successful operation of the program in the individual colleges and universities since the Federal Government has no jurisdiction over the selection of courses in this or any other program of educational exchange. We should like to point out, however, that we have been informed of action taken locally in line with the Commission's recommendation.

The Commission's next proposal was that the Department insure the widest practical distribution of Chinese students throughout American colleges. Full execution of this proposal is limited due to the fact that the program is based on the principle of providing assistance to Chinese students already enrolled in accredited colleges and universities in the United States. However, there are now some 530 institutions which have been approved for participation in this program. The Department has indirectly taken steps to prevent high concentrations of Chinese nationals in a few schools by following, since the inception of the program, a policy of discouraging the transfer of Chinese students from one university to another.

In connection with the Commission's fourth point endorsing the Department's plan for meeting with representatives of colleges and universities who are responsible for various aspects of the Chinese aid program, I should like to point out that the Department now considers it preferable to approach the problem in a somewhat modified manner. For example, the Department has been holding a series of small meetings on many campuses, at which representatives of the Department discuss with university officials problems related to the Chinese program. The Advisory Committee on Emergency Aid to Chinese Students and Scholars has been another effective medium for exchanging views, and in general coordinating the operations of this program. Also, at various meetings of private groups, such as the National Association of Foreign Student Advisers, and various educational associations, there have been frequent and detailed discussions of this program, in which representatives of the Department have participated. From time to time the Department has considered the possibility of convening a national conference of representatives of educational institutions to discuss problems arising from the Chinese student program, but the Department believes it is preferable to approach the problem through the devices previously mentioned, rather than through such a national conference.

The Department will continue to develop other means, consistent with the substance of the Commission's recommendations, whereby participants in this program may obtain a better understanding of democratic principles and processes as exemplified on the American scene.

III. RECOMMENDATIONS, FISCAL YEAR 1950, FOR WHICH DEPARTMENTAL ACTION HAS NOT BEEN PREVIOUSLY REPORTED TO THE CONGRESS

DESTITUTE CHINESE STUDENTS

Recommendation

The Commission considers that its general proposals for United States financial aid to destitute foreign students remain sound but that subsequent changes in the Far East necessitate a revision of its recommendations with respect to destitute Chinese students. (The text of these proposals may be found on pp. 9-11, H. Doc. No. 431,

81st Cong., December 29, 1949.) The following statement is a revision of these recommendations:

The Commission approves efforts of the United States Government to strengthen democratic elements in China by providing educational opportunities in this country for future Chinese leaders. Further, insofar as the Commission's previous recommendations are concerned, we wish to leave to the discretion of the Department of State the question of requiring the return to China of Chinese students in the United States. However, even though this question must be decided in the light of changing conditions in China and the availability of funds, the program should be based on the general guiding principle that foreign students should return to their own countries upon completion of their educational program and make their training and experience available to their people.

Action (departmental reply)

The Department is in agreement with the Commission's recommendations on aid to destitute Chinese students. Regulations governing the administration of the \$6,000,000 now available for such aid are being drafted by the Department. Provision for payment of return travel of needy Chinese will continue to be made. This, in itself, indicates the Department's intent that recipients of such aid shall, like all other United States Government grantees, be expected to return to their own countries to make their training and experience available to their own people as soon as practicable. The matter of requiring the return to China of Chinese students in the United States is, however, within the province of the Immigration and Naturalization Service of the Department of Justice.

REPORT FROM UNITED STATES GRANTEES

Recommendation

The Commission on Educational Exchange recommends that the Department of State, in order to insure the proper supervision, control, and evaluation of the exchange-of-persons programs, require all persons receiving United States Government grants to submit adequate reports covering their activities during the period of the grant.

Action (departmental reply)

The Department agrees with the Commission's recommendation regarding reports from persons receiving United States Government grants. Reports are required from all United States Government grantees. At present there is great variation in the form of these reports. An effort is being made, however, to utilize these reports more fully. The Department will develop, with the assistance of its missions abroad and the cooperating agencies in the United States, a common format and content pattern for these reports which will produce the information necessary to insure that proper supervision, control, and evaluation of the exchange of persons program is maintained.

Two projects now in progress will contribute to our study of this problem. Results of the management survey of the Office of Educational Exchange will include suggestions for improvement of the

reporting functions in terms of more efficient organization of personnel assigned to analyze and exploit this material. The results of this survey will be available November 1, 1950. Likewise, one of the objectives of the current planning study for the application of evaluation techniques to the educational exchange program is to review and make a qualitative assessment of existing government reporting and analysis procedures, and recommend practical revisions which will increase their value.

STABILIZATION OF LATIN-AMERICAN PROGRAM

Recommendation

The Commission on Educational Exchange makes the recommendation to the Department of State that it investigate the possibility of utilizing foreign currency credits resulting from the sale of United States surplus property to stabilize the educational exchange program in the other American Republics.

Action (departmental reply)

With regard to the Commission's recommendation for stabilization of the Latin-American program, the Department desires to inform the Commission that it has been investigating the possibility of utilizing foreign currency credits resulting from the sale of United States surplus property for exchange-of-persons programs with the other American Republics. A recent reexamination of the situation, however, reveals that under the surplus-property agreements negotiated with the other American Republics there are no foreign currencies available for educational exchange purposes. While some foreign currencies have been made available to the United States Government as a result of lend-lease settlements, these moneys may not be used for educational exchanges under the Fulbright Act, which is limited to the use of credits resulting from surplus-property agreements.

However, the Department will continue to take every opportunity to seek foreign currency credits in this area which may be used for educational exchange purposes. The Department is also exploring new ways of stimulating greater use of funds from private organizations and private enterprise.

ATTACHMENT

SOVIET CULTURAL INFLUENCE IN NORTH KOREA

The predominant role of the Soviet Union in North Korea is reflected in North Korean education and culture. During the period of Japanese rule, mass education of the Koreans was neglected, artistic creativity was repressed, and literature, drama, and art were limited to a select few, mainly Koreans educated in Japan. The educational and cultural void enabled first the Soviet occupation forces and then the North Korean regime to foster Soviet culture among the mass Korean people through the educational system and through the encouragement of mass appreciation of Soviet literature, drama, and art. Until the past year, however, lack of facilities limited the scope of the educational and cultural program. Since then, there has been increased activity in both programs.

Most aspects of Soviet cultural imperialism are carried out through official channels. The programs are facilitated by the Economic and Cultural Agreement of March 17, 1949, which states:

The contracting parties shall in every way develop and consolidate the relations which have been established between them in the spheres of culture, science, and art.

The objectives of the Soviet educational and cultural programs are publicly supported by the North Korean Government leaders, who have avowed the superiority of Soviet culture and have encouraged the spread of training in the Russian language, the influx of Soviet educators into the schools, the translation, publication, and reading of Soviet literature and the cultivation of Soviet artistic works.¹

The educational and cultural programs projected to encourage assimilation of Soviet culture are implemented mainly by the Ministries of Education and Propaganda. In addition, there are special organizations charged with the responsibility for the propagation of Soviet culture. The Korean-Soviet Culture Society is the indigenous agency primarily responsible for the Soviet cultural program. In the fall of 1945 the society had a membership of about 3,700, with only 20 branches. By May 1949, the membership of the society was over 1,300,000, with 105 branches and 20,000 units. Among the activities of the society are the translation and publication of books, the publication of a newspaper and a magazine, and the making of arrangements for lecture tours, concerts, theatrical performances, etc.

There are, moreover, certain Soviet organizations that direct the flow of materials and Soviet representatives to the Korean-Soviet Culture Society and to other indigenous organizations. Among these are the Soviet culture houses and several propaganda outlets under the Soviet Embassy; the Soviet Information Bureau and Soviet libraries; the Soviet Motion Picture Export and Import Society (a branch of the Soviet Ministry of Cinema Industry); and the TASS News Agency.

Soviet influence on the educational system

A primary objective of Soviet educational policy is the teaching of Russian as the second language in North Korean schools. The Ministry of Education has reportedly decreed that Russian will be the only required foreign language in Korean schools. In order to train middle school teachers and Government employees, 109 special Russian-language schools have been established. There are reported to be 1,580 graduates of these special schools already. A Russian Language College has been established in Pyongyang. Reliable reports indicate that the Russian language has been added to the curriculum of other colleges and universities. In addition to Russian training, courses on Marxism, Soviet history, literature, art, and other aspects of the Soviet civilization are offered in North Korean schools.

¹ Typical statements propounding Soviet cultural superiority are:

"In order to develop the important educational culture, it is the most pressing popular aspiration to study and absorb broadly the advanced Soviet educational science, and to consolidate more than ever the everlasting imperishable good will between Korea and the Soviet Union. * * * Soviet educational science occupies the highest place in the world as the means to develop culture and the weapon for the realization of a Communist society." (Pyongyang radio broadcast on October 26, 1949, of a speech by Paik Nam Un, Minister of Education.)

"Only by absorbing the advanced Soviet culture will we be able to develop our national culture further. Therefore we must intensify our efforts to absorb more vigorously the advanced Soviet culture so that we may develop our national culture to a higher level and make ours a rich, powerful country." (Pyongyang radio broadcast on October 19, 1949, of a speech by Pae Chong Son, Vice Minister of Culture and Propaganda, on the necessity for the absorption of Soviet culture.)

Soviet influence over the educational system is further manifested through the assignment of Soviet scholars and professors to teach in North Korean colleges and universities, short visits of other Soviet academic personnel, and the provision of Soviet textbooks, teaching and training manuals, experimental apparatus, and literary works on both an advanced and an elementary level. It is reported that 13 of the original members of the teaching staff of Kim Il Sung University were Russians. Since July 1948, more than 30 well-known Soviet scholars have visited the various Korean institutions of higher learning to assist in their educational programs. Soviet engineers also visited Korea to provide similar assistance in industrial and agricultural fields.

The Soviet Union has also brought Korean students to the U. S. S. R. for educational training in the natural sciences, humanities; public administration, and engineering and other technical fields. More than 600 such students, both men and women, are currently in the Soviet Union, and recent reports indicate that many more students are expected to go to the U. S. S. R. These students, upon their return, are expected to assume positions of responsibility in the Government and political organizations and to form a nucleus for the Communist intelligentsia in North Korea.

Cultural assimilation

Assimilation of Soviet culture is sought not only through Soviet influence over the educational system but also through dissemination to the general public of a wide variety of translated Soviet publications; the performance of Soviet motion pictures, plays, music, ballet, and the like; the exhibition of Soviet creative works; and the visits and lectures of Soviet writers, artists, and other cultural representatives. In the field of publications, from the time of the Soviet "liberation" up to 1948, 72 books (with a total of 770,000 copies) were published in North Korea, most of them translations of Soviet literature and technical books. In 1949, some 500 books were translated; copies of the History of the Communist Party (Bolshevik) of the U. S. S. R. and Stalin's Collected Works alone totaled 537,000. In addition, two daily newspapers are devoted primarily to Soviet writings; one published by the Korean-Soviet Culture Society and the other by the Soviet Foreign Culture Association. Finally, there is also a weekly publication of the Soviet Foreign Culture Association and a magazine published by the Korean-Soviet Culture Society.

In the nonpublication fields, there are numerous examples of Soviet cultural penetration. During 1949 more than 209 Soviet films were imported into North Korea and shown in both urban and rural areas. The State Theater at Pyongyang, established on January 9, 1947, is reserved for the performance of Soviet plays and for concerts by Soviet musicians and dancers. Its limited facilities, however, permitted the production of only eight plays in 1950. Finally, almost 70,000 lectures and concerts were given by Soviet artists, writers, and other cultural representatives in 1948, and an even greater number were given in 1949.