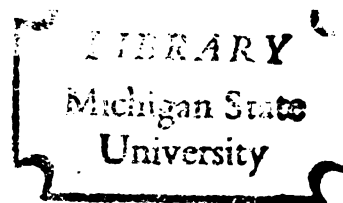


THE DEVELOPMENT OF GUIDELINES THROUGH
WHICH THE ADEQUACY CONCEPT IN DESIGNATING
UNITED STATES GOVERNMENT
SPONSORED SCHOOLS MAY BE EXAMINED

Thesis for the Degree of Ph. D.
MICHIGAN STATE UNIVERSITY
VINCENT M. MCGUGAN
1970



This is to certify that the

thesis entitled

THE DEVELOPMENT OF GUIDELINES THROUGH WHICH THE
ADEQUACY CONCEPT IN DESIGNATING UNITED STATES
GOVERNMENT SPONSORED SCHOOLS MAY BE EXAMINED

presented by

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of the requirements for

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ABSTRACT

THE DEVELOPMENT OF GUIDELINES THROUGH WHICH THE ADEQUACY CONCEPT IN DESIGNATING UNITED STATES GOVERNMENT SPONSORED SCHOOLS MAY BE EXAMINED

By

Vincent M. McGugan

An estimated 33,000 American pupils attend private American-sponsored elementary and secondary schools overseas. Nearly 10,000 American students are dispersed in forty-four of these schools in eighteen countries in Latin America. Approximately 2,700 of these students are dependents of the United States Government.

The United States Government assists each of these forty-four schools with grants for the purpose of improving the quality of education available to the children of Government employees. The United States Government has designated five of these schools in Latin America as United States Government-Sponsored Schools. This designation makes it necessary for a United States Government employee to send his dependent children to the designated school if he wishes to receive the educational allowance provided for under Government regulations.

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The study was organized around basic questions concerning the schools in Latin America: (1) general characteristics, (2) responsibilities of a United States Government-Sponsored School, (3) authority for designating United States Government-Sponsored Schools, (4) reasonable guidelines for examining the adequacy of these schools, (5) general status, (6) conclusions and recommendations relative to testing the adequacy of these schools.

The methods employed in the study included:

1. A search of the literature and the selection of five schools for study. Those selected were the "United States Government-Sponsored Schools."

2. Primary source data was compiled from official reports submitted to the Office of Overseas Schools of the United States Department of State by the individual schools at the time of their application for Federal financial assistance.

3. Each of the schools was visited and interviews were held with the members of the boards of control, with administrators, with faculty members and with concerned parents.

4. Interviews were held with Government officials and with educators in the United States who were familiar with American-sponsored schools overseas.

The study revealed that the schools were characterized far more by their diversity than by their similarity

and that the term "adequate" as used by the United States Government had little meaning. The study further revealed that guidelines could be established, which would be acceptable to the schools, to assist in determining the adequacy of each of the designated schools, or any others considered for designation as United States Government-Sponsored Schools.

The study resulted in producing a number of recommendations:

1. The United States Department of State should review its policy relating to United States Government-Sponsored Schools and examine the procedures being used to meet its obligation to provide an education for dependents overseas equivalent to that available in public schools in the United States.

2. If the United States Department of State decides to use the concept of educational "adequacy" as a measure of determining schools that are to be designated as United States Government-Sponsored Schools, it should create a plan to develop appropriate and acceptable guidelines for testing their adequacy.

3. The development of official guidelines should begin with field testing the general guidelines presented in the study.

4. The official guidelines should be developed cooperatively with representation from the schools which are or may be affected.

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5. The unique opportunities American-sponsored schools have for improving and fostering mutual respect and understanding among peoples should not be compromised; however, neither should United States Government employees' children be deprived of an appropriate and responsive education.

Hopefully both goals can be attained. Adequate planning by both the schools and the Government will continue to be necessary; however, improved support patterns must be developed if excellence is the goal for American-sponsored schools overseas.

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CHAPTER I

Introduction

The role and function of the United States--through governmental and non-governmental entities--in the broad field of international education are subject to numerous interpretations and they have received a substantial amount of attention. International education has developed a host of meanings: comparative study, technical assistance to developing countries, foreign intergovernmental relations, exchange of facilities and others, materials and cross-cultural development, area and social studies, and to some, no more than pen pals. These meanings have a variety of implications that range from scholarly pursuits to practical applications of skills. The term "international education" has developed such a wide range of meanings that its true value for communication is lost when it is generally applied. The net result of this variety of meanings for and interpretations of international education is a great deal of confusion about the discrete function that many programs within international education should and can perform. The leadership role of the United States Government in fostering international understanding and

its responsibility and obligation for foreign intergovernmental relations are obvious. An additional United States Government role, however, deals with employee benefits and assurances; most importantly, and specifically related to this study, with providing for the educational needs of government employee dependent children when the employee is assigned to a post outside of the United States.

Thus, the United States Government has at least two roles which may tend to conflict, or in some cases have incompatible objectives: its role in enhancing relations among peoples and governments and its role in providing educational opportunity for dependent children. This tendency to conflict exists within the educational area for a number of reasons, but primarily because foreign governments have, in many cases, constitutional and/or statutory provisions which proscribe a United States type education. Commonly, however, by intergovernmental agreement, United States operated schools are permitted under certain requirements. These schools, however, are operated generally in connection with United States Department of Defense operations. Dependents of non-military government employees, however, most commonly have available to them education provided in American-sponsored schools.

Thirty-three thousand American pupils attend these private American-sponsored elementary and secondary schools overseas and approximately half of these pupils are dependents of employees of the United States Government.

Thus, the decision of government policy makers affects thousands of the children of its employees. The geographic area that best lends itself to study is Latin America because the forty-four schools in that area are generally multi-national. No DOD schools exist, and only five of these schools are currently designated as United States Government-sponsored schools (a designation of import which is defined and treated later in Chapter I).

Nearly 10,000 American students are dispersed in forty-four community type schools in eighteen countries in Latin America. Approximately 2,700 of these students are dependents of employees of the United States Government.

Each of these forty-four schools has been assisted, or is currently being assisted by the Office of Overseas Schools of the United States Department of State, in an attempt to improve the quality of education available to the children of Government employees. American business corporations have made significant contributions to the improvement of these schools for the benefit of their dependent children. The American educational community, including universities, professional associations, and public schools, have continued development and improvement of the educational programs offered in many of these schools.

The United States Government's interest in these American-sponsored schools in Latin America dates back to 1944 when two basic characteristics were recognized; one, that they were providing an education for United States

children who were temporarily abroad, and, two, that by their existence in their foreign setting they were representative of the United States and thus, were identified in the minds of many host country nationals as representing educational institutions and educational philosophy of the United States.

It was recognition of this second characteristic that initially led to the United States Government's direct involvement with these private American type schools. Many of them enrolled not only United States students but also children of the host country, and third country nationals, and had, in effect, become bi-national or international in student population.

Other foreign schools also were operating in Latin America, and the impact of these schools, particularly those of Germany, became apparent. Describing the situation in his country during World War II years, Galo Plaza, former president of Ecuador and currently Secretary General of the Organizations of American States stated:

The German school in my community became the best school in town. It had modern buildings on a beautiful wooded campus; it was run by a young and energetic faculty brought over from Germany, and, as a new feature, there was a clubhouse on the campus where parents could meet, obtain information on Germany's industrial development, see moving pictures of Nazi accomplishments and what Nazi Germany had to offer the world, of her growing military strength and of the new happiness that Nazism was bringing to the people. Even business connections could be arranged through the club and trips to Germany were planned with the help of the unusually capable and accommodating professor in charge of the Club.

Tuitions were low and scholarships were available for outstanding pupils of public schools from the poorer classes. It was natural that the community was happy to have such an institution. The Plan was a success. It was incredible how completely the Nazis won over the children in the school and the parents in the club.¹

In 1944, the United States Congress, awakened to the potential of these schools in strengthening United States relationships with the host countries, appropriated \$220,000 to supplement teachers' salaries and to purchase educational materials for the benefit of a small number of American schools in Latin America.

Between the years 1944 and 1948 funds were made available to these schools under the program of the Coordinator for Inter-American Affairs, and beginning in 1948, under the United States Information and Educational Exchange Act. The Inter-American Schools Service, a contract agency of the American Council on Education, administered the program on behalf of the Bureau of Cultural and Educational Affairs of the Department of State.

The authorizing legislation required that schools receiving assistance be non-sectarian, non-profit institutions, American or bi-national in character. The schools were to have been established and maintained by American individuals or groups with American or American-trained administrators and teachers

¹Galo Plaza, "Experiment in International Education," The Nation's Schools, XXXVII (May, 1946), 24.

where-ever practicable. Finally the schools were to be open to American, host country, and third country children.²

Clearly the intent of the United States Government in providing such assistance was to demonstrate American ideals and educational methods to host country nationals in Latin America.

This trend continued, and not until 1954 was there any specific legislation concerned with the education of dependents of United States Government (civilian) personnel stationed abroad. Provisions of the Mutual Security Act of 1954 permitted assistance to schools established for children of Government employees where "emergency educational situations" existed. At about the same time educational allowances were authorized for United States Government personnel stationed abroad. Thus in 1954 the Government entered into assistance programs to American-sponsored schools in Latin America with concern for their first characteristic, their United States student enrollment, at least that part representing dependents of United States Government employees.

In 1970 forty-four schools in Latin America were receiving grant assistance from the Office of Overseas Schools of the United States Department of State. Of these, five had been officially designated as United States

²Finis Engleman and Paul Luebke, The Mission Called O/OS (Washington, D.C.: AASA, 1966), p. 35.

Government-sponsored schools under Sections 271.g, 272.3, 276.1 and 911.3 of the Standardized Regulations (Government Civilians, Foreign Areas) of the Department of State. These schools are located in Lima, Peru; La Paz, Bolivia; Asuncion, Paraguay; Buenos Aires, Argentina and Recife, Brazil.

This regulation, in general, limits the payment of education allowances to parents at a post whose children attend the designated United States Government-sponsored schools. By this action, the United States Government in effect strongly influences the choice of schools attended where there is a United States Government-sponsored school at post.

The United States Government has, by its regulations, limited the choice of educational opportunity for its civilian dependents abroad who are assigned to a post where a school is designated as a USGSS, except for serious reason. United States Government dependents, at a post where a United States Government-sponsored school exists, must attend the school or the parents of such dependents do not receive an education allowance.

The ability of the overseas school to offer an educational opportunity equivalent to that found in general public schools in the United States varies considerably, based on numerous factors, all of which can neither be

controlled by any program initiated by the United States Government or by any educational entity within the United States.

Existent educational programs in Latin America in binational schools have been studied extensively since 1960. In his study of the oldest American-sponsored school in Latin America, in Mexico City, Patterson pointed to the continuing problems of American High School in Mexico City.

The American High School faces many problems that grow out of its particular circumstances.

These problems are as follows:

1. In order to legally exist the Mexican Government requires the school to provide a bi-curriculum in English and Spanish.
2. It is necessary to develop unique standards of excellence without the opportunity of frequent contact and comparison to American schools in the United States.
3. Teaching materials in many instances must be locally developed.
4. Consultative assistance for all staff members must be imported from the United States.
5. Financial support of the school depends solely on tuition.
6. The school must satisfy labor laws which favor the host country.³

These problems are not unique to Mexico but are rather representative of problems faced by American type schools in all of the Latin American republics.

By exercising its legal authority, the Department of State has designated five schools in Latin America as

³ Charles J. Patterson, A Comparison of Performances of Mexican and American Children in a Bi-cultural Setting on Measures of Ability, Achievement, and Adjustment, Bulletin No. 30 (Mexico, D.F.: American School Foundation, 1960), pp. 2-3.

United States Government-sponsored schools based on two factors, specifically adequacy, and a sizeable input of United States Government funds.

Neither of these terms have been clearly defined and, based on both, any school assisted by the Office of Overseas Schools program of the United States State Department could be so designated. That these schools vary greatly is well documented, e.g., Orr, Fox, et al.

Purpose of the Study

The purposes of this study were:

(1) to develop guidelines against which the concept of "adequacy" could be examined,

(2) to propose these guidelines for consideration in the designation of additional United States Government-sponsored schools or in the continuation of those presently designated,

(3) to examine the background and report the procedure whereby an American-sponsored school becomes a United States Government-sponsored school,

(4) to examine the five designated United States Government-sponsored schools in Latin America in relation to the established guidelines to determine the extent to which they meet the intent of Congress that United States Government dependents receive an education comparable to that offered in typical United States public schools,

(5) to describe the formalized construct of the American-sponsored schools with consideration for their ability to meet the intent of the Congress in providing for an education for dependents equivalent to that available in the typical American public school, and finally

(6) to develop recommendations which will have relevancy for guiding the United States Government, participating and eligible schools, and others concerned with overseas education for United States Government employees' children.

Statement of the Problem

This study was designed to treat the problem of establishing the acceptability of guidelines against which the "adequacy" concept in the designation or continuation of United States Government-sponsored schools could be examined.

Delimitations

Although there are twenty-seven United States Government-sponsored schools worldwide, this study will be limited to those five in Latin America. Many similar questions could be asked about those in other parts of the world, and considering the unique historical developments of each school, each could be subject to individual intensive review, however, American-sponsored schools in Latin America developed under unusual circumstances and currently serve purposes somewhat different from those prevalent in other areas of the world.

Admittedly a larger question could have been addressed, namely: what should be done for all of the forty-four American-sponsored schools serving American dependent children in Latin America? Such a question should eventually be asked and answered since each faces similar problems to some degree in providing adequate educational opportunities for American children temporarily overseas.

Various reasons, however, dictated the choice of the five United States Government-sponsored schools selected for this thesis:

(1) These schools were among the first designated--worldwide--by the United States Department of State as schools to which United States Government dependents must go, or relinquish the right to an education allowance,

(2) moreover, these schools are community owned and operated, and as such, are representative of the many schools in Latin America which could be affected by similar decision on the part of the United States State Department,

(3) the problems experienced by these schools are similar in kind to those being experienced to a greater or lesser degree by schools serving a similar purpose in other locations within the Latin American Republics,

(4) each is currently being partially financed by grants-in-aid from the United States Department of State, Office of Overseas Schools Program, and under regulations,

is required to admit all United States Government dependent children meeting the usual standards for admission,⁴ and

(5) although only 2,700 United States Government dependent children attend the forty-four American-sponsored schools in Latin America, almost 10,000 American children are directly or indirectly affected by actions of the United States Government in regard to dependent education, and the educational opportunities for some 18,000 host country and third country nationals⁵ could be affected by any and all decisions relating to United States Government dependent education.

Importance of the Thesis Topic

There are very practical reasons why the American-sponsored overseas schools should be studied in regard to their ability to provide for an education equivalent to that available within the United States:

(1) the demonstrable tendency of the United States Government, at the present time, to concern itself with domestic educational problems rather than with international educational problems, e.g., the lack of funding for the International Education Act,

⁴U.S., State Department Foreign Affairs Manual Circular, 2 FAM 600, Overseas Schools Program (Washington, D.C.: Government Printing Office, February, 1970).

⁵Paul T. Luebke, American Elementary and Secondary Schools Abroad (Washington, D.C.: Office of Overseas Schools, 1969), p. 10.

(2) the vested interest of government and industrial employees in providing for the adequate education of their dependents in a smaller world, faced with a multiplicity of international problems which impose new problems on institutions purporting to provide United States type education,

(3) the challenge to existent American-sponsored schools, whether they recognize it or not, to uphold the pride of the American public in one of its most valued institutions, the American school system,

(4) the inherent equality of educational opportunity concept in the United States. This concept implies the obligation to provide equal educational opportunity, and equal educational quality according to need, to all of its citizens including United States Government employees. This choice is restricted overseas by designation of certain American-sponsored schools as United States Government-sponsored schools,

(5) the practice of designating certain schools as United States Government-sponsored schools, if it is to be continued, should be applicable only to schools which are making every effort to achieve the level of educational progress and improvement comparable to those in the continental United States, and

(6) significant Government investment in a school overseas does not necessarily imply that that school is

capable of providing an educational opportunity equivalent to that available in the public schools in the United States.

Methods of Thesis Development

The characteristics of American-sponsored schools in Latin America have been studied extensively; however these studies have been limited to selected components of their status and performance at several points in time.⁶ The thrust of this thesis deals with a study of selected schools in Latin America to examine the basic question of whether or not and/or how certain schools do or may meet

⁶Paul Orr, "Binational Schools in Latin America" (unpublished Ph.D. dissertation, Michigan State University, 1964); Leslie L. Lee, "Influences of Selected International Education Activities on Teacher Attitudes Concerning Purposes of Education" (unpublished Ph.D. dissertation, University of Alabama, 1968); George Patrick Young, Jr., "A Study of the Potential for Achievement of Better Inter-American Relationship Through North American Schools in Latin America" (unpublished Ph.D. dissertation, University of Illinois, 1960); Robert G. Seaquist, "A Study to Develop a Planning Base for the Association of Colombian-American Binational Schools" (unpublished Ph.D. dissertation, University of Alabama, 1968); Burton B. Fox, "The Question of Accreditation Overseas: A Comparative Study of Accredited and Non-accredited Schools in Latin America" (unpublished Ph.D. dissertation, University of Alabama, 1969); Vito Perrone, "An Image of America Conceived in Mexican and Argentine Social Studies Textbooks" (unpublished Ph.D. dissertation, Michigan State University, 1963); Patterson, Comparison on Measures of Ability, Achievement and Adjustment; Joanne G. Fraser, "A Survey of Bilingual Programs and Outcomes in Selected American-Sponsored Overseas Schools in Latin America" (unpublished Ph.D. dissertation, University of Alabama, 1970).

the intent of Congress that the dependent children of United States Government employees overseas are provided with an education equivalent to that which they would have had had they remained in the United States. This question has not previously been examined and reported in the literature.

Primary source data are current for the school year 1969-1970. These data were compiled from official reports submitted to the Office of Overseas Schools of the United States Department of State by the individual American-sponsored schools at the time of their application for Federal financial assistance.

As Regional Education Officer for Latin America in the Office of Overseas Schools, the writer has visited the American-sponsored schools in this area numerous times since February, 1965. During this period he met with Government officials at all levels at each post concerned with the assistance program to American-sponsored schools, with the boards of control responsible for the schools, with the administrators and faculties, and with many individual parents concerned about the education of their children.

In addition, he met on numerous occasions with the officers and members of the Association of American Schools in the Republic of Mexico, the Association of American Schools of South America, the Association of Colombian-American Bi-National Schools and the Director of the

Inter-Regional Center for Curriculum and Materials Development in Barranquilla, Colombia.

In the United States he participated in policy meetings at the Government level, accreditation meetings of the Southern Association of Colleges and Schools, meetings of the Association for the Advancement of International Education, meetings of the American Association of School Administrators, and meetings with officials of universities, colleges, and public school districts participating in assistance programs to American-sponsored schools.

In all of these meetings the current status of the subject schools and the adequacy of their programs was discussed and much of the information gained is incorporated in this study.

This thesis was developed by the following procedure:

- (1) The history of the development and evolution of the American-sponsored school in Latin America was examined,

- (2) the literature was searched and reviewed including all related dissertations, charters and policies, and documents pertaining to the origin and objectives of American-sponsored schools, especially those currently designated as United States Government-sponsored schools in Lima, Peru; La Paz, Bolivia; Asuncion, Paraguay; Buenos Aires, Argentina; and Recife, Brazil,

- (3) information concerning organization, administration, professional staff, pupil personnel, curriculum

and finance was compiled through the use of available data, interviews, reports, statements and other documentation in an effort to present a comprehensive view of these United States Government-sponsored schools,

(4) reviewing the educational program of the United States Government-sponsored schools by personal visit, to review the educational program and the educational facilities available to provide for education of United States Government dependents overseas,

(5) reviewing with educators in the United States, familiar with American-sponsored schools in Latin America, criteria which would be appropriate for designating or continuing schools as United States Government-sponsored schools,

(6) reviewing United States Government documents pertaining to the designation of certain schools overseas as United States Government-sponsored schools, and

(7) identifying criteria to be utilized and strategies to be employed in assisting these schools, and others in Latin America, to achieve a level of educational quality comparable to schools in the United States.

Basic Assumptions

Five basic assumptions underlie the investigation:

(1) It was the intention of the United States Congress to provide an education for the dependents of its civilian employees overseas comparable to that available in United States public schools;

(2) the Department of State has the authority, within specified authorizations, to designate certain schools as United States Government-sponsored schools,

(3) the current criteria for designation of schools overseas as United States Government-sponsored schools are ill defined and are not, therefore, adequate to assure that those children in attendance in these schools will receive an education such as that intended by Congress,

(4) that reasonable guidelines can be established, acceptable to the schools, which can guide in the designation of additional schools as United States Government-sponsored schools, if such is the intent of the Department of State, and

(5) that overseas schools in general will need assistance in developing to meet the proposed criteria.

Basic Questions of the Study

This thesis is a descriptive study designated to examine certain basic questions; therefore formal hypotheses are not constructed for examination in the thesis. The basic questions of the study are:

1. What are the general characteristics of the forty-four American-sponsored schools in Latin America that will provide an overview of this type of school?

2. What responsibilities by a school are implied by its designation as a United States Government-sponsored school; and what obligation, if any, does it have after being so designated?

3. How, and by what authority and action did USGSS emerge in South America:

4. What are reasonable and generally acceptable guidelines which may be utilized to examine the "adequacy" concept (which is one of two factors in designating a school as a USGSS) in relating education in the United States to education overseas;; and, what is the rationale for the guidelines which are selected?

5. What is the general status of the five schools in South America, currently designated as USGSS, in relation to the guidelines which have been identified?

6. What conclusions and recommendations can be developed, based on this study, for future application of the test for "adequacy" in designating a school as a USGSS?; and, for the continuation of schools currently designated as USGSS?

7. What are the major implications of this study for:

- (a) United States Government agencies,
- (b) United States accrediting agencies, and
- (c) American-sponsored schools including those presently designated as USGSS.

General Guidelines

The general guidelines identified in this study are to examine the "adequacy" concept, and are proposed to be utilized simply as the best measure currently available;

however, they should be systematically examined and modified and expanded as more research information and experience with them are available.

If the schools and the Government are in agreement that the guidelines are acceptable, strategies should be developed, which are mutually acceptable, for the guidelines to be met, a parallel method for their continuing development and modification should be designed and implemented.

Overview of the Study

In this first chapter, the purposes of the thesis were developed and a major problem was identified. A procedure for examining the problem was presented and a rational basis for arriving at a possible solution to the problem was established.

In the chapters that follow, the principal steps in the development of the thesis are delineated. These are as follows: In Chapter Two the origin, objectives and major characteristics of the American-sponsored schools in Latin America are summarized and examined. In Chapter Three the emergence of the United States Government-sponsored school concept is explored and the procedures which led to the designation are described. In Chapter Four processes and procedures currently utilized in the United States are analyzed and guidelines for viewing the schools in terms of the "adequacy" concept of the United States

Government are developed. To examine the functionality of the guidelines, selected aspects of the status of the five USGSS in South America are reviewed against each component of the guidelines. In Chapter Five conclusions and recommendations with their implications are presented in a manner in which each of the seven basic questions of the study is examined.

Definition of Terms

United States Government-Sponsored Schools.--"United States Government-operated or -sponsored school means an elementary or secondary school maintained and operated by a Government agency for dependents of employees of the Government or an elementary or secondary school receiving financial support from a Government Agency."⁷

American-Sponsored Schools.--Schools founded by United States citizens and other parents overseas in areas where local schools were either non-existent or inadequate. The curricula are similar to those in the United States with adaptations to meet local requirements. Within this classification are those independent schools which are eligible for and have received assistance under the program of the Office of Overseas Schools of the United States Department of State.

⁷U.S., Department of State, Standardized Regulations, Sec. 271g., May 24, 1964.

Missionary or Church-Related Schools.--Schools established to educate the children of missionaries and/or local national children and organized by a denomination or a group of denominations.

Proprietary Schools.--Schools organized by an individual or a group and operated for profit.

Company Schools.--Schools established and operated by companies with overseas operations to provide education for the children of their employees.

Overseas Schools.--Schools operated outside of the United States of America. Schools in Mexico, Central America and South America are included in this classification even though they may not be strictly considered "overseas."

Bi-National Schools.--Schools which enroll children of two or more nationalities. This group of schools usually enrolls United States children and children of the host country. They may also enroll children of other countries.

Education Allowance.--Education allowance means an allowance to assist an employee in meeting the extraordinary and necessary expenses, not otherwise compensated for, incurred by reasons of his service in a foreign area in providing adequate elementary and secondary education for his children.

Host Country Nationals.--Those persons who are citizens of the country in which the American-sponsored school is located.

Third Country Nationals.--Those persons who are neither citizens of the host country nor citizens of the United States. For example, a Bolivian child attending an American-sponsored school in Argentina would be a third country national.

Calvert System.--Calvert system means those courses of study developed by the Calvert School, Tuscany Road, Baltimore, Maryland. These courses were developed to provide an education for English-speaking children living in foreign countries or other remote places.

Calvert courses are approved by the Department of Education of the State of Maryland.

Pre-kindergarten (PK).--Pre-kindergarten courses are offered to four-year-old children in a number of bi-national schools for the purpose of providing language instruction, either in English or the host country language.

Nursery (N).--Nursery courses is another name given by some schools to their pre-kindergarten courses. The purpose of these nursery courses is also language instruction.

United States Dependent.--United States Dependent means those dependents of United States citizens other than United States Government employee dependents.

American.--American refers to citizens of the United States although it is recognized that citizens of other American republics can properly be called American.

Department.--Department refers to the United States Department of State.

Post.--Post refers to those stations throughout the world to which United States Government personnel are assigned.

Airgram.--An airgram is used for written communication between the Department and overseas posts, and between overseas posts, on matters of policy, political and economic reporting, and other subjects when the communication requires multiple distribution at Washington or the post.

AID.--AID is the Agency for International Development. Although closely related to the Department of State in its involvement in foreign affairs, AID is separately administered and separately budgeted.

AID-TO.--An AID-TO is used by AID agencies for written communication between Washington offices and AID

missions in the field, and between AID field missions, when the communication requires multiple distribution at Washington or at the mission.

Away-From Post Allowance.--An away-from post allowance is an allowance paid to a dependent to permit him to secure services which are not available at his post. An away-from post education allowance is paid to permit a parent to send his child to another post or back to the United States for educational purposes.

Contract Teachers.--This term is used by some schools to refer specifically to those teachers who are recruited directly from the United States for teaching purposes.

Grant or Grant-in-Aid.--Grant or grant-in-aid are synonymous and refer to sums of money given to overseas schools for specific purposes.

CHAPTER II

AN OVERVIEW OF THE AMERICAN-SPONSORED SCHOOLS IN LATIN AMERICA

The American-sponsored school (ASS) in Latin America is one component of a large informal system of American-influenced or American-type school which operates throughout the world and for a number of different reasons.

A phenomenon of our time is the recent, and perhaps startling, growth in American presence overseas. It is estimated that today 2 1/2 million Americans (1 1/2 million civilians, 1 million military personnel) are living in more than 150 nations, states and territories of Europe, Africa, Asia and Latin America. They are there for a variety of reasons: many to tour, many to study, and an increasing number to participate professionally in international programs of business, diplomacy, science, technology and religion.¹

Nearly a quarter of a million American children were receiving an education overseas during the 1967-68 school year. Of these, about 163,000 were enrolled in the 290 schools of the United States Department of Defense.² Department of Defense schools exist in twenty-nine

¹Porter Sargent, Schools Abroad of Interest to Americans (2nd ed.; Boston: Porter Sargent Publisher, 1967), p. 12.

²Anthony Cardinale, "Overseas Dependent Schools of the DOD," Phi Delta Kappan, XLVIII, No. 9 (May 1967), 460.

countries, however there are none in Latin America. Military personnel stationed in Latin America must depend on either the host country public schools or private schools serving American dependents.

In 1961 the Inter-American Schools Service estimated that there were approximately 350 "American Schools" in Latin America. Of these it was thought that approximately 250 were church related, a small number were family or individual enterprises, and about thirty were owned by United States companies and operated for the benefit of their foreign-based employees.

United States Government-sponsored school (USGSS) is the designation of a school, made by the United States Department of State, which requires government employee dependents, assigned to a post where a USGSS is located, to attend that school to be eligible for cost of education allowances. A school designated in Latin America--the focus of this study as a USGSS is selected from those forty-four American-sponsored schools in Latin America which are eligible and receive support from the United States Government through the Office of Overseas Schools (A/OS) of the United States Department of State.

It is, therefore, important to this study to analyze the American-sponsored schools in a manner that will result in a general understanding of these schools. These schools are often confused with other types of schools; they are not: missionary or church related

schools, or proprietary schools, or company schools, or United States Department of Defense Overseas Dependent Schools. This chapter will provide an overview of the American-sponsored school in Latin America.

The American-sponsored school in Latin America is the newest group, numbering forty-four. Most of these schools serve two basic functions: (1) to provide an educational opportunity for dependents of United States Government employees and other United States citizens abroad, and (2) to demonstrate American methods and philosophy of education to foreign nationals. They are the schools now assisted by the Office of Overseas Schools of the United States Department of State and those which could be designated USGSS. As such, they are the schools with which this study is concerned.

These are the schools referred to by President Johnson when, in introducing the International Education Act of 1966, he stated that these schools should be show-cases of excellence in education. They should help make overseas service attractive to our own citizens. They should provide close contact with students and teachers of the host country.³

Origin

The origin of many of these schools is obscure and although eleven had been established before 1940, thirty-three were established during the last thirty years.

Table 2.1 reports the number of American-sponsored schools established in Latin America in each decade from

³Engleman and Luebke, Mission Called O/OS, p. 7.

1880 to 1970. The decades of the forties and fifties saw the founding of thirty-one of the forty-four schools.

TABLE 2.1--Number of American-Sponsored Schools Established in Latin America in Each Decade: 1880-1970.

Decade	Number of Schools
1880-1890	1
1890-1900	0
1901-1910	0
1911-1920	1
1921-1930	2
1931-1940	7
1941-1950	13
1951-1960	18
1961-1970	2

Young, in his study in 1959, of the American-sponsored schools, stated:

The non-profit, community type schools, the kind receiving annual grants-in-aid from the Inter-American Schools Service, were organized in the early nineteen-forties. Before that time there had not been much demand for education in English or for a North American type education in Latin America. Parents who desired their children to attend universities in other countries usually sent them to Europe and the number of North Americans in Latin America did not provide enough children to make the establishment of schools for them practical.⁴

Orr, in describing the history of the schools in Mexico stated:

Schools have been established in Latin America for many varying reasons and initially a large number were

⁴Young, "Study for Achievement in Latin America," p. 7.

started for the sole purpose of providing an education not otherwise available for the children of expatriate employees. Indeed such plan was necessary in most areas during the 1920s and is still needed in some regions.

As Inter-American commerce developed, many areas had several separate schools with common objectives, operating under the sponsorship of different groups. Other areas found there was strong demand for entrance into a North American type school by expatriate children without company affiliation and also a keen interest was expressed by many nationals.

These factors led to the development of many community-owned, non-sectarian, non-profit schools. This is the type of school which has generally broadened its perspective and has fulfilled the important role of education in fostering mutual respect and understanding among the peoples of the Americas.⁵

For many of these schools the "Calvert System" formed the basis of the curriculum and the modest beginnings of a great number of the schools, is illustrated by excerpts from the histories of three.

The exact date of the founding of the school (The American School of Recife, Brazil) is unknown. It started as a form of Overseas School for the dependents of American military personnel stationed in Recife, during W.W. II. As the number of military personnel in Recife increased, the school grew larger. The form of study was the Calvert home-study curriculum⁶ and the teachers were dependent wives and missionaries.

The American School of Asuncion, Paraguay describes its beginning as follows:

The American School of Asuncion was founded in 1955 by citizens of the United States residing in Asuncion. The school began with the students meeting in different

⁵The American School in Mexico, Report of Survey for the Association of American Schools in the Republic of Mexico (revised ed.; East Lansing, Mich: College of Education, Michigan State University, February 1961).

⁶History of American School of Recife (Mimeographed.)

homes, each mother teaching a different grade. Later a group of enthusiastic parents formed a school board and with the help of the YMCA in Asuncion, were able to start a regular curriculum covering the first through 8th grades. To assure that the students would meet recognized standards, the Calvert System was employed.⁷

The American Cooperative School in La Paz, Bolivia began in much the same manner:

The school was founded January, 1955, by a group of foreign mothers who were alarmed by the low standard of education in Bolivia and the few days of instruction offered due to various political problems. There were approximately 25 pupils in grades 1 through 8 with 5 teachers. The Calvert System was used. The classes were housed in 5 of the Centro-Bolivian-Americano's rooms, paying a rental fee of 50 cents per child, per month. The school day ran from 9 AM to 12:15 PM with the afternoon for homework. By the end of the school year in September there were 62 pupils. At this time the teachers were paid \$6.00 per child per month.

The next school year began almost immediately in October of 1955, in the same building. There was no principal and the teachers followed the Calvert System, each teacher being responsible for grading student papers and giving the tests. The grades were still 1 through 8. When the year ended in June, 1956, the student body numbered 90. At this time Latin was taught in the eighth grade and it was forbidden to speak Spanish. There was apparently no recognition of the fact that the students were living in a Spanish speaking country.⁸

Others came into being by alternate means as shown in the history of the American Community School of Buenos Aires, Argentina.

The American Community School, known officially as the Lincoln School Association (Asociacion Escuelas Lincoln), was founded in August, 1952, by the merger of

⁷History of American School of Asuncion (Mimeographed.)

⁸History of the American Cooperative School (La Paz, Bolivia).

two American type schools: the Lincoln School, founded in 1936; and the American Grammar and High School, a department of Ward College, founded in 1913.⁹

And the American School of Lima stated in its history:

The American School of Lima, a non-sectarian, non-profit institution, was founded in 1946 by the American Society of Peru and North American citizens and companies. Original enrollment was thirty-five North American and eleven Peruvian children in kindergarten through grade three. The first building was a residence on Avenida Dos de Mayo in San Isidro. Mrs. Eliseann Irvin was elected directress of the school. Although not customary in Peruvian schools, permission was granted for co-education in the American School of Lima.¹⁰

These statements from the histories of these typical schools, those now designated as USGSS, indicates that from the beginning the emphasis was intended to be on American education and only in the case of Lima is mention made of the bi-national and coeducational features of the schools in the illustrations given. This is not to imply that the other schools in other locations did not have the same objectives but it does influence the concept of the bi-national school, about which much has been written, Bjork, Patterson, et al. Bjork stated:

In Latin America, the nomenclature 'bi-national' characteristically means enrollment compositions

⁹History of American Community School (Buenos Aires: n.d.), p. 3.

¹⁰Student Handbook, The Condor (Lima, Peru: American School of Lima, n.d.), p. 6.

divided between citizens of the United States and citizens of the Latin American country in which a particular school is located.¹¹

Bjork continued:

Through the years, the American type private schools attracted the interests of Latin American peoples and many schools gradually modified their objectives to include the education of Latin American children as an important, though often secondary purpose. The majority of schools, however, continued to maintain a strong United States flavor and, for the most part, continued as United States-type private schools abroad.¹²

In May, 1964, in a report to Mr. Lucius D. Battle, Assistant Secretary for the Bureau of Educational and Cultural Affairs and Mr. Dwight Porter, Assistant Secretary for the Bureau of Administration, Department of State, and Mr. William O. Hall, Agency for International Development, Assistant Administrator for Administration, a survey team composed of Miss M. B. Keyser, educational advisor of the American-sponsored schools branch of the Bureau of Educational and Cultural Affairs, and Dr. E. Lawrence Springer, educational consultant, Former Headmaster, The Pingry School, and Dr. Richard M. Tisinger, formerly Area Director of Indian Education, Bureau of Indian Affairs, UNESCO

¹¹David M. Bjork, "Theoretical Models for Intercultural School Administration in the United States Conceptualized from a Study of Cross-Cultural Factors in Latin America" (unpublished Ph.D. dissertation, University of Alabama, 1965), p. 92.

¹²M. D. Keyser, Lawrence E. Springer, and Richard M. Tisinger, American-Sponsored Schools in Mexico and South American Countries, A Survey Report, Washington, May, 1964, pp. 1-2.

consultant on Education in Southeast Asia and AID consultant in adult education in Peru, accompanied by Mr. Eugene Brownson, AID Department Program Officer, recognized the diversity of the American-sponsored schools overseas and the historical sense of each of these institutions.

In this report three major types of American-sponsored schools were identified and defined as follows:

I. Balanced Schools

This type of school usually is found in the more commercial or industrial areas and, therefore, the more urbanized area. Generally these schools are older and were not founded by U.S. Government employees but now have substantial numbers of government dependents enrolled. Examples of this type of school can be found in Mexico City, Bogota, Lima and Rio de Janeiro.

II. Dependent Schools

In many towns, such as La Paz and Recife, the school was started for and is based on U.S. Government dependents. These dependent schools have unique problems based on their instability and on their lack of size.

III. Fundamentally National Schools

A third type of school which has developed in Latin America is the one in which the Board, students and curriculum are all or nearly all national.¹³

These schools stem from one of three situations. They may be historical accidents. As in Oruro (Bolivia) they may have had at one time a significant number of U.S. students. But as the political or economic climate changed, the Americans withdrew leaving an American School with only nationals enrolled. They may be the result of a desire for bi-lingualism or for the freer educational techniques of the U.S. system. An excellent example of this is the Colegio Americano founded by Senor Dr. Galo Plaza in Quito.¹⁴

¹³Ibid.

¹⁴Ibid., p. 4.

Objectives

Although some schools originated for the purpose of education United States dependents and others recognized a need to serve a bi-national student population, nearly all have since become international, in effect, since the student bodies are no longer limited to United States dependents and pupils from the host country. Luebke¹⁵ estimated that in the school year 1968-69, 2,424 elementary or secondary pupils or 8.8% of the student population of the American-sponsored overseas schools were third-country nationals in forty-five "American-sponsored" schools in Latin America.

Since most of these schools have found it necessary to incorporate under laws of the host country, it is common to find statements concerning their legal objectives in their charters, constitutions or statutes. Usually these statements recognized the need for a North American (United States) education and provided the opportunity for it in accordance with national law.

The following are representatives of such statements of objectives:

The objective of the Company ('The American School of Lima') is to contribute to the education of the children of the North American Colony of Peru and the children of parents of Peruvian and other nationalities who may wish to enter institutions of higher learning in the United States, making every effort to establish

¹⁵Luebke, Elementary and Secondary Schools, p. 10.

the best educational methods used in the United States naturally in accordance with requirements and regulations of the Peruvian educational laws.¹⁶

On June 6, 1954, the La Paz Cooperative School was registered with the Bolivian Ministry of Education and Culture with approved official objectives as follows: (translation)

In view of and whereas: The directorship of the educational establishment "The Cooperative School" requests official recognition of the studies experienced in this establishment, the object of which shall be comparable to the corresponding levels of primary and secondary instruction given in this country;

That in the various levels of courses of 'The Cooperative School' they will educate not only the (foreign) students of the North American foreign official families but also the Bolivian students who attend this establishment in greater proportion than the foreigners:

Consequently, official recognition and comparability of studies taken in the elementary and secondary sections of 'The Cooperative School' can be granted upon the condition that they incorporate in their plans and programs the basic content corresponding to those of national character such as the language, the literature and the social studies; therefore, be it resolved:

1. That the plan proposed by the directorship of 'The Cooperative School,' to incorporate in the teaching plans of this institution at the elementary and secondary levels, the basic courses of Spanish language, Spanish literature, and national social studies is approved, and

2. That the validity of the courses taken in the elementary and secondary sections of 'The Cooperative School' as the equivalent of those taken by graduates of elementary and secondary schools within the official education system of the country is officially recognized.¹⁷

¹⁶ Constitution and Statutes of the American School of Lima, Peru, South America (April, 1946), p. 2.

¹⁷ Official Approval of "The Cooperative School," La Paz, Bolivia, by Ciro Humbolt Barrero, Minister of Education and Fine Arts. (Translation, McGugan.)

Certain countries have legal requirements concerning education which impose strict objectives on the schools, particularly those which enroll students from the host country. An example of this was cited by the review team in its report on the schools in Colombia.

The Republic of Colombia required that all schools, public and private, follow the Bachillerato program for Colombian nationals. This necessitates several hours more per week in class and additional study for Colombian students than for the North American students. The North American students gain a great deal of knowledge and understanding of Colombia and, broadly speaking, Latin American culture, civilization, and history through the required studies in the Spanish language. The school (Nueva Granada) considers it impossible to include the North American children in the required Colombian studies because a very high degree of proficiency in Spanish is required for the study of such subjects as philosophy.¹⁸

In contrast of this practice of excluding North Americans from the national program, the American Community School in Buenos Aires is required to teach their official Argentinian program at the elementary level, for all students.

Its publication, American Community School, in describing the organizational structure, contained the following:

The school is divided into three departments, each with its own principal: (1) the high school division, (2) the North American elementary school section which includes kindergarten, and (3) the Argentine elementary school section.

¹⁸Keyser, Springer, and Tisinger, A Survey Report, p. 26.

The school is administered by a School Director who supervises the three principals and a Business Manager.

Every student enrolled in the North American elementary school is required, by law, to attend the afternoon (Spanish) section, affording a real opportunity for many to learn a new foreign language.¹⁹

Because of the circumstances under which the American-sponsored schools originated, and considering the unique conditions controlling the development of each, it is impossible to identify current objectives common to all. One of three prevailing curricular objectives would appear to be being achieved by each school.

(1) To provide a North American (United States) type education to all students, with the addition of host country language and social studies, or

(2) to provide a bi-national program, including a basic United States program to all students, or

(3) to provide an official host country program, with the addition of English as a language, for all students.

Bjork stated:

While some bi-national schools attempt to 'americanize' the Latin Americans and others, perhaps attempt to 'latinize' the North Americans, there are some rather commonly expressed objectives for education, objectives that are, at least, expressed superficially and verbally, if not necessarily in practice.

A summary of these expressed objectives resulted from a conference of selected bi-national school superintendents held in New Orleans in 1961. This conference was hosted by the Inter-American Schools Service

¹⁹American Community School, Buenos Aires, Argentina, n.d., p. 4.

of the American Council on Education, financed by the United States Department of State, for the purpose of identifying goals and objectives consistent with the bi-national concept, establishing needs and suggesting possible solutions to the defined needs.

The objectives which were commonly accepted are those documented by Young.

1. To help promote friendships between people of the United States and the Latin American peoples.

2. To help interpret one culture to the other-- North American and vice versa.

3. To develop a comprehension of and respect for the ways of life of others.

4. To help provide leaders of intelligence and character for the countries in which the schools are located.

5. To foster self-development, self-realization, and self-improvement among the students.

6. To teach English to Latin American children and Spanish (or Portuguese) to North American children.

7. To offer an academic program acceptable to both the North Americans and nationals using the schools.

8. To utilize and demonstrate United States methods of instruction.

9. To provide leadership in developing improved practices in education in the countries in which the schools are located.²⁰

Orr proposed a general objective of all American-type schools overseas as follows:

Hopefully, the eventual objective of all American-type schools overseas should be to serve equally the American and local communities offering a truly integrated curriculum, one which takes full advantage of the opportunities offered by the representative cultures and educational systems.²¹

²⁰Bjork, Models for School Administration, p. 113.

²¹Paul G. Orr, The Colombian Project (University, Alabama: The University of Alabama Press, 1968), p. 9.

Characteristics

Organization

The forty-four ASS in Latin America are organized in a number of different patterns and the nature of their organization generally reflects the legal requirements of the host countries and the reason for their existence.

All of the schools have the equivalent of a board of directors. These boards receive their authority from a number of sources as reported in the section of this chapter which treated the origin of the schools. These include most commonly (1) a founding group which may be self-perpetuating or based on owning shares, (2) associations of parents which may or may not include all parents, and (3) groups elected by parents and/or patrons of the schools.

These groups elect or appoint a governing board which has varying authority. In most cases, the board is fully empowered to operate the school and has full power to make all decisions except sell the school properties. In some cases, the board has limited power in certain areas, e.g., some must present for approval their annual budgets and any proposals for major capital expenditures.

Table 2.2 reports the total number of board members in the American-sponsored schools in Latin America. Twenty-one of the forty-four schools have either seven or

nine board members. The number ranges from a low of five members in three schools to a high of sixteen members in two schools.

Twenty-seven of the forty-four schools are incorporated in the host country and are also tax-exempt in the host country. Seven of the schools have tax-exempt status in the United States. Of all schools, however, only six report that they are tax exempt in both the United States and the host country. As previously reported, all forty-four of the schools are non-profit entities, and indeed must be to retain eligibility for United States Government grants-in-aid.

TABLE 2.2--Number of Schools by Total Number of Board Members, 1969-70.

Number of Board Members	Number of Schools
5	3
6	4
7	11
8	3
9	10
10	5
11	2
12	2
13	0
14	1
15	1
16	2

Instructional Programs

Several studies have been completed which analyze the instructional programs in the American-sponsored schools in Latin America.²²

Models developed by a group of international educators are depicted in the amount of time provided for instruction by the language of instruction.

English
Spanish

Figure 2.1

Model I

In Model I, Figure 2.1, instruction in English and Spanish is divided equally. There are several variations of this model in its implementation. It may represent one-half day in one language and the other half in the other language and content may or may not be duplicated.

²²Southeastern Education Laboratory, Razon de Ser of the Bilingual School, Mexico, D.F., Mexico, C.S., Lito-Reforma, n.d., pp. 2-4. (lithograph.); Fraser, "Survey of Programs in Overseas Schools,"; Orr, "Schools in Latin America,"; Seaquist, "Study to Develop Base for Binational Schools."

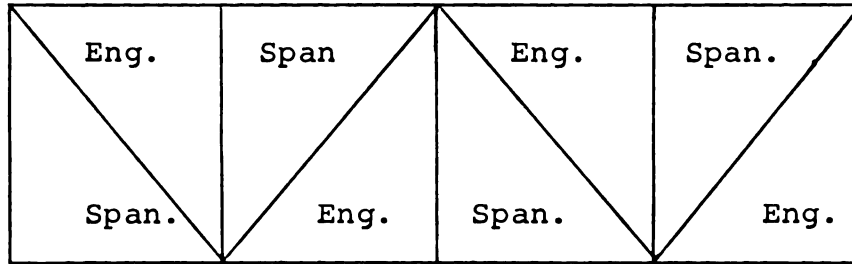


Figure 2.2

Model II

In Model II, Figure 2.2, about the same amount of time is allocated to each language. The most common instructional organization pattern found in this model is team teaching.

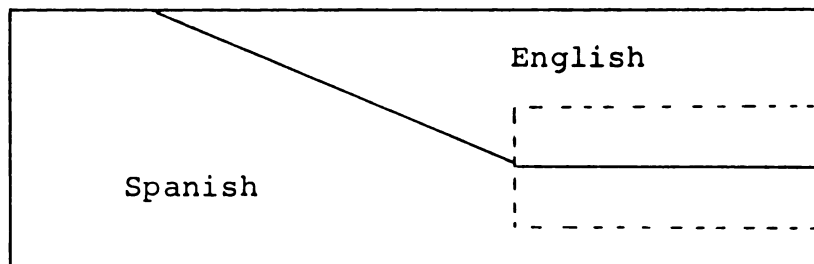


Figure 2.3

Model III

In Model III, Figure 2.3, instruction begins solely in Spanish and as the student develops language ability, less instructional time is allotted to Spanish until all instruction is conducted in English. Often this model is pursued when the school establishes as an objective to develop a native Spanish speaker into a completely fluent English speaker.

Spanish
English

Figure 2.4

Model IV

Model IV, Figure 2.4 depicts a pattern in which Spanish is the basic language of instruction with English taught as a second language. By reversing the time allocation, it depicts a program taught in English with Spanish taught as a second language.²³

Most programs of instruction are indeed a combination of these models. The program is usually most reflective of two factors: (1) the objectives of the school, and (2) the admission policies. If the school organizes its program to offer as nearly as possible a United States type program, it will probably follow Model IV with Spanish taught as a second language and other courses taught in Spanish only as mandated by national requirements. In this type of organizational pattern, non-English speaking children are usually admitted only at a pre-first grade level.

²³Southeastern Education Laboratory, Razon de Ser.

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A school that is primarily for National children usually reverses the pattern except that in most cases they admit non-Spanish speaking children at any level.

The number of schools incorporated in the United States and in the host country and their tax exemption status during 1969-70 is presented in Table 2.3.

TABLE 2.3--Number of Schools Incorporated in the United States and in the Host Country and Tax Exemption Status in the United States and Host Country, 1969-70.

	United States	Host Country	Both
Incorporated in:	2	27	1
Tax Exempt in:	7	27	6

The schools vary in size from as small as thirty-one students to as many as 2,300 students. Thirty-three of the schools have enrollments of 900 students or less. The size of the student population is a critical factor in a school's ability to provide a comprehensive program at reasonable cost. Table 2.4 reports the number of American-sponsored schools by range of student enrollment for 1969-70.

The schools vary substantially by the number of grades included. The most common pattern is the standard K-12 which twenty-two schools offer. One school also includes a junior college division and fifteen schools

TABLE 2.4--Number of American Sponsored Schools in Latin America by Total Enrollment, 1969-70.

Enrollment	Number of Schools
1-100	4
101-300	11
301-500	5
501-700	6
701-900	7
901-1100	5
1101-1300	3
1301-1500	1
1501-1700	0
1701-1900	1
1901-2100	0
2101-2300	0
2301-2500	1

offer less than a 12th grade education and two provide education only through the sixth grade.

The number of schools by grades taught during 1969-70 is presented in Table 2.5.

TABLE 2.5--Number of Schools by Grades Taught 1969-70.

Grade	Number of Schools
PK-12	2
K-JC	1
N-12	4
K-12	22
K-11	2
PK-10	1
K-10	1
K-9	5
K-8	2
K-7	0
1-8	2
K-6	2
	<hr/>
	44

Table 2.6 reports the number of schools by the percentage that dependents of United States Government personnel are of the total United States enrollment in the American-sponsored schools in Latin America. Dependents of United States Government personnel constitute 15 per cent or less of the total United States enrollments in twenty-three of the forty-four schools. In seven schools dependents of United States Government personnel constitutes more than 50 per cent of the total United States enrollment.

TABLE 2.6--Number of Schools by Percentage of Total United States Enrollment that are Dependents of United States Government personnel, 1969-70.

Percentage	Number of Schools
0 per cent	
less than 5 per cent	7
5 to 10 per cent	6
11 to 15 per cent	6
16 to 20 per cent	4
21 to 25 per cent	3
26 to 30 per cent	2
31 to 35 per cent	1
36 to 40 per cent	3
41 to 45 per cent	0
46 to 50 per cent	3
51 to 55 per cent	2
56 to 60 per cent	2
61 to 65 per cent	1
66 to 70 per cent	1
71 to 75 per cent	1
76 to 80 per cent	<u>1</u>
	44

Table 2.7 reports the number of schools by percentage of United States students enrolled who are dependents of United States Government personnel, dependents of United States business and foundation personnel and dependents of other United States personnel.

Dependents of United States Government personnel constitute 10 per cent or less of the total enrollment in thirty-one of the forty-four schools.

TABLE 2.7--Number of Schools by Percentage Distribution of Student Enrollment: United States Government Dependents, and United States Private Sector, 1969-70.

Percentage	United States Government	United States Private Sector	
		Business Foundations	Other
0%	7	5	1
less than 5%	18	12	6
5 to 10%	6	12	13
11 to 15%	1	2	10
16 to 20%	4	4	3
21 to 25%	1	2	2
26 to 30%	2	2	4
31 to 35%	2	3	1
36 to 40%	1	0	1
41 to 45%	0	0	2
46 to 50%	1	1	0
51 to 60%	1	1	1

Table 2.8 reports the number of schools by the distribution of students enrolled who are dependents of United States Government personnel, dependents of United States business and foundation personnel and dependents of other United States nationals.

TABLE 2.8--Number of Schools by Distribution of United States Students by Parental Occupational Group in American-Sponsored Schools in Latin America, 1969-70.

Enrollment	United States Government	Business-- Foundations	Other
0	7	5	1
1-25	15	13	9
26-50	5	12	10
51-75	3	7	9
76-100	4	0	2
101-125	3	1	7
126-150	3	0	4
151-175	1	0	0
176-200	0	0	0
201-250	2	1	1
251-275	0	1	0
276-300	0	0	0
301-350	1	1	0

451-500	0	2	0
650-700	0	1	1

Finance

The budgets of the forty-four schools reflect their size and their income per pupil. Four of the schools have an annual budget under \$50,000 and one school budgets \$1,800,000. The range of operational budgets for 1969-70 in the forty-four schools is reported in Table 2.9.

The operational expenditure per pupil in the schools in 1969-70 ranged from a low of under \$100 in one school to a high of over \$1,000 in one school. Thus, in the extremes, one school spent ten times more than another per pupil during 1969-70.

TABLE 2.9--Range of Operational Budgets in American-Sponsored Schools in Latin America, 1969-70.

Operational Budgets	Number of Schools
1,800,000	1
900,000-1,000,000	1
800,000-899,999	2
700,000-799,999	0
600,000-699,999	2
500,000-599,999	1
400,000-499,999	6
300,000-399,999	4
200,000-299,999	8
100,000-199,999	9
50,000-99,999	6
25,000-49,999	4
	<hr/> 44

The operational expenditure per pupil in 1969-70 for the forty-four schools in Latin America is presented in Table 2.10.

TABLE 2.10--Operational Expenditure per Pupil, 1969-70.

Dollars	Number of Schools
1000-1099	1
900-999	5
800-899	1
700-799	2
600-699	5
500-599	9
400-499	7
300-399	5
200-299	6
100-199	2
50-99	1

Faculty-student ratios vary from a low of 5-1 to a high of 21-1. It is notable that the faculty-student ratio in all schools is lower than the average in the United States. The number of schools by faculty-student ratio for 1969-70 is presented in Table 2.11.

TABLE 2.11--Number of Schools by Faculty-Student Ratio, 1969-70.

Ratio	Number of Schools
21-1	1
20-1	1
19-1	0
18-1	0
17-1	5
16-1	7
15-1	3
14-1	3
13-1	5
12-1	1
11-1	2
10-1	1
9-1	5
8-1	3
7-1	2
6-1	2
5-1	3

Professional Staff

During 1969-70, the forty-four American-sponsored schools in Latin America employed 2,086 teachers. Table 2.12 presents the number of teachers by nationality.

TABLE 2.12--Number of Teachers by Nationality in the forty-four American-sponsored Schools in Latin America in 1969-70.

Nationality			Total
American	Host Country	Other	
847	1095	147	2086

American teachers represent less than one-half of the faculty in the schools. Table 2.13 presents the number of teachers by nationality in each of the forty-four American-sponsored schools in Latin America in 1969-70.

Table 2.14 presents data concerning the highest degree earned by full-time faculty in forty-six American-sponsored schools in Latin America during 1968-69, the most recent year in which these data are available.

Tables 2.14 and 2.15 demonstrate several pertinent facts. About one-half of the faculty with United States degrees have been educated in the United States. Most do have a bachelor's degree and 20 per cent of this number includes non-United States citizens. A critical factor is that unclassified degrees from non-United States institutions comprise over 40 per cent of the total degrees. These may be a decided strength or a marked weakness, such being dependent on the type of program provided by the school and by the nature of the work leading to the degree. More data should be generated in this area.

TABLE 2.13--Number of Teachers by Nationality in Each of forty-four American-Sponsored Schools in Latin America in 1969-70.

Nationality				Total	
	Nationality			Total	
	American	National	Other	American	Other
22	25	2	49	54	7
14	64	8	86	25	4
24	93	6	123	12	2
21	4	1	26	21	3
13	13	3	29	9	6
32	28	2	62	43	2
1	9	1	11	26	3
13	30	3	46	25	3
29	59	4	92	14	4
6	12	1	19	11	3
22	7	1	30	13	2
1	36	3	40	30	4
10	6	-	16	13	24
9	8	1	18	10	1
5	12	3	20	29	1
4	3	1	8	86	7
3	3	-	6	27	1
15	3	3	21	1	-
21	69	6	96	9	5
11	10	-	21	11	-
2	7	4	13	27	4
47	31	4	82	26	4
				<u>847</u>	<u>147</u>
				<u>1,095</u>	<u>2,086</u>

TABLE 2.14--Highest Degree Earned by Full-Time Faculty in American-Sponsored Schools in Latin America in 1968-69.

Degrees	By Nationality			
	U.S.*	H.C.*	T.C.*	Total
U.S. Institutions	(586)	(80)	(15)	(681)
Doctors	6	2	-	8
Masters	141	15	7	163
Bachelor's	426	59	8	493
Assoc. Arts	11	3	-	14
Reg. Nurse	2	1	-	3
Other (UNCL)	18	476	82	576
No degree	48	73	11	132
Total	652	629	108	1389

*U.S. = United States; H.C. = Host Country; T.C. = Third Country.

TABLE 2.15--Degrees Earned by Level and Nationality as a Percentage of the Total Number of Teachers in ASS in Latin America in 1968-69.

Degrees	By Nationality			
	U.S.*	H.C.*	T.C.*	Total
U.S. Institutions	42.4	5.75	1.07	49.24
Doctors	0.43	0.14	-	0.57
Masters	10.15	1.07	0.50	11.73
Bachelor's	30.67	4.24	0.57	35.49
Assoc. Arts	0.79	0.14	-	1.00
Reg. Nurse	0.14	0.07	-	0.21
Other (UNCL)	1.29	34.26	5.90	41.46
No degree	3.45	5.25	0.79	9.50
Total	46.94	45.28	7.77	100.00

*U.S. = United States; H.C. = Host Country; T.C. = Third Country.

CHAPTER III

THE EMERGENCE OF UNITED STATES GOVERNMENT- SPONSORED SCHOOLS ABROAD

The United States expanded its world leadership role from 1944 to 1960. Concurrently, its civilian services abroad were also expanded. As a result, education for the dependents of civilian personnel became an increasing need.

The Mutual Educational and Cultural Exchange Act of 1961 included the statement:

Since World War II the efforts of our Government in educational and cultural exchanges have been relatively modest. Legislation has been piecemeal. Administration and coordination have been diffused. Privately supported programs such as those of universities, foundations and commercial enterprises have responded within the limits of their resources. We have reached the point where the multiple efforts of Government and private agencies have to be brought into a closer partnership to advance the national interests. The programs involved range over the broad spectrum of learning: they deal with individuals of diverse background and interest. Hence most of them must be handled on an individual, rather than a mass basis. Coordination and cooperation must be balanced against flexibility if our efforts are to be successful.¹

¹Mutual Educational and Cultural Exchange Act of 1961 (Fulbright-Hays Act) (87th Cong., 1st Sess., House of Representatives Report #1094, [Washington, D.C.: Government Printing Office, 1961]), p. 2.

The "multiple efforts" referred to, included provision for educational opportunities for dependents of United States Government employees and other carrying out government sponsored programs. Congress in the "Act for International Development of 1961" had taken into consideration dependent education needs and provided for them as follows:

Not to exceed \$1,500,000 of the funds available for assistance under this Act (other than Title I of Chapter 2 of Part I) may be used in any fiscal year to provide assistance, on such terms and conditions as are deemed appropriate, to schools established, or to be established, outside the United States whenever it is determined that such action would be more economical or would best serve the interests of the United States in providing for the education of dependents of personnel carrying out activities authorized by this Act and dependents of United States Government personnel, in lieu of acquisition or construction pursuant to subsection (c) of this section.²

Furthermore, and at about the same time, Congress revised the Foreign Service Act of 1946³ to include Section 1081 which provides that:

Whenever the Secretary determines that educational facilities are not available, or that existing educational facilities are inadequate, to meet the needs of children of American citizens stationed outside the United States engaged in carrying out Government activities, he is authorized, in such manner as he deems appropriate and under such regulations as he may prescribe, to establish, operate and maintain primary schools, and

²Foreign Assistance Act of 1961, as amended, (PL87-195), sec. 636D (Washington, D.C.: Government Printing Office, 1961), p. 35.

³Foreign-Service Act of 1946, as amended, (PL 79-724) (Washington, D.C.: Government Printing Office, 1964).

school dormitories and related educational facilities for primary and secondary schools, outside the United States, or make grants of funds for such purposes or otherwise provide for such educational facilities. The provisions of the Foreign Service Buildings Act, 1926, as amended, and of paragraphs (h) and (i) of the Act entitled "An Act to provide certain basic authority for the Department of State," approved August 1, 1956 (5 U.S.C. 170h(h) and 170(h)(i)), may be utilized by the Secretary for providing assistance for educational facilities. Assistance may include, but shall not be limited to, hiring, transporting, and payment of teachers and other necessary personnel.⁴

Thus, the modest beginnings of government interest in overseas education begun in 1944 in the intervening years to 1961 took on a significant change in purpose and greatly increased the funding available to American-sponsored schools abroad.

This transition was recorded in the legislative history of the Mutual Educational and Cultural Exchange Act of 1961 as follows:

American-sponsored schools abroad: - Paragraph (3) is derived from section 203 of the Educational Act and from sections 104 (j) and 104 (o) of Public Law 480. These parts of existing law provide authority for assistance for American-sponsored schools abroad. Similar authority is also found in section 400 (c) of the Mutual Security Act of 1954, as amended. The program of aid to schools was started in 1943 under legislation restricted to Latin America and under annual appropriation acts. In 1948 it was expanded to other areas of the world under provisions in the Educational Exchange Act. The program was increased in size in 1956 and in 1958 with the approval of sections 104 (j) and 104 (o) of Public Law 480 authorizing the use of foreign currencies in providing assistance to schools abroad. Since the inception of the program in 1943, 61 American-sponsored schools in 32 countries have received about \$25,600,000.

⁴Ibid., p. 54.

The following criteria are used to establish the eligibility for assistance to American-sponsored schools abroad:

(a) Financial aid will be given only to already established schools.

(b) A school must be a non-governmental, non-profit school.

(c) There must be evidence that the school is located physically so that it can be influential in the community and the region.

(d) The school must have been established by U.S. citizens, with or without the participation of nationals of other countries.

(e) The school must operate with the approval of the national government of the host country and must be non-political in character.

(f) The board of directors must include U.S. citizens.

(g) The director or principal of the school should be a U.S. citizen.

(h) Depending on the size of the student body, there should be a sufficient number of teachers from the United States to assure adequate contact for the students with U.S. teaching methods and ideals.

(i) The curriculum and instruction of the school should reflect U.S. theory and practice in education to the greatest extent possible within the framework of local laws and regulations.

(j) The schools should offer courses of study in the language, literature, geography, and history of the country in which the school is located and also of the United States.

(k) The school should supplement rather than compete with the work and activities of national schools.

(l) High educational standards and practices must be employed by the school.

(m) The student body should include a substantial number of foreign nationals.

(n) The financial condition of the school must be such that there is reason to believe that it will be able to continue operations without substantial continuing U.S. Government aid.

(o) Financial aid will be given to church-connected, company or private profit-earning schools.⁵

⁵ Committee on Foreign Affairs Report, August 31, 1961, on Mutual Educational and Cultural Exchange Act of 1961, (Report No. 1094 to the 87th Cong., [Washington, D.C.: Government Printing Office, 1961,]), pp. 5-6-7.

The language in the bill expands existing authority to include assistance in the establishment of schools and institutions that serve as demonstration centers for American methods and practices and that are founded or sponsored by citizens or non-profit institutions of the United States:

The reasons for supporting the establishment of American schools abroad are twofold. First, the absence of American schools in many critical areas is seriously prejudicial to governmental and private efforts to advance our programs. The main group of people needed for these overseas programs are at an age level when the education of their young children is a major factor in determining whether they will serve abroad. Unless adequate overseas schools, suitable for their children exist, these people will be unwilling to accept assignments where their talents are needed. Hence the establishment of American schools in a few selected regions where none exist is necessary to advance effectively U.S. interests abroad. Second, the establishment of American schools in such areas will introduce an American "educational presence" and contribute to friendly relations between the United States and the other country. The schools will demonstrate American educational methods, not only in general fields of learning but in technical fields. This in itself will show a favorable aspect of American life and will influence the development of the educational system of the other country. By permitting teachers of the other country to observe and by admitting children of the other country as students, these schools can build durable international ties. The criteria applied to determine support to existing schools will be applied to determine support to the establishment of schools. The amount of such financial support in every case is contingent upon appropriations made available for that purpose. The committee expects that foreign currencies will be used to the maximum extent.⁶

The enactment of this Act, giving new emphasis to the need for American schools abroad for the education of American dependent children, reinforced the position of

⁶Ibid.

the Foreign Service Act of 1946 and the Act for International Development of 1961. Three sources of funds for these schools were then available and three separate programs of school assistance went into effect, each concerned with education for dependents, and all operated within the Department of State.

The change in emphasis from assistance for "demonstration" purposes to "dependent education" purposes was soon evidenced in AIDTO Circular A-298 of April 4, 1963⁷ in which the assistance program was clarified and criteria for judging proposals for assistance were established. The Bureau of Educational and Cultural Affairs revised its criteria for assistance to American-sponsored schools abroad, effective May 1, 1963,⁸ and forwarded these new criteria to all diplomatic and consular posts on September 10, 1963. This action was followed on November 8, 1963, with Airgram CA-5074⁹ concerning proposed assistance to American-sponsored schools from FY 1964 funds available to the Bureau of Cultural Affairs, and its proposed procedure of consultation and coordination with AID concerning grants to individual schools.

⁷Appendix I. AIDTO CIRCULAR A-298.

⁸Appendix II. MEMO TO BATTLE AND CROCKETT FROM McCULLOGH.

⁹Appendix III. AIRGRAM CA-5074.

The "coordination and cooperation" effort called for in the introduction to the Mutual Educational and Cultural Exchange Act of 1961 was now underway.

On December 30, 1963, Foreign Affairs Manual Circular No. 161¹⁰ announced the establishment of an Overseas Schools Policy Committee, defined its objectives, its membership, its responsibilities and functions. Importantly, it named the Assistant Secretary for Administration of the Department of State as chairman and stated one of the responsibilities of the committee as:

Subject to applicable legislative authorizations, prescribe general policy for overseas elementary and secondary school activities administered by the Department, and coordinate such activities, including educational allowances as appropriate.¹¹

The inclusion of education allowances within the coordinative function of the committee created the environment from which the United States Government-sponsored school concept emerged.

The Overseas Differentials and Allowance Act of 1960¹² authorized the granting of educational allowances to parents to defray the cost of obtaining an adequate education for their children.

¹⁰Appendix IV. FAMC NO. 161.

¹¹Ibid.

¹²Overseas Differentials and Allowance Act. (PL 87-707).

In a Department of State position paper of March 27, 1961, the following Statement on Required Attendance at Available United States Dependents' Schools at Post in Order to Draw Education Allowances was advanced.

The Standardized Regulations (Government Civilians, Foreign Areas) governing the education allowances do not permit federal employee-parents to use education allowances for local schools or other foreign area schools of their choice without reasonable proof that United States Government-operated schools at the post are unavailable. The regulations do provide, however a certain amount of flexibility to relieve the requirement of attendance at these schools at the posts in warranted instances. Basic to the concept of the education allowance was the idea that a Foreign Service family would have been entitled to the benefits of the United States public school system had the family remained in the United States. The House Report accompanying the legislation in 1955 specifically stated that the post education allowance may be applied toward the cost of elementary or secondary education in the United States.

It was determined at the inception of the program that no allowance would be granted to parents whose children do not attend a U.S. Government-operated school at the post, if one is available, unless instead they attend school in the United States. The exception to the policy of withholding the allowance was influenced by the legislative history referred to, but even more important from the standpoint of the Foreign Service family it was the only way the Department could avoid penalizing an employee who was already in the United States and did not intend to take his child overseas. The exception is also made at the other end when a parent at a post abroad is willing to pay the transportation cost of sending his child to school in the United States. This opportunity is available as well at posts where the education allowance is not based on a Government-operated school.

Many good reasons have been advanced for using private schools instead of military schools. It should be kept in mind, nevertheless, that it is against American educational philosophy to use public funds for private schools where publicly supported schools are available. It is true that a parent may send a child to a private school in the United States and draw an education allowance which is denied him for using a similar school at the post. A restriction, however, on

the freedom of parents to select their own schools in the United States would be resented and is considered unwise and unnecessary.

Congressional views in regard to this general problem are well known, and believed unchangeable and significant. It is believed it would be difficult to find a persuasive argument to support to Congress the payment of private school fees at Government expense at posts where a Government-operated school is available. Further, if the Department relaxed its present standards in this respect it might find itself losing existing educational privileges and funds which are now so substantial.¹³

The authority for the Department to act in regard to education allowances is stated in part as follows:

Executive Order No. 10903 of January 9, 1961, No. 10970 of October 27, 1961, No. 10853 of November 27, 1959, and No. 10982 of December 25, 1961, authorized and directed the Secretary of State to exercise the following described statutory powers of the President:

a. The authority vested in the President by sections 111(3), 202, 203 and 221(4)(B) of the Overseas Differential and Allowances Act (Public Law 86-707) to prescribe regulations defining the term "employee" and governing (1) certain waivers of recovery, (2) the payment of allowances and differentials authorized by Title II of the Act and certain other matters, and (3) travel expenses for dependents of certain employees.¹⁴

Given the view of the Assistant Secretary for Administration that "It was determined at the inception of the program that no allowance would be granted to parents whose children do not attend a U.S. Government-operated school at the post, if one is available, unless instead

¹³U.S., State Department Position Paper, Statement of Required Attendance at Available U.S. Dependents' Schools at Post in Order to Draw Education Allowances (Washington, D.C.: Government Printing Office, 1961).

¹⁴PL 87-707.

they attend schools in the United States," and the provision of legislation to provide for the education of dependents overseas where United States Government-operated schools did not exist, it was natural to amend the regulations to accommodate the new circumstances.

In April, 1964, a State Department Airgram was sent to six overseas posts, Buenos Aires, Argentina; Kabul, Afghanistan; Manilla, Philippines; New Delhi, India; Tangier, Morocco and Vienna, Austria, announcing an amendment to Section 271g of the Standardized Regulations to read:

U.S. Government-sponsored or-operated school means an elementary or secondary school maintained and operated by a Government agency for dependents of employees of the Government of an elementary or secondary school receiving financial support from a Government agency.¹⁵

This airgram informed the posts that payment of educational allowances would be made only if the dependents attended a local Government-operated or-sponsored school unless excepted by circumstances involving health, distance, availability and related factors as described in section 276.2 of the Regulations.

This change, by May 24, 1964, had been incorporated into the Regulations and was distributed to all posts.

The United States Government-sponsored school was now official.

¹⁵Appendix V. AIRGRAM CA-10375.

Foreign Affairs Manual Circular No. 237, on September 24, 1964, reviewed the Overseas Policy Committee and announced the establishment of the Overseas Schools Staff (A/OS), under the policy direction of the Committee, and located in the office of the Assistant Secretary for Administration.¹⁶

A Department of State Airgram, CA-3865, of October 8, 1964, was sent to all Diplomatic and Consular Posts on the subject of policy guidelines and objectives for elementary and secondary schools assistance programs.¹⁷

The Department of State's "News Letter,"¹⁸ of October, 1964, announced the formation of the new office and described its proposed role in improving the educational facilities for dependents of Foreign Service and other civilian dependents abroad.

It was significant that this new staff was located in the office of the Assistant Secretary for Administration, the location as the Allowances Staff, since on September 2, 1965, the then Deputy Under-Secretary for Administration and Chairman of the Policy Committee forwarded a memorandum to Allowances on the subject of Designation of United States Government-sponsored schools abroad stating:

¹⁶Appendix VI. FAMC NO. 237.

¹⁷Appendix VII. AIRGRAM, CA-3865.

¹⁸Appendix VIII. DEPARTMENT OF STATE NEWSLETTER, NO. 42, OCTOBER, 1964. (reprint.)

As you are aware, I am very much interested in promoting and assuring the continued American support of schools abroad to which the United States Government has given grants. I understand six schools were designated as United States Government-sponsored schools last year and that there are over thirty additional schools to which grants of over \$250,000 have been given.

Policy Statement

Those schools, in foreign countries, which meet the "adequacy" requirements, have available space, and to which the United States Government has furnished sizeable grants, sums of money, either dollars or foreign currency, for construction and/or operating budget, shall be construed as 'United States Government-sponsored schools' within the meaning of Section 271g of the Standardized Regulations. The educational adequacy of each school will be jointly determined by the Office of Overseas Schools, the Allowances Staff, and the post involved.

Announcement and implementation of this policy should be made at the earliest date.¹⁹

At about the same time, August, 1965, the Executive Officers (AID) and Administrative Officers Conference for the Latin America area was being held in Buenos Aires, Argentina.

The report by the Committee on Dependents Overseas Schools of this group was developed and submitted to the Department.

The text of this report was as follows:

The Committee on Education endorses the objectives and goals of the Department in connection with the education overseas of American dependent children. The Department, with the assistance of AID/Washington have made progress in the last few years in the worldwide educational problem. Considerable money has been invested in the project. However, despite an effort to

¹⁹Appendix IX. Memo Crockett to Lethco.

obtain the best education for dependent children, the program is in need of review by the Department.

The Department recognizes that the education of American children overseas should not be hindered because they are away from their homes. Their education should be based on American tradition, etc. President Johnson has proposed to the Congress a huge educational program in an effort to raise the standard of education in the States. This program should embrace all eligible dependent children overseas. The education of dependent children overseas should be comparable at least to that provided in the United States. Money should be no object. The schools at post must be of continuing high standard and have a similar curriculum to insure that if a student is taken from school because of transfer he will be able to continue his education either at another post or in the United States without penalty.

The dependent overseas school project has not been generally successful in achieving the above goals. The need to correct deficiencies is now while the program is young and where funds for the worthwhile project can more easily be obtained. A consensus at the Administrative Executive Officer Conference held August 23-27, 1965, at Buenos Aires, revealed that major educational problems exist at most posts in Latin America, resulting in serious morale problems. While some overseas schools supported by State/AID/W funds may present excellent physical appearances, the level of teaching generally is below stateside standards. Teachers are for the most part housewives who may be of college level in their own education but are often without recent teaching certificates.

To alleviate these problems the following is required:

(1) Realistic financial support and direct salary subsidies by State/AID to any school in need in order that a measure of stateside uniformity can be achieved.

(2) Recognition that it is not always possible to combine in a single school the objective of educating dependent children and national children. The emphasis should be placed on educating the American student.

(3) The school allowance at post should be available to the parents without restriction as to the school their children MUST attend.

(4) Sufficient and realistic offpost allowance to any post where the present facilities fail to provide an adequate education based on the Maryland - D.C. - Northern Virginia schools. Latin America does not have any high school, for instance, with adequate boarding facilities which may be used by children from other posts. The offpost allowance in all cases should be

sufficiently high to allow parents to educate their children away from post without undue financial hardship.²⁰

Point three of the recommendation was directly in opposition to the move toward establishing United States Government-sponsored schools. Point four was also in opposition to the move in this direction since, once a school has been designated as a United States Government-sponsored school, the away-from post allowance is withdrawn for the grades affected.

Although the position of these field officers was known by concerned officials in the Department, the Department on May 10, 1966, following the Memorandum of September, 1965, proposed to designate an additional twenty-one schools as United States Government-sponsored schools, four of which were in Latin America, and to propose a revised version of the policy statement contained in the memorandum.

The new designations were approved on May 18, 1966 by the Deputy Under-secretary for Administration as well as the revised policy.²¹ An announcement of these newly designated schools was made by Department of State Airgram on May 19, 1966 (CA-11392).²²

²⁰ Report of the Committee on Dependents Overseas Schools, Executive and Administrative Officers' Conference, August, 1965.

²¹ Appendix X. MEMO LETHCO TO CROCKETT: APPROVAL, MAY, 1966.

²² Appendix XI. AIRGRAM CA-11392.

The new policy was announced to all posts in the Department of State Airgram (CA-12243) of June 15, 1966:

The airgram stated in part:

The policy stated above is to insure that, where the United States Government has made substantial financial grants and otherwise has played a major part in the establishment or development of schools, further support will be given by the channelling of education allowances into these facilities. . . .

Under this policy nearly thirty posts in all parts of the world already have been designated as having 'U.S. Government-sponsored schools.' From time to time other posts also will be designated as circumstances may indicate.²³

Thus, the policy of the Department was set and five American-sponsored schools in Latin America had been designated as United States Government-sponsored schools.

It will be noted that in all the procedures leading to this position these private schools were not consulted nor did they have any part in the evaluation of the policy position arrived at by the Department. The authority for designation currently is shared by the Allowances Staff, the Office of Overseas Schools, and the Post. However, the designation of this initial group occurred prior to the announcement of this policy which gave the Post a voice in the designation.

This exclusion from the decision has been a matter of concern in Buenos Aires, Argentina, where the Post, which is in disagreement with the designation, made this

²³U.S., Department of State, CA-12243, Subject: Allowances: Policy Regarding "United States Government-Sponsored Schools" (Washington, D.C.: Government Printing Office, June, 1966).

disagreement very plain during a staff meeting with the Regional Education Officer in the American Embassy in Buenos Aires, Argentina in March, 1967. It has also been brought up during Congressional visitations and the Department has been queried on the possibility of de-designation.

Among the complaints of the personnel at the Post are:

1. The school is too far away and traffic is hazardous.
2. The Government personnel are a "captive client" of the school and receive no consideration.
3. The government is not adequately represented on the Board.
4. The government has no right to require its dependents to send their children to a particular school.
5. The school is not adequate.

It is understandable that the major complaints to date have been from only one of these five United States Government-sponsored schools, since the others, by and large, represent the best or the only English language school available at post. Should other schools in larger metropolitan areas offering a diversity of quality education be so designated, undoubtedly similar complaints would arise.

For this reason, if the policy of designating certain schools as United States Government-sponsored schools

is to be continued in Latin America, the concept of adequacy must be reviewed and better defined, the schools must be involved in the process and be committed to the concept, and strategies must be developed to assist the schools in achieving a level of quality which will make them desirable to the employees of the United States Government stationed overseas.

Summary

In this chapter the legislative history of United States Government and policy and administrative actions of the United States Department of State are reviewed to demonstrate the transition from a "demonstration" purpose to a "dependent-education" purpose.

Actions of the Department of State and its various offices are reviewed to show how the change of purpose, reflected in legislation, became effective in producing the concept of United States Government-sponsored schools.

The authority of the Department of State to develop and apply new standard regulations is affirmed and the development of certain new regulations is described.

The application of these new regulations is reviewed and it is suggested that a revision to these regulations and their application is necessary.

CHAPTER IV

GENERAL GUIDELINES BY WHICH UNITED STATES GOVERNMENT SPONSORED SCHOOLS MAY BE EXAMINED

Why is it that men of good-will honestly disagree about the purposes of the school? Each person has, through the totality of his experience, developed a philosophy or statement of values. Since the experiences of people differ so widely, differing philosophies or statements of values may be expected. Each person derives his own statement of the purposes of education by relating it to the values he holds for the individual child and the values he cherishes for society, and by determining the school's responsibility for promoting these values.¹

This question and its answer are pertinent to this study in that there is no common or mutual agreement concerning purpose among the parties affected by the designation of a school as a United States Government-sponsored school. Furthermore, there are no mutually accepted standards for such designations.

The schools which are affected are private, independent agencies with objectives and responsibilities going far beyond the education of dependents of United States Government employees.

¹Southern Association of Colleges and Schools, Commission on Elementary Schools, A Guide to the Evaluation and Accreditation of Elementary Schools, Atlanta, Georgia, S.A.C.S., 1970, p. 13.

The employees on the other hand have varying educational objectives. Some career foreign service officers and other United States Government employees sincerely believe that their children should be educated in the schools of the host country, thereby sharing in the benefits of living in a foreign culture. Others prefer to isolate their children from involvement in the local community (and in certain cases this is necessary as a safety measure) as a matter of what they believe to be an acceptable education for their children. Many short-term employees, realizing that in a year or two their children will be back in schools in the United States, want the schools overseas to be replicas of the home-town situation, based on a premise that this will reduce re-entry problems for the child.

Many newcomers to the foreign scene simply fail to realize the tremendous difficulties the schools encounter and too often hastily judge the quality of the schools based on superficial evidence. Others, unable publically to criticize foreign institutions, make the school the outlet for the frustrations they encounter in their work or those occasioned by cultural shock. From the Washington vantage point, close to the legislative process, responsible for various budgets and the coordinating function between offices, Department officials reach conclusions often misunderstood and resented in the field. This is particularly

true if these conclusions produce regulations which--real or imagined--restrict individual liberty, reduce benefits or impose additional hardships.

The present procedure for designation of United States Government-sponsored schools hinges upon two factors: (a) United States Government contributions to the school for operation and/or capital, and (b) Adequacy.

The standardized regulations define an adequate school as:

An elementary school (grades 1-8 or equivalent) or secondary school (grades 9-12 or equivalent) providing an educational curriculum and services reasonably comparable to those normally provided without charge in public schools in the United States. The major criterion of 'adequacy' is whether a child of normal ability, upon completion of a grade, or its equivalent, can enter the next higher grade in a public school in the United States.²

Both of these factors would appear to be reasonable but both are ill-defined and represent a policy statement from which administrative procedures and guidelines must be developed.

A significant grant-in-aid contributed by the government, within the limitations of its school assistance programs, might be considered insignificant by a school faced with a need for much larger contributions with which to support its programs.

²Standard Regulations, 1954, sec. 271.

A cumulative total of grants over several years is not evidence in itself that the school has achieved a level of development which would satisfy the "adequacy" requirement.

The "adequacy" definition is also open to a great deal of interpretation. United States Government employees are drawn from all areas of the country, from large cities and rural areas, from wealthy school districts and from poor school districts. Each brings with him his expectations for the education of his children. Not all have their expectations satisfied in the United States Government-sponsored schools.

It would seem that there is a goal shared by American parents, both government and private sector which is to provide for their children the kind of education which comes as closely as possible to that which would have been available had the family remained in the United States. What that education would have been specifically, very few parents really know since most are long removed from direct school experiences personally and most, as parents, really do not understand the present educational climate or process in the United States.

There is, however, a standard which appears to have acceptance in the minds of many people, both in the United States and overseas. "Accreditation" is a known concept and is presumed by many to assure quality.

As stated by Fox:

Regional accrediting associations are a United States educational phenomena. Persons from most foreign countries find it difficult to understand a nation without a Minister of Education or a Federal Commission whose offices set national curriculum standards as well as usually establishing wage scales, tuition patterns (for private schools) and disbursing of inspectors on a periodic basis to inspect schools.

As viewed by many foreign educators the regional accrediting association comes the closest to being the United States counterpart of the Ministry/Inspector system with which they are familiar. The significant factor involved, however, is that membership in all regional accrediting associations is voluntary and if a school chooses not to accept the standards set forth by a given association it may by its own decision drop its membership, if indeed the school is already a member, or refrain from joining the association at the outset.³

Since the founding of regional accrediting associations, in 1880-1900, the essential purposes of such associations have been to develop and maintain sound educational standards. Over the ensuing years these purposes have become generally understood by the American public and accepted by them.

Thus, the accreditation standard would appear to be acceptable to the American-sponsored school, both in its United States citizen component and in its international component. Since 1930, the Southern Association of Colleges and Schools has assumed the responsibility for the accreditation of extra-territorial schools in Latin America. With the accreditation of the American School Foundation in

³Fox, "Question of Accreditation: Study of Schools in Latin America," pp. 18-19.

Mexico City in 1930 the Southern Association evidenced its interest in and concern for the development of and maintenance of sound educational standards overseas and particularly within its own area of responsibility, Latin America, the territory which, through informal agreements among the various accrediting associations, became the area of influence of this association.

The culmination of these informal agreements seems to have come about on February 13, 1961, when the various accrediting associations met at the Henrose Hotel in Detroit, Michigan at which time they considered a proposal to provide for the accreditation of foreign schools. The minutes of that meeting, attended by representatives of the California Association, the New England Association, the North Central Association, the Southern Association and the Middle States Association stated:

The purpose of the meeting was to discuss the problems of the accreditation of schools serving American children in foreign countries. Dr. John J. Brooks, President of the International Schools Foundation, 147 East 50th Street, New York 22, had corresponded and conferred with R. D. Mathews about the possibility of the Middle States Association taking responsibility for the evaluation of schools in areas not now served by any accrediting association. Similar discussions were held with representatives of regional associations when the Southern Association became responsible for the accreditation of schools in Mexico, Central and South America (except the Canal Zone which is served by the Middle States Association) and the North Central Association for American Schools for Dependents.⁴

⁴Minutes of the Meeting of Representatives of the Regional Accrediting Associations, Detroit, February 13, 1961.

In February, 1962, the Council of Secondary School Accrediting Commissions, which had been formed in 1961 for the purpose of providing an organization through which Regional Associations for Secondary Schools could unite and communicate effectively to advance the cause of voluntary institution based evaluation and accreditation, met in St. Louis, Missouri and recommended:

. . . that the following paragraph appear in an appropriate place on the List of Accredited Schools of each Association: The accreditation of schools serving American children abroad is provided for through a cooperative agreement of the regional associations. Schools for American Dependents Abroad and supported by the Defense Department are accredited by the North Central Association. American type schools in Latin America are accredited by the Southern Association, and schools for American children in other countries are accredited by the Middle States Association.⁵

The acceptance of its responsibility by the Southern Association is recorded by the activity between the schools and the Association during many years and is clearly stated in the Proceedings of the Association of 1968 which state:

The Southern Association of Colleges and Schools is organized exclusively for educational purposes and its object is to improve education in the South through exercise of leadership and through the promotion of cooperative efforts between colleges, schools and related agencies. Without limiting the generality of the foregoing, the charter specified that the Southern Association of Colleges and Schools shall have the following specific powers and purposes:

(a) To identify for local, regional, national, and international purposes those schools and colleges of

⁵Council of Secondary School Accrediting Commissions, Summary Report of Meeting, St. Louis, Missouri, February, 1962, pp. 1-2.

acceptable quality to be designated as accredited institutions.

(b) To work with agencies concerned with the improvement of education in other regions and other countries.⁶

Much of the interest and indeed much of the work leading up to this position must be credited to Dr. Raymond G. Wilson, former Executive Secretary of the Commission on Secondary Schools of the Southern Association of Colleges and Schools, and to Dr. W. R. Goodson, formerly Chairman of the Latin American Committee of the Secondary Commission of the Association and currently Executive Secretary of the Commission on Secondary Schools. Both of these men share the credit for the continuing interest of the Southern Association in the continued improvement of educational opportunities for American children in the American-sponsored schools in Latin America. They share also in the responsibility for having created a desire on the part of these schools in Latin America for accreditation.

Although accreditation was initially concerned with secondary schools, the Southern Association initiated activities for school improvement at the elementary level in 1946 and in 1958 empowered its Cooperative Program in Elementary Education to offer an accrediting service to affiliated elementary schools in addition to school improvement

⁶ Southern Association of Colleges and Schools, Proceedings of Seventy-Third Annual Meeting, Atlanta, Georgia, December, 1968, p. 2.

services. Beginning with the 1960-61 school year, the Co-operative Program in Elementary Education has rendered this accrediting service.⁷

The standards for elementary and secondary school accreditation differ somewhat, however, both originate in principles accepted by the Association.

These principles were stated by the Secondary Commission as follows:

The Commission observes the following principles in its accreditation of schools:

1. A school should be evaluated in terms of its functions and purposes.

2. Both quantitative and qualitative criteria should be used in evaluating a school.

3. Standards should be used as a means of implementing the principles controlling the school's functions, purposes, and improvements.

4. Standards and procedures for the accreditation of schools should be developed cooperatively by all concerned.

5. A school's effectiveness should be judged by the extent to which it meets the needs of the people served.

6. Standards of accrediting should be sufficiently comprehensive to stimulate each school toward the achievement of its purposes.

7. The accreditation of a school should be based upon its composite program and the facilities and staff it requires.

8. The accreditation of a school should depend not only upon its status on a given date but also upon the progress it makes between two dates.

9. Accreditation should become one significant means of enabling teachers and administrators to look upon their work as a full-time vocation, calling for their maximal growth and development as professional persons.

⁷ Southern Association of Colleges and Schools, Guide of Elementary Schools, Preface, i.

10. The extent to which a school's physical facilities are utilized maximally and to which it avails itself of all opportunities to serve the educational needs of its community should be considered fully in accreditation.⁸

That these principles and their accompanying standards are acceptable to the schools and their communities is evidenced by the fact that thirty of the forty-four American-sponsored schools in Latin America have become affiliated or accredited and five additional schools have requested preliminary visits by the Association in 1970-71. Each of the United States Government-sponsored schools in Latin America is affiliated or accredited.

Inasmuch as accreditation is popularly equated with quality, and inasmuch as the Southern Association of Colleges and Schools, one of the six regional accrediting associations, is responsible for accreditation of schools in Latin America, it would appear reasonable that the principles and standards for elementary and secondary school accreditation of this association would be acceptable principles and standards for evaluation and serve as criteria for designation of schools as United States Government-sponsored schools. This does not imply that these schools must be accredited or would be accredited but rather, that they would continuously evaluate themselves

⁸Southern Association of Colleges and Schools, Commission on Secondary Schools, Standards for Secondary Schools, Atlanta, Georgia, S.A.C.S., n.d., pp. 2-3.

and be evaluated by others using as criteria principles and standards which have as their objective the continuous improvement of schools in the United States.

Two additional criteria are basic to the designation of United States Government-sponsored schools: (1) that the school have the stated objective of offering a United States type of curriculum, and (2) that the school actually enrolls sufficient United States Government dependent children and other United States children so that the designation is meaningful.

Rationale

The "adequacy" concept used by the United States Department of State has as its purpose to relate the quality of education a dependent can receive overseas to the quality of education the dependent could have received in the United States. This is obviously a complex relationship when viewed only within the United States and its complexity is compounded by any attempt to relate it to a school overseas.

The quality of education in the United States is uneven not only from region to region, from state to state, and from local education to local education agency, but indeed varies substantially from school to school and from teacher to teacher within the same school. A system of education does not exist in the United States and United States education is characterized by its diversity more than by its similarity.

Currently, in the United States several developmental and experimental projects are underway which are designed to measure quality education by the quality of the product, i.e., the performance of the student. Other attempts have been made to measure teacher effectiveness and to cost-benefit education. All of these are worthy and important goals; however, they are not yet developed to the level necessary for their utilization. The best single system to assure quality education continues to be largely quantitative input data which include indicators of quality. The culmination of the cumulative efforts to improve education and to best assure its quality continues to be reflected in standards which are developed by a number of accrediting agencies. This approach is used not only by the profession of education but also by the professions of medicine, business, engineering, law, and most of all fields of professional and liberal arts areas in the United States.

Standards which are developed for schools in the United States which are most highly respected are those that have been developed by the various regional accrediting associations in the United States. These standards represent a continuing process to improve the quality of education. While these standards are developed primarily for use by those who seek accreditation, they may also be viewed as general guidelines for the improvement of schools.

Therefore, the "adequacy concept" test may best be made at this point in time by extracting general guidelines from accreditation standards.

Schools in Latin America are eligible for accreditation by the SACS as a result of an agreement by all regional accrediting agencies in the United States. Furthermore, the SACS is the only regional accrediting agency that accredits both elementary and secondary schools; therefore it is appropriate to extract general guidelines from the SACS statements of principles and standards for use in appraising American-sponsored schools in Latin America for the purpose of ascertaining their educational adequacy.

An added advantage is that principles and standards are dynamic in terms of contemporary United States education; and, therefore, are constantly reflective of United States education in the only method in which it can be generalized at this point in the development of the profession, i.e., the accreditation process.

Each of the five United States Government-sponsored schools in Latin America has the expressed objective of offering an adequate elementary and secondary education of a United States type to its students. Three of the five further state as an objective preparation of students to enter colleges or universities in the United States. Each of the schools enrolls a substantial number of United States Government dependent children in the community as well as

other United States citizen pupils, host country nationals and third country nationals. Therefore, evaluation of these schools in respect to the criteria appears to be possible and justifiable.

Guideline No. 1

The first general guideline to be followed in the operation of any overseas school so that it may meet the adequacy criteria is: that the school should make adequate provision through its charter, statutes, policies and representatives, for the proper attainment of its stated objectives.

Each of the five schools has legal entity within the host country, by charter, registration of its statutes, or resolution of the appropriate authorities. Each school provides for a board of control responsible in general for the over-all operation of the school on behalf of the school association. The size of the boards varies from seven to twelve and the terms of office of the members is one year in four schools and indefinite in the fifth. Board members may be re-elected or re-appointed in most instances. The schools are handicapped by a frequent change in their board personnel as shown in Table 4.1.

With the demonstrated change in board personnel, it is highly important that the school have well developed school policies. Yet, three of the accredited schools have been advised that their policies are inadequate by

TABLE 4.1--Board Membership by Number Optimum Years of Service and Average Tenure of Board Membership During 1965-1969.

School	Annual Membership	Optimum ⁹ Board Years	Actual Board Members	Average Tenure
A	9	45	20	2.5
B	7	35	22	1.59
C	9	45	38	1.18
D	9	45	38	1.18
E	12	60	21	2.85
Total	46	230	139	1.65

the Southern Association and a fourth suffered a community crisis during the 1969-70 school year which clearly indicated that its policies, or their application, were insufficient to the need.

Each of the schools provides for a chief administrative school officer under the title of principal, director, or superintendent; however, a lack of administrative continuity was noted in the five schools over the years 1965-69. During this period, the tenure of the chief administrative officers ranged from a low of three months to a high of four years. Sixteen chief administrators served the five schools during that period, with a tenure average of

⁹Optimum Board Years refers to the total number of years the board membership could serve in the five years represented.

approximately one and one-half years. One school did not have a chief school administrator during a continuous thirty-month period.

It has been demonstrated, therefore, that if good policies, continuity of board membership and administrative leadership are significant to the adequacy concept, this guideline could be used by both the schools and the government to examine whether conditions exist which are conducive to offering an education comparable to that available in the United States.

Guideline No. 2

A second general guideline to be followed by an overseas school is: that the school should provide a curriculum which meets the needs of the school community it serves and be reinforced with such other facilities and services as to be an effective program.

Each of the schools has the stated purpose of offering to its pupils an adequate elementary and secondary program, and three specifically state their intention to prepare students for admission to colleges and universities in the United States.

A review of the curricular offerings of each, at the elementary level, indicates that they do offer a basic curriculum similar to that in the United States. The subjects taught in each include mathematics, English, language,

reading, science and social studies. Each also teaches the language of the host country (Spanish or Portuguese).

The time allowed for each subject varies but, in general, is comparable to the time allotted to similar subjects in elementary schools in the United States.

Enrichment opportunities appear to be limited although art, music, square dance, library period, recess and physical education do appear unevenly in the schools' programs.

A review of the secondary school programs and schedules indicates that the subjects offered are equivalent to those offered in small, traditional secondary schools in the United States. Provision is commonly made for such subjects as English, social studies, science, mathematics and languages. The foreign language sequence appears to be superior, allowing for four years of study in the language of the host country. One school, however, with only fifty-five students in grades eight through twelve, offers on its high school schedule three foreign languages.

Typing and mechanical drawing are taught in a few instances but none of the schools provide for vocational education and none have shops or home economics facilities.

Library facilities are available and the numbers of books appear adequate. Periodicals are noticeably inadequate.

Guidance service and limited testing is provided, however, the concentration of both is on college admission.

There is an obvious lack of audio-visual equipment and material and nothing approximating the services and equipment of a modern learning center or instructional media center is available in any of the five schools.

In Table 4.2 the student population of the schools is shown.

This second guideline would permit the evaluation of the school in terms of meeting the needs of its student personnel with respect to its curricular offerings and supporting facilities and services.

Guideline No. 3

A third general guideline to be followed by an overseas school is: that the school should enrich its curriculum by taking advantage of its overseas location.

There are certainly isolated instances of these schools using the community as a resource, often an excellent one. These would include a trip by some students up the Amazon River, others viewing an eclipse from the Alto Plano of Bolivia, others travelling to similar schools in different countries for athletic events, occasional trips to the local United States Embassy and the like. There is, however, little evidence of planned opportunities for use of the immediate or extended community. It appears that community resources could be studied and plans made to

TABLE 4.2--Student Population in United States Government-sponsored Schools in Latin America, 1969-70.

School	U.S.G.			Other U.S.			Total U.S.			H.C.N.			T.C.N.			Total		
	#	%		#	%		#	%		#	%		#	%		#	%	
A	143	16.39		569	65.25		712	81.65		55	6.30		105	12.04		875	99.9	
B	74	36.81		58	28.85		132	65.67		21	10.44		48	23.88		201	99.9	
C	232	47.83		77	15.87		309	63.71		108	22.26		68	14.02		485	99.9	90
D	105	33.54		27	8.62		132	42.17		144	46.0		37	11.82		313	99.9	
E	105	9.83		399	37.35		571	53.46		466	43.63		98	9.17		1068	99.9	

Legend: U.S. United States Citizen
U.S.G. United States Government
H.C.N. Host Country National
T.C.N. Third Country National

provide for much greater utilization of the many enrichment opportunities available, such as museums, archeological sites, local crafts, artists and artisans, industries and such.

It is understood, of course, that local conditions, safety of transportation, conditions of personal safety, and other similar factors do place the schools under extraordinary constraints at times.

Guideline No. 4

A fourth general guideline to be followed by an overseas school is: that the school should provide for a school year and a school day sufficiently flexible to permit the accomplishment of its purposes.

Each of the schools must formulate a school calendar with consideration for local law, climatic conditions, political conditions, local holidays, both civic and religious, United States holidays, and many other factors. Because of the many changes in conditions which can be experienced during a school year overseas, these schools must be particularly concerned with providing for a school year which will accommodate these changes, yet permit at least the minimum acceptable time to adequately accomplish their objectives.

In the school year 1969-70, each of the schools met the 175 days of instruction requirement of the

Southern Association. The range of days of instruction was from 175 to 183 and the average days of instruction was 179.

The school year varied from school to school and either the semester plan or the trimester plan was used by each. Vacation and holiday periods were not uniform. The amount of time allocated in the daily schedules for teaching those subjects in the United States curriculum areas was adequate.

Guideline No. 5

A fifth general guideline to be followed by an overseas school is: that the school should provide sufficient, well-trained professional personnel, and such other personnel as are needed for the effective operation of the school program.

The problem of selection, employment, and retention of competent professional personnel is one of the most persistent problems facing the overseas schools. The lack of administrative continuity was mentioned under the first general guideline.

The five schools employed 237 people, full or part-time, in teaching and administrative positions in school year 1969-70. In Table No. 4.3 the national composition, the number of people and their full-time administrative and teaching equivalent is shown.

TABLE 4.3--National Origin of Full-Time Faculty Members in United States Government-sponsored Schools in Latin America, by Number and Per Cent, 1969-70.

National Origin	Number of People	Full-Time Equivalent
United States Citizens	113	101.75
Host Country Nationals	112	83.27
Third Country Nationals	12	10.80
Total	237	195.82

Even though a full-time faculty-student ratio of fifteen to one can be demonstrated, it is indicated in Table No. 4.4 that a significant number of both full-time and part-time faculty members do not hold any degree.

TABLE 4.4--Degree Status of Faculty Members in United States Government-sponsored Schools in Latin America, 1969-70.

Highest Degree	Full-Time	Part-Time
United States Degrees		
Doctor	5	2
Master	22	7
Bachelor	71	17
Other Degrees	13	5
No Degrees	42	53
Total	153	84

An additional lack of training is shown in Table No. 4.5 which indicated that almost half of the full-time faculty and over two-thirds of the part-time faculty do not hold certificates from any state in the United States.

TABLE 4.5--Certification Status of Faculty Members in United States Government-sponsored Schools in Latin America, 1969-70.

	Full-time	Part-time	Total
United States Certificate	79	25	104
Other Certificate	33	46	79
No Certificate	41	13	54

The review of the professional staff further indicates a serious shortage of qualified librarians, guidance counselors, curriculum specialists, and other necessary personnel, if education comparable to that available in the United States is to be provided.

Guideline No. 6

A sixth general guideline to be followed by an overseas school is: that the school should provide for such conditions of employment as will make possible the employment and retention of the professional personnel necessary to its program.

This implies the responsibility for providing a good teaching environment, adequate compensation, community status as a professional and opportunities for professional advancement.

With the low pupil-teacher ratio found in these schools it would appear that no teacher should have an excessive teaching load, and those schools which are accredited have complied with the requirements of the Southern Association in this respect.

In general, teaching salaries are relatively low and in some instances are very low. Of the 131 full-time classroom teachers in these five schools in school year 1969-70, 106 received salaries below the United States estimated average classroom teacher salary (\$7,908)¹⁰ for school year 1968-69, and 25 received a salary near or exceeding this average.

In Table 4.6 the salary ranges of full-time teachers, and the number of teachers in each range is shown.

TABLE 4.6--Salary Range of Full-Time Teachers in United States Government-sponsored Schools in Latin America, 1969-70.

Salary in United States Dollar Equivalents	Number of Teachers
0 - 3,000	24
3,001 - 5,000	65
5,001 - 8,000	28
8,001 - over 10,000	14

The range of salary was from under \$2,000 to over \$10,000. One full-time teacher received a salary less than \$2,000 and six received \$10,000 or over.

These salaries, or a portion of the salary, is commonly paid in the currency of the host country. Changes

¹⁰Digest of Educational Statistics (Washington: U.S., Department of Health, Education, and Welfare, 1969), p. 39.

in currency value related to the dollar, rapid inflation, restrictions on currency exchange, and other factors, makes true comparisons of income difficult.

Community status for a teacher in these overseas schools varies greatly. Host country national teachers and third country national teachers are frequently paid more than they would receive if they taught elsewhere. Dependent wives are frequently paid less than teachers contracted from the United States. Contract teachers frequently are paid more, but are actually able to purchase less, because much of their salary must go to direct living costs such as food and housing.

Community status of teachers is uneven. The national and third country national teacher normally has community status based on factors other than teaching. This is true of dependent wives as well, since they derive their community status largely through their husband's employment status rather than their own. The contract teacher usually finds it difficult to fit into the national community because of barriers of language, closed society factors and such, and finds it equally difficult to fit into the United States community because of economic barriers.

The salaries and other benefits provided by each school are different and as yet no school has developed a plan for teacher remuneration which takes into account the level and recency of training or adequately treats the problem of equal pay for equal work.

Guideline No. 7

A seventh general guideline to be followed by an overseas school is: that the school should provide a physical plant suitable for its program and provide for the operation of its plant in conformance with standards which will assure safe and hygienic conditions for both students and teachers.

Each school has faced or is facing the problem of the adequacy and suitability of its physical plant. In the overseas community it is very difficult to estimate with accuracy the demands which may be made of the American school. Government and business dependent education needs change with the changes in international politics and international commerce. Those private schools cannot be expanded or altered to suit current needs as easily as schools can be changed in the United States.

Two of the schools are still operating in converted residences and two have less than acceptable playground area. Three have excellent standard classroom buildings and sufficient grounds for playgrounds and future expansion. All provide libraries, laboratories, clinics, administrative office space, and other necessary facilities for their present programs. The limited equipment and other modern materials of instruction was commented on earlier.

Lighting and sanitation are constant problems. The maintenance and custodial staff must be hired from the host

community. Frequently the standards acceptable in an American school are not known or understood and no adequate training programs have been developed to compensate for this lack of knowledge.

Each of the schools must develop a program which will assure plant care and maintenance such that the buildings and grounds shall be clean and orderly at all times.

Guideline No. 8

An eighth general guideline to be followed by an overseas school is: that the school should provide financial support sufficient in amount to accomplish its educational objectives.

The principal source of operating revenue for these private schools is the tuition payments of the students. One of the conditions for receiving United States Government grants is that there is evidence that the school will ultimately be able to cover ordinary recurring operating expenses from tuition or other school income other than United States Government grants.

The ability to produce sufficient operating income varies, with the country, the city, the size of the student population, the student mix, being a few of the many factors determining the schools' income potential. None of these factors can be controlled adequately. The entrance of a few new students or the loss of a few students can seriously affect the budget balance. A major, sudden

reduction in student enrollment can, and has, created fiscal chaos. Host country governments have imposed tuition ceilings, enforced tax and social security regulations, controlled currency exchange, exercised the right to claim numbers of scholarships, and otherwise have influenced the schools' ability to adequately provide for their needs.

Another impediment to good financial planning has been the tuition paying ability of the parent community. Some parents, including government personnel, receive education allowances. Many others do not. The permanent school users, knowing that government personnel come and go, resist raising tuitions and thus educational quality, fearing that they will be left with unbearable financial responsibilities should the number of government dependents drop suddenly.

The schools do not adequately budget for such items as depreciation, capital expansion and contingencies, nor are they adequately providing for current operating expenditures.

As is indicated in Table 4.7 the operating cost per capita, as budgeted, exceeded the average tuition being charged in grades one through twelve, in school year 1969-70. The tuition charged ranged from a low of \$536.85 to a high of 1,011.73.

TABLE 4.7--Budgeted Expenditure Compared to Average Tuition in 1969-70.

School	Per Capita Cost	Average Tuition
A	925.53	871.00
B	1011.73	950.00
C	536.85	505.00
D	675.33	675.00
E	594.55	500.00

Guideline No. 9

A ninth general guideline to be followed by an overseas school is: that the school should take advantage of its overseas location and provide for experimentation designed to improve the overall program of the school.

The schools are attempting to improve. Individuals have experimented and have used the community as a school resource. There is no evidence however, that provision has been made by these schools for experimentation designed to improve the overall quality of the school.

CHAPTER V

SUMMARY, RECOMMENDATIONS, AND IMPLICATIONS

This study was designed to treat the basic problem of establishing guidelines against which the "adequacy" concept in the designation or continuation of United States Government-Sponsored Schools (USGSS) could be examined. In order to treat the problem, the study was organized around seven basic questions which encompass the major conclusions, recommendations and implications of the study. In this concluding chapter, each question will be examined and treated in view of the most significant findings of the study.

Basic Questions

1. What are the general characteristics--of the forty-four American-sponsored schools in Latin America--that will provide an overview of this type of school?

United States Government-sponsored school (USGSS) is a term used by the United States government when it designates a school outside the United States as one which its employee's dependent children must attend to be eligible for an allowance to pay for or subsidize the cost of education when that employee is assigned to a post where

the school operates. This study focuses on Latin America and five schools in Latin America are currently designated as United States Government-sponsored Schools. These five schools were selected from among forty-four schools that are commonly referred to as American-sponsored Schools. The first basic question of this study deals with selected general characteristics of these forty-four schools for the purpose of providing an overview of them.

Origin

Most American-sponsored schools in Latin America were founded to meet an educational need of American children in Latin America which was not being met otherwise. This included children of United States Government employees as well as children of private United States citizens abroad for business or other reasons. Some of the schools originated as company schools or as very small schools serving a specific group of children. In addition to these schools, a few others were founded by National citizens who valued a United States-type education and wanted an American-type school for their children. As United States Government and business and industry expanded in Latin America the number of United States employees and children living in Latin America increased; primarily during the decades of the forties and fifties. This expansion resulted in an increased opportunity for cooperative action by people interested in a United States-type of education. Small private

schools, company schools and sometimes groups of parents representing small business, or a few parents in a small United States Post, banded together to form a school for their children. Thus, the American-sponsored school evolved as one characterized by a status which was:

(1) non-profit, (2) non-sectarian, and (3) providing a United States-type education on a cost basis.

A new factor emerged in Latin America at this time and influenced the schools. Substantial numbers of National citizens wished to enroll their children, as well as third country nationals. This provided many opportunities for transcultural education and, for some of the smaller schools, means of expanding the programs which would not have been financially feasible otherwise. This additional purpose of the schools, i.e., an intercultural education function, was recognized by the United States Government's Bureau of Cultural Affairs as worthy of United States Government support to demonstrate United States-type education and, thereby, hopefully, to improve mutual respect and understanding among the peoples of the Americas. A nominal grant-in-aid was made available to certain schools for this purpose. The schools, thereby, began to change from schools only for United States children and began to accept national and third country children in varying numbers. This factor is reflected in the programs they provide. The forty-four schools in Latin America are still

evolving and developing; some have become, for all practical purposes, National schools; some are simply transplanted United States-type schools; and a few have met the complex objective of providing a quality education for United States, national, and third country children.

Objectives

Objectives of the American-sponsored schools are ill-defined and not representative of how the schools actually function. Young (1959) found that the schools generally subscribed to nine objectives which included the areas of: promoting friendship, cross-cultural interpretation, mutual respect, leadership development, self-development, language instruction, programs multinationally acceptable, demonstration of United States methods, and improvement of the country in which the school was located. Orr (1964) found, however, that these stated objectives had very little correlation to the schools' finance, programs, and teacher characteristics. Orr's (1968) general proposed objective for American-sponsored schools is probably widely accepted but rarely attained, i.e.

Hopefully the eventual objective of all American-type schools overseas should be to serve equally the American and local communities offering a truly integrated curriculum, one which takes full advantage of the opportunities offered by the representative cultures and educational systems.¹

¹Orr, Colombian Project, p. 9.

Characteristics

To provide a selected overview of the forty-four American-sponsored schools in Latin America, four major aspects are generally reviewed: (1) organization, (2) finance, (3) programs, and (4) professional staff.

Organization

The forty-four schools are characterized far more by their diversity than by their similarity. The one common similarity is that each has a board of directors or the equivalent. The board, however, may be appointed by a founder's group, a group of share-holders, elected by all parents with children in the school, or in some cases may perpetuate itself, i.e., name its new members. The boards vary in their power from absolute to limited functions, with major decisions being referred to the founders, et al., for approval. The boards vary in size from five to sixteen members and membership may or may not include representation from its constituent groups, i.e., United States Government representatives; business and industry representatives; national, United States and third country citizens; and parents with children in the school.

All of the schools exist legally in the country where they are located and about two-thirds are incorporated, which means they have tax exempt status.

The schools vary in size; four have an enrollment under 100, and eleven have enrollments over 1,000. The most common size is between 1 and 100.

Twenty-two of the schools have the common K-12 organization and fifteen provide less than a full secondary school program.

United States Government dependents attend all but seven of the schools and in nineteen, the United States Government dependents constitute less than 10 per cent of the United States enrollment. In twelve schools, United States Government dependent children comprise 36 per cent of the United States enrollment. In seven of the schools, however, over one-half of the United States enrollment is comprised of these dependents. In one school they comprise 80 per cent of the United States enrollment.

Finance

The forty-four schools have annual operational budgets that range from under \$50,000 to over \$1,800,000. Per pupil expenditures ranges from under \$100 per year to over \$1,000 per year. All schools have a faculty/student ratio of 21-1 or less. The unevenness of finance is the best single indicator of the unevenness of quality, even though not conclusive in and of itself. Schools with low enrollments and low per pupil expenditures cannot provide comprehensive programs or student and faculty services through specialized personnel.

Program

Programs vary significantly and reflect the schools' purposes. Four models are presented in Chapter II which demonstrate that programs are generally: (1) United States programs with a second language emphasis, (2) a dual program that is substantially National with high emphasis on English as a second language, and (4) a blended or integrated program. It is further pointed out that most programs at the operational level are a combination or a variation of the models presented.

Professional Staff-Faculty

Slightly less than one-half of the faculty in the schools are United States citizens and slightly less than one-half of the faculty are holders of degrees from United States institutions. All faculty except 10 per cent have degrees or diplomas of one type or another including 40 per cent who have degrees or diplomas from non-United States institutions.

One hundred and seventy-one faculty have degrees above the bachelor's level. A significant number of the faculty, however, are undertrained and/or inappropriately trained for the positions they occupy.

The second basic question of the study was:

2. What responsibilities by a school are implied by its designation as a United States Government-sponsored school; and what obligation, if any, does it have after being so designated?

As indicated in Chapter III, a school may be designated as a United States Government-sponsored School after consideration by the Allowances Division of the United States Department of State/Washington, the Post where the school is located, and the Office of Overseas Schools of the Department of State. The designation or its consideration, however, are not cooperatively deliberated in a manner in which the school participates. A government implied responsibility, however, is that the school does and will continue to provide an educational program appropriate for dependents of United States Government employees. Technically, the school has no responsibility or obligation as a result of such a designation until such time as it may accept it. Operationally, however, it has an implied commitment.

The involvement of a school in the planning process and in deliberations about its status should occur prior to its designation as a United States Government-sponsored School.

The third basic question of the study was:

3. How, and by what authority and action did USGSS emerge in South America?

Several legislative actions set the stage for the designations of certain schools overseas as United States Government-sponsored Schools. The Mutual Educational and Cultural Act of 1961 recognized the need for government cooperation with private agencies for education; the Act

for International Development of 1961 authorized funds to establish and support schools overseas; and the revised Foreign Service Act of 1946 authorized the United States Secretary of State to establish, operate and/or support schools for the dependent children of American citizens stationed outside of the United States. These acts, as amended, and others, clearly establish the authority for United States Government participation--directly and indirectly--in American-sponsored schools.

A noticeable result of these acts on the support available to schools, was their influence in changing a prior focus of "demonstration purpose" to one of support for "dependent education." This was demonstrated by various policy and administrative decisions which required recognition by a school that dependent children, who met the schools' normal admission standards, had the right to attend the schools as a condition of their receiving certain categories of United States Government grants.

The establishment of an Overseas Schools Policy Committee in 1963 and the fact that the Deputy Undersecretary of State for Administration was its chairman, as well as being responsible for the Allowances Division of the Department, created a situation from which the United States Government-sponsored school emerged. This occurred because the United States Government expended public funds to

either operate or support a school at a Post and also paid education allowances to employees at that Post who chose to send their children to schools other than those operated or supported.

The basic premise supporting this policy of creating United States Government-sponsored Schools was that some overseas schools (not in Latin America) were operated by the United States and "it is against American educational philosophy to use public funds for private education where publicly supported schools are available." This premise devolved to include schools that received substantial support even though the term "substantial support" is not clearly defined. This interpretation was first applied in April, 1964, when six overseas posts were notified that the Standard Regulations had been amended and that the schools at those posts were designated as United States Government-sponsored Schools. One of these schools was in Latin America.

Policy statements, position papers, and additional designations of schools as United States Government-sponsored Schools has followed. The two key factors involved are the criteria used in making such designation by the United States State Department, i.e., "educational adequacy" and "substantial support." These terms are ill-defined and both need further definition. This study treats the first of these concepts, i.e., educational adequacy.

The fourth basic question of this study was:

4. What are reasonable and generally acceptable guidelines which may be utilized to examine the "adequacy" concept (which is one of two factors in designating a school as a USGSS) in relating education in the United States to education overseas?; and, what is the rationale for the guidelines which are selected?

The guidelines developed in this study emanated from two basic sources: (1) the principles and standards of the Southern Association of Schools and Colleges (SASC), and (2) experiential input concerning the purposes and performance of United States Government-sponsored Schools.

Southern Association of Schools and Colleges

Standards which are developed for schools in the United States that are most highly respected are those that have been developed by the various regional accrediting associations in the United States. These standards represent a continuing process to improve the quality of education. While these standards are developed primarily for use by those who seek accreditation, they may also be viewed as general guidelines for the improvement of schools. Therefore, the "adequacy" concept test may best be made at this point in time by extracting general guidelines from accreditation standards. The SACS principles and standards are acceptable to the American-sponsored schools in Latin

America. Most are currently accredited and others seek accreditation as a means for the schools to meet minimum standards of acceptable education.

Furthermore, SACS is the only regional accrediting agency that accredits both elementary and secondary schools; therefore it is appropriate to extract general guidelines from the SACS statements of principles and standards for use in appraising American-sponsored schools in Latin America for the purpose of ascertaining their educational adequacy.

An added advantage is that principles and standards are dynamic in terms of contemporary United States education; and, therefore, are constantly reflective of United States education in the only method in which it can be generalized at this point in the development of the profession, i.e., the accreditation process.

Experiential Input

The term, "American-sponsored School" is defined differently by many schools and agencies. In some cases, as demonstrated in Chapter II, such a school may be no more than a National school that teaches English as a second language. For the purposes of this study, a guideline is required that will test the purpose of a school against the criterion of offering a curriculum appropriate for United States children and youth.

The "adequacy" concept used by the United States Department of State has as its purpose to relate the quality of education a dependent can receive overseas to the quality of education the dependent could have received in the United States. This is obviously a complex relationship when viewed only within the United States and its complexity is compounded by any attempt to relate it to a school overseas.

The quality of education in the United States is uneven not only from region to region, from state to state, and from local education to local education agency, but indeed varies substantially from school to school and from teacher to teacher within the same school; nevertheless, the best single system to assure quality education continues to be largely quantitative input data which include indicators of quality. The culmination at any point in time of the developmental efforts to improve education and to best assure its quality continues to be reflected in standards which are developed by a number of accrediting agencies.

The general guidelines which follow, therefore, are reasonable and generally acceptable, and a rationale has been established for their use as a means to examine the "adequacy" concept which is one factor used by the United States Department of State in designating a school as a United States Government-sponsored School.

General Guidelines

(1) That the school should make adequate provision through its charter, statutes, policies and representatives, for the proper attainment of its stated objectives,

(2) that the school should provide a curriculum which meets the needs of the school community it serves and be reinforced with such other facilities and services as to be an effective program,

(3) that the school should enrich its curriculum by taking advantage of its overseas location,

(4) that the school should provide for a school year and a school day sufficiently flexible to permit the accomplishment of its purposes,

(5) that the school should provide sufficient, well-trained professional personnel, and such other personnel as are needed for the effective operation of the school program,

(6) that the school should provide for such conditions of employment as will make possible the employment and retention of the professional personnel necessary to its program,

(7) that the school should provide a physical plant suitable for its program and provide for the operation of its plant in conformance with standards which will assure safe hygienic conditions for both students and teachers,

(8) that the school should provide financial support sufficient in amount to accomplish its educational objectives,

(9) that the school should take advantage of its overseas location and provide for experimentation designed to improve the overall quality of the school.

The fifth basic question of this study was:

5. What is the general status of the five schools in South America, currently designated as USGSS, in relation to the guidelines which have been identified?

This basic question relates the general status of the five USGSS in Latin America to the general guidelines which were proposed. The purpose of viewing the general status of the five schools in relation to the general guidelines was to demonstrate a procedure rather than to effect an evaluation of the schools; therefore the treatment of the data was consistent with this purpose. An important factor is that the composite and cumulative effect of guidelines are far more important than the sum of the parts. Any single item or cluster of items may, in and of themselves, be relatively insignificant.

Guideline No. 1 adequately viewed the continuity of leadership personnel in the schools, both at the board and superintendency levels and its absence was demonstrated as a significant problem. The average tenure of board members during the five-year period 1965-1969 was 1.65 years;

during this same period, the tenure of the chief administrative officer ranged from a high of four years to a low of three months. If policies and school programs are to be developed, continuity of leadership is vital.

Guideline No. 2 dealt with curriculum adequacy and its reinforcement and the schools reflected an adequate number of courses but not adequate diversity. Furthermore, the general guideline encompassed a finding that audio-visual support was lacking.

General guideline No. 3 demonstrated that currently available data cannot input the information needed to make an adequate determination of a school's utilization of its environment to enrich its curriculum.

Guideline No. 4 demonstrated that the data did support adequacy in this area. All schools met the generally acceptable requirement for a school year and a school day. The flexibility of the time available was also treated.

Guideline No. 5 demonstrated that the training of teaching personnel varied widely, and that indeed an inordinate number were under-trained or inappropriately prepared. Furthermore, auxiliary personnel were not generally available. This is probably the most critical guideline which is presented and conformity with it is vital to educational adequacy.

Guideline No. 6 encompassed the financial support available to attract and retain professional personnel. Support varied widely and support for fringe benefits was inadequate or non-existent.

Guideline No. 7 again demonstrated the unevenness of the school in providing educationally adequate facilities. These varied widely and indeed, some were inappropriate for a school plant.

Guideline No. 8 certainly demonstrated the discrepancies in the level of support available to schools. The general guideline proposed could be expanded to a minimum level of support equal to at least that of the United States average.

Guideline No. 9 is critical to schools that are seeking to develop programs responsive to and appropriate for an extraordinarily diverse student population; however none of the schools reflected any significant planning or activity in this area.

This cursory review of the five USGSS demonstrates that they could be viewed through the general guidelines presented; furthermore the examination of them indicates that they are not substantially different from several other of the forty-four American-sponsored schools in Latin America; indeed they have as many differences among the group of five as they have similarities or commonalities.

The sixth basic question of this study was:

6. What conclusions and recommendations can be developed, based on this study, for future application of the test for "adequacy" on designating a school as a USGSS?; and, for the continuation of schools currently designated as USGSS?

Any test for "adequacy" based on comparing the educational opportunities available in one school to those of another is inherently elusive.

This study sets forth two logically derived premises: (1) the best single system to assure quality education continues to be largely quantitative input data which include indicators of quality, and (2) a school improves and performs in terms of others' expectations--implicitly or explicitly--for it only when it internalizes those expectations.

From this study, these major conclusions are presented:

1. American-sponsored schools in Latin America are most accurately characterized by their diversity. There is no single characteristic (including accreditation) which can be utilized to develop generalizations about the educational "adequacy" of the schools when this term is used in relation to educational "adequacy" in the United States.

2. The concept of educational "adequacy" used by the United States Department of State in designating a

school as a United States Government-sponsored School (USGSS) is not currently well enough defined to be meaningful.

3. The United States Department of State by designating certain schools as USGSS implied that such schools had certain characteristics and practices that made them appropriate for United States Government dependent children; however there is no evidence that the schools so designated concur that their objectives are compatible with those of the United States Government, or indeed that they accept the implied designation.

4. The emergence of USGSS resulted more from administrative action related to Government expenditures which may have been duplicative, than from any planned strategy to improve the educational opportunities available to United States Government dependent children.

5. General guidelines developed in this study are reasonable and generally acceptable, and may be utilized to examine the "adequacy" concept.

6. Schools presently designated as USGSS vary widely in meeting logically derived general guidelines which were developed in this study to view the educational "adequacy" of such schools.

This study resulted in producing a number of recommendations:

1. The United States Department of State should review its policy relating to Government-sponsored schools

and examine the procedures being used to meet its obligation to provide at overseas posts an education for its employees' dependent children equated to that they would receive in the United States. If this indeed is the intent, not only should policies be developed that reflect the intent, but also a strategy should be developed to attain the intent.

2. If the United States Department of State decides to use the concept of educational "adequacy" as a measure of determining schools that are to be designated as USGSS, it should create a plan to develop a means of generating appropriate and acceptable guidelines.

3. The development of such official guidelines should begin with field testing the general guidelines presented in this study.

4. The official guidelines should be developed cooperatively with representation from the schools which are or may be affected.

5. The unique opportunities American-sponsored schools have for improving and fostering mutual respect and understanding among peoples should not be compromised; however, neither should United States Government employees' children be deprived of an appropriate and responsive education; hopefully both goals can be attained with adequate planning and reasonable support patterns.

As a result of this study of United States Government-sponsored schools, several major implications evolved:

These are:

1. Extensive information exists relating to American-sponsored schools overseas but it is not retrievable from any central location in a useful format. A concerted effort should be made to collect and computerize the information available, and to keep it current, so that the schools, the Government, and the profession could have ready access to a data base for planning and evaluation purposes.

2. The United States Government needs to define its objectives in regard to education for Americans overseas. Inadequate education overseas may have far-reaching effects on the quality of foreign service personnel and other personnel who must be recruited and posted in foreign countries.

3. Inadequate education for American children overseas could compound the re-entry problem when they return to the United States and increase the problems of both stateside schools and society in general.

4. The regional accrediting associations, particularly the Southern Association of Colleges and Schools, have been instrumental in improving the quality of American-sponsored schools overseas. Their major contributions can only be inspiration, guidance, and encouragement toward self-improvement since membership is voluntary.

They should improve their strategies and seek such outside support as is necessary to continue to improve this important function.

5. Regional associations of overseas schools have the potential of becoming important self-help organizations. Frequently, educational innovations and improved practices cannot be imported directly by an overseas school. Expertise available in one overseas school is often not available in another in the same geographic area. The regional association could perform the service of promoting educational change and development within an area, and serve as the resource center for both materials and personnel for all schools within that area.

6. The educational community in the United States, including universities, colleges, professional associations, and numerous individuals, has shown an interest in and concern for these schools far out of proportion to their number and size.

A way must be found to focus the efforts of all of these interested parties so that the overseas schools may derive the benefits of such attention; but more importantly, so that American educational institutions can increase their own ability to educate the youth of our nation to live more successfully in an international world.

Studied Observations

As a result of this study a number of observations concerning these USGSS can be presented.

1. None of the schools has a well articulated plan for self-study or self-development and each needs these plans desperately considering the constant change in student, teacher, administrative and board personnel.

The schools have benefitted only to a limited degree from their contacts with educational entities in the United States, and the potential for much more significant contact should be explored.

The Office of Overseas Schools of the United States State Department must continue to utilize many resources, in addition to grant funds, for the continued improvement of the American-sponsored schools. Planners and consultants must be provided either through university contracts or school-to-school relationships, or otherwise, to assist the schools in developing long-range plans for program development, in-service training, financial management, policy development and physical improvement.

An annual contribution to simple budgetary support does not assure that the schools are making or can make significant progress toward quality education when they have no sound base from which to proceed.

2. The schools have accepted and utilized United States Government grant assistance on an annual basis.

Certain schools have come to depend on Government subsidies to maintain normal operations.

This is an extremely dangerous practice since the availability of funds for these grants is determined by the Congress on a fiscal year basis, and conditions of the moment frequently affect the grants made to individual schools.

3. It is assumed by many people that these schools have easy and natural access to the local community. Indeed, they are frequently criticized for not being more involved in community education and cultural relations activities.

In truth, their access to the community is neither easy nor natural since they are seen by many as being privileged, superior, inferior, foreign, exclusive, and in numerous other ways, depending upon whether the viewer is rich or poor, official or non-official, an educator or non-educator, a United States citizen or a third country or host country national.

Furthermore, it is questionable from a survival point of view, how intimately or deeply they should become involved with the local community. For example:

These schools could relate closely to host country educational institutions and host country educators. National educational institutions in Latin America are traditionally involved in national politics. A close

relationship of this type, in time of local political stress, could result in adverse effects on the American-sponsored school.

It is a tribute to the acceptability of the schools in the host community that they have seldom been involved during those times when other institutions representative of the United States were under attack, and that they are able to cooperate with host country educators and institutions to the degree that they have.

4. The basic structure of the curriculum and the programs of instruction are sound, however, the quality of teaching is uneven and frequently inadequate. The same condition prevails as regards administration.

A number of potential solutions to this problem should be explored including the following:

a. The development or broadening of agreements, conventions, or acts which would permit freer exchange of educators and the retention of professional status.

b. The provision or retention of teacher benefits for those United States Citizen-teachers who choose to teach in American-sponsored schools overseas. This would require provision for adequate salary schedules, leave benefits, retirement benefits, forgiveness of loan conditions similar to those provided in the United States and in Government-operated schools overseas, and other benefits.

c. The development of a cadre of capable administrators, perhaps by the American Association of School

Administrators or the Office of Overseas Schools, who would be immediately available for a limited overseas assignment. Such a group could be developed from retirees, college staffs, graduate student lists and in other ways and, from such a group, an administrator could be chosen or be assigned to serve while the school pursued a normal recruiting and selection process. No school would be left for an indefinite period without a competent administrator.

d. The development of a better solution to the recruitment of overseas teachers which would take into consideration the great variety of needs of the schools and the special working and living conditions which prevail at an overseas post. In addition to recruiting of teachers, there should be adequate provision for briefings and orientations both to screen out those who may not be fitted for overseas assignment and to inform those who are accepting overseas assignments.

e. The provision of regional specialists in fields such as guidance, psychology, adult education, English as a second language, to work with these schools, most of which do not have access to specialized personnel.

5. Present Government regulations do not provide education allowances for children in kindergarten. Kindergarten is now generally accepted in the United States as an important part of public school education. Kindergarten classes are being provided in Department of Defense schools.

The regulations should be amended to provide for the payment of kindergarten allowances.

6. As has been stated, these schools have attracted considerable interest and attention from United States universities, colleges, and professional associations. Such interest and attention is usually accepted by those who have been previously ignored.

Universities, colleges, professional associations, and others should examine their motives for this attention, from an institutional point of view, and be prepared to accept the responsibilities implied in associating with an overseas school. Likewise, overseas schools should determine whether or not attention from the institution in the United States is appropriate to their purposes and, if not, should resist the lures that are sometimes offered.

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APPENDICES

APPENDIX A

AIDTO CIRCULAR A-298

APRIL 4, 1963

ALBGRAM

DEPARTMENT OF STATE

UNCLASSIFIED
CLASSIFICATION

298

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For each address check one ACTION

INFO

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TO - AIDTO CIRCULAR A- 298

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SUBJECT - Clarification of and Requirements for FY 63 and FY 64 Under Sections 636(c) and 636(d) of Foreign Assistance Act of 1962

REFERENCE -

Sections 636(c) and (d) of subject Act are special authorities which establish a world-wide ceiling limitation on expenditures within the Agency's overall program appropriations for construction of facilities abroad and grant assistance to schools. Funds for implementing the authorities will be allocated to the respective AID/W Regional Bureaus as an integral part of their overall program approvals and projects approved under the authority are to be funded from the approved country program levels.

For USAIDs ready reference, the language of Sections 636(c) and (d) of the Act follows:

"(c) - Notwithstanding any other law, not to exceed \$3,000,000 of the funds available for assistance under this Act (other than title I of Chapter 2 of part I) may be used in any fiscal year (in addition to funds available for such use under other authorities in this Act) to construct or otherwise acquire outside of the United States (1) essential living quarters, office space, and necessary supporting facilities for use of personnel carrying out activities authorized by this Act, and (2) schools (including dormitories and boarding facilities) and hospitals for use of personnel carrying out activities authorized by this Act, United States Government personnel and their dependents. In addition, funds made available for assistance under this Act (other than title I of Chapter 2 of part I) may be used, notwithstanding any other law, to equip, staff, operate, and maintain such schools and hospitals.

(c) - Notwithstanding any other law, not to exceed \$3,000,000 of the funds available for assistance under this Act (other than title I of Chapter 2 of part I) may be used in any fiscal year (in addition to funds available for such use under other authorities in this Act) to construct or otherwise acquire outside of the United States (1) essential living quarters, office space, and necessary supporting facilities for use of personnel carrying out activities authorized by this Act, and (2) schools (including dormitories and boarding facilities) and hospitals for use of personnel carrying out activities authorized by this Act, United States Government personnel and their dependents. In addition, funds made available for assistance under this Act (other than title I of Chapter 2 of part I) may be used, notwithstanding any other law, to equip, staff, operate, and maintain such schools and hospitals.

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A. J. Mulvaney

AID AND OTHER CLEARANCES

LA/MGT DITurley

XNESA/AFE/MGT WMFeldman

A/PA DDelp

LHBrody

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"(d) - Not to exceed \$1,500,000 of the funds available for assistance under this Act (other than title I of Chapter 2 of part I) may be used in any fiscal year to provide assistance, on such terms and conditions as are deemed appropriate, to schools established, or to be established, outside the United States whenever it is determined that such action would be more economical or would best serve the interests of the United States in providing for the education of dependents of personnel carrying out activities authorized by this Act and dependents of United States Government personnel, in lieu of acquisition or construction pursuant to subsection (c) of this Section."

Section 636(c)

The ceiling limitations and the authority contained in Section 636(c) apply in those situations where the principal purpose of the new construction and/or acquisition is to provide housing, office, educational, medical or other facilities in support of personnel (direct hire or contract) carrying out activities authorized by this Act. No distinction can be drawn on the basis of whether (1) it is considered program project or technical support (2) title is vested in the U.S. Government or Host Country, (3) the facilities are to be used by project, tech support or administrative personnel. It is recognized that there are situations where the principal purpose is not to provide facilities to such personnel, such as where housing is programmed as an integral part of an economic development assistance project to the host country and is an essential and necessary part of such project. Since experience has indicated that the circumstances and factual situation in each project where housing may be involved can vary greatly, the following general rule should be ~~applied~~ applied.

Housing must be charged against the Section 636(c) ceiling except where such housing meets all of the following conditions: (1) is an integral and necessary part of the project facility; (2) is included in the project or other agreement under which A.I.D. is furnishing the assistance to which the housing relates; (3) is of a type and character consistent with the project facility and other similar housing in the locality; and (4) is consistent with the reasonable requirements of the personnel who will ultimately occupy it in furtherance of the project's objectives. For example: Faculty housing constructed in connection with an educational facility could be considered "an integral and necessary part of the project facility" if it were not in excess of that contemplated as required for permanent on-campus faculty residences. Similarly, at an isolated agricultural extension or forestry installation, housing would meet the "integral and necessary" test if the nature or location of the project facility is such that housing is to be provided to the permanent personnel which is ultimately to man the facility. On the other hand, housing for a consultant to a development bank, or for a team of public

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administration advisors, whose services are to be provided or performed primarily in a metropolitan area, would not likely be considered as an integral and necessary part of the project facility, even though the consultant, or the advisory team, might be unwilling to undertake the project assignment unless such housing were provided, since such housing would scarcely, if ever, be provided as a condition of employment of the permanent personnel (if any) who might thereafter continue the project objective. The "type and character" test relates to whether the housing is constructed to standards consistent with the requirements of the personnel who will ultimately occupy it, or whether it is constructed to higher standards to meet the requirements (no matter how reasonable) of the direct-hire or contract technicians who will occupy it initially.

This is not to say that housing which does not meet the tests stated in the preceding paragraph may not be provided for U.S. technicians. To the contrary: Required housing may be provided for U.S. technicians, and may be funded from program funds. It is to say, however, that housing which is not an integral and necessary part of a project facility, or which is constructed to standards higher than reasonably required for the permanent personnel who will ultimately occupy it, must be charged against the Section 636(c) ceiling.

Section 636(d)

The authority under this Section will be applied only where assistance is to be given for the purpose of construction or enlarging physical plant facilities, increasing the scope and/or improving the instruction, or otherwise augmenting and improving already existing schools, or those to be established. In most cases assistance under this section will take the form of outright grants to self-supporting, non-profit community and/or cooperative schools. In return for such financial assistance, assurance is to be obtained that dependent children of U.S. personnel carrying out activities authorized by this Act will be admitted to schools administered by the recipient of the grant, when this plan is considered more economical and/or better serves the interests of the U.S. Government than establishing and maintaining a separate school for U.S. dependents. Detailed criteria, supplementing AIDTO CIRCULAR A-79 of 1/6/62, relative to A.I.D. assistance ~~XXXXX~~ to schools is enclosed herewith as attachment and will be used for Mission's guidance in evaluating their requirements.

Reporting

A. In order that AID/W may plan for the FY 64 requirements and have up-to-date information on proposed funding in FY 63, it is requested that Missions advise AID/W soonest of their proposed expenditures under Section 636(c). Reports should contain the US AIDs best current thinking

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as follows under Section 636(c) by FY 63 and FY 64.

1. Identify type, purpose and full justification for each facility. (With respect to housing and office space, justification should refer specifically to the general availability of appropriate accommodations on the local rental market in relation to (1) approved Mission staffing as of this date and (2) proposed increase in staffing through FY 64).
2. Number and size of units.
3. Physical location.
4. Date and reference if submitted for AID/W approval.
5. Anticipated date of submission for AID/W approval.
6. Proposed date beginning of construction, or other acquisition.
7. Indicate whether construction to be performed by U.S. or foreign contractor (latter would require justification and waiver by AID/W accordance terms ICATO CIRC 13 of December 6, 1960.).
8. Proposed completion date.
9. Identify as; (a) technical support (this includes construction which, prior to the 636(c) authority would have been funded from administrative appropriations), (b) program project number.
10. Anticipated U. S. dollar cost (including foreign currency purchased with dollars). Separately identify any other local currency proposed to be used by US AID on project.
11. Specify number and kind above type facilities, if any, yet to be constructed with unliquidated prior year funds; specify amounts involved by fiscal year. These facilities will not need to be reapproved in terms of Section 636(c).

B. Missions are also requested to report on estimated funding requirements for educational needs under Section 636(d) for FY 63 and FY 64. While information requested at this time is not to be the basis for AID/W approving specific

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AIDTO CIRCULAR A-	NO. 298	SECURITY CLASSIFICATION UNCLASSIFIED	PAGE 5 OF	PAGES 5
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proposals, a statement of US AIDs needs following the outline suggested below will be required for budgetary purposes: (See attachment for guidance)

1. State summary of assistance to be proposed including identification and brief description of educational institutions.
2. Indicate whether school is new or existing; is U. S. Government owned and operated, or owned and operated by non-Government entity.
3. Estimated total dollar and local currency cost required from AID, including time schedule for accomplishing educational assistance program. Indicate other non-AID financed support anticipated for school.
4. Needs for additional or improved school facilities, including brief description of facilities and estimated cost.
5. Requirements for teaching equipment and other supplies and materials, including estimated cost.
6. Technical assistance needed for curricula improvement, including text books, other teaching materials and specialized consulting services and estimated cost.

It is requested that the above information be received in AID/W by April 30, 1963. This report is supplemental to AIDTO CIRCULAR X-693, which went to African Missions only.

Missions which anticipate no activity under Sections 636(c) or (d) are requested to report accordingly.

Attachment

BALL (ACTING)

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APPENDIX B

MEMO TO BATTLE AND CROCKETT FROM McCULLOUGH
CONCERNING ELIGIBILITY CRITERIA FOR
ASSISTANCE TO AMERICAN-SPONSORED
ELEMENTARY AND SECONDARY
SCHOOLS ABROAD
MAY 1, 1963

May 1, 1963

MEMORANDUM TO: CU - Mr. Battle
A - Mr. Crockett

FROM: CU - Mr. McCulloch

SUBJECT: American Sponsored Schools Abroad: Changes
in CU Eligibility Criteria

The criteria established several years ago to determine the eligibility of American sponsored schools abroad for grants and other assistance from CU funds required a number of changes to make them consistent with the provisions of the Fulbright-Hays Act and to adjust them to new needs.

Since these criteria became a part of the record in hearings on the Fulbright-Hays Act, the Chairmen of the Foreign Relations Committee of the Senate and Foreign Affairs Committee of the House of Representatives have been informed that these changes are taking place and have made some valuable suggestions. No objections are interposed by either committee to the criteria as now revised.

The new criteria take effect from May 1, 1963. A copy is attached.

Attachment:
New Criteria

DISTRIBUTION:

STATE: OM/MS - Mr. Miller
PER/COMP - Mr. Miller
CU/ECS - Mr. Byers
CU/FCS - Mr. Roan
CU/ARA - Mr. Canter
CU/AF - Mr. Wilson
CU/FE - Mr. Ranard
CU/EUR - Mr. Moody
CU/NEA - Mr. Smith

AID: Mr. Delp
Mr. Bell

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CRITERIA FOR ESTABLISHING ELIGIBILITY FOR
ASSISTANCE TO AMERICAN SPONSORED
ELEMENTARY AND SECONDARY
SCHOOLS ABROAD

1. "The school must meet a demonstrated need for American-type educational facilities in the community or region and in the case of primary and secondary schools shall be open to the enrollment of qualified American students."
2. "The school must have been founded by or must be operated or sponsored by citizens or non-profit institutions of the United States, with or without the participation of nationals of other countries."
3. "The school must operate without objection from the national government of the host country, and must be nonpolitical in character."
4. "Authority over policy, finances, and administration must be vested in a competent board of responsible persons, usually including representation of the appropriate U.S. Embassy or Consulate, but at a minimum to include representation by U.S. citizens. This will vary from school to school depending on local circumstances and on U.S. policy."
5. "The director or principal of the school, wherever practicable, should be a U.S. citizen."
6. "There should be a sufficient number of teachers from the United States or teachers trained in American educational methods to assure adequate contact for the students with these methods and the corresponding ideals."
7. "The curriculum and instruction of the school should be of good quality and reflect accepted U.S. theory and practice in education to the greatest extent practicable."
8. "Primary and secondary curricula should provide instruction in the language, literature, geography, and history of the United States and, where practicable, of the country where the school is located. Wherever the needs of American students require it, English shall be used as a language of instruction."

9. "The operation of the school should contribute to mutual understanding between the people of the United States and the peoples of the host country or other countries through such means as enrollment of foreign nationals, the provision of bi-national extra-curricular and community programs, and English-language classes for special students."
10. "The financial plan of the school should provide for continuing recourse to all feasible means of achieving and maintaining its financial independence through an adequate fee-structure, endowment, and other forms of private support."
11. "Financial aid will not be given to church-connected schools. Nor will it be given to government, company or private profit-earning schools, unless provision of such assistance would assure educational facilities for American dependents which would not otherwise be available in the area."

APPENDIX C

AIRGRAM CA-5074

AIRGRAM

FOR RM USE ONLY

TO : ALL DIPLOMATIC AND CONSULAR POSTS

NOV 8 10 57 AM '66

FROM : The Department of State

DATE:

SUBJECT: EDUCATIONAL AND CULTURAL EXCHANGE: Processed Assistance to Eligible American Sponsored Schools Abroad from FY 1964
REF : Funds Available to the Bureau of Educational and Cultural Affairs

Purpose

The Department wishes to consult with each post, and through the post with each eligible school, concerning allocation of FY 1964 CU funds available for assistance to such schools.

The post in replying to this airgram is invited to submit its recommendations as to total grant funds required for eligible American sponsored schools within its jurisdiction, even though some of the indicated needs may best be met by grants of funds from AID, and others from CU. AID will request information for its use in another form, but plans for making grants to individual schools and to each country will be coordinated through AID-CU consultation in Washington.

Action Requested

Each action post is requested to prepare, after consultation with the appropriate school officials, recommendations for the provision of assistance to American sponsored schools located within the area of the post's jurisdiction. Submission should be made by dispatch within thirty days of the receipt of this instruction.

In view of the limited funds available for FY 1964, each post is requested to establish an order of priority among requests transmitted. The amount of financial assistance in each case will be contingent on appropriations made available for school assistance. Foreign currencies will be used to the maximum extent practicable.

/General Guidance

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FOR DEPT. USE ONLY

FORM 4-62 DS-323

CHANGED BY: CU/ECS - M. C. Lough:CS 11/2/63

Contents and Classification Approved by: CU/ECS - M. C. Lough

CU/DIR - Gen. T. L. Brady
CU/AF - David G. Wilson
CU/EC - Fred E. Loring
CU/EO - Planning

General Guidance

It is the aim of the Department to assist in the education of dependents at each post to enable them to meet the educational requirements of U.S. government dependents who may later be serving. To the maximum extent feasible, the Department will assist in the provision of educational opportunities at the posts which will enable each student to continue his education as necessary in other American sponsored schools when transferring from post to post. Where such educational opportunities cannot be provided at the post to which the dependent's parents are assigned, it is the aim of the Department to assist in the provision of adequate facilities at nearby posts or at regional centers readily accessible to the posts.

It is also the aim of the Department to encourage the extension of bi-national and multi-national values of schools enrolling civilian dependents of government employees abroad.

While holding aims indicated above, the Department wishes to respect the independence of American sponsored schools abroad and believes that the values of American education can best be preserved and presented to American and foreign nationals through competently organized and properly managed independent community schools.

Authority

Attached to this airgram are excerpts from the Fulbright-Hays Act and from the Foreign Assistance Act of 1961. A list of eligibility criteria governing CU assistance was included with OA-2737, September 10, 1963. Criteria governing AID assistance are found in the attachment and AIDDO circular 298 of April 4, 1963.

Reports Required

The attached Annual School Report must be filled out by each eligible school in the Post's jurisdiction. Much of the information requested in this form has been supplied previously to various agencies. However, the present form represents an effort to bring together in one place, data that will be of use to the several units of government requiring it, as well as to the International Schools Services.

Types of Assistance Eligible for Consideration

The presentation should describe the kinds of assistance recommended, with an estimate of the cost of each project. Eligible projects include: site purchase, construction, remodeling, U.S. teacher's salaries and the improvement of teaching, scholarships for nationals of the host country, and educational materials and supplies.

Other Schools Attended by American Dependents

The post should include a list of all other schools in the area attended by American dependents, with the number of dependents in each listed by government agencies.

RUSK

Attachment - Excerpts from the Foreign Assistance Act of 1961

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EXCERPTS FROM THE FOREIGN ASSISTANCE ACT OF 1961

635(c)

"Notwithstanding any other law, not to exceed \$3,000,000 of the funds available for assistance under this Act (other than title I of chapter 2 of part I) may be used in any fiscal year (in addition to funds available for such use under other authorities in this Act) to construct or otherwise acquire outside the United States (1) essential living quarters, office space, and necessary supporting facilities for use of personnel carrying out activities authorized by this Act, and (2) schools (including dormitories and boarding facilities) and hospitals for use of personnel carrying out activities authorized by this Act, United States Government personnel, and their dependents. In addition, funds made available for assistance under this Act (other than title I of chapter 2 of part I) may be used, notwithstanding any other law, to equip, staff, operate, and maintain such schools and hospitals."

Under 635 (d)

"Not to exceed \$1,500,000 of the funds available for assistance under this Act (other than title I of chapter 2 of part I) may be used in any fiscal year to provide assistance on such terms and conditions as are deemed appropriate, to schools established, or to be established, outside the United States whenever it is determined that such action would be more economical or would best serve the interests of the United States in providing for the education of dependents of personnel carrying out activities authorized by this Act and dependents of United States Government personnel, in lieu of acquisition or construction pursuant to subsection (c) of this section."

FULBRIGHT-HAYS ACT(MUTUAL EDUCATIONAL AND CULTURAL EXCHANGE ACT OF 1961)

- (b) "In furtherance of the purposes of this Act, the President is further authorized to provide for
- (3) assistance in the establishment, expansion, maintenance, and operation of schools and institutions of learning abroad, founded, operated, or sponsored by citizens of nonprofit institutions of the United States, including such schools and institutions serving as demonstration centers for methods and practices employed in the United States."

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APPENDIX D

FAMC NO. 161



Foreign Affairs Manual Circular

JOINT STATE, AID, CIRCULAR

SUBJECT: Overseas Schools Policy Committee for
Elementary and Secondary School Activities

No. 161

December 30, 1963

1. Objectives

There is hereby established an Overseas Schools Policy Committee responsible for achieving the mutual objectives of providing adequately for the educational needs of United States Government sponsored families serving overseas, and of assisting American-sponsored schools abroad which demonstrate American methods and practices in education and contribute to friendly relations between the United States and other countries.

2. Membership

The Committee shall consist of the Assistant Secretary for Administration (Chairman), the Assistant Secretary for Educational and Cultural Affairs, and the Assistant Administrator for Administration, AID.

3. Responsibilities and Functions

The Committee will:

- a. Subject to applicable legislative authorizations, prescribe general policy for overseas elementary and secondary school activities administered by the Department, and coordinate such activities, including educational allowances as appropriate.
- b. Give policy guidance and direction to the development of a comprehensive overseas school program that (1) will meet current and long-range educational needs of dependents of overseas United States Government employees as well as those of non-Government personnel carrying out activities under the AID Act, and (2) will serve to increase mutual understanding between the people of the United States and the people of other countries.

(over)

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- c. Coordinate and approve long-range and annual financial plans for overseas schools activities to be carried out by A, CU and AID.
- d. Approve annual programs, and modifications of such programs, to be carried out by A, CU and AID which will ensure a coordinated approach to meeting the most urgent needs of the schools and best promoting the interests of the United States.

4. Executive Secretary

The Committee will be assisted by an Executive Secretary who will report to the Chairman of the Committee. In collaboration with designated officers of A, CU and AID, the Executive Secretary will:

- a. Develop a comprehensive schools program as directed by the Committee.
- b. Coordinate the preparation of long-range and annual financial plans for the consideration of the Committee.
- c. Prepare each year when funds are available for obligation a consolidated program which, when approved by the Committee, will be carried out by A, CU and AID.
- d. Plan and coordinate field studies and surveys as directed by the Committee.
- e. Consult with and obtain the assistance of the Office of Foreign Buildings, as required, in connection with planning and construction of individual schools and related buildings.
- f. Perform such other tasks as the Committee may direct.

5. Operating Agencies

In the planning and development of programs, A, CU and AID will work in association with the Executive Secretary, and will be governed by determinations of the Committee. Operating and administrative responsibilities required to carry out such determinations will rest with the bureau or agency administering the fund affected.

(OM)

(NOTE: Number of last circular issued: FAMC No. 160.)

APPENDIX E

AIRGRAM CA-10375

APRIL, 1964

AIRGRAM

PER 11-8

FOR RA USE ONLY

CA-16375

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HANDLING INDICATOR

BUENOS AIRES, KABUL, MANILA, NEW DELHI,
TANGIER, VIENNASMI-1
PC-13
NSF-2
JUS-1
HFA-7

APR 9 10 10 AM '64

FROM : DEPARTMENT OF STATE (PER/COMP)

DATE:

SUBJECT: Education Allowances

REF
HEC
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Effective April 12, 1964, the Standardized Regulations (GCFA) are amended as follows: "Sec. 271 g 'U. S. Government-operated or -sponsored school' means an elementary or secondary school maintained and operated by a Government agency for dependents of employees of the Government or an elementary or secondary school receiving financial support from a Government agency." In sections 272.3, 272.4, 276.1, and 911.3 add after "U. S. Government-operated" wherever it appears the words "or -sponsored."

The Department anticipates adding this summer the symbol C in column b, section 920, Standardized Regulations (GCFA) opposite the "school at post" education allowance classifications for grades 1-12 for addressee posts, thus limiting education allowance eligibility to those parents whose children attend government-operated or -sponsored schools.

The regulation amendments and action designating posts as having Government-sponsored schools are believed to be justified on the basis of the sizable U. S. Government investment in local schools at the addressee locations.

Each Embassy is requested to distribute this message to all employees to assure that all employees understand that education allowance grants for the school year beginning in September 1964 (March 1965 at Buenos Aires) are conditional upon attendance at local Government-operated or -sponsored schools in the applicable grades. Exceptions on behalf of their children are authorized only in the circumstances involving health, distance, availability and related factors described in section 276.1.

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☐ In ☒ OutFORM
4-62 DS-323

Contents and Classification Approved by:

A - Dwight J. Porten

/CO R:R Miller/cb 3/20/64

A-1. Ebert A-2. R. Baber AID-Mr. Delavigne/Mr. Brownson

AID-Mr. Jones E-1. R. Riddle AF-Mr. Cary

CU-Mr. McCullough (R) (S) (M) (D) (C) (A) (E) (F) (G) (H) (I) (J) (K) (L) (M) (N) (O) (P) (Q) (R) (S) (T) (U) (V) (W) (X) (Y) (Z)

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Distribution to other agencies:

AID - Mr. Delavigne
AGR - Mr. Townsend
AF - Miss Danelly
ABMC - Col. Shaw
ARMY - Mr. Lawson
AEC - Miss Turlington
CIA - Mr. Ragan
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DEF - Mr. Sompayrac
FAA - Mr. Erickson
GAO - Mr. Humphrey
GSA - Mr. Cook
HEW - Miss Gallagher
INT - Mr. Terry
JUS - Mr. Sargent
LAB - Mr. Cramer
NASA - Mr. Gavin
NSF - Mr. Whitelaw
NAVY - Mrs. Cox
PEACE CORPS - Mrs. Powell
SMITHSONIAN - Mr. Martin
TREAS - Mrs. Lawton
USIA - Mrs. Cole
VA - Mr. Morgan

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APPENDIX F

FAMC NO. 237

SEPTEMBER, 1964



Foreign Affairs Manual Circular

JOINT STATE, AID, CIRCULAR

SUBJECT: Overseas Schools Policy Committee for
Elementary and Secondary School Activities
and Establishment of the Overseas Schools
Staff (A/OS)

No. 237

September 24, 1964

1. Overseas Schools Policy Committee

a. Objectives

The Overseas Schools Policy Committee, established pursuant to FAMC No. 161, dated December 30, 1963, is responsible for achieving the mutual objectives of providing adequately for the educational needs of United States Government sponsored families serving overseas, and of assisting American-sponsored schools abroad which demonstrate American methods and practices in education and contribute to friendly relations between the United States and other countries.

b. Membership

The Committee will consist of the Assistant Secretary for Administration (Chairman), the Assistant Secretary for Educational and Cultural Affairs, and the Assistant Administrator for Administration, AID.

c. Responsibilities and Functions

The Committee will:

- (1) Subject to applicable legislative authorizations, prescribe general policy for overseas elementary and secondary school activities administered by the Department, and coordinate such activities, including educational allowances as appropriate.

- (2) Give policy guidance and direction to the development of a comprehensive overseas school program that (a) will meet current and long-range educational needs of dependents of overseas United States Government employees as well as those of non-Government personnel carrying out activities under the AID Act, and (b) will serve to increase mutual understanding between the people of the United States and the people of other countries.
- (3) Coordinate and approve long-range and annual financial plans for overseas schools activities to be carried out by A, CU and AID.
- (4) Approve annual programs, and modifications of such programs, to be carried out by A, CU and AID which will ensure a coordinated approach to meeting the most urgent needs of the schools and best promoting the interests of the United States.

d. Executive Secretary

The Committee will be assisted by an Executive Secretary who will report to the Chairman of the Committee. In collaboration with designated liaison officers of A, CU and AID, the Executive Secretary will:

- (1) Schedule meetings of the Committee at least twice a year.
- (2) Prepare the agenda for Committee meetings, including preparing policy papers on issues brought before the Committee for resolution.
- (3) Prepares minutes reporting Committee meetings for distribution to Committee members and designated liaison Officers in A, CU and AID.

2. Overseas Schools Staff

a. Objectives

There is hereby established the Overseas Schools Staff, under the broad policy direction of the Overseas Schools Policy Committee, to be located in the office of the Assistant Secretary for Administration. The Overseas Schools Staff (A/OS), is responsible for planning and administering the overseas elementary and secondary schools activities of A, CU and AID to ensure central guidance and coordination of schools policies and programs. This does not include the schools program authorized under Section 214 of the Foreign Assistance Act. The Overseas Schools Staff assists the Overseas Schools Policy Committee in recommending policy guidelines, criteria and objectives for administering the schools assistance activities of A, CU and AID. The Staff also works closely and coordinates its activities with the central and regional offices and bureaus of State and AID, and with CU in program planning and implementation.

b. Transfer of Functions

The personnel, functions, and records with respect to school assistance activities previously administered by the American Sponsored Schools Branch of the Bureau of Educational and Cultural Affairs and the Dependent Education Branch, Employee-Management Relations Division, Office of Personnel Administration, Agency for International Development, will be located in the Overseas Schools Staff of the Bureau of Administration.

c. Responsibilities and Functions

The responsibilities of the Overseas Schools Staff, in consultation and coordination with appropriate liaison offices and bureaus of State and AID, are as follows:

- (1) Plans and implements the overseas schools assistance activities of the Department of State (i. e., the Bureau of Educational and Cultural Affairs and the Bureau of Administration) and the dependent education program of the Agency for International Development to assure coordination in schools policies and programs.

- (2) Develops and recommends to the Overseas Schools Policy Committee, policies, criteria and objectives, subject to applicable legislation and regulations, for assisting in the establishment and operation of American schools overseas.
- (3) Develops annual and long-range plans for schools assistance, including the recommendations for regional and functional priorities, for presentation to the Overseas Schools Policy Committee.
- (4) Prepares an annual consolidated overseas schools program, subject to the availability of funds and the approval of the Overseas Schools Policy Committee.
- (5) Assures effective implementation of schools assistance programs by working closely with overseas posts and schools, and professional education organizations, etc., in the United States.
- (6) Plans, coordinates and conducts field surveys and studies on all aspects of the overseas school program.
- (7) Consults with, and obtains the assistance of the Foreign Buildings Operations in the planning and construction of overseas schools and related structures.
- (8) Prescribes and administers a system for reporting program progress to the Overseas Schools Policy Committee and interested offices and bureaus of State and AID.
- (9) Consults with the Bureau of the Budget and other Federal agencies to ensure coordination of overseas school activities.
- (10) Develops and recommends special programs of school assistance as required.
- (11) Provides information to Americans assigned overseas and other interested parties concerning American-sponsored elementary and secondary school facilities abroad.

CANCELLATION

Foreign Affairs Manual Circular No. 161
dated December 30, 1963 is hereby canceled.

(A/OS)

(NOTE: Number of last circular issued: FAMC No. 236.)

APPENDIX G

AIRGRAM CA-3865

OCTOBER, 1964

A/OS-3

PER 15-9

AIRGRAM

FOR RM USE ONLY

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INT	LAB	TAR
TR	KMB	AIR
ARMY	CIA	NAVY
OSD	US A	NSA

CA-3865

UNCLASSIFIED

HANDLING INDICATOR

TO : ALL DIPLOMATIC AND CONSULAR POSTS
JOINT STATE/AID MESSAGE

Oct 8 8 14 PM '64

FROM : Department of State

DATE:

SUBJECT : Policy Guidelines and Objectives for Elementary and Secondary Schools Assistance Programs.

REF : (A) FAMC 237, September 24, 1964; (B) CA 5074, Nov. 8, 1963;
(C) Attachment 1 to CA 2787, Sept, 10, 1963; (D) AIDTO A-298, April 4, 1963; (E) AIDTO A-79, Jan. 6, 1962

I. PURPOSE

The purpose of this message is to inform posts and the American-sponsored schools of the Department's policies and objectives in connection with the development of a consolidated program of State and AID assistance to American-sponsored schools overseas. These schools include those which have received U.S. Government assistance in the past or will request assistance in the future. As set forth in FAMC 237, the Overseas Schools Program will be administered by the Overseas Schools Staff, State/A/OS, under the guidance of the Overseas Schools Policy Committee.

II. LEGISLATIVE AUTHORITY

Posts have previously been informed of the legislative history governing the granting of assistance to the American Overseas Schools pursuant to the Fulbright-Hays Act, heretofore administered by the Department of State (Bureau of Cultural Affairs), and AID's dependent education program under Sections 636(c) and (d) of the Foreign Assistance Act of 1961, formerly administered by AID (A/PA). (See ref. (B), (C), (D), (E)). Attachment A to this message describes the Department's new authority Section 1081 of the Foreign Service Act for educational assistance on behalf of U.S. Government dependents overseas. An excerpt from the House Foreign Affairs Committee Report on the new legislation is also attached.

Section 1081 supplements existing sources of assistance by authorizing the Department to provide education facilities for children of American citizens carrying out Government activities outside the U.S. in those instances where none of the existing statutory authorities apply. This new legislation enables the Department to assist in establishing, operating,

FORM 4-62 DS-323

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Drafted by: A/OS:EMannino/LHBrody 10/2/64
Contents and Classification Approved by: A:DJPorter

Clearances: CU/ECS: Mr. Hopkins AID/BUD: Mr. Thornburg(in substance)
CU/EX: Mr. Hoofnagle(in substance) AA/A: Miss Hardon A/EX: Mr. Boyce(in substance)
PER/COMP: Mr. Miller(in substance)

and maintaining primary schools, school dormitories, and related educational facilities; to hire or finance the hiring of school administrators and teachers, and to provide educational supplies and equipment, including supplementation of library and laboratory facilities. Funds will be sought from Congress in FY 1966 to implement this authorization.

III. LEGISLATIVE PURPOSE

The two basic purposes of the legislative authorities are to:

1. Provide assistance at the elementary and secondary school level to assure the best possible educational programs for dependents of American citizens carrying out non-military programs of the U.S. Government overseas; and

2. Serve as demonstration centers of American educational methods and practices for local and third country nationals and otherwise advance the United States objectives by increasing mutual understanding and cooperation between the American people and people of other nationalities.

IV. POLICY GUIDELINES FOR ASSISTANCE

The Overseas Schools Policy Committee has adopted certain initial policy guidelines for assistance to overseas schools, as follows:

1. The character of American schools overseas as independent, private institutions serving the public interest is respected and supported.

Local autonomy, one of the characteristics of American educational institutions, can usually be successful in the operation of excellent schools overseas if the necessary assistance and stimulation is provided by the U.S. Government. As in the U.S., the success of the schools depends upon active support (including financial) from the community in which it is located. There may be an occasional exception in special circumstances where the Country Team will have to assume responsibility for the educational needs of the U.S. Government dependent children at the post.

2. Tuition fees should normally be set at a level adequate to fund the usual recurring costs of good educational programs, except for costs attributable to the schools' location overseas.

Recurring costs include: (a) Salaries adequate to attract experienced and qualified teachers. Salaries for American teachers generally should approximate the U.S. salary scale, with related benefits, for equivalent training, experience and competence; (b) educational materials such as text book and other teaching aids; and (c) rent and maintenance of school quarters.

Large schools enrolling a majority of American children should be able to establish realistic tuition levels. Small schools, or schools which enroll substantial numbers of foreign nationals, face a different problem. Further guidance in ameliorating this problem will be sent to the field in the near future.

3. Assistance will be provided to the schools in the continuing process of improving their educational programs so that they may serve as worthy representatives abroad of good American education, thus carrying out the purposes of the Fulbright-Hays Act and meeting the needs of U.S. Government dependent children.

Assistance will be given primarily to:

- a. Meet unusual costs arising from the schools location overseas, including costs for construction and other capital improvements;
- b. Assist in the development of competent administrative and teaching personnel, and improve the quality of educational programs;
- c. Carry out community relations activities which will better relate the American school to the local community.

Unusual costs might include certain extra costs incurred in hiring qualified American teachers in the United States; a proportion of construction costs; professional educational services provided by individuals, and representatives of American educational associations and organizations. Such services might include in-service training, and assignment of master teachers for short periods; scholarship assistance to local nationals; support for educational and community projects which enable the schools to create a favorable image of the United States and promote closer community relations; and other assistance as appropriate to assure an adequate education for the dependents of U.S. Government personnel serving overseas.

Wherever possible, the business community should be asked to share financial responsibility for the school, particularly in support of construction and other capital improvements. This association of government and private sector should be pursued not only because of the funds the private community can add, but because of the common concern of both in providing adequate education for American children overseas and in reflecting the total American image abroad.

V. SPECIFIC AIMS FOR AMERICAN SCHOOLS OVERSEAS

Good American schools, both at home and abroad, bring to each child the skills and tools he must have to pursue further education and a vocation. They help him to explore his potentialities and facilitate his entrance into institutions or jobs suitable to that potential.

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In order to reflect the values inherent in the American education system, American schools overseas should:

1. Help train individuals to function as future leaders of democratic societies in a technological age. In U.S. schools, the student is part of a culture which emphasizes individual equality, community responsibility, and civic and social activism. American schools overseas also must demonstrate these values.
2. While preparing the American child to continue his education in the U.S., create in him an awareness of the values of his own heritage and an appreciation for the traditions and culture of his overseas environment. At the same time, the schools should be aware of their responsibilities toward non-American students who must return to their own societies.
3. Help the student gain an appreciation of the diverse cultures making up modern societies.
4. Share in the educational revolution taking place in the United States by bringing new teaching concepts and materials into their programs.
5. Reflect the American concern with "education for all", not for a privileged elite alone.
6. Like its United States counterpart, serve the entire community. The overseas school should serve not only the community as represented by the student body and their parents, but also wherever possible the host country community.
7. Where secondary school programs are offered, these programs should be as comprehensive as possible in order to meet the diverse needs of the students.

VI. PROBLEMS OF OVERSEAS SCHOOLS

Surveys conducted by educational experts during the past year and other information obtained by the Department and AID, indicate that schools are in varying stages of development, and although each has some problems unique to it, they all have some basic problems in common.

Some of these problems are:

1. Inadequate staffing

Inadequate staffing is the most serious problem. Teaching staffs in many schools do not compare in training and experience with those in the better U.S. schools. Each school needs a stable core of

well-trained, experienced teachers and administrators. However, there are insufficient incentives for either. Median teaching salaries for American teachers hired abroad are considerably below U.S. standards and there is little career security or insurance. Consequently, for its "stable" core, schools have been relying either on expatriates, willing mothers, or nationals of the country. This presents problems of inexperienced or unprepared teachers.

2. Teaching materials and curriculum development

The teachers themselves rank curriculum development and the selection of teaching materials as their greatest problems. In overseas schools, particularly in the more isolated areas, it is difficult for teachers to keep in touch with current developments in curricula, teaching techniques and aids, and professional materials. Few have ready access to sources of professional advice and services, nor any means of keeping abreast of developments in their field. One of the most difficult aspects of curriculum development is the structuring of curricula for binational or multi-national groups. To complicate the problem, most curriculum requirements vary according to individual school enrollment and host government requirements.

In trying to meet the problems of a multi-national curriculum, the schools should not go so far as to lose their identity as American schools with an American-type curriculum.

3. Libraries

Almost without exception, schools suffer from serious library deficiencies. Multigrading, programmed instruction, multi-lingualism, scarcity of public libraries - all emphasize the need for good library facilities. Too few books and too narrow a range of subjects, inadequate library space, no permanent library staff or organized method of operation, are the major factors contributing to these deficiencies.

4. Limited enrollment

Many overseas schools face the problem of limited enrollment. Particularly at the secondary level, enrollment is frequently too small to permit comprehensive educational programs. Consequently, these programs tend to be only college preparatory, thereby failing to meet the needs of students who do not plan to go to college. In many cases, it is questionable whether they can offer enough subjects to meet even the needs of college-bound students.

5. Inadequate facilities

Many schools have an urgent need to improve their school plant and equipment. Local resources are usually inadequate, so that outside financial assistance for construction and other types of capital development is needed. The schools also need professional guidance and architectural and engineering advice in undertaking new construction

or modernization.

VII. PROGRAM ACTIVITIES

The Overseas Schools Staff in carrying out its responsibilities for planning and implementing schools assistance programs has employed professional educators who are experienced in all phases of American education. These education officers who will be assigned to assist a geographic area, will work closely with the Country Team and the overseas schools in identifying educational needs at the post.

In carrying out the newly consolidated programs of assistance to overseas schools the Department and AID are considering the following major activities during FY 1965 and FY 1966.

1. Professional Services

Negotiations will be undertaken with qualified professional educational organizations in the United States, such as other Federal agencies, the International Schools Service, the National Education Association, and affiliated organizations and American universities for the provision of various kinds of educational services.

a. Overseas Schools Library Assistance Project - A master list of books appropriate to overseas schools libraries will be prepared by a University contractor. This list will then be compared with inventories, and a suggested list of books and professional materials for each school submitted to the Overseas Schools Staff. Within the availability of funds earmarked for this purpose, grants in kind through government channels will be made to schools requesting this assistance, on the basis of priority of need.

b. Teacher Recruitment Project - Contacts have been initiated with school systems and schools in the 50 states to facilitate the temporary release of master teachers for overseas assignment for periods of one or two years. Negotiations will be carried on for the release of teachers without loss of tenure, retirement benefits, or advancement opportunities. Consideration will be given to the introduction of the concept of the college sabbatical. In addition, assistance will be given in the recruitment of professional staff as in the past.

c. Overseas Regional Conferences - Overseas regional conferences will be held to provide an opportunity for administrators and teachers in American-sponsored schools abroad to exchange information and become familiar with new practices in U.S. schools.

d. Surveys - Surveys will be conducted in connection with major construction projects, comparative analyses of salaries paid teachers in the U.S. and those in American schools overseas; the role of tuition in financing the operating costs in school budgets, etc.

e. Private Sector Contributions - Methods and programs will be developed which will enlist the active assistance of the American "private sector" (business concerns, foundations, individuals) in financial grants and in other kinds of support for the overseas elementary and secondary schools.

f. Assistance in Curriculum Development and Educational Materials - Progressive assistance in the development of curricula and the selection of educational materials will be provided, including information on appropriate achievement standards for American children in overseas schools.

2. Establishing relationships between Overseas Schools and U.S. Educational Institutions

To the extent possible, efforts will be made to encourage U.S. educational institutions to take an interest in overseas schools to help them with their problems.

3. Community Relations Projects

Schools will be encouraged and assisted to develop programs which will enable them to establish closer relationships with the local community. Examples of such programs are:

a. Develop scholarship programs for local students from a limited socio-economic background. These scholarship programs should recognize merit and identify potential foreign leaders;

b. Seminars, to which local teachers would be invited, on teaching methods and use of educational materials.

c. Exchange visits between American and host country schools;

d. Production of educational materials which may be used in American and/or local schools.

e. Use of school facilities for after hours education programs, exhibits, and cultural activities.

The success of the overseas schools assistance program depends in large measure upon the continuing interest and active support of the post. Posts are to be commended for their increasing efforts to play a more active role in the affairs of the American-sponsored schools. Particularly encouraging is the increased awareness of the post of the need to provide good educational opportunities for U.S. Government dependents, and of the value of American-sponsored schools as institutions which may supplement U.S. educational and cultural activities abroad.

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Page 8 to CA- 3865

In order to assure the achievement of the dual purpose of the schools, each Ambassador will be requested to designate officials representative of the Country Team to have continuing responsibility for carrying out the purposes of the overseas schools program.

The post is also requested to give the American school continuing assistance and technical guidance in administrative, budget and fiscal matters in order for the school to satisfy U. S. Government requirements in connection with receiving Government grants.

A message will follow regarding requests for assistance during FY 1965 and future years. Additional information on the program will be provided to the field throughout the year.

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Attachment:

Section 1081 of the Foreign Service Act and an excerpt from the House Foreign Affairs Committee Report on new legislation.

ATTACHMENT A

Section 1081 of the Foreign Service Act As Amended

"Part I - Educational Facilities

Sec. 1081. Whenever the Secretary determines that educational facilities are not available, or that existing educational facilities are inadequate to meet the needs of children of American citizens stationed outside the United States engaged in carrying out Government activities, he is authorized, in such manner as he deems appropriate and under such regulations as he may prescribe, to establish, operate, and maintain primary schools, and school dormitories and related educational facilities for primary and secondary schools, outside the United States, or to make grants of funds for such purposes, or otherwise provide for such educational facilities. The provisions of the Foreign Service Buildings Act, 1926, as amended, and of paragraphs (h) and (i) of section 3 of the Act entitled "An Act to provide certain basic authority for the Department of State", approved August 1, 1956 (U.S.C. 170h(h) and 170 (i)), may be utilized by the Secretary in providing assistance for educational facilities. Assistance may include, but shall not be limited to, hiring, transporting, and payment of teachers and other necessary personnel."

Excerpt from House Foreign Affairs Committee Report dated August 8, 1963 on HR 7885, reported as Section 403(d)--Educational Facilities:

Section 403(d) adds a new section 1081 to the Foreign Service Act. It authorizes the Secretary of State to supplement the present channels of assistance by providing educational facilities in those instances where none of the existing statutory authorities enable him to provide adequate education for the children of U.S. citizens who are engaged in Government service abroad.

Existing legislative authority provides for several types of aid for the education of such children. One is the military dependents' school system which is concentrated in areas where troops are stationed. A second is the authority in the Foreign Assistance Act of 1961 which authorizes assistance to schools for dependents of Government employees and non-Government personnel carrying out AID activities in areas where AID is conducting programs. Two other programs, one under the direction of the Department of State's Bureau of Educational and Cultural Relations and the other conducted by AID, permit the establishment of demonstration centers in a few foreign countries to display American educational techniques primarily for the benefit of the local population. Finally, the Overseas Differentials and Allowances Act of 1960 authorizes the granting of educational allowances to parents to

-2-

defray the cost of obtaining an adequate education for their children. The value of this allowance is dependent upon the existence of adequate educational facilities and the willingness of local educators to cooperate.

The authority contained in the amendment will permit the Secretary to supplement existing educational facilities or to provide new ones where they are not available through the grant of funds in those limited instances where the needs for educational services cannot be met under present legislative authority. The amendment makes clear that only primary schools, not secondary schools, may be established, maintained, and operated. Dormitories and other educational facilities related to meeting the needs of children of U.S. Citizens who are working for the Government abroad may be established, operated, and maintained by the Secretary for both primary and secondary students. In some cases adequate schools are available but the school has no facilities for boarding students. Under this amendment the Secretary could provide such accommodations. In other cases it would be desirable to hire a teacher or to supplement library or laboratory facilities. Frequently one or two rooms would be sufficient to meet the needs of the American community and these may be available in a structure owned or leased by the Government. The amendment contains authorization for such use of Government facilities.

The authorization contained in this section is not intended to duplicate any benefits provided by the educational allowances. Nor is it expected to result in an appreciable increase in such allowances. Those allowances cover only items normally provided without cost in public schools in the United States, such as tuition, books, and essential supplies. Additional costs relating to room, board, and periodic transportation to and from the nearest locality where an adequate school is available may also be included in the education allowance. The additional authorization made available by this section will permit needed assistance and facilities only in those instances where other legislative authority is not sufficient to meet the needs for the adequate education of dependent children. The committee does not envisage that under this authority the Secretary of State will run a worldwide system of educational services. The Department of State does not anticipate an appropriation request of more than \$300,000 in any one year under this authorization.

APPENDIX H

DEPARTMENT OF STATE NEWSLETTER

NO. 42, OCTOBER, 1964

New Office Will Improve Overseas Schooling

A NEW office has been formed--the Overseas Schools Staff (A/OS)--to coordinate and implement the Department's overseas elementary and secondary school assistance programs.

A/OS represents the merger of three programs--two State and one AID--of assistance to civilian primary and secondary schools overseas. It combines the personnel and resources of the Dependents' School Program of the Bureau of Administration; the overseas school assistance activities of the Bureau of Educational and Cultural Affairs; and the Dependent Education Branch of the Agency for International Development.

The Overseas School Staff will step up the Department's efforts to improve the educational facilities for Foreign Service and other U.S. civilian employees serving abroad. It is expected that the consolidation into one office of the Department's programs will result in more coordinated and effective assistance along these lines.

Appointed to direct the new staff is Ernest N. Mannino who was Director of the Department's Dependents' Schools Program before its merger as part of A/OS. Mr. Mannino holds an A.B. and M.A. in education and joined the Department in September 1963, after serving in many capacities in public and private schools in Massachusetts (News Letter, October, 1963).

Mr. Mannino's staff is organizationally located in the office of the Assistant Secretary for Administration and operates under the broad policy direction of the Overseas Schools Policy Committee.

Established in December 1963, the Committee consists of Dwight J. Porter, Assistant Secretary for Administration; Henry C. McPherson, Jr., Assistant Secretary for Educational and Cultural Affairs; and William O. Hall, Assistant Administrator for Administration, AID.

A/OS develops and recommends school assistance policies and programs to the Committee which is responsible for the over-all success and adequacy of the overseas school programs.

Approximately 23,000 American

children and 18,000 children of other nationalities are enrolled in grades 1-12 of the American-sponsored schools abroad. The primary objective of the schools is to provide an American-type education at U.S.-equivalent standards to these children.

Another major objective of the overseas school program is to demonstrate American ideals and educational methods in the classroom by enrolling children of the host countries and other nationalities and by relating to the community as closely as possible.

A/OS administers programs designed to provide assistance to the schools rather than attempt to operate a world-wide school system from Washington.

To provide the assistance, the staff is developing a two-pronged approach: a U.S.-oriented drive for more financial and program assistance; and a field-oriented effort to improve the staffs, the curricula, the administration, and facilities of the schools.

In the U.S., A/OS is launching a drive to enlist the active assistance of American business concerns and private foundations to accord financial grants, student and teacher fellowships, and other forms of support to the schools.

THE Staff is also engaged in mustering the resources of the U.S. Government, state and municipal governments, universities and teachers' colleges, as well as national associations of educators to make highly-qualified teachers available to the schools as a normal aspect of a professional career.

It is hoped that a school-to-school program can be developed between individual schools in the U.S. and American-sponsored schools in the field. Such a program would include teacher exchanges, educational material assistance, and other activities geared to broadening the horizons of all schools concerned.

Primary emphasis will be placed on up-grading the caliber of teaching staffs and on up-dating the educational materials, such as library resources, of the approxi-

mately 100 American-sponsored schools overseas.

A/OS is establishing a network of Regional Education officers to provide professional advice and assistance to the schools. They will be stationed in Washington but will make periodic trips to their assigned areas. With extensive school administrative experience of their own, the officers will work closely with school administrators to provide information on such matters as budget and fiscal management, personnel policies, school programming and organization, instructional materials and equipment, U.S. Government policies in assistance programs, and educational resources available in the U.S.

The officers in turn will provide A/OS with data on the schools, identifying the educational needs of each school so that assistance programs may be adapted accordingly.

A/OS was established pursuant to Joint State/AID Foreign Affairs Manual Circular No. 237 of September 24, 1964. The schools programs are operated under the authority of Section 1081 of the Foreign Service Act, as amended, the Fulbright-Hays Act, and Section 636(c,d) of the Foreign Assistance Act of 1961.

APPENDIX I

DEPARTMENT OF STATE MEMO
FROM CROCKETT TO LETHCO
SEPTEMBER, 1965

DEPARTMENT OF STATE
DEPUTY UNDER SECRETARY FOR ADMINISTRATION

SEP 2 1965

MEMORANDUM FOR: O/ALS - Mr. Lethco

FROM: *WJC* - William J. Crockett

SUBJECT: Designation of United States Government
Sponsored Schools Abroad

As you are aware, I am very much interested in promoting and assuring the continued American support of schools abroad to which the United States Government has given grants. I understand six schools were designated as United States Government-sponsored schools last year and that there are over thirty additional schools to which grants of over \$250,000 have been given.

Based on the following policy, I would like for you and O/OS to designate all possible schools on a continuing basis.

POLICY STATEMENT

Those schools, in foreign countries, which meet the "adequacy" requirements, have available space, and to which the United States Government has furnished sizeable grants, sums of money, either dollars or local currency, for construction and/or operating budget, shall be construed as "United States Government-sponsored Schools" within the meaning of Section 271g of the Standardized Regulations. The educational adequacy of each school will be jointly determined by the Office of Overseas Schools, the Allowances Staff and the post involved.

Announcement and implementation of this policy should be made at the earliest possible date.

cc: O/OS Ernest N. Mannino

6/1/66
Kenn
4/3/66

Recd. by [unclear]
12/13/65

APPENDIX J

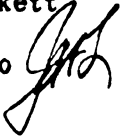
MEMO LETHCO TO CROCKETT:

APPROVAL, MAY, 1966

DEPARTMENT OF STATE
DEPUTY UNDER SECRETARY FOR ADMINISTRATION

MEMORANDUM

MAY 10 1966

TO: O - Mr. William J. Crockett
FROM: O/ALS - Joseph W. Lethco 
SUBJECT: Education Allowance

Attached for your signature is an airgram (Tab A) amending the Standardized Regulations (Government Civilians, Foreign Areas) to

(1) Designate 21 additional posts as having "United States Government-sponsored Schools" (this designation will affect eligibility for education allowances); and

(2) Authorize posts to make exceptions, in specified circumstances, to the requirement in the regulations that education allowances are payable only on behalf of dependents using Government-sponsored schools. The proposed designations, if approved, will be effective before the start of the next school year.

Also attached for your approval is a proposed revision in the Policy Statement (Tab B), on designating "U. S. Government-sponsored Schools", contained in your memorandum to me of September 2, 1965. The current Policy Statement is shown in Tab C.

The 21 schools listed in the airgram are schools which O/ALS and O/OS agree meet the criteria set out in both the present and proposed Policy Statements.

The new Policy Statement, proposed by O/OS, will have the effect of restricting designation of schools as U.S. Government-sponsored in the future to those in which the U.S. Government has played a leading role in the establishment and/or development of the school. Normally, U.S. Grant-aided schools in which the U.S. Government has not played such a role will not meet the criteria and will not be proposed for designation as Government-sponsored.

The foregoing position seems justified on the grounds that where the United States has played such a role (1) agreements can be reached with the school in advance of designation to accommodate all U.S. Government dependents; and (2) significant investment of funds for the partial purpose of assuring adequate dependent educational facilities should be further supported by channelling education allowances into those facilities.

Recommendation:

It is recommended that you

(1) Sign Tab A amending the Standardized Regulations (GCFA) designating certain posts as having "U.S. Government-sponsored Schools" and authorizing posts to make warranted exceptions in the regulations requiring attendance at the schools for education allowance eligibility; and

(2) Sign Tab B to approve the proposed Policy Statement on designating "U.S. Government-sponsored Schools" restricting future designations to schools in which the Government has played a leading role in the establishment and/or development of the school.

Attachments:

Tab A Airgram to posts — CA-11392 5-19-66
 Tab B Proposed Policy Statement
 Tab C Current Policy Statement

O/Ans: R. Miller 5/9/66

PROPOSED POLICY STATEMENT
ON
DESIGNATING UNITED STATES GOVERNMENT-SPONSORED SCHOOLS

Those schools, in foreign countries, which meet the "adequacy" requirements, have available space, to which the United States Government has furnished sizeable grants, sums of money, either dollars or local currency, for construction and/or operating budget, and in which the U. S. Government has played a leading role in the establishment and/or development of the school (this could include the significant investment of Government funds where the aim was in part to ensure adequate dependent education facilities) shall be construed as "United States Government-sponsored Schools" within the meaning of section 271 g of the Standardized Regulations. The educational adequacy of each school will be jointly determined by the Office of Overseas Schools, the Allowances Program and the post involved.

Approved

Disapproved

APPENDIX K

AIRGRAM CA-11392

MAY, 1966

HANDLING INDICATORS

DATE:

FOR DEPT. USE ONLY

☐ In ☒ On

FORM 4-A2 DS-323

Contents and Classification Approved by:

5/9/66

UNCLASSIFIED

2

istribution
continued

EW-Gallagher

nt-Terry

us-Sargent

oh-Cramer

ASA-Gavin

SF-Amoruso

avy-Mrs.Cox)

DIR-Code 250)

eace Corps-)

rs.Powell)

WITH-Martin

reas-Lawton

SIA-Mrs.Cole

A-Morgan (052)

2. The employee was assigned to the post during at least part of the last preceding school year;

3. The employee believes it would be disadvantageous for the child to change schools during the remainder of the parent's tour of duty at the post; and

4. The employee's post and the Embassy concur in the need for the exception.

Each addressee post is requested to distribute this airgram to appropriate representatives of all agencies at the post (and at the Embassy) to assure that employees understand that education allowances for the school year beginning August and September 1966 (February 1967 for Asuncion) are conditional upon attendance at the local U.S. Government-sponsored school in the applicable grades. Exceptions are authorized only under the criteria given in this airgram and in section 276.1 of the Standardized Regulations.

<u>Post</u>	<u>Grades Affected</u>	<u>School</u>
Amman	1-8	American Community School
Asuncion	1-8 ✓	American School
Bangkok	1-12	International School
Belgrade	1-8	International School
Cairo	1-12	Cairo American College
Dacca	1-8	American Society School
Karachi	1-12	American Society School
Katmandu	1-8	Lincoln School
La Paz	1-8 ✓	American Cooperative School
Lahore	1-8	American Society School
Lima	1-12 ✓	American School
Nogadiscio	1-8	American School
Monrovia	1-8	American Cooperative School
Moscow	1-8	Anglo-American School
Prague	1-6	English Speaking School
Recife	1-12 ✓	American School
Singapore	1-12	American School
Tel Aviv	1-9	American International School
Tunis	1-5	American Cooperative School
Vientiane	1-8	American School
Warsaw	1-6	Warsaw Elementary School

RUSK

UNCLASSIFIED

APPENDIX L

AIRGRAM CA-12243

JUNE, 1966

2-40

AIRGRAM

AR PER 11-3

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CA-12243

UNCLASSIFIED

O/PAS

TO : ~~CINCER~~ ALL AMERICAN DIPLOMATIC AND CONSULAR POSTS

JUN 15 6 54 PM '66

FROM : DEPARTMENT OF STATE (O/ALS)

DATE

SUBJECT : ALLOWANCES: Policy Regarding "United States Government-Sponsored Schools"

REF :

Recently approved by the Department is a revised policy concerning designation of certain posts for education allowance purposes as having a local "United States Government-sponsored" school (see section 271 g. of the Standardized Regulations, (Government Civilians, Foreign Areas.)) These schools are not to be confused with Department of Defense U.S. Government-operated schools although the same symbol is used for both in section 920, Std. Regs. and regulations regarding attendance are generally the same.

The policy is stated as follows:

"Those schools, in foreign countries, which meet the "adequacy" requirements, have available space, to which the United States Government has furnished sizeable grants, sums of money, either dollars or local currency, for construction and/or operating budget, and in which the U.S. Government has played a leading role in the establishment and/or development of the school (this could include the significant investment of Government funds where the aim was in part to ensure adequate dependent education facilities) shall be construed as "United States Government-sponsored Schools" within the meaning of section 271 g of the Standardized Regulations. The educational adequacy of each school will be jointly determined by the Office of Overseas Schools, the Allowances Program and the post involved."

The policy stated above is to insure that, where the United States Government has made substantial financial grants and otherwise has played a major part in the establishment or development of schools, further support will be given by the channelling of education allowances into these facilities. Financial grants alone are not sufficient to warrant the designation.

DS-323

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FOR DEPT. USE ONLY

all liaison officers by separate transmittal

O/ALS:JRB/stormer:jpm 6/13/66

Contents and Classification Approved by O/ALS:JWLethco 6/13/66

O/OS:ENMannino

tion. At posts so designated education allowances may not be granted for attendance at other than the "Government-sponsored school" unless the criteria for exceptions are met as provided in section 276.1 of the Standardized Regulations.

The designation of a post as having an available "Government-sponsored school" is shown by a symbol @ adjacent to the affected grades and education allowance classifications shown for the post in section 920 of the regulations. Only the classifications for the grades considered adequate in a school at a designated post bear this symbol. The school may have other grades not deemed fully adequate to which the policy does not apply and for which "school away from post" rates are provided.

Under this policy nearly thirty posts in all parts of the world already have been designated as having "U.S. Government-sponsored schools." From time to time other posts also will be designated as circumstances may indicate.

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