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Educational and Cultural Affairs Bureau

The Interagency Council and the "Brain Drain" in Developing Countries --

A PROGRESS REPORT

Prepared by the
Staff of the Council on International Educational and Cultural Affairs

Charles Frankel
Assistant Secretary for Educational and Cultural Affairs, Chairman

U.S.
DEPARTMENT OF STATE

October 6, 1967

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A PROGRESS REPORT

The Targets

On February 20, 1967, the Council on International Educational and Cultural Affairs gave its imprimatur to a paper setting forth an analysis of the "Brain Drain" problem and recommendations to help solve it. This paper was the result of some two years' work on the "Drain" by various working groups and task forces of the Council.

As a part of the much publicized booklet Some Facts and Figures on the Migration of Talent and Skills, the Council's paper has aroused widespread interest in the Congress and in the private sector.

From many quarters has come the question of what the Council is doing to administer the remedies it prescribed. The Council directed its staff, at a meeting on June 16, 1967, to prepare a report on steps taken, or being taken, by member agencies to carry out the Council's own recommendations.

These recommendations* excluded statutory measures and called for action on the following fronts with particular reference to the developing countries -

- . Improved selection, counseling, and placement of foreign visitors as well as the development of curricula especially tailored to the needs of their countries--so as to insure that their educational programs here will help fit them for useful and productive careers at home.
- . More emphasis on educational development abroad and on regional training.
- . More extensive research on and examination of the problem, based on more and better data on the inflow of talent into this country and the manpower needs of other countries.
- . Encouragement of and assistance to foreign governments to do more to deal with the problem.
- . Cooperation of American institutions and groups and business firms with overseas branches to provide job opportunities for personnel trained in the United States.

* Complete text, from Some Facts and Figures, is given in the first (blue) attachment.

- . Encouragement of selected American colleges and universities to stimulate the return of foreign academic visitors from countries experiencing manpower shortages.
- . Expansion of AID's activities in the area of manpower surveys.
- . Further action by AID to relate its own overall programming and its assistance to particular countries to these manpower surveys.

The Action

A variety of steps have been and are being taken. The problem is complex and progress has been uneven, but there has been forward movement by member agencies of the Council and by other agencies of the Government as well. The paragraphs which follow outline this movement over the past year or so.*

1. Closing the Information Gap

The need for hard facts and systematic research has grown as the Brain Drain issue has gained momentum. To supply the need these steps have been taken --

- . A special analysis of the dimensions of the Drain was made in the extent of the Drain on the basis of special data from the Immigration and Naturalization Service (INS). The U. S. Office of Education financed the compilation of the statistics. The results of the analysis were published in "Some Facts and Figures on the Migration of Talent and Skills." This booklet was used as basic background material for the testimony of Departmental spokesmen at the House and Senate Hearings on the problem this spring. Following reference to "Some Facts and Figures" in a May article of the New York Times, the Department has received and honored requests for almost 2,000 copies of the booklet from the American and foreign public and diplomatic posts.
- . Plans for a reporting system, an annual "Indicator," are being developed in cooperation with INS so that over the long pull the Government agencies involved as well as private research groups can feel the pulse of the "Drain" periodically.
- . The interagency Council sponsored a Brain Drain research conference in June 1966 with funds provided by the U. S. Office of Education. It was held to further much-needed research at the suggestion of the Bureau of Applied Social Research of Columbia University. Over 1,700 copies of the published report on the proceedings have been distributed to interested persons in the United States and abroad.

* Although the Council's position and the paper outlining it were formally approved on 2/20/67, the general philosophy set forth in the paper had been accepted by the member agencies and had guided their efforts for some time.

- . To the far-ranging EWA Research Project on the Brain Drain, the Department of State has given encouragement and advice and counsel. Education and World Affairs has appointed an advisory committee of experts. Assistant Secretary Frankel is a member of this committee.
- . A case study of the Brain Drain and the Philippines by Harold E. Howland, Senior Foreign Service Officer and former Deputy Assistant Secretary of the Bureau of Educational and Cultural Affairs, has done much to throw light on what the outflow of talent may mean to that country.
- . Still further in the Council's effort to get at the facts, the Department of State early last year asked its overseas missions in AID countries to determine: (1) whether the migration of skilled personnel posed a serious problem in those countries and (2) whether, if such a problem exists, what steps those governments and our own missions there could take to offset such migration. Only a limited number of our embassies reported that there was a "brain drain" problem or a serious one, and that in countries where there seems to be a problem little action had been taken by the foreign governments concerned.
- . Title III of the International Education Act of 1966 authorizes the Department of Health, Education, and Welfare to study ways to reduce the drain from developing countries of professional persons and skilled specialists whose skills are urgently needed and to recommend any necessary legislation. Funds may be available in FY 1969 for this study that would determine: (1) the total number of individuals who enter the United States from developing countries annually to further their education, and who remain in the United States; (2) the reasons for their failure to return to their home countries; and (3) means of encouraging the return of such individuals to the countries of their last residence or nationality so they may put their education and training to work in the service of their homelands.

2. Assisting Foreign Governments to Stem the Drain

Some of the most promising efforts by the Government, and others, to encourage foreign governments and cooperate with them in stemming the outflow of talent are these --

- . When Vice President Yen Chia-Kan of the Republic of China visited the United States in May 1967, President Johnson offered to have his Science Adviser, Dr. Donald F. Hornig lead a team of experts to Taiwan to assess the scientific and technological needs of the Republic of China and to advise on ways whereby more career opportunities might be provided for scientists who have left Taiwan. Dr. Hornig left for this mission in the middle of September.
- . AID assisted the Government of Kenya, in the spring of 1966, to send a special recruitment team here to interview Kenyan students about to graduate from U. S. campuses. The team recruited over 60 U.S.-trained Kenyans--half of all students interviewed.

- . Under the leadership of AID, a Stanford University group (ESAN) is working with the Instituto Peruano de Administracion de Empresas and the Comité Norte Americano Pro-Peru (CONAPROPE) to draw up a plan for placing returning grantees in positions in Peru. (A report on progress is expected in October 1967.)
- . Through a contract with the African American Institute and the Institute for International Education, AID has been instrumental in locating 6,880 African students in U. S. institutions of higher learning. Information on these students was turned over to African embassies to use in communicating with students about home employment opportunities. The same information has been sent to overseas missions for their use with the host governments.
- . A little over a year ago the Department of State convened a meeting of the cultural and educational officers of the various embassies and Government officials for the express purpose of exploring ways and means of cooperative action on Brain Drain matters. There has been, as a result, closer cooperation particularly on individual cases in which the foreign governments are especially interested.
- . This past spring the Department of State sent a special dispatch to its overseas posts asking among other things that foreign governments which may be involved in the Drain be encouraged to deal more effectively with the causes contributing to the outflow.

3. Emphasizing Educational Development Abroad and Regional Training

Results of action taken on this front are encouraging and show some promise for the future. Among the most significant steps are the following --

- . Action taken at the Latin American Summit Meeting of American Presidents this past spring will have great significance for educational development in Latin America. The Declaration of the Presidents of America at Punta Del Este, April 12-14, 1967, included a program of action for the establishment of a regional scientific and technological program. Multinational technological and scientific and research institutions are proposed.

In following up on the Declaration and action program a special meeting of the Inter-American Cultural Council was held on May 25-26, 1967, which designated a 13-man expert group (inter-American) to develop recommendations on the Regional Scientific and Technological Development Program in accordance with the Declaration of the Presidents. The group of experts is at work and the Department of State is taking active and positive steps to backstop the contribution of the U. S. member.

- . AID is placing greater emphasis on training in the developing countries themselves or training in third countries where conditions resemble more closely those which exist in the participants' home countries. In Africa, for example, AID has recently undertaken a program which provides scholarships to African students to study in their own institutions, student loans, work-learn programs, and applied research

opportunities for both students and faculty in Africa. An information center in Africa is to be established to collect and make available pertinent information on African institutions where required training can be provided in Africa--and hence reduce the need for study in the United States. Increased support is being given to the development of institutions or training centers which would make study in the United States unnecessary. The development of regional institutions in South and Southeast Asia under SEAMES (Southeast Asia Ministries of Education Secretariat) is being strongly supported by AID.

- . AID has also supported the establishment in many countries of quality institutions where study and teaching opportunities can be made locally available. One example is the Korea Institute of Science and Technology, whose prime objective is to carry out scientific, technological and engineering--economics research. Recent recruiting in the United States for research staff resulted in commitments and expressions of interest from 70 Korean scientists and engineers, including 40 holders of Ph.D. degrees.
- . Additionally, in several countries AID is assisting governments in establishing national research councils and in devising science policies. The objectives are to strengthen scientific institutions that can make significant contributions to socio-economic development, and to broaden individual opportunities for scientists in research, education, industry, and government in these countries.

4. Dealing with the Medical Portion of the Drain

The migration of doctors and other medical people has been of particular concern to those involved with the Brain Drain. Beginnings have been made to deal with stimulating the return of the medical visitor and also with increasing the United States' own manpower resources in this important field. Here are some indications of progress --

- . In 1963, the Congress passed the Health Professions Assistance Act and subsequently expanded the authority of this Act through passage of P.L. 89-709 and 89-290. Under these acts, assistance is provided for construction of teaching facilities, improvement in medical education, and for student loan and scholarship funds. Since the beginning of the construction grants programs, a total of 1,342 new first-year places have become available in medical schools, including 509 in 9 new medical schools. Also, 634 new first-year places are now available for dental students, 352 in schools of public health, 307 in schools of pharmacy, 77 in schools of optometry and 5 in schools of osteopathy. Since the first grants were made in September 1964, \$290 million has been obligated.

This authority also provided \$30 million in FY 1967 for basic educational improvement grants to 170 schools of medicine, dentistry, osteopathy, optometry, and podiatry, and \$4.1 million in student scholarships, plus \$25.325 million for student loans.

- . HEW is stimulating the medical profession and medical educators to expand our supply of U.S.-trained health workers in addition to those mentioned above. The Nurse Training Act, P.L. 88-851, provides a program similar to the programs under the Health Professions Assistance Act in construction, traineeships, project awards, etc. Under the construction portion of this program, approximately 5,000 new first-year places will have been provided in schools of nursing by the end of FY 1969.

Expansion of these programs to include a wide variety of professional and technical disciplines in health was permitted by the Allied Health Profession Training Act of 1966. Under this Act, support has been provided for student traineeships in selected categories of health personnel and for basic improvements in the education of workers in eight disciplines at the baccalaureate or higher level. Awards have also been made for demonstration projects in the development of new allied health disciplines. In FY 1967, \$3.735 million was obligated.

- . The United States supported the resolution adopted by the Seventeenth Pan American Sanitary Conference which requested member governments to strengthen national policies which would provide motives for health workers to remain in their home countries and which requested the director of that organization to study the role which PASB and its members should play in moderating the international migration of professionals. (Resolution XVII Migration of Professionals, 1966.)
- . Under the leadership of Assistant Secretary Frankel, the interagency Council has launched a drive for the development of criteria and standards for legitimate and effective training of foreign medical personnel, with special regard to the needs and facilities in the home countries. The relationship of the present optimum length of stay (five years) to a foreign doctor's willingness to return is being considered at the same time. In this undertaking Assistant Secretary Frankel will lean heavily on the cooperation of the Public Health Service and the medical community.

5. Improving the Selection, Counseling and Placement of Foreign Students

The non-sponsored students, who come "on their own" so to speak, are significant contributors to the Brain Drain. On "F" visas they arrange for their own admission and financing with little or no guidance and sometimes misleading guidance. Improved selection, counseling and placement of these students can be considered a type of insurance that mature, well-adjusted academic visitors, with a sincere interest to return to their home countries, will follow an educational program which will fit them for a useful life in their own countries.

In 1961 the passage of the Fulbright-Hays Act (P.L. 87-256) gave the Department of State the authority to assist non-sponsored students in a real and effective way. For the first time the Department had statutory authority to develop and finance programs to provide counseling,

orientation, language training and other appropriate services to foreign students here on their own. It was not until FY 1963 that funds were appropriated for this purpose. For that first year about \$750,000

was used to start the program and thereafter until 1967 about \$400,000

was allocated to it. In FY 1967 which ended June 30, 1968, the total budget for educational and cultural affairs of the Department of State was \$1,000,000. Of this amount, \$272,000 was spent on the program.

ected this program also, and only about \$272,000 was spent.

With these relatively modest sums the Department of State has developed and financed a variety of activities in this country and overseas, with the cooperation of other Government agencies and experienced private organizations. Highlights of these activities are set forth in the second (white) attachment, "Review of Department of State (CU) Assistance to Programs for Non-U.S. Government Sponsored Foreign Students."

In FY 1968, the Department of State plans to place a priority on assistance to non-sponsored students and to allocate \$400,000 for this purpose. The Department has tentative plans for an even larger increase in FY 1969.

AID, like CU, has a deep interest in the non-sponsored student as its emphasis on local training and overseas institutional development indicates (page 4). In addition, its Bureau for Africa has under active consideration a full-scaled program to stimulate the return of non-sponsored students. Elements of the plan include the following:

A. The development of an information service to African students in the United States, Foreign Student and academic advisors in colleges and universities enrolling African students, African Educational Attaches and government and foundation officials concerned with African manpower and training programs. (Such information service may collect and collate or possibly prepare, bulletins on manpower needs, economic conditions, training requirements for priority positions, salary schedules, career possibilities, names and addresses of persons with whom students could correspond in relation to African employment, and ways for employers to contact and offer employment to students completing their training programs. This service would complement the service provided by the AHEP information service in Africa.)

B. The annual collection of information on African students studying in the United States. (This information would be made available to foundations, government offices and Educational Attaches in the United States and to missions and appropriate African governments in Africa. This service would assist African governments to keep up to date in regard to the availability of students who are training in specific fields.)

C. Assistance to African Recruiting Teams and/or Educational Attaches in developing ways to contact and offer employment to students from

The Technological Gap

Although the Council's position and its remedial recommendations are geared to the Brain Drain in the developing nations, the relationship of the Brain Drain to the technological gap in the developed countries is not being ignored. For example, the U. S. Advisory Commission on International Educational and Cultural Affairs with Department of State funds and University of Connecticut sponsorship, convened a conference on the technological gap at Lausanne, Switzerland, in August 1967. Participants, mostly economists, will be from various countries of Western Europe.

Other examples are --

- . The Government of Great Britain has announced that the U. K. would begin its own recruiting program in the U. S. of Americans and Britons who have studied in the U. S. Recruiting offices were planned in New York and London, later in San Francisco and Toronto (New York Times, May 2). The U. S. supports and encourages this effort, and has had direct talks offering cooperation with the Minister of Technology of the United Kingdom, Mr. Anthony Wedgewood Benn.
- . In another example, Mr. Benn met with Assistant Secretary Frankel to discuss not only the exchange of scientific and technical information applicable to research in engineering and industry, but the possibility of the United States' supplying professors for developing management training in United Kingdom universities. The inadequacy of such training in the United Kingdom is considered one of the reasons for the migration of skilled managers for United Kingdom business firms.

Attachments:

1. The Brain Drain - Position Taken
by the Council on International
Educational and Cultural Affairs
2. Review of Department of State (CU)
Assistance to Programs for Non-U.S.
Government Sponsored Foreign Students

CU/PRS:EPReams:gw 9/7/67; Rev. 10/6/67

(Cooperating Officers:
- Material, advice, etc.)

CU/ECS - Miss Marita Houlihan
CU/IR - Miss Jean Joyce
CU/PRS - Mr. Paul A. Cook
- Mr. Charles Johnson



DEPARTMENT OF STATE
BUREAU OF EDUCATIONAL AND CULTURAL AFFAIRS

February 21, 1967

MEMORANDUM

TO: CU - Mr. Charles Frankel

SUBJECT: The Brain Drain - Position Taken by the Council on
International Educational and Cultural Affairs

Attached for your formal approval is the position paper adopted
by the interagency Council at its February 20, 1967 meeting. It
takes into account suggestions made by Council members on that date.

Francis J. Colligan
Francis J. Colligan
Executive Secretary
Council on International
Educational and Cultural Affairs

Attachment:

As stated.

Approval:

Charles Frankel
Chairman, Council on International
Educational and Cultural Affairs

Date:

February 23, 1967

⁷²
CU/PRS:EPReams:vjw

POSITION ON THE "BRAIN DRAIN" PROBLEM

The Council on International Educational and Cultural Affairs

PURPOSE OF THIS PAPER:

Since the Council first became involved in the "Brain Drain" problem two years ago, the circles of interest in the problem have widened greatly. (See CU/PRS Activities Report for details.) Other governments, inter-governmental organizations, the academic community, research agencies -- the list of concerned groups is long, and most importantly for the immediate future it includes the Congress.

Important hearings on the "Drain" as it may be affecting United States Governmental objectives are to be held around the first of March, at Senator Edward M. Kennedy's request, by the Subcommittee on Immigration and Naturalization of the Senate Committee on the Judiciary.

Assistant Secretary Frankel, and others are to testify at the Kennedy Hearings. The Council's position on the "Drain" will be mentioned prominently. It is therefore important that this position be reviewed by the Council and amended if necessary.

It is the purpose of this paper to set forth briefly for the Council's consideration and action at this time:

- . The Council's findings and recommendations to date.
- . Possible additions to the Council's recommendations.

THE COUNCIL'S FINDINGS TO DATE:

1. United States Government statistics on the inflow of talent to this country have not been extensive and have had to be compiled on a special project basis. None of our Government's systems was set up to measure the Drain, although INS hopes to prepare periodic reports toward this end in the future.
2. Data on manpower needs of other countries and outflow of personnel are inadequate. Representatives of other governments stationed in Washington have admitted informally that their data-collecting systems cannot come up with foolproof statistical answers. We do not know what particular skills are in short supply in the home countries.

3. However, while the evidence is as yet inconclusive, it seems probable that there is a migration of skilled personnel to the United States. Data are not available to support the further claim that this migration is overwhelmingly large or that it poses a serious threat to U.S. developmental objectives, but it is assumed that there is some "Brain Drain" which varies country by country.
4. There are prima facie reasons for distinguishing between the "brain drain" as it is applied to the developing nations and as it is applied to the developed areas of the world. Any drain or gap which exists in developing nations should be stemmed if it in any way runs counter to U.S. developmental objectives. Remedial or preventive steps recommended by the Council do not include proposals for changes in immigration policies. These steps are listed on page 3.
5. While recognizing that the migration of skilled people to the United States may be of concern to developed areas, principally Western Europe, the interagency Council doubts that steps to regulate the migration would be effective or would be in the best tradition of an open society.
6. The vast majority of aliens in scientific and technological occupations enter the United States as immigrants for permanent residence. By comparison, the number of temporary visitors in these occupations who have their status adjusted and remain as permanent residents is very small. Such temporary visitors are referred to in paragraphs 7 and 8 below.
7. Government-sponsored Exchange Visitors of J visa holders, which include students, professors, research scholars and other professional people, do not appear to be contributing significantly to the Drain. They are required to leave this country for a minimum of two years upon completion of their stay here and less than 1% have received waivers of this requirement. The same holds true generally for Exchange Visitors sponsored by private agencies and institutions approved by the Secretary of State. Less than 3% of all Exchange Visitors, Government and private, have received waivers of the two year foreign residence requirement. Undoubtedly a number of Exchange Visitors do return to the United States as immigrants after fulfilling the two-year foreign residence requirement. Meaningful data on this point however are not available. It is understood that CU will negotiate with the Department's Visa Office to institute a system whereby such data can be obtained regularly.

8. Non-sponsored students, or those who come on their own, so to speak, are more apt to stay. Approximately 9% of them adjust their status and remain permanently in the United States.
9. Although foreign students bear on the problem, any drain or gap which may exist is caused primarily by the migration of mature scientists, technical people, and other professional personnel. Their motivations are probably numerous -- better economic and professional opportunities, political unrest, better living conditions, the lure of great urban intellectual centers, etc.

THE COUNCIL'S RECOMMENDATIONS TO DATE:

1. No Legal Prohibitions on Entry to the United States:

Freedom of movement has always been a cornerstone of U. S. policy. The new Immigration Act of 1965 furthers this policy within a framework of preferences. The Act should not be changed unless it can be determined, after July 1, 1968 (when its provisions apply also to independent countries of the Western Hemisphere, now excluded from numerical restriction), that amendments are needed in the national interest. Such a determination should take into account a study of the manpower needs of other countries and related migration to the United States. However, non-statutory remedial steps for the "Brain Drain", particularly in the developing countries, should be taken if a serious problem is found to exist.

2. Remedial Steps for Developing Countries Found to Have a "Brain Drain" Problem:

- . The United States should encourage and assist foreign governments which are concerned over the technological gap or the "brain drain" to do more to deal with domestic causes for the emigration of their skilled people.
- . The United States Government should offer its assistance to enable these governments better to recruit their skilled people in the United States for special job categories in the home countries; U. S. missions abroad should also maintain rosters of U. S. trained host-country nationals for the same purpose.
- . The U. S. Government should enlist the cooperation of American institutions and groups, and American business firms with overseas branches, to provide job opportunities for personnel trained in the United States. American business firms might also be encouraged to increase the employment of skilled nationals to negate the lure of better opportunities in the United States.

- . The U. S. Government should encourage selected American colleges and universities, with large concentrations of foreign academic visitors from developing countries which are experiencing skilled manpower shortages, to stimulate the return of these visitors.
- . The Foreign Visitor's educational program in this country should be one which will assure him a useful and productive career in his home country. This can be attained by improved selection, counseling, and placement and also by the development of curricula especially tailored to the needs of the home countries.
- . More emphasis should be placed on educational development abroad and on regional training.
- . The Agency for International Development should expand and intensify its activities in the area of manpower surveys and make them available to those involved in the selection of foreign academic visitors.
- . The Agency for International Development should also further relate its own over all programming and its assistance to particular countries to these manpower surveys.

POSSIBLE ADDITIONS TO THE COUNCIL'S RECOMMENDATIONS:

1. Should exchange programs financed by foreign governments be put under the J visa program at the request of the governments? (Would probably require only administrative action.)
2. Should the foreign residence requirement be extended to four or five years if the exchange visitor returns to another country other than his own?

COUNCIL ACTION:

The Council

- A. Reviewed and affirmed its position as given in this paper as findings and recommendations. (findings and recommendations, pages 1 through 4 above.)
- B. Discussed the pros and cons of the possible additions listed above but was undetermined as to their value and took no action.

Approved by the Council on International Educational and Cultural Affairs,
2/20/67

CU/PRS:EPReams:vjw 2/15/67; Rev. 2/20/67

Review of Department of State (CU) Assistance to Programs
for Non-U.S. Government Sponsored Foreign Students

The passage of the Fulbright-Hays Act (Public Law 87-256) in September, 1961, gave the Department authority for the first time to develop and finance programs to provide counseling, orientation, language training and other appropriate services and materials to foreign students who come to the United States under sponsorship other than its own. Prior to that time, overseas posts and the Department had given incidental assistance through advising individual students and cooperating with other organizations concerned with all foreign students. The ability to implement the legislative authority is dependent upon the annual appropriations of the Congress. Because the timing of the Fulbright-Hays Act was coincident with the planning of the 1963 fiscal year (July 1, 1962 through June 30, 1963) budget request to the Congress, funds were then requested to carry out activities which the Department thought could best contribute to the improvement and strengthening of programs for "non-sponsored" students. Funds have been approved since fiscal year 1963 for this purpose as part of the total appropriation approved for the programs administered by the Bureau of Educational and Cultural Affairs (CU). Except for fiscal year 1967 which ended June 30, the annual Department allocation has been about \$400,000, although in 1963 the Bureau was especially flexible in reprogramming unused funds from other activities in order to give the program a start and expenditures amounted to about \$750,000. In 1967, the reduction of the total CU budget affected this program, too, and final expenditures came to about \$272,000.

The Department quickly and informally adopted the term "non-sponsored" students in planning and discussing its program because it seemed obvious that most if not all foreign student programs sponsored by responsible organizations provided in great measure to their students the benefits which the Act authorized. In general, the students who most need counseling, orientation and other services are the "F" students who arrange for their own admission and financing with little, no or misleading guidance. It also became apparent that the situation of foreign students could not be improved by limiting Department assistance to activities within the United States, but that help should be given to students and educational institutions by providing at least elementary counseling and screening of the obviously unqualified before the student leaves his home country. Underlying all the Department's thinking is the realization that CU exercises no control over the enrollment and consequent activities of foreign students, and that it is not only wise but necessary that any action be taken with the cooperation of educational institutions and other reputable private organizations experienced in this field, as well as other Federal agencies.

SUPPORT OF OVERSEAS PROGRAMS

During the past three years, from 8 to 25 per cent of the total budget has been used for overseas counseling programs as well as for other activities designed to help improve selection and placement--admissions--practices; the lower figure applies to 1967 when the funds available for this purpose were most affected by the reduction in funds. It was decided that, in offering general guidance and counseling to foreign students overseas, existing resources--Government and private--should be built upon instead of new ones started. Limited funds meant that these services should be provided, first, in those countries which sent large numbers of students every year and counseling programs were started by, for example, supporting additional staff in Japan through the U.S. Educational Commission, Hong Kong through the USIS, and Korea through the American-Korean Foundation. Because of the large numbers of African

Middle Eastern and other foreign students in Europe who want to come on to this country similar support was also given to the U.S. Educational Commission in the United Kingdom, the Foundation in Belgium and USIS in France. (It should be noted that student counseling programs exist in other countries, e.g., Taiwan and Israel, which are not supported by this special allocation and that USIS often makes information available to inquiring students although there is no organized program.) Assistance has been given to the overseas Regional Offices of the Institute of International Education in Bangkok (now being moved to Hong Kong) and Lima, to enable IIE to send to these offices on one or two year assignments experienced U.S. admissions officers and also to help cover expenses of qualified persons in the countries covered by the Regional Offices who interview locally at the request of the Offices.

As funds permit, the Department has brought to this country for training groups of employees of USIS, binational commissions or other organizations who are natives of the country involved and who are often the employees who most frequently meet and advise interested students. Utilizing programs and funds under other CU allocations, it has been possible to send foreign student advisors and admissions officers overseas to help establish or improve individual country programs and to develop pre-departure orientation programs to include as many departing students as possible. Using these same means, two or three groups of foreign student advisers in other countries have been brought to the United States to meet their colleagues for a mutual exchange of information. A continuing effort is being made to provide all overseas posts with current reference material.

As a contribution to improved admissions practices on the part of U.S. colleges and universities, the Department has annually supported the World Education Series of the American Association of Collegiate Registrars and Admissions Officers. It made a grant-in-aid to get underway the overseas screening project for graduate economics students, sponsored by the American Economic Association. It has supported the jointly-sponsored Colloquium on the Foreign Graduate Student, held at Wingspread last March, and the upcoming Seminar on the Evaluation of Asian Credentials at the East-West Center.

Should more funds become available for the "non-sponsored" student program, the Department intends to give greatest emphasis to expanding its assistance to the type of activity indicated above. This is especially true in the case of the offices giving basic advice to students, testing them, advising colleges and universities about them, in order to meet the increasing needs overseas. Meanwhile, it is possible only to try to meet the rising costs of programs initiated during the first two years of the program.

SUPPORT OF PROGRAMS WITHIN THE UNITED STATES

From 1965 through 1967, about 15 per cent of the funds available has been used to encourage the development of more and better privately sponsored orientation programs held in the United States before the start of the academic year for newly arrived students. Until the last several years, programs which provide an introduction to American life and customs, with special emphasis on the educational system here, and English language training for those who need it have been conducted almost exclusively by the Department, through IIE, for its foreign student grantees. A notable exception is the Economics Institute at the University of Colorado, supported by the Ford Foundation, which concentrates on one academic discipline. This picture has changed, however, as the desirability of such programs is increasingly recognized, and the potential for expansion is great. Colleges and universities centered in one area or one

community have pooled resources and formed regional consortia to provide opportunities to students who have been admitted to participating institutions; other universities have spearheaded their own programs and included students from neighboring institutions. The consortia in the Boston area and the western Pennsylvania/Ohio region have received grants from the Ford Foundation as well as some Department support. (The Ford Foundation has supported for three years, too, another center concentrating on one academic discipline--the Orientation Program in American Law at Princeton.) The other programs which CU is currently aiding--held at St. Louis, Iowa State, North Carolina State and Stanford Universities and the Universities of Minnesota and California at Santa Barbara--are dependent upon their own resources except for this aid. Department funds are made available for tuition grants for some of the students selected by the institutions who cannot meet these costs themselves.

Part of the orientation funds has also been used to enable the Experiment in International Living provide month-long experiences of living in American homes for incoming students.

Because one section of the Fulbright-Hays Act is specifically directed toward support for the establishment and maintenance at U.S. colleges and universities attended by foreign students of an adequate counseling service, the Department has believed a major effort should be made in this direction. Funds do not permit individual grants of assistance to the some 1800 institutions enrolling foreign students, even if it were agreed that such a course would be the best way to ensure the provision of adequate services. It is also recognized that colleges and universities, many of which are already making substantial contributions to educational exchange through scholarships and other assistance to foreign students, do not have enough resources to provide all the services called for without outside help. CU has therefore used about one-third of its annual special allocation (one-half in 1967 because of the reduction in the total funds available) to help strengthen campus programs, primarily to support the Field Service of the National Association for Foreign Student Affairs, which was started in September 1963 to fill the gap. The Field Service Program was developed to intensify assistance to all institutions in the United States which enroll foreign students--whether NAFSA members or not--by making available certain opportunities designed to develop foreign student programs: consultations, in-service training grants, workshops, and publications. Through these means the following major areas of concern on campus are being attacked: Selection and Admissions; English Language Proficiency; Initial Orientation; Personal and Academic Advising; Housing; Finances and Employment; Interpreting the United States to Foreign Students; and American and Foreign Student Relationships.

The Department has also tried to promote the growth of special programs in connection with the academic year to broaden and deepen the experience of students through such things as educational and professional meetings and terminal seminars like the Williamsburg Assembly and the Colorado Crossroads. Funds available for this have been minimal, although CU assisted and worked very closely with the Agency for International Development and IIE at the initiation of the former's Development Fellowship and TOYL (Training Opportunities for Youth Leadership) programs.

From 2 (in FY 1967) to 6 per cent of the allocation has been used to expand programs not directly related to campus services but community oriented instead. Although the Department believes this is an area that should not be neglected, in practice it has given support to only two activities. One is the Arrival Service at the students' ports-of-entry conducted by the International Student Service. The other is to strengthen the programs conducted by the Foreign Student Service Council.

of Washington, D.C. for students enrolled in area institutions and the many hundreds who visit the city each year; special help to this organization has been justified because of the desirability of trying to achieve a model program in the Nation's Capital and the exceptionally difficult private fund-raising situation in the city.

On a decreasing scale (23 percent of the total allocation in 1965 to 15 per cent in 1967), CU has provided some financial assistance for students already in the United States to help them achieve their first degree. The decrease is due not only to the reduction in the allocation but also to the facts that these funds were intended and have been used almost exclusively for African students who arrived in the early sixties, and that A.I.D. funds in a larger amount are presently available for this purpose. The program is conducted through the Phelps-Stokes Fund. Although the Department wishes to continue to help deserving students from African nations, it believes that the better program would provide assistance for students from all areas of the world who meet scholarship and leadership criteria, with preference for those whose financial support runs out because of unforeseen circumstances.

It should be noted that from FY 1963 through FY 1965 the Department set aside less than ten per cent of its allocation for "non-sponsored" students to improve their summer employment situation. Knowing that many qualified students need the income from summer jobs to continue their studies in the fall, and realizing that they often need guidance in finding and applying for these jobs, it made small grants available to community groups which were already providing this service on a small scale. The intent here was to equalize the competition between American and foreign students, since many of the latter are handicapped by language difficulties, different cultural backgrounds and lack of skills. However, the Congress viewed this activity as favoring the foreign students in a highly competitive situation, and it was discontinued.

This paper has concentrated on the projects which have received CU financial support since the start of the specific program for "non-sponsored" foreign students. Reduced funds for CU and consequently for this program means a crippling effect on one or several of these projects since it is obvious that, at best, comparatively small amounts are available for most projects. Plans for fiscal year 1968 are dependent on the funds available.

FACILITATIVE ASSISTANCE

It should be equally obvious that in planning and carrying out its "non-sponsored" foreign student program the Department has not been limited to a series of grants-in-aid but has cooperated with and assisted all the organizations indicated above in an effort to improve the total effort. Such facilitative assistance is not limited to this. The Department takes part in meetings throughout the year, sponsored singly or jointly by other organizations, to discuss relevant matters; it is represented on such boards as the National Advisory Council for TOEFL (Test of English as a Foreign Language) and the Council on Evaluation of Foreign Student Credentials. Public Affairs Officers and especially Cultural Affairs Officers as well as Executive Secretaries of U.S. Educational Commissions and others are briefed on the situation of and current activities for foreign students as they leave for new overseas assignments; notifications and requests for appropriate assistance are sent to them when members of the academic community and cooperating organizations go overseas on short visits related to the overall program. CU is the liaison with the Department's Visa Office and the Immigration and Naturalization Service on foreign student matters and works individually

with other Federal agencies, the Office of Education and A.I.D., for example, as well as through the Inter-Agency Council on International Educational and Cultural Affairs.

CU is also responsive to individual requests for help from colleges and universities, and private organizations, as problems may arise. Two recent examples illustrate this. In the first instance, the Department was informed in June of a girl from Eastern Nigeria who had just completed her education and was returning home to a teaching position when her funds to cover travel costs were cut off because of the disruption in Nigeria. The Department obtained the agreement of the Phelps-Stokes Fund to pay half her fare from its private funds on the condition, which was met, that her college pay the other half. The second example relates to the Middle Eastern crisis when, among other things, CU found out for NAFSA in which countries where diplomatic relations had been broken it would be possible for students to obtain visas so they could accept scholarships and fellowships offered for 1967-68. NAFSA at the same time was determining to the extent possible who is handling students from those countries who are already in the United States, all this information to be sent in a single message to members of NAFSA to give guidance to concerned colleges and universities throughout the country.

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7/3/67