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**THE
FULBRIGHT
PROGRAM
1991**

**J. WILLIAM FULBRIGHT
FOREIGN
SCHOLARSHIP
BOARD**

TWENTY-EIGHTH ANNUAL REPORT

CONTENTS

- 1 Letter from the Chairman
2 The White Paper: A Continuing Conversation
10 1991 Fulbright Highlights
12 Major Activities of the Board
14 Facts and Figures of the Fulbright Program

Graphs and Tables

- 4 Binational Commission Exchange Agreements
6 Fulbrighters by State, 1991-92
8 Foreign Contributions to the Fulbright Program
9 U.S. Government Support 1947-1991
16 Fulbright Grants Awarded Worldwide
18 Foreign Area and Language Training Grants by Area, 1991
28



In September 1991, the J. William Fulbright Foreign Scholarship Board met with Senator Fulbright for the first time since 1974. Seated, left to right, are Board Chairman Charles Dunn, Senator Fulbright, Harriet Mayor Fulbright, Standing, first row: Board members Ewell Murphy, Jr., Margarita Tonkinson, Kenneth Cribb, BFS staff director Ralph Vogel, Board member Shu-Park Chan, BFS deputy staff director Jennifer Newton. Standing, second row: Boardmembers James Whelan, John Sears, Philip Marcus, Michael Antonovich, Nelson Nee.

The most commonly voiced criticism of the White Paper was that it lacked the overseas perspective. While the White Paper was written primarily for a U.S. domestic audience, many in the Fulbright community believe that binationalism is so central to the program that its absence in such a document was a vital flaw. The USIA cultural coordinators, a group of Foreign Service officers who act as liaison between exchange programs and geographic area offices, expressed this view most forcefully:

[The White Paper] views Fulbright from an American academic perspective, both a philosophical and practical error....The special nature of the Fulbright Program derives from its status as a two-way exchange program of the U.S. Government, established to promote mutual understanding, and which operates in as many parts of the world as possible in accordance with bilateral agreements, overseen in those cases by binational commissions. Foreign institutions also take considerable interest in Fulbright exchanges and can play a crucial role in the success of an American grantee's program. Any overall consideration of the future of the Fulbright Program must take foreign as well as American perspectives into consideration.

Writing personally and not for the commission, Ed Thomas, executive secretary of the Moroccan-American Commission for Educational Exchange, offered some subtle distinctions on the

philosophical side of the issue:
Terminology used in the White Paper and frequently in our day-to-day discussion of the Fulbright Program indicates an assumption that there exists an American program to which others may contribute or in which they may participate, rather than a collection of binational programs in each of which there are two partners, one American and the other not. That the contradiction is latent so far is due, I think, to the fact that partner governments, as represented on binational commissions, find BFS policies generally reasonable and well-advised. There is broad agreement on the purposes and nature of educational exchanges to be supported. But there may not always be complete identity of view on everything, and I am not sure all partners would concur fully with the principles set forth in the White Paper.

The Fulbright Association pointed out:

Although the White Paper makes reference to the important financial contributions to the program which come from foreign governments...it fails to expand the fact of overseas support into a statement of the fundamental importance of the two-way nature of these exchanges. Indeed, the White Paper never mentions, as does the basic legislation, the important concept of mutual understanding that basic principle of the program which reminds us that Americans have as

BINATIONAL EDUCATIONAL EXCHANGE AGREEMENTS	
Between the United States and other countries	
Country	Date Signed
Afghanistan (inactive)	August 20, 1963
Argentina	November 5, 1956
Australia	November 26, 1949
Austria	June 6, 1950
Belgium and Luxembourg	October 8, 1948
Brazil	November 5, 1957
Burma (inactive)	December 22, 1947
Canada	February 13, 1990
Chile	March 31, 1955
Colombia	January 9, 1957
Cyprus	January 18, 1962
Czech/Slovak Fed. Rep.	January 14, 1991
Denmark	August 23, 1951
Ecuador	October 31, 1956
Egypt	November 3, 1949
Ethiopia (inactive)	December 6, 1961
Finland	July 2, 1952
France	October 22, 1948
Germany	July 18, 1952
Ghana (inactive)	January 24, 1962
Greece	April 23, 1948
Hungary	December 6, 1990
Iceland	February 23, 1957
India	February 2, 1950
Iran (inactive)	September 1, 1949
Iraq (inactive)	August 16, 1951
Ireland	March 16, 1957
Israel	July 26, 1956
Italy	December 18, 1948
Japan	August 28, 1951
Korea	April 28, 1950
Liberia	May 8, 1964
Malaysia	January 28, 1963
Mexico	November 20, 1990
Morocco	February 12, 1982
Nepal	June 9, 1961
Netherlands	May 17, 1949
New Zealand	September 14, 1948
Norway	May 25, 1949
Pakistan	September 23, 1950
Paraguay (inactive)	April 4, 1957
Peru	May 3, 1956
Philippines	March 23, 1948
Portugal	March 19, 1960
South Africa (inactive)	March 26, 1952
Spain	October 16, 1958
Sri Lanka	November 17, 1952
Sweden	November 20, 1952
Thailand	July 1, 1950
Tunisia (inactive)	November 18, 1963
Turkey	December 27, 1949
United Kingdom	September 22, 1948
Uruguay	July 22, 1960
Yugoslavia	November 9, 1964
Taiwan?	November 30, 1957

much to learn from others as we have to teach them.

Though not always addressed specifically, a common view of what makes the Fulbright Program unique does emerge. This was stated most succinctly by the Commission for Educational Exchange between Denmark and the USA:

First of all, the unique binational structure, governed and financed by representatives of both contracting countries, makes the program special among private and government programs. The reputation of Fulbright grants as being the stamp of excellence, which is internationally recognized, makes the program special. Finally, in combination with these characteristics, the dedication to promote friendship and understanding between two countries gives Fulbright a position that serves special purposes.

The senior Foreign Service Officers that head USIA's geographic area offices wrote:

We should be constantly asking ourselves how the Fulbright Program from the '90s and beyond can really make a difference—not only in the quality of scholarship but in the most effective way international education can contribute to mutual understanding. All sorts of academic exchanges now serve this first objective; it is the unique purpose of Fulbright to serve both.

The fundamental question then becomes: how can the Fulbright Program consistently address these broad and potentially contradictory purposes? The White Paper made a number of broad recommendations, which came in for varying amounts of disagreement from different quarters. Following are the most controversial recommendations and a sampling of responses.

Recommendation: The Program must stand for quality. Our efforts should go into selecting the best minds and enabling them to do the work that interests them. Allowing the balance to go to fewer but more substantial grants will underscore the Program's prestige.

The Commission for Educational Exchange between the USA and Uruguay:

We are totally in agreement with the purpose of recruiting the best minds, but we have qualifications when it comes to setting up a program based exclusively on the interests of American professors. What would this mean for a small country like Uruguay, which does not carry a lot of academic weight in Latin America--and

*even less in the world? Who will be interested in coming to Uruguay? Most definitely, a program based exclusively on the study of *Rio de la Plata* poets will not make the best contribution toward the understanding of the peoples of both countries.*

The Thailand-U.S. Educational Foundation:

Important to maintaining the quality of Fulbright grantees, particularly among scholars, is a selection process that is prepared to discriminate among better and less well-qualified candidates, who are necessarily defined in terms not only of intellect but, to an extent, of temper and adaptability to foreign working environments. Our perception here is that the integrity of that process has been challenged in recent years by a reluctance to render such judgements, due to concern for negative reaction or, worse yet, potential litigation. Yet maintaining such standards and making those kinds of judgements is key if Fulbrighters are to be chosen on the basis of merit.

The Fulbright Association:

[Statements about the low quality of applicants] unfairly diminishes the excellent work of CIES, IIE and the overseas commissions, where talented and dedicated staff people, supported by thousands of well-qualified volunteers serving on screening and selection panels, work throughout the year to match Fulbright opportunities with individuals who will best take advantage of them.

Lyle Nelson, Stanford university professor and former BFS member:

It has distressed me year after year to see grants in the fields with which I am familiar go to second- or third-rate scholars from fourth- or fifth-rate universities. In faculty circles with which I am familiar, a Fulbright has come to be regarded as a second or third choice to some more prestigious award. I'm sorry if that sounds elitist—but it merely recognizes the perception that exists in academic circles.

Fred Carriere, executive director of the Korean-American Educational Commission:
It is far from obvious to me that "selecting the best minds and enabling them to do the work that interests them" is a foolproof recipe for ensuring quality.... Experience demonstrates that effectiveness abroad may require different kinds of knowledge and skill than success as it is defined in major U.S. universities. As Americans, we think that publishing scholarship

that we perceive as the cutting edge of our interest based on methodologies we value is primarily (if not solely) what defines quality. Naturally, such individuals will be attracted, and attractive, to scholars and students in host countries that are both linguistically capable of grasping the professional discourse of American scholarship and who are interested in pursuing similar research or lines of thought. It is crucial that we (of all people) recognize that not all countries and cultures have scholars and students who fit this description....I hope it's clear that I am not suggesting that the Fulbright Program opt for mediocre candidates. I am suggesting that the qualities that make for a successful Fulbright scholar can only be defined in relation to the actual situation of host cultures.

Again, the Thailand-U.S. Educational Foundation, addressing the related issue of stipend levels: It is interesting to note that the complaints about stipend inadequacy have been most intense among the lesser qualified and problem grantees; the most outstanding have generally not been overly concerned with the financial aspects of the grant....It is appropriate that some monetary award of excellence be bestowed upon the individual selected [but] we do not feel that this extra premium should be linked to or channeled through the stipend, which is intended to cover the cost of living in the host country.

Recommendation: Geographical dispersion must not be viewed as an end in itself. The unintended result of the process of defining country-by-country programs and filling openings has been to compromise quality.

This is the recommendation that attracted the most concern and disagreement from the foreign affairs professionals, because it goes to the heart of one of the fundamental purposes of the program. The view is best summed up by the USIA cultural coordinators:

We do not take "mutual understanding" to be limited to those countries most appealing to American academic interests. As "the most successful farsighted element of America's—or perhaps any nation's—international cultural policy" [Michael Armacost, U.S. Ambassador to Japan and a former Fulbrighter, quoted in the White Paper], the Fulbright Program should maintain its presence worldwide. The level of exchange with each country should be determined by long-term USG and international exchange goals and not respond solely to the specific interests of the American academic community.

¹Under the Fulbright Act (Public Law 79-384) of 1946 and the Fulbright Hays Act (Public Law 87-256) of 1961.

²On Jan. 1, 1979, the U.S. recognized the Government of the People's Republic of China as the sole legal government of China. Within this context, the people of the United States maintain unofficial relations with the people of Taiwan.

must take into account the needs and interest of both partners. One of the USIA area directors commented that without this perspective, the White Paper is "diplomatically unsound." The USIA cultural coordinators said:

Just as the Fulbright Program must take American academic interest into consideration, specific host country considerations must also play their role in the nature of awards to be filled. Otherwise, the prestige of Fulbright at foreign institutions will suffer as the program becomes irrelevant to their interests.

"This reaction is shared from another quarter: former Fulbrighters who have served in less developed areas and had meaningful experiences. Richard Hartwig, at the time Fulbright professor at the University of Monterrey in Mexico, wrote:

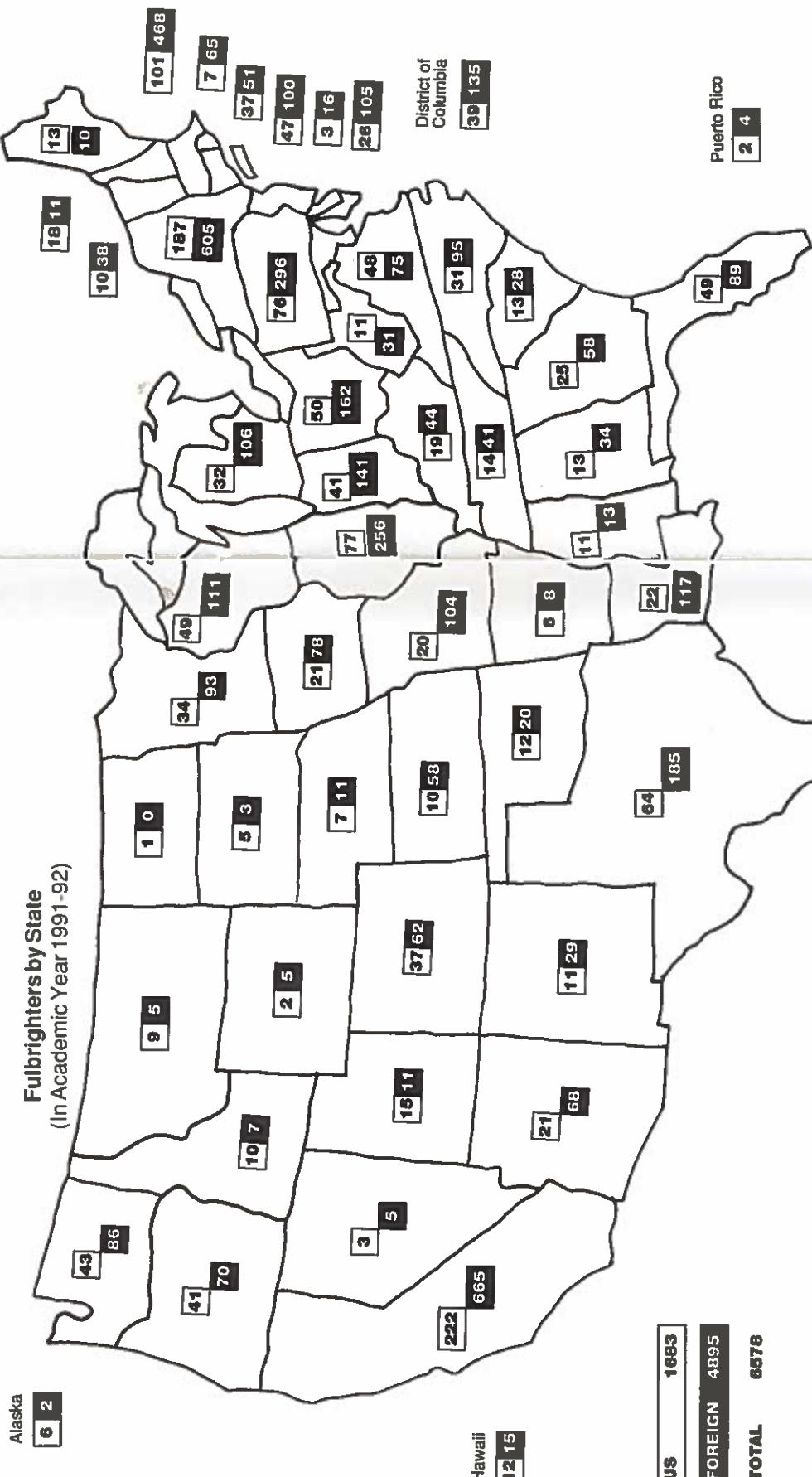
Is the real purpose of the Fulbright Program to send famous professors abroad to do research in prize locations like London or Paris? I hope not. I see my role of Fulbright Teaching Professor at the University of Monterrey as being one of: 1) teaching specialized courses which would otherwise not be available; 2) improving understanding of the relationship between the U.S. and Mexico; 3) trying to help with the development of UDEM as an institution; 4) doing research that is of direct interest and importance to Regionos; and 5) improving my own knowledge of Mexico. [The White Paper's] proposals would mean less of what I am doing, in fewer countries.

Joseph Krislov, professor of economics at the University of Kentucky and a former Fulbrighter, wrote:

I am concerned with the [White Paper's] comment that "If there are no viable institutions of higher education operating in a given country, Fulbright dollars are surely better spent elsewhere." On the contrary, it seems to me that Fulbright dollars can best be spent in countries with weak institutions. Granted, the individual in that country will be frustrated, but the ultimate benefit will be enormous.

Recommendation: Pressures to shorten the length of Fulbright awards must be resisted.

The White Paper was not specific on this point, and it was interpreted by many to mean that all grants should be for a full year, rather than the increasingly common one-semester grant for American faculty. The USIA cultural coordinators summed it up:



This view is not limited to the foreign affairs community. Michael Cardozo, a founding member and former president of the Fulbright Association, wrote in *The Chronicle of Higher Education*:

The prime purpose of the Fulbright Program...has always been "to increase mutual understanding between the people of the United States and the people of other countries." That purpose is to be achieved by the presence of Fulbrighters all over the world. The particular activity of the Fulbrighter, whether studying, teaching, or conducting research, is not important. What is important is getting as many people as possible, in as many areas as possible, to know each other, to learn about one another's cultures, and to recognize the stranger's values and hopes and needs.

In conversation, much concern has been expressed over the extent of a program driven by academic quality. Though the White Paper stated that "it is clearly in the national interest to disperse Fulbright awards to all world regions, but this can

has already an established and visible presence?

The American Embassy in Beijing:

While we assume that a country of China's size and importance would receive substantial resources every year, we caution that significant fluctuations in funding would undermine Fulbright's purpose here: to build American studies at key Chinese universities...By its nature, our work toward this objective cannot be episodic but must proceed at steady, predictable levels over the long haul. We cannot ignore major campuses for several years and expect that American studies development will continue at the same pace, or that the effects of our investments will not be dissipated.

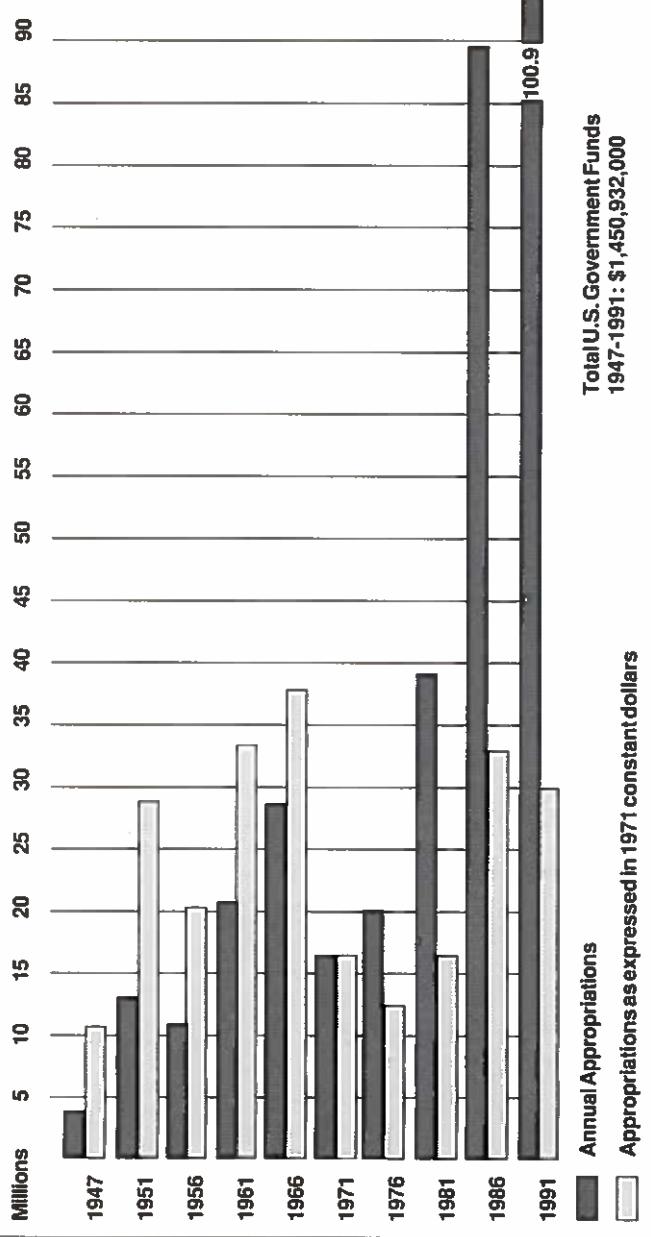
Recommendation: The Fulbright Program must embody scholarship, not training or work in applied or developmental fields, however valuable those efforts may be.

The most common reaction to this recommendation is to note that a truly binational program

It may seem surprising, but I have some reservations about regional competition...Thinking of the American Republics [region], I am afraid Mexico, especially, and to a lesser extent, Brazil, Argentina and Chile, would attract most...competing for the awards. What would happen to smaller countries where Fulbright

FOREIGN CONTRIBUTIONS TO THE FULBRIGHT PROGRAM - 1991

(Dollar equivalents of direct financial support by foreign governments)



Mutual understanding is best served by longer grants and, in a simpler time, top scholars could seek a Fulbright and devote an entire year to research or teaching. Society has changed over the last 40 years, however, and many of the best and brightest find that time constraints or family considerations make a nine-month grant impossible...We recommend that the balance between long-term and short-term awards be studied carefully in each country.

Practical comments from commissions include the following from Marco Antonio da Rocha, Commission for Education Exchange between the USA and Brazil:

Long-term grants--especially doctoral programs--tend to diminish some of our budgetary, and thus programmatic, flexibility, since a sizable amount of money is tied up with renewals. I certainly feel, however, that grants to Americans, as well as to Brazilians, for less than one semester should be discouraged.

And from the Commission for Educational Exchange between Denmark and the USA:

The commission finds that the purpose of securing a cultural experience for the grantee and of promoting mutual understanding between the two countries is best served through grants of no less than three months for scholars and nine months for graduate students.

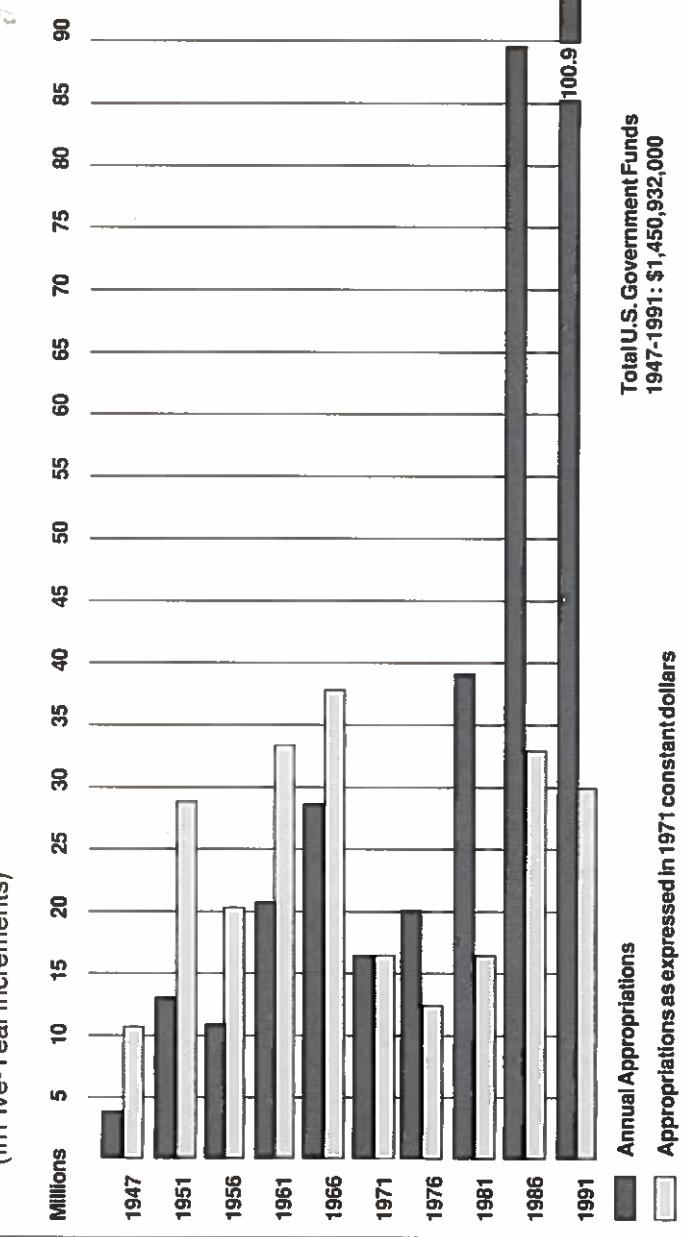
The issue is often inextricably tied to the issue of quality. The Commission for Educational Exchange between the USA and Uruguay wrote:

It is the concern with quality that has prompted us to include a large number of short-term grants in our program. We would be delighted to have fewer American professors come for longer periods if we could persuade first-rate people to accept our invitations, but unfortunately this is not the case...The decision on the length of visits should take into account the relative difficulty of getting good people to come to a country that does not have much to offer academically, and it should be kept flexible.

And this anecdote from the American Embassy in Beijing:

Last week, a leading Americanist from Peking University (Beida) collared the education officer at a reception....The Beida faculty was extremely concerned, the scholar said, lest this year's lack of a Fullbright presence at the leading university in China be

U.S. GOVERNMENT SUPPORT 1947-1991 (In Five-Year Increments)



Whilst sympathizing with the proposition that "the types of awards offered must be simplified," the commission's experience with private funding shows that awards need to be tailored to local needs. Specifically designed fellowships, although more complex and costly for administration, are often necessary to attract private sponsorship.

The New Zealand-U.S. Educational Foundation, in defending its use of short-term and travel grants, wrote:

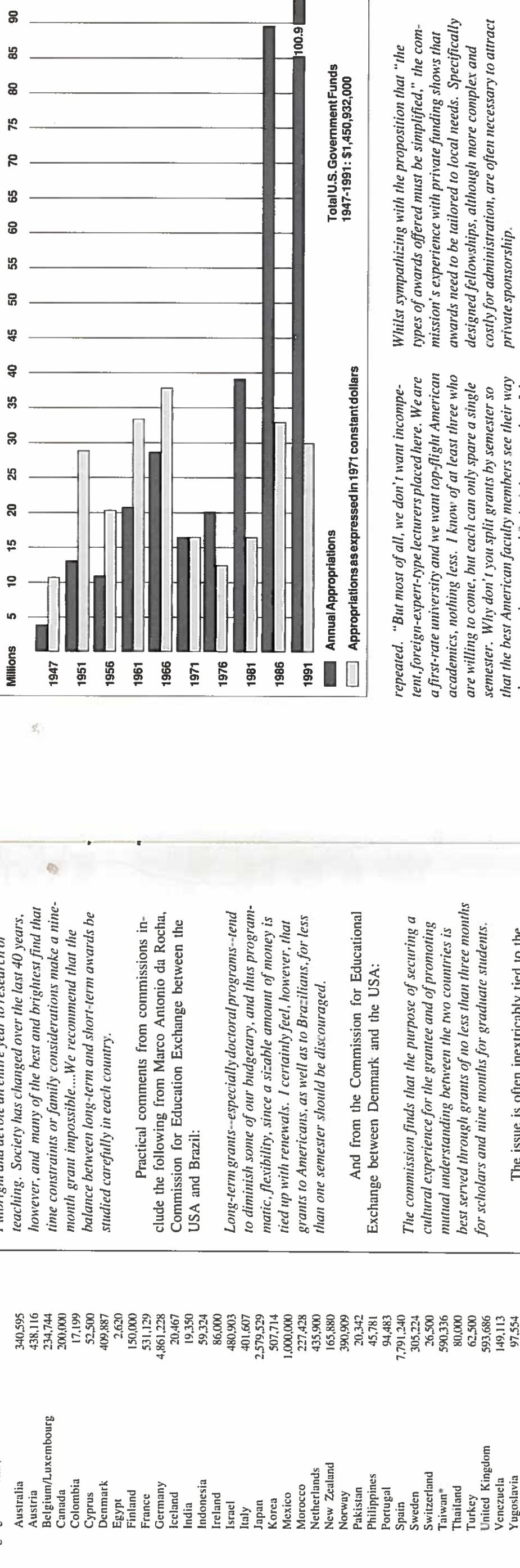
While agreeing with the basic principles of the program established by the BFS, ultimately the test is: how does the program relate to individual countries.

Ed Thomas, the executive director of the Commission for Educational Exchange between Morocco and the USA, commented:

Going back to basic principles is fine so long as we do not overlook what might be considered the first principle for any binational program: that neither of the partners has exclusive authority to establish principles or define policies unilaterally. Perhaps the United States can do this in the case of programs that it alone finances and administers, but wherever there has been a binational agreement establishing a commission, these tasks are the prerogative of that commission, except insofar as the agreement or the commission

FOREIGN CONTRIBUTIONS TO THE FULBRIGHT PROGRAM - 1991

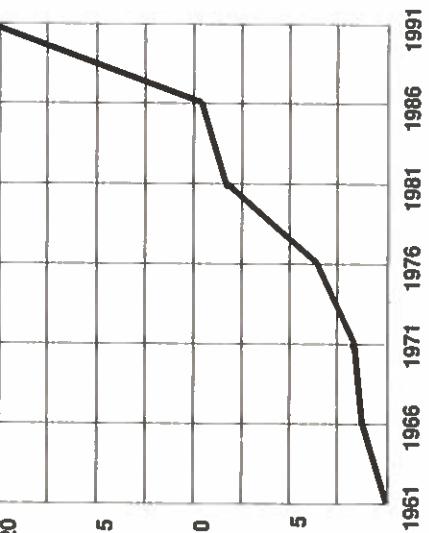
(Dollar equivalents of direct financial support by foreign governments)



* In 1979, the U.S. recognized the Government of the People's Republic of China as the sole legal government of China. Within this context, the people of the United States maintain unofficial relations with the people of Taiwan.

FOREIGN CONTRIBUTIONS TO THE FULBRIGHT PROGRAM - 1961-1991

(In millions of dollars)



may specifically assign them to the BFS. It is for the American members of the commission to explain and defend these positions as appropriate, but it is for the commission as a whole, through discussion and debate and perhaps compromise, to make its own decisions. Otherwise, it cannot be the body described in the White Paper as independent and nonpartisan.

Recommendation: Student grants are the lifeblood and raison d'être of the Program, and grants to American students have been woefully neglected in recent times....Student grants should form at least half of the Program.

Senator Fulbright's response to the White Paper was characteristically direct:

I have always felt that a greater emphasis on graduate students instead of professors is the main purpose of the program...I would suggest, if it isn't too radical, that the percentage of graduate students be brought back to the level it used to be, which I recall is about 60-70%.

Most respondents implicitly concede the point that American students are both important and neglected, though many would argue that they are not the wisest use of limited resources. For example, Ed Thomas of the Commission for Educational Exchange between Morocco and the USA writes:

In some countries there may exist other programs able to finance general programs of international experience for young people on a much larger scale than can [Fulbright], which in such instances could at best add only marginally to the total number. Particularly in Europe, for example, but increasingly elsewhere, there are many college-year or semester abroad programs. And in other countries, including Morocco, the Peace Corps offers opportunities to many Americans for a rich experience in another culture. After all, the Peace Corps's stated goals, besides providing trained manpower, are to increase [mutual] understanding. No doubt the influence of the older Fulbright Program played its part in the definition of Peace Corps goals.

Recommendation: The false dichotomy between lecturing and research grants should be eliminated in favor of a simplified faculty award that combines time for quality research with a concomitant obligation to "give back."

This has been generally read to favor research awards over lecturing, and the U.S.-United Kingdom Educational Commission sums up the

1991 FULLBRIGHT HIGHLIGHTS

JUNE 9
30th anniversary celebrations in Nepal feature a reenactment of the signing of the original 1961 bilateral Fulbright agreement, hosted by American Ambassador Julia Chang Bloch, and attended by Bishwa Bandhu Thapa, Minister of Education in 1961, and the current minister, Ram Hari Joshy, a Fulbright alumnus. Later in the month, an interactive television discussion via USIA's WORLDNET brings Nepalese Fulbrighters together with USIA Associate Director William Glade and Stephen Trachtenberg, president of George Washington University.

JANUARY 14
U.S. and the Czech and Slovak Republic sign an executive agreement establishing a binational Fulbright commission, the second in the former Warsaw Pact.

MARCH 21
In New York, a gala dinner at the United Nations honors Alberto Vitale, president of Random House, who first came to the U.S. as a Fulbright student from Italy. The dinner is sponsored by Metro International, a nonprofit organization that offers programs for Fulbrighters and other foreign students in the New York area.

NOVEMBER 8
Fulbright alumni in Korea establish a tax-exempt foundation to receive corporate and individual support for new and ongoing program activities. Name recognition should not be a problem: the word "Fulbright" is listed in most English-Korean dictionaries.

OCTOBER 11-13
The Fulbright Association (U.S.) holds its 14th annual meeting in Washington on the theme "Democracy and the Fulbright Ideal." On the program are UNESCO Director-General Federico Mayor, former U.S. chief arms negotiator Paul Warnke, and a generous number of Fulbright alumni, including journalist Roger Rosenblatt, U.S. Representative to the UN Thomas Pickering, and syndicated columnist George Ann Geyer.

OCTOBER 16-18
Commission executive directors and embassy cultural affairs officers from Latin America meet in Miami, Florida.

JUNE 20
"Make Norway a better place--leave it!" suggests the Norwegian minister of education, a Fulbrighter and strong supporter of educational exchange. Minister Gudmund Hemes is one of 80 Fulbrighters from all walks of professional life celebrating the 20th anniversary of the Fulbright Alumni Association of Norway.

NOVEMBER 18
Pakistani academics, government officials and journalists in Islamabad, Lahore and Peshawar participate in a WORLDNET interactive television discussion with BFS chairman Charles Dunn and CIES executive director Cassandra Pyle. The program is part of 40th anniversary celebrations in Pakistan.

NOVEMBER 21
Dr. Bourros Boutros Ghali, former prime minister of Egypt and a Fulbright scholar in international law in 1954-55, is elected Secretary-General of the United Nations. He joins a number of former Fulbrighters at the UN, including Mochtar Kusumawardja, the former Foreign Minister of Indonesia, who was appointed earlier in the year as chairman of the Iraqi-Kuwaiti Border Demarcation Committee.

NOVEMBER 21-22
Fulbright alumni from five nations in Southeast Asia hold a first-ever conference in Manila, convened by the Philippine Fulbright Scholars Association. The Association's president, Marcelo Fernan, is at the time the chief justice of the Supreme Court of the Philippines.

AUGUST 9
Due to the outbreak of war in Yugoslavia, American Fulbrighters planning to travel there for first-semester grants are asked to postpone their trips. Later, the suspension is extended through the remainder of the academic year.

MAY 29-31
Executive directors from binational commissions in East Asia hold a workshop in Washington.

widespread reaction:

The commission does not agree with the paper's implied preference for research scholars over lecturers.

The latter often have a greater cultural influence on the community than the former, particularly where research is confined to a narrow esoteric field.

The Commission for Educational Exchange between Denmark and the USA noted:

The distinction between lecturers and researchers does not exist here, as faculty members in the Danish higher education system have obligations to teach as well as do research. This obligation usually applies also to the U.S. guest professors.

The American Embassy in Beijing said:

Many of our best Fulbrighters over the years have been frustrated that their teaching loads under lecturer grants have not allowed adequate time for research. Many fine scholars with an interest in China undoubtedly have perceived that Fulbright grants would not further their own research and have steered clear of the program. While not all American Sinologists would be appropriate to the China program's American studies focus, many--particularly in history, law, and international relations--would be ideal candidates.

The Thailand-U.S. Educational Foundation:
We were pleased to note the BFS's disenchantment with the lecturer/researcher dichotomy, one which has

disturbed us for some time. The best Fulbright grantees can--and do--accomplish many things during their time in Thailand, rather than limiting their time to only research.

And finally, from François Pitavy, member of the Franco-American Commission for Educational Exchange and president of the Association Française d'Etudes Américaines:

I want to bring the unreserved support of the AFEA to whatever effort you make to further and redevelop the Fulbright Program....American Fulbrighters should not be sent to institutions in Europe to fill in gaps, especially in teaching. This is the responsibility of our governments, and we should not look to the Fulbright program to make up for some of our shortcomings. But I believe that Fulbrighters should be sent to active research centers.

In a Board roundtable entitled, "The Professionals Look at the Program," outgoing branch chief for the Near East/South Asia region Janet Wilgus summed up much of the discussion to date:

The tensions in the Fulbright Program--whether it is an academic program or a foreign-policy program, whether it is an American program or a bilateral one in which we need to be sensitive to the foreign community's needs--are in general healthy, and no one perspective should outweigh the others. In fact, it's our job to bring these various strands together and strike some kind of balance.

In the meantime, we should be emphasizing the positive values of the program--open competition, grants to individuals, and free intellectual inquiry within a cultural context.

MAJOR ACTIVITIES OF THE BOARD

the exchanges community.

HOSTED a luncheon with Senator J. William Fulbright, the first time since 1974 that the Board met with the Fulbright Program's founder.

INSTITUTED contact with members of Congress and their staffs and with senior Administration officials on a range of issues affecting the Fulbright Program, including the overall budget.

PLACED continued emphasis on expanding American student awards. The Board welcomed USIA's substantially increased allocation to a regional program for younger students, revised its own policy definition of student grants, and worked through the joint BFS/USIA/IIE working group on American students to improve program publicity. EXPLORED the issue of quality of American senior scholar candidates through discussion with USIA management and the Council for International Exchange of Scholars and its staff. The Board welcomed a revision of the guidelines for CIES-convened screening committees.

WELCOMED USIA area directors, USIA academic exchange professionals, and a group of past presidents of the Fulbright Association (U.S.) for roundtable discussions on issues raised in the White Paper.

REVISED and expanded its policies on suspension of individual country programs, as a result of the impact the war in the Persian Gulf had on Fulbright activities throughout the region. DIRECTED that annual announcement of Fulbright awards be made in the name of the Board and USIA and that greater prominence be given to the Fulbright name on applications and publicity materials.

WELCOMED the appointment of Ambassador Henry E. Catto as director of USIA. REVIEWED with responsible USIA officials the Hubert H. Humphrey North-South Fellowships Program for 1991, including selection of 139 Fellows.

CONSIDERED a report on the Board's statutory authority and responsibility, presented by

the lawyers on the Board.

INSISTED on scholarly quality as a fundamental criterion for grantee selection for the program with the People's Republic of China. RECEIVED from USIA's Office of the General Counsel a mandatory update on federal ethics requirements that apply to Board members.

GREETED the following binational commission executive directors visiting Washington: Ersin Orulduran from Turkey, Charles Belitz from Australia, Frederick Carriere from Korea, Doris Wibunsin from Thailand, Caroline Yang from Japan, Peter Dodd from Pakistan, Daniel Krauskopf from Israel, Gabriela Lopes da Silva from Portugal, Gunther Fruehwirth from Austria, Victor Konrad from Canada, and Edward Thomas from Morocco.

RE-ELECTED Charles Dunn and Kenneth Cribb as Chairman and Vice Chairman, respectively, in December 1991. Philip Marcus and Charles Dunn represented the Board at a regional meeting of East Asia commission executive directors held in Washington in May. In October, Margarita Tonkinson, Mr. Dunn, and deputy staff director Jennifer Newton attended a regional meeting of Fulbright representatives from Latin America, held in Miami. Mr. Dunn also represented the Board at 40th anniversary celebrations in Denmark and at meetings of the new commission in Mexico. The Board was represented on the programs of several other events during 1991. Mr. Marcus spoke at a Metro International gala in New York in March, and Mr. Dunn spoke at the Association of International Educators annual meeting in February. Mr. Marcus, James Whelan, and Ewell Murphy, Jr. attended a Washington reception for 1991 Hubert Humphrey Fellows, at which Mr. Dunn provided welcoming remarks. Margarita Tonkinson consulted on Fulbright business during a private visit to Argentina and Colombia in June, and Nelson Nee did the same on private visits to Asia in July and December.

WELCOMED President Bush's appointments of Michael D. Antonovich, Shu-Park Chan, Ewell E. Murphy, Jr., and John W. Sears to the Board. They replaced Lester O'Shea, Richard Ware, Jack Kinder, and Harvey Mansfield, respectively.

ISSUED a White Paper on the future of the Fulbright Program, 4000 copies of which were distributed throughout the year to Congress, the public, and

widespread reaction:

The commission does not agree with the paper's implied preference for research scholars over lecturers.

The latter often have a greater cultural influence on the community than the former, particularly where research is confined to a narrow esoteric field.

The Commission for Educational Exchange between Denmark and the USA noted:

The distinction between lecturers and researchers does not exist here, as faculty members in the Danish higher education system have obligations to teach as well as do research. This obligation usually applies also to the U.S. guest professors.

The American Embassy in Beijing said:

Many of our best Fulbrighters over the years have been frustrated that their teaching loads under lecturer grants have not allowed adequate time for research. Many fine scholars with an interest in China undoubtedly have perceived that Fulbright grants would not further their own research and have steered clear of the program. While not all American Sinologists would be appropriate to the China program's American studies focus, many--particularly in history, law, and international relations--would be ideal candidates.

The Thailand-U.S. Educational Foundation:
We were pleased to note the BFS's disenchantment with the lecturer/researcher dichotomy, one which has

disturbed us for some time. The best Fulbright grantees can--and do--accomplish many things during their time in Thailand, rather than limiting their time to only research.

And finally, from François Pitavy, member of the Franco-American Commission for Educational Exchange and president of the Association Française d'Etudes Américaines:

I want to bring the unreserved support of the AFEA to whatever effort you make to further and redevelop the Fulbright Program....American Fulbrighters should not be sent to institutions in Europe to fill in gaps, especially in teaching. This is the responsibility of our governments, and we should not look to the Fulbright program to make up for some of our shortcomings. But I believe that Fulbrighters should be sent to active research centers.

In a Board roundtable entitled, "The Professionals Look at the Program," outgoing branch chief for the Near East/South Asia region Janet Wilgus summed up much of the discussion to date:

The tensions in the Fulbright Program--whether it is an academic program or a foreign-policy program, whether it is an American program or a bilateral one in which we need to be sensitive to the foreign community's needs--are in general healthy, and no one perspective should outweigh the others. In fact, it's our job to bring these various strands together and strike some kind of balance.

In the meantime, we should be emphasizing the positive values of the program--open competition, grants to individuals, and free intellectual inquiry within a cultural context.

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FACTS AND FIGURES OF THE FULBRIGHT PROGRAM

majority of these seminars have been initiated through bilateral agreements between the Department of Education and selected education ministries abroad.

The following are the principal agencies that currently assist in the Fulbright Program:

J. William Fulbright Foreign Scholarship Board

The J. William Fulbright Foreign Scholarship Board was created by Congress to supervise the educational exchange program. The intent was to establish an impartial and independent body which would assure the respect and cooperation of the academic world for the educational exchange program, particularly in the selection of grantees and of educational institutions qualified to participate. The Board sets policies and procedures for administration of the program, has final responsibility for selection of all grantees, and supervises the conduct of the program both in the United States and abroad. Appointed by the President of the United States, the Board is composed of 12 members drawn from academic, cultural and public life.

United States Information Agency

The Bureau of Educational and Cultural Affairs of the United States Information Agency (USIA) serves as the administrative and executive arm of the educational exchange program, as well as other U.S. exchange-of-persons programs. Under the broad policy outlined set by the J. William Fulbright Foreign Scholarship Board, the Agency provides administrative staff for the academic exchange program, administers directly teacher exchanges, negotiates agreements covering educational interchange with foreign governments, maintains liaison with U.S. Embassies overseas on exchange affairs, and, in Washington, seeks the help and cooperation of other U.S. Government and private agencies on particular aspects of the program.

In U.S. Embassies abroad, Agency program activities are the overall responsibility of a Public Affairs Officer, or an Educational Exchange Officer, where assigned, is responsible for exchange activities. At least one of these is a member of the local binational commission and maintains for the Agency the liaison with the commission on policy and program matters. In countries where there is no commission, the Cultural Affairs Officer administers the educational exchange program.

The Foreign Area and Language Training Programs, authorized by Section 102(b)(6) of the Fulbright-Hays Act, are operated by the U.S. Department of Education under a separate Congressional appropriation, which in 1990 was \$5.85 million. Designed to promote and improve modern foreign language training and area studies in the United States without providing for reciprocal exchanges, these programs, which involved 96 Americans in 1991, include the following:

Under the umbrella term "Fulbright Program" are a variety of exchange programs, including severally pes of individual and institutional grants.

The American Scholar Program sends over 1000 scholars and professionals a year to more than 100 countries, where they lecture or conduct research in a wide variety of academic and professional fields. In 1991-92, these fields ranged from journalism and urban planning to music, philosophy and American Studies.

Pre-doctoral Fellowships are offered to American and foreign graduate students. In 1991-92, about 550 Americans studied abroad with either full or partial support from the Fulbright Program. Some 1400 new awards are offered yearly to foreign graduate students for support at U.S. universities; a similar number of renewal awards are also offered.

The Visiting Scholar Program awards grants to foreign scholars to come to the U.S. to lecture or conduct post-doctoral research. About 1000 scholars come yearly for an academic year or term.

The Fulbright Teacher Exchange Program involves about 400 American and foreign elementary, secondary and post-secondary teachers each year, mostly on a one-for-one exchange basis.

The Council for International Exchange of Scholars (CIES), affiliated with the American Council of Learned Societies, assists in the exchange of lecturers and research scholars. CIES conducts a preliminary selection of American lecturer and research scholar candidates and assists in the day-to-day administration of the exchange program for research scholars and lecturers from abroad.

In addition to the two primary cooperating agencies, several other organizations play important roles in the Fulbright academic exchange program. These organizations, funded in part through grants from the United States Information Agency, conduct exchange activities for students and scholars similar to those performed by the principle agencies described above, but with a focus on a specific country or geographic area.

The International Research and Exchanges Board (IREX) conducts an extensive program involving exchanges of scholars with the Soviet Union and Eastern European countries. Exchanges with American Republic countries for training university faculty members are carried out by the Latin American Scholarship Program of American Universities (LASPAU). In selected Middle Eastern countries, the America-Mideast Educational and Training Services (AMIDEAST) arranges study programs for graduate students. The Committee on Scholarly Communication with the People's Republic of China (CSCPRC) of the National Academy of Sciences arranges for the exchange of American faculty and scholars with the People's Republic.

Department of Education

The U.S. Department of Education's Office of Postsecondary Education administers the Foreign Area and Language Training program authorized by section 102(b)(6) of the Fulbright-Hays Act. This program differs from other Fulbright-Hays activities in that its objective is research and training with no provision for lecturing assignments overseas and no direct exchanges. The language and area studies, and is a part of the U.S. educational effort in those fields.

Binational Commissions

There are now 46 active binational commissions in countries which have entered into executive agreements with the United States to conduct a program of educational exchanges. (There are actually 47 countries served by binational commissions, but Belgium and Luxembourg share a single commission in Brussels.) They are always binational, composed equally of distinguished national educators and cultural leaders and Americans from the U.S. Embassy and resident American community. A commission's purpose is to administer the educational exchange program on an impartial and binational basis, to assure that grantees and educational institutions participating in the program are qualified to do so, and to plan and propose educational exchanges that are in keeping with the needs and educational resources of each country.

Cooperating Agencies

To supervise day-to-day operations of the program, USIA contracts for the services of the following agencies.

The Institute of International Education (IIE) handles day-to-day supervision of foreign student grantees in the United States and assists in a preliminary review of American student candidates competing for awards. IIE also supervises the Hubert H. Humphrey Fellowship Program, which brings to the United States mid-career professionals from developing countries.

The Faculty Research Abroad program awards fellowships, through U.S. institutions of higher education, to faculty members to conduct research abroad on the same topics.

The Group Projects Abroad program is designed to provide opportunities for teachers and faculty to study in foreign countries. Grants are awarded to U.S. institutions of higher education, state department of education, and private nonprofit educational organizations to conduct overseas group projects in research, training, and curriculum development.

The Seminars Abroad program provides opportunity for U.S. teachers, school administrators, social studies supervisors, and curriculum directors to participate in short-term seminars overseas on a number of topics focusing on the history, culture, and language of participating foreign countries. The

The Hubert Humphrey Fellowship Program was established in 1979 to bring accomplished mid-career professionals from developing countries to the United States at a mid-point in their careers for a year of study and related professional experiences. Fellows are selected on the basis of their potential for national leadership in the fields of public administration and public policy analysis, public health, agricultural development, and planning and resource management. Almost 1500 fellows have participated in the program, representing more than 100 countries. During the 1991-92 academic year, there were 139 Humphrey Fellows in the United States.

The University Affiliations Program seeks to establish linkages between U.S. universities and institutions overseas through the exchange of faculty and staff. Begun as a pilot project in Africa in 1982, the program became worldwide in 1983. In 1991, the program awarded 30 grants ranging from \$70,000 to \$100,000 each for a total of \$2.1 million. These linkages focus on the social sciences, humanities, business administration, and the arts. Since the program's inception, 267 grants have been awarded.

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The Doctoral Dissertation Research Abroad program awards fellowships, through U.S. institutions of higher education, to Ph.D. candidates to engage in full-time dissertation research abroad in modern foreign languages and area studies with an emphasis on those languages and areas not commonly taught in the United States.

The Faculty Research Abroad program awards fellowships, through U.S. institutions of higher education, to faculty members to conduct research abroad on the same topics.

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This is an overall look at the basics of the Fulbright Program. More detailed, country-by-country and region-by-region statistics are shown on the following pages.

Approximately 4700 new grants are awarded to individuals annually. Grants are given to American students, teachers, and scholars to study, teach, lecture and conduct research in more than 130 countries in the world, and to foreign nationals to engage in similar activities in the United States.

Individuals are selected on the basis of academic or professional qualifications and potential, plus ability and willingness to share ideas and experiences with people of diverse cultures.

The primary source of funding for the Fulbright Program is an annual appropriation made by the Congress to the U.S. Information Agency. Participating governments, as well as institutions in the United States and abroad, contribute through cost-sharing, as well as by indirect support such as salary supplements, tuition waivers and university housing.

In 1991 the Congressional appropriation for the Fulbright Program was \$100.9 million. Foreign governments, through direct contribution to binational commissions, added \$23 million more.

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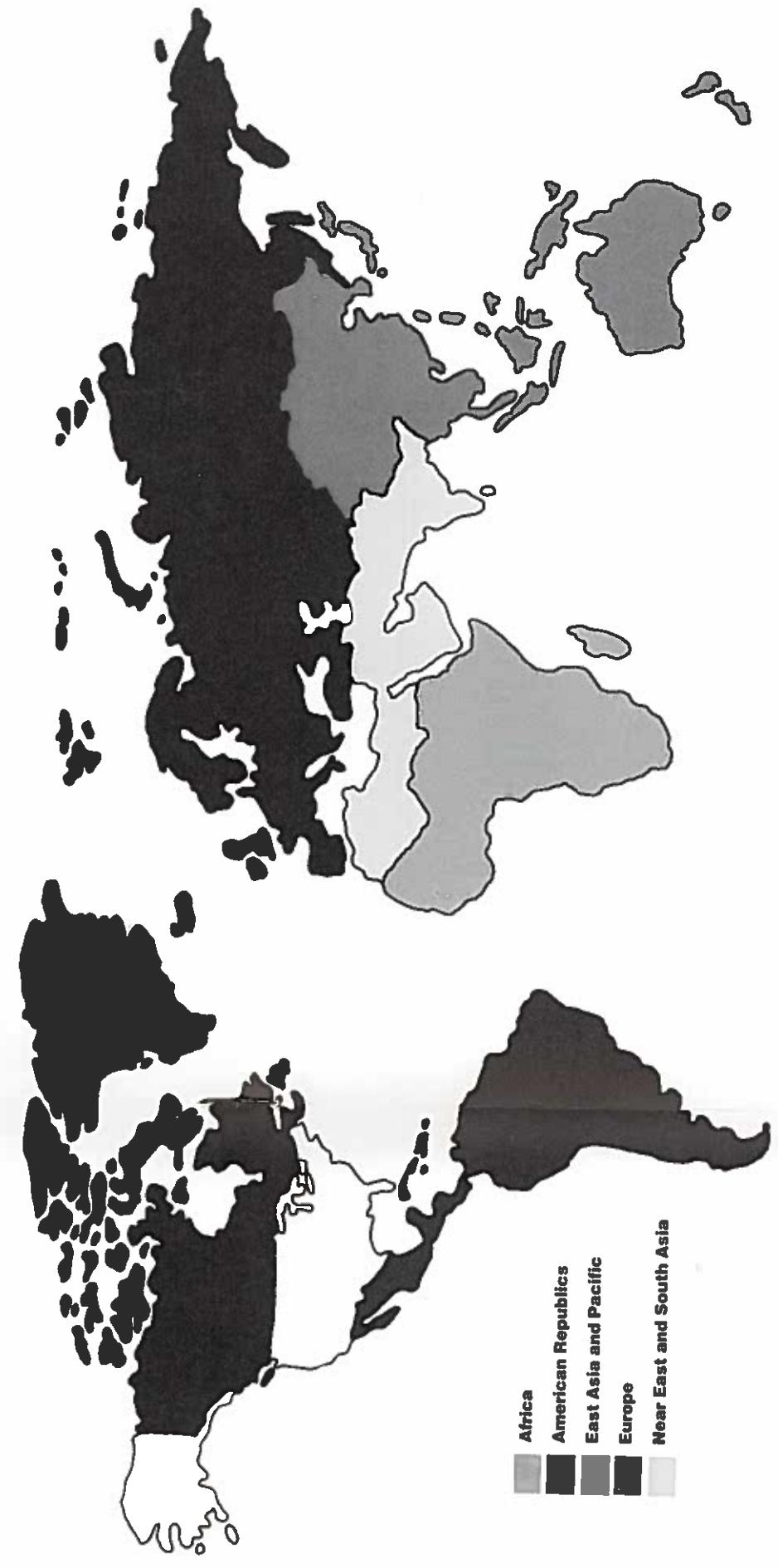
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The Fulbright Teacher Exchange Program involves about 400 American and foreign elementary, secondary and post-secondary teachers each year, mostly on a one-for-one exchange basis.

The charts on the following pages provide a detailed count of Fulbright awards for fiscal year 1991 (roughly academic year 1991-92), as well as cumulative totals for 1949-92, the years the Fulbright Program has been in operation. Grants administered by the U.S. Department of Education are reported separately from those administered by the U.S. Information Agency. All are divided by country and geographic area, as well as by grant categories. The tables here present a worldwide summary of these grants.

**USIA (Foreign Nationals)**

	University Study	Advanced Research	Teaching or Educational Seminars	University Lecturers	Practical Experience & Training	Hubert H. Humphrey Scholars	Total	American Republics	East Asia/Pacific	Europe	Near East/South Asia	Total
1991	1,436	820	273	174	0	139	2,851	1891	190	577	321	2,851
1949-1991	67,543	23,072	19,684	6,174	2,253	1,682	120,369	1949-1991	5,430	17,268	17,370	120,369

USIA (Foreign Nationals)

	Africa	East Asia/Pacific	Europe	Near East/South Asia	Total
1991	119	314	275	928	1,826
1949-1991	1,835	6,619	7,116	44,616	5,556

USIA (U.S. Citizens)

	University Study	Advanced Research	Teaching or Educational Seminars	University Lecturers	Total	American Republics	East Asia/Pacific	Europe	Near East/South Asia	Total
1991	550	352	231	693	1,828	1991	134	249	204	252
1949-1991	26,330	9,187	11,965	18,374	65,556	1949-1991	2,527	2,205	7,380	9,143

Department of Education

	Doctoral Dissertation	Faculty Research	Group Projects	Seminars Abroad	Curriculum Consultants	Total	American Republics	East Asia/Pacific	Europe	Near East/South Asia	Total
1991	91	30	693	155	0	889	1991	130	249	204	889
1949-1991	3,132	1,256	19,934	1,940	327	26,589	1949-1991	2,205	5,337	7,380	26,589

All areas provided by USAID, except the college of Practical Experience and Training, "which refers to a special program for social workers combining university classes and practical work experience. Those data provided by the Council of International Programs.

GRANTS TO FOREIGN NATIONALS 1949-1991

AFRICA

GRANTS TO FOREIGN NATIONALS 1991

Africa

All data provided by USIA, except the category "Practical Experience and Training," which refers to a special program for social workers combining university classes and practical work experience. Those data provided by the Council of International Programs.

Total U.S. and Foreign	Total U.S.	GRANTS TO U.S. CITIZENS 1949-1991	GRANTS TO FOREIGN NATIONALS 1949-1991
University Study	Advanced Research	Teaching or Education	Teaching or Education
Practical Experience	Seminars	University Lectures	University Lectures
Anguilla	0	0	0
Argentina	0	0	0
Bahamas	0	0	0
Barbados	0	0	0
Belize	0	0	0
Bolivia	9	9	19
Brazil	28	2	5
Chile	65	10	11
Colombia	36	3	11
Cuba	57	1	1
Dominican Republic	8	0	0
Ecuador	13	2	1
Grenada	27	1	1
Guyana	2	2	4
Haiti	6	0	0
Honduras	26	2	2
Jamaica	40	1	1
Mexico	51	3	1
Nicaragua	25	1	1
Panama	40	1	1
Paraguay	18	7	7
Peru	18	8	8
Suriname	2	1	1
Venezuela	110	1	1
TOTAL	9,770	1,781	4,568
Trinidad & Tobago	66	0	0
Uruguay	172	0	0
Venezuela	195	199	0
Yugoslavia	69	0	0

Total U.S. and Foreign	Total U.S.	GRANTS TO U.S. CITIZENS 1991	GRANTS TO FOREIGN NATIONALS 1991
University Study	Advanced Research	Teaching or Education	Teaching or Education
Practical Experience	Seminars	University Lectures	University Lectures
Anguilla	0	0	0
Argentina	29	4	4
Bahamas	2	1	1
Barbados	2	1	1
Belize	8	1	1
Bolivia	9	1	1
Brazil	30	2	2
Chile	13	1	1
Colombia	36	5	6
Cuba	38	13	15
Dominican Republic	8	2	2
Ecuador	13	1	1
Grenada	27	1	1
Guyana	2	2	4
Haiti	6	0	0
Honduras	26	2	2
Jamaica	40	1	1
Mexico	51	3	1
Nicaragua	25	1	1
Panama	40	1	1
Paraguay	18	7	7
Peru	18	8	8
Suriname	2	1	1
Venezuela	110	1	1
TOTAL	4,268	844	1,454
Trinidad & Tobago	66	0	0
Uruguay	172	0	0
Venezuela	195	199	0

Total U.S. and Foreign	Total U.S.	GRANTS TO U.S. CITIZENS 1991	GRANTS TO FOREIGN NATIONALS 1991
University Study	Advanced Research	Teaching or Education	Teaching or Education
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Bahamas	2	1	1
Barbados	2	1	1
Belize	8	1	1
Bolivia	9	1	1
Brazil	30	2	2
Chile	13	1	1
Colombia	36	5	6
Cuba	38	13	15
Dominican Republic	8	2	2
Ecuador	13	1	1
Grenada	27	1	1
Guyana	2	2	4
Haiti	6	0	0
Honduras	26	2	2
Jamaica	40	1	1
Mexico	51	3	1
Nicaragua	25	1	1
Panama	40	1	1
Paraguay	18	7	7
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EAST ASIA AND PACIFIC

GRANTS TO FOREIGN NATIONALS 1949-1991

Figures do not include special Congressionally mandated programs for refugees from Burma (for which 15 grants were awarded) and Tibet (for which 30 grants were awarded).

GRANTS TO FOREIGN NATIONALS 1991

EAST ASIA AND PACIFIC

All data provided by USA, except the category "Practical Experience and Training", which refers to a special program for social workers combining university classes and practical work experience. Those data provided by the Council of International Programs.

1991 GRANTS TO FOREIGN NATIONALS

GRANTS TO FOREIGN NATIONALS 1949-1991

EUROPE

Com

** 1961 multi-country study includes a program for American researchers going to several West European countries and a special program of exchanges with the European

* Includes all republics of the former USSR, dissolved December 1991

All data provided by USA, except the category "Practical Experience and Training", which refers to a specific program for social workers combining university classes and practical work experience. Those data are provided by the Council of International Programs.

NEAR EAST AND SOUTH ASIA

GRANTS TO FOREIGN NATIONALS 1949-1991

University	Advanced Study	Research	Education	Training	Seminars	Lectures	U.S. and Foreign
Total	1	1	2	1	1	1	1
Afghanistan	1	1	1	1	1	1	1
Algeria	0	0	0	0	0	0	0
Bahrain	0	0	0	0	0	0	0
Bangladesh	15	15	25	1	1	1	1
Bhutan	1	1	1	1	1	1	1
Egypt	1	1	1	1	1	1	1
Gaza	19	19	30	30	31	31	36
Iran	0	0	0	0	0	0	0
Iraq	0	0	0	0	0	0	0
Jordan	5	5	13	1	1	1	20
Kuwait	0	0	0	0	0	0	2
Lebanon	0	0	0	0	0	0	0
Maldives	0	0	0	0	0	0	0
Mauritania	1	1	3	4	4	4	9
Morocco	1	1	23	2	2	4	46
Nepal	1	1	13	2	2	4	21
Oman	0	0	0	0	0	0	0
Pakistan	6	6	14	1	1	6	23
Qatar	0	0	0	0	0	0	0
Saudi Arabia	1	1	3	3	3	9	11
Sudan	0	0	0	0	0	0	0
Sri Lanka	6	6	15	5	5	9	24
Tunisia	2	2	12	1	1	2	14
Syria	4	4	6	4	4	8	14
UAE	5	5	3	2	2	8	16
Yemen Arab Rep.	3	3	15	1	1	0	4
Yemen	1	1	3	1	1	1	4
Yemeni Arab Community	1	1	0	0	0	0	0
Total	160	160	279	27	27	10	471

NEAR EAST AND SOUTH ASIA

Figures in parentheses indicate the number of group projects and seminars funded.

Data provided by the Department of Education.

AMERICAN REPUBLICS

DEPARTMENT OF EDUCATION 1991

Figures in parentheses indicate the number of group projects and seminars funded.

Data provided by the Department of Education.

All 1991 figures are for grants of funds obtained through 9/30/91 for the 1991-92 academic year.

Africa

DEPARTMENT OF EDUCATION 1991

Figures in parentheses indicate the number of group projects and seminars funded.

Data provided by the Department of Education.

• Includes all republics of the former USSR, dissolved December 1991

DEPARTMENT OF EDUCATION 1991

EUROPE

Figures in parentheses indicate the number of group projects and seminars funded.

Data provided by the Department of Education.

DEPARTMENT OF EDUCATION 1991

LAST ASIA AND PACIFIC

NEAR EAST AND SOUTH ASIA

DEPARTMENT OF EDUCATION 1991