

the United States, the programs must unavoidably be concentrated in abbreviated terms of study, normally four weeks in duration, during the summer months. Accordingly, for high school students and teachers, as well as many other students who attend summer study programs abroad, the 120-day period of residence required by the Administration's proposal is simply impossible of attainment. Thus, the 120-day provision arbitrarily bars students and teachers enrolled in bona fide summer study programs from receiving any of the consideration that the Administration has proposed to give to other Americans engaged in study abroad.

The proposed 120-day requirement does not have any basis in logic or experience. The vast majority of the existing programs provide either for enrollment by American students in foreign schools or universities for a full nine-month "Junior Year Abroad"—which programs are open only to a relatively few college students—or for four-week summer study programs such as those offered by AIFS and FLL. These are virtually no academic programs that are keyed to a 120-day overseas stay.

Nor is there a qualitative difference between 120-day programs and those of shorter duration. A student or teacher engaged in a full course of study for one month may be engaged in educational activity that is as much in the national interest as a course that last four months—since the mere duration of a study program is certainly not the ultimate measure of its value. Indeed, the value of short-term summer courses is demonstrated by the fact that the U.S. Office of Education spends millions of dollars (under the National Defense Education Act) for short-term summer foreign language workshops in Europe and the U.S. for American public school teachers.

Since the choice of a 120-day period was thus an arbitrary one, unrelated to the real facts concerning education abroad, we submit that modification is warranted. The substitution of a four-week minimum period of formal academic study as the basis for the tax exemption would benefit many American secondary school students and teachers who attend summer educational programs abroad. These students and teachers deserve relief as fully as those (perhaps more affluent) students who are able to study abroad for longer periods.

Our proposed modification of the Administration proposal would not involve additional administrative burdens. Whatever the required length of stay, it will presumably be necessary to require some certificate or other evidence attesting to the individual's status as an enrolled student. This certification or other evidence can be furnished with equal reliability whether the course attended lasts 4 weeks or 16 weeks.

In sum, limiting the tax exemption to students remaining abroad for 120 consecutive days unjustly ignores the thousands of American students and teachers—we estimate about 15,000—who enroll in summer study programs. This limitation serves to nullify the officially expressed intention to preserve and encourage such study abroad. It is an arbitrary limitation which should be modified to exempt from the expenditure tax students and teachers who attend full-time courses of academic study for a minimum period of four weeks.*

IV. AT A MINIMUM, THE FOREIGN EXPENDITURES SUBJECTED TO TAX SHOULD EXCLUDE THE COST OF TUITION, TEXTBOOKS AND ONWARD TRAVEL TO FOREIGN SCHOOLS

In the event that the Administration's proposed exemption for students enrolled for 120 days or more in educational institutions abroad is not modified to cover participants in four-week summer courses, we urge that provision be made to exempt from the expenditures tax those expenses incurred by summer students for tuition and textbooks and for intra-Europe travel required to reach their foreign school destinations.

A. As presently drafted, the Administration's expenditure tax plan gives no recognition to the fact that certain expenditures by students and teachers are unavoidable prerequisites to their educational goals and thus worthy of exclusion from the tax base. Tuition costs and the expenditures required for textbooks used in foreign study programs clearly fall within this category. These expenses, which would be nominal in the aggregate, but which loom large in the budget

*It is noteworthy that the charter regulations of the Civil Aeronautics Board define a special category of "study group" charters covering groups "comprised of bona fide participants in a formal academic study course abroad and in which (1) the charterer is an educational institution or (2) such study course is for a period of at least 4 weeks' duration at an educational institution abroad." CAB Economic Regulations, § 295.2(m); emphasis added.