

**ELEVENTH SEMIANNUAL REPORT ON  
EDUCATIONAL EXCHANGE  
ACTIVITIES**

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**LETTER**

**FROM**

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

**TRANSMITTING**

**THE 11TH SEMIANNUAL REPORT OF THE UNITED  
STATES ADVISORY COMMISSION ON EDUCATIONAL  
EXCHANGE, PURSUANT TO SECTION 603 OF  
PUBLIC LAW 402, 80TH CONGRESS**



**MARCH 24, 1954.—Referred to the Committee on Foreign Affairs  
and ordered to be printed**

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## LETTER OF TRANSMITTAL

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DEPARTMENT OF STATE,  
THE UNITED STATES ADVISORY COMMISSION  
ON EDUCATIONAL EXCHANGE,  
March 24, 1954.

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

SIR: I am submitting the 11th Semiannual Report of the United States Advisory Commission on Educational Exchange in fulfillment of the requirements of section 603 of Public Law 402, 80th Congress, which states that this Commission shall transmit—

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

This report is submitted in my capacity as Chairman of the Commission on Educational Exchange, covering the period July 1 to December 31, 1953, and fulfills the statutory requirements of Public Law 402 insofar as practicable in view of the status of the membership of the Commission during this period which is given in part I of the report.

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

Very truly yours,

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

(Enclosure: Advisory Commission's 11th semiannual report to the Congress.)



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ELEVENTH SEMIANNUAL REPORT  
TO THE CONGRESS

BY THE

UNITED STATES ADVISORY COMMISSION  
ON EDUCATIONAL EXCHANGE

(JULY 1-DECEMBER 31, 1953)

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## **SUMMARY LISTING OF THE CHAIRMAN'S RECOMMENDATIONS CONTAINED IN THIS REPORT**

1. Recommended that the Department of State study the present organizational setup which submerges, by contract-delegation, the exchange of persons operation overseas within USIA, with a view to developing a revised and more effective organizational plan whereby the future operations of the educational exchange service would have a responsibly autonomous identity.

2. Recommended, meantime, that the working agreement between the Department of State and USIA provide for the Department's participation in the selection and assignment of cultural officers or others concerned principally with the exchange-of-persons program.

3. Recommended that the Department of State put forth every effort to support a fully adequate allocation of funds for the exchange program.

4. Recommended the immediate appointment of new members to the Advisory Commission on Educational Exchange in order to fulfill its legal function properly and effectively.

5. Recommended that the exchange-of-persons program continue to remain in the Department of State.



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

## I. ORGANIZATIONAL STATUS OF THE COMMISSION

During the period, July 1–December 31, 1953, covered by this report, the Chairman, J. L. Morrill, and Dr. Edwin B. Fred, were the only two members who could legally participate in Commission meetings in accordance with the authorities quoted below governing the establishment and operation of the United States Advisory Commission on Educational Exchange.

As a result no meetings were held during this period, and this report covering the activities of the Chairman is submitted in order to comply with the provisions of section 603 of Public Law 402 insofar as possible.

### AUTHORITIES GOVERNING THE ESTABLISHMENT AND OPERATIONS OF THE COMMISSION

In accordance with the provisions of section 602 of Public Law 402, 80th Congress, the United States Advisory Commission on Educational Exchange shall be composed of 5 members, not more than 3 of whom shall be from any one political party. These members are appointed by the President, by and with the advice and consent of the Senate, for a period of 3 years, except that the terms of office of such members first taking office shall expire, as designated by the President at the time of appointment, 2 at the end of 1 year, 2 at the end of 2 years, and 1 at the end of 3 years from the date of enactment of Public Law 402, January 27, 1948. Upon the expiration of a member's regular term of office any member may continue to serve until his successor has been appointed and qualified (sec. 602 (d), Public Law 402). Furthermore, the bylaws of the Commission adopted in accordance with section 602 (g) of Public Law 402 provide that (1) "the Commission shall not meet less frequently than once each month during the first six months after its establishment and thereafter not less frequently than once each calendar quarter"; (2) "in all meetings for the transaction of business, three members of the Commission shall constitute a quorum", and (3) "all decisions of the Commission shall require an affirmative vote of the majority of the members of the Commission."

### STATUS OF MEMBERSHIP SINCE AUGUST 1953 <sup>1</sup>

J. L. Morrill (chairman), president, University of Minnesota: Serving a regular 3-year term expiring January 27, 1954.

Edwin B. Fred (member), president, University of Wisconsin: Serving until his successor is appointed. At the time Dr. Fred's appoint-

<sup>1</sup> Although the Department of State has been actively working on the addition of members to this Commission since August 1953, no new members have, at this writing, been nominated by the President.

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ment expired on January 27, 1953, he stated that although his university responsibilities would prevent him from devoting very much time to the Commission activities, he would serve until his successor was appointed in accordance with the provisions of Public Law 402, with the understanding that this would be done at an early date.

Harold Willis Dodds (member), president, Princeton University: Dr. Dodds' 3-year term of office expired January 27, 1953. Although he could have served until his successor was appointed in accordance with the provisions of Public Law 402, he submitted his resignation, which was accepted by the President on August 5, 1953.

Mark Starr (vice chairman), educational director, International Ladies' Garment Workers' Union; Martin R. P. McGuire (member), professor, Catholic University of America: Both Dr. McGuire and Mr. Starr were serving recess appointments for a 3-year term of office expiring January 27, 1955. Since no action was taken on these recess appointments during the 1st session of the 83d Congress their terms of office expired on the date of adjournment of this session in August 1953.

#### II. EXCERPTS FROM THE REPORT OF J. L. MORRILL, CHAIRMAN, UNITED STATES ADVISORY COMMISSION ON EDUCATIONAL EXCHANGE, COVERING HIS TRIP TO EUROPEAN COUNTRIES IN THE SUMMER OF 1953

(Being informed of the plans of Chairman Morrill to attend educational conferences in England during the summer of 1953, the Department of State requested that he visit European USIS installations in England, Denmark, Germany, Austria, Italy, Spain, and France to study the problems and overseas operations of educational exchange. These visits were made during July and August 1953. Excerpts from Chairman Morrill's report are presented herewith.)

"First-hand contact with educational exchange activities overseas and the opportunity to know and appraise the competence of Embassy personnel responsible were an extraordinarily useful and stimulating experience. Many interviews were held likewise with foreign-national members of the binational Fulbright commissions and foundations, with governmental representatives of the other countries, with business and professional leaders, educators and students, and others involved in educational exchange and cultural relations with the United States.

"I have returned with the clear-cut conviction that the values of educational exchange are demonstrable; that the program is indispensable as an instrument of American understanding and good will—more valuable, indeed, for the long-range realization of our objectives than any other aspect of our nonmilitary efforts overseas.

"It has been said that it is far easier to import a culture than to export it. This observation illustrates the difference between exchange and propaganda. Invariably I found that those people in other countries who had participated in exchange programs and who spoke from their own experience among us, their own knowledge of us, were the strongest emissaries of American understanding abroad. They spread among their fellow citizens the contagion of friendly cooperation. In Germany I saw statistics which reveal that, on the average, each returning exchangegee makes contact with at least 300 fellow Germans.

"The political and opinion-making leadership of most European nations is largely in the hands of what might be described as an 'intellectual elite'—men and women of considerable educational and professional attainment. The intercultural program of our Embassies abroad, immensely strengthened by exchange relationships, becomes therefore highly significant. Any separation of responsibility, from the standpoint of administration or policy guidance, for cultural and exchange operations within the Embassies is realistically impossible—and the confusion resulting from the present hybrid pattern of joint State Department and USIA accountability was regarded as certain to be confusing at best, highly disadvantageous at worst, by many of the Embassy personnel overseas. Whether these developments will actually occur the Department of State should be watchful to discover.

"Certainly any observable mixture of propaganda emphasis with the longer range objectives of cultural cooperation and educational exchange will defeat the purposes of the latter. It must be recognized that our governmental information activities are skeptically regarded and suspect among the more sophisticated constituencies of the European nations with cultural traditions older than our own. It is from these constituencies that leadership emerges—and these are likewise the constituencies principally affected by, and concerned with, our exchange and cultural efforts abroad.

"Quite candidly it is my tentative conclusion, based upon observation of our Embassy operations, that the retransfer of the cultural officers and cultural attachés from the United States Information Agency to the Department of State, thus reunifying cultural and exchange activities and responsibilities, would be eminently sound and desirable—and that this suggestion merits the consideration of the President, the Secretary of State, and the Congress.

"Our Embassy personnel responsible for cultural and exchange activities I found to be, with rare exceptions, competent, well respected, patriotically devoted to their tasks. In many cases they have deserved higher staff status than they now hold—and would serve more effectively with such status because of the foreign tendency to correlate prestige with status.

"These conclusions arise from my concern that the unique binational integrity and influence of our program of educational exchange overseas be strengthened by giving it heightened identity, increased support, and the administrative autonomy within our governmental structure at home which will enable it to meet successfully its significant opportunities and obligations."

### III. GENERAL APPRAISAL OF THE DEPARTMENT'S EDUCATIONAL EXCHANGE SERVICE

#### "A. CONFERENCE WITH DEPARTMENT OF STATE OFFICIALS ON SEPTEMBER 15, 1953

"In my capacity as Chairman of the United States Advisory Commission on Educational Exchange, I, J. L. Morrill, conferred with the Secretary of State, Under Secretary Smith, Under Secretary Lourie, Assistant Secretary McCardle, and other officials of the Department concerning the operations of the Educational Exchange Service.

"During this conference I expressed my gratification over the stipulation in the President's Reorganizational Plan No. 8, which wisely retained responsibility for the educational exchange program in the Department of State. At the same time I discussed my concern over the organizational provisions of this plan which buried the exchange operation overseas within USIA. I recommended that the Department take this organizational problem under detailed restudy, with a view to developing some other organizational plan whereby the future overseas operations of the Educational Exchange Service would have a responsibly autonomous identity and the opportunity for more effective operation. This recommendation was based on first-hand observation of the program during my trip to Europe, which revealed the importance of the program overseas, its prestige with intellectual groups, and the high level binational support which it receives abroad as well as the widespread support the program has enjoyed in the United States at the grassroots level and in professional and educational circles. My conviction was further expressed that our exchange program is one of the most effective tools of international relations, widely accepted abroad because its intrinsic values are largely unrelated to immediate (and frequently shifting) propaganda objectives which are constantly susceptible to suspicion among skeptical constituencies in other nations.

"At this time I expressed my concern over the allocation of funds and urged the Department to put forth every effort to support a high level, fully adequate allocation of funds for fiscal year 1954.

"I informed the departmental officials of the interest of the Embassy people and influential Spanish nationals in Madrid in the negotiation of a cultural convention between the United States and Spain and suggested that the Department further explore the advisability of working out such a convention.

"In discussing the present status of the membership of our Advisory Commission, I urged the importance of bringing the Commission membership up to full strength with personnel of recognized influence and prestige in order that the Commission may fulfill its legal functions properly and effectively.

"B. CONFERENCE WITH DEPARTMENT OF STATE OFFICIALS ON  
NOVEMBER 16, 1953

"On this date, I had a further conference with Department officials at which time the discussions centered around the status of the appointments to the Advisory Commission and the overseas operation of the exchange-of-persons program by USIA.

"I again urged the Department to expedite the immediate appointment of new members to this Commission in order that it could concern itself with making the legally required reports as well as studying the overseas relationship between the Department of State's exchange program and USIA.

"In connection with my concern over the overseas operation of the exchange-of-persons program, I recommended that (1) a study of the USIA-State relationships be initiated as soon as possible; (2) that in developing the working agreement with USIA, provision should be made for the Department's participation in the selection and assignment of cultural officers or others who are concerned principally with

the exchange of persons program;<sup>3</sup> and (3) that in conducting this study, account be taken of the fact that it is very difficult to separate or divide the exchange and other cultural functions overseas because of their common contacts with influential nationals in foreign countries.

"In the discussion which followed, concerning what immediate steps could be taken to get this study under way, the need for inspection visits to typical Embassies overseas, large and small, was suggested. Such inspection might well be made by a limited number of Commission members, each accompanied by a qualified departmental staff representative, or by outside individuals selected by the Secretary of State.

"It was further pointed out that in determining who should make the study, those selected should have some background in this field as well as the unquestioned confidence of the Department of State, the USIA, and the Congress.

"C. PROGRESS REPORT OF THE INTERNATIONAL EDUCATIONAL EXCHANGE SERVICE SINCE AUGUST 1, 1953<sup>3</sup>

"The United States Advisory Commission on Information's ninth semiannual report to the Congress, dated February 2, 1954, which recommended 'that the exchange-of-persons program be transferred from the Department of State to USIA' reopens gratuitously, in my judgment, a question of grave importance—and one, it would be logical to assume, which has been dealt with previously and decisively. Since the recommendation is at variance with the President's Reorganization Plan No. 8, which became effective August 1, 1953, under the terms of which the International Educational Exchange Service remained in the Department of State, it is a matter, I deeply feel, which neither the Department of State nor the Advisory Commission on Educational Exchange can let pass without vigorous objection and counter-recommendation, both to the Congress and to the White House.

"As a result of my concern over this problem I requested a report from the Department of State, setting forth its views on (1) what advantages, if any, have accrued from retention of the International Educational Exchange Service in the Department of State since Reorganization Plan No. 8 went into effect; and (2) the recommendation of the United States Advisory Commission on Information in its ninth semiannual report to the Congress—"That the exchange-of-persons program be transferred from the Department of State to the United States Information Agency."

"In response to this request the Department of State reported as follows (departmental reply dated March 9, 1954):

"In reply to your two questions concerning the operation of the International Educational Exchange Service, the Department desires to inform you as follows:

<sup>3</sup> At this writing the Department of State has informed me that this point is included in the basic agreement between the Department and USIA currently being negotiated.

<sup>4</sup> Although this report covers the period July 1-December 31, 1953, certain observations which have been made as of the date of submission of this report are included.

*“1. What advantages have accrued from retention of the International Educational Exchange Program in the Department of State since Reorganization Plan No. 8 went into effect?”*

*“(a) The present organization of the International Educational Exchange Service within the Department is better suited to its needs. The Exchange Service is able to develop its own plans directly with appropriate offices of the Department and evaluate its performance within appropriate framework; to solve guidance problems with direct aid of geographic bureaus of the Department and other appropriate offices; and to coordinate its program with similar programs conducted by other agencies without having all its arrangements filtered through a superstructure whose interest in coordination centers on information-mass media operations, the coordination of which requires entirely different techniques and involves few if any comparable problems. Proper recognition can be given to the Exchange Service’s unique stateside operation, which requires a different type of organization pattern from that since adopted by the United States Information Agency. The coordination of planning for foreign visitors in this country would only be hampered by an overseas regional organization as used by the Information Agency. This was recognized in the recommendations of an independent management survey (Booz, Allen & Hamilton) of the International Educational Exchange Service in 1950.*

*“(b) Retention of the program in the Department of State has meant that policy directives to overseas posts emanate from the Department and not from a “propaganda” agency of the United States. This arrangement precludes the possible negative reaction overseas on the part of influential nationals in the host countries upon whose friendly cooperation we must depend for an effective exchange program. The attitudes of members of binational foundations and committees on study and training overseas have already shown that their support and cooperation are largely attributable to the prestige factor involved in stateside direction of the program being vested in our “Foreign Office.”*

*“(c) Being an integral part of the Department of State enables the Exchange Service to get needed services directly rather than through a superstructure. The solution of problems related to the implementation of these services can now be taken up directly with such offices as Passport, Visa, Security, and Budget and Finance.*

*“2. What are the Department’s views on the recommendation of the United States Advisory Commission on Information in its ninth semiannual report to the Congress dated February 2, 1954—“That the exchange-of-persons program be transferred from the Department of State to the United States Information Agency”?”*

*“(a) The Department is opposed to this recommendation. The educational exchange program is intimately related to the conduct of our foreign relations for which the Department of State is responsible. It is operated on a basis of reciprocity and mutuality with the host countries and must not be confused with one-way communication techniques necessarily employed by the*



information media. The exchange program is inextricably linked with the Department's responsibility for representation to other governments. The effectiveness of the educational exchange program results from direct person-to-person relationships between the United States and other countries. It depends on, and is effective because of, the personal participation of individuals in all significant segments of the population both here and abroad, both official and private. The Department feels that this cooperation and participation will be seriously jeopardized unless the "nonpropagandistic" character of the exchange program is preserved, as recommended by the so-called Hickenlooper subcommittee of the United States Senate Foreign Relations Committee.

"(b) The Department believes that the "coordination" of exchange activities with those of the United States Information Agency is desirable and mutually profitable, but "integration" is undesirable. All overseas activities of the United States Government must be coordinated to be effective and the chiefs of missions are sufficiently charged with this important responsibility."

"This report from the Department of State confirms anew the judgments and recommendations which the United States Advisory Commission on Educational Exchange has expressed over a period of years. As stated above the recommendation of the Information Commission is a matter which should be immediately studied by the Advisory Commission on Educational Exchange. It will have top priority consideration, I am sure, at the next Commission meeting. It is my own belief that the educational exchange program should continue to remain in the Department of State because of the following reasons which have been repeatedly expressed by the United States Advisory Commission on Educational Exchange, both to the Department of State and the Congress:

"1. If the program is to be responsive to both the immediate and long-range needs of United States foreign policy, it must be closely integrated with the Department of State offices which formulate such policy;

"2. The Department of State's overall 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, 80th Congress, is the primary part of this overall educational exchange effort. Others are—

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

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

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

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

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

"(6) India wheat program (Public Law 48, 82d Cong.)."

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“It is important to point out the fact that the judgments and recommendations of the Advisory Commission on Educational Exchange have been largely and consistently in agreement with those of the Hickenlooper subcommittee of the Senate Committee on Foreign Relations although arrived at independently. During the period that this subcommittee conducted its comprehensive study of the overseas information program this Commission was requested to furnish specific information on certain phases of the educational exchange program as well as any additional information or judgments it might deem useful or helpful to the subcommittee. The Commission’s participation in this study was reported to the Congress in its 10th semiannual report.

“May I be permitted respectfully to commend, in behalf of myself and the other Commission members with whom I have served, the Chairman and members of this subcommittee for the methods and procedures employed in conducting its study as well as the objective and nonpartisan spirit revealed in the subcommittee’s conclusions. The subcommittee’s final report, dated February 8, 1954, I have studied with interest and have been particularly impressed with the following statement:

“The subcommittee believes that the present system of separate jurisdictions as between the United States Information Agency and the Department of State should be kept under close scrutiny for signs of schisms. The possibility of administrative duplication is ever present in the present arrangement and, more serious, the danger of the development of dual voices in the realm of foreign policy.’

“This observation directly supports the need, which I have independently discussed with State Department officials, for a serious restudy of the presently handicapped administration of the educational exchange program—and in any such restudy the Advisory Commission on Educational Exchange will be eager, I am confident, to cooperate with the Congress, if requested.”

