



American Books in Latin America

HOWARD F. CLINE

THE FIRST GENERAL CONSIDERATION to be stressed is that Latin America is not a single unit. If the United States and Canada were subtracted from the Western Hemisphere, the residue is commonly labelled "Latin America." If from this, the small remaining colonial dependencies of Great Britain, France, and the Netherlands are eliminated, the remainder is a heterogeneous mixture of twenty republics, containing approximately 165,000,000 persons stretched over an area occupying a continent and a half, with every conceivable climate and condition of life. The apparent likenesses and significant differences among the peoples and countries have important bearing on the planning and success of any cultural program. These similarities and divergences underlie much of the specific data in other parts of this paper. It is worth reviewing them very briefly.

Culturally, Latin America has been part of the Western orbit of civilization for over 400 years. Universities, libraries, printing presses, and other cultural apparatus of sixteenth century Europe early made their appearance in this part of America. Socially, nearly all of the republics (with the possible exception of Uruguay) have a large substratum of economically and socially depressed masses, a relatively thin middle class stratum, and a relatively small elite; a melting pot for nearly half a millennium, Latin America is peopled by the products of racial mixture among Indians, Negroes, old Iberian stocks, and more recent European immigrants from Southern and Western Europe, to which has been added dashes of Oriental immigration. With the exception of Haiti, the Iberian impress of a long colonial period is everywhere evident, although this matrix has now been locally overlaid and nationally modified greatly. Politically, the governments in Latin America are based on a republican principle; they strive for the democratic ideal, but all of them have undergone and undergo periods of political tension and instability. All are nominally anti- or non-Communist.

The author is Director, Hispanic Foundation, Library of Congress.

Economically, production of raw materials for world markets has been the traditional dominant activity. In recent years the urge to industrialize and to diversify economies has made significant headway in a number of the larger countries. Almost without exception, the countries are still considered economically "under-developed," a fact strongly reflected in the low per capita incomes of even the most economically advanced.

Culturally, Latin Americans generally feel superior to North Americans. They can point to their heritage from Rome and Spain, their close ties to Europe, and to the numerous writers and even world figures which the area has produced. To carry forward their common interests and joint aspirations in all fields, the Latin American states, together with the United States, form the Organization of American States in which there is juridical equality of the members.

Perhaps the first notable point in the differences among the Latin American nations is language. Approximately two-thirds of the people in the hemisphere speak Spanish, and one-third Portuguese; the official literary language of small Haiti is French. A second glaring contrast among the nations is their relative size. Portuguese-speaking Brazil occupies almost half the South American continent, fringed by smaller Spanish-speaking nations, which form a continuous belt up to the southern borders of the United States, and extending into the Caribbean Islands.

A third broad element of divergence is historical. For complex reasons, the Latin American states have developed their own ways with differing and individual rhythms. Their degree of social advancement, cultural achievement, economic sophistication, and total social intensity is far from uniform.

From detailed materials which follow, certain needs become obvious. In a preliminary and tentative fashion, in the broadest sense, the needs in Latin America for American books covers nearly the whole range of United States production. Nearly every category would find place in one or another special program, depending on its particular objectives. In short, the purposes of a program need first to be defined. On the basis of the stated objectives, the classes of books and their individual titles can then be rather readily enumerated.

In general, there is a widespread need for basic reference books and "how-to-do-it" volumes. The continued cultural penetration of United States material ways in Latin America carries with it the immediate need and growing demand for such works. At the same time, there are certain ranges of activity which are peculiarly Latin American, in

American Books in Latin America

which there would be little need or market for either reference works or "how-to-do-it" volumes. A striking example is cookbooks. Similarly, books on or about religion and its practices have only marginal utility in a general program.

Technical and scientific works, especially in the natural sciences, complement the general lack of such production in Latin America itself (with some very obvious and important exceptions). In very general terms, needs in the earth sciences and in the physical sciences are likely to be greater than in the life sciences (botany, medicine, and the like).

There is a growing tendency in Latin America to split off social sciences, as people know them in the United States, from their traditional affinity and dependence on law. Certain classes of legal material might find a useful place, but by and large the over-production in Latin America in this field is one of the most notable publishing phenomena. More likely to fill a real gap are social science productions, both theoretical and applied, and in the form of texts, monographs, and professional journals. A useful illustration of this lies in the field of public administration, in which the reliance on basic material in Latin America is almost exclusively on the United States.

In the wide range of humanistic materials, the picture is less clear as to needs. It is readily conceived that for special purposes, certain types of American literature would serve a need, especially to combat the general stereotype of the United States as a materialistic civilization with little but technical and applied knowledge to export. However, in general, Latins over-supply many of their own needs for poetry and fiction. There is a growing interest in United States detective stories; for many years westerns of one sort and another have been favorites, usually in translation. It might be said that in the fields of *belles-lettres* both the need and market would be most usefully served by standard classic United States authors. A number of literary reviews would also be exportable.

In summary, numerous general and special needs exist in Latin America, which can be met by the export of American books to the area. The greatest needs lie in the non-fiction book area; these tend to be concentrated on the "tool-type" publication, be it bibliography, technical manual, professional journal, or basic textbook. Probably Latin American specialists themselves would be in a better position to advise on which titles within their fields would be most suitable to fill their needs than would United States nationals. For this purpose the many Latin American professional and learned societies could be utilized.

In the humanistic fields, on the other hand, titles and categories could be better selected by United States nationals, as fostering of book distribution in these fields would undoubtedly be closely associated with broad cultural programs designed purposely to set forth the values of America's heritage and policies, of which the people are perhaps the best judges.

Barriers to the flow of United States books into Latin America and expansion of their use there are quite diverse. Some are inherent in the basic economic and political arrangements and social levels; these are long-term factors which will require many years to remove. Others derive from conditions which are relatively transitory or more readily changeable in shorter time periods. It is not always simple to distinguish one from the other.

In a recent publication prepared for the National Book Committee,¹ major impediments were summarized as

"a) the almost universal shortage of dollar credits that obliges other governments to impose import quota restrictions on book importers in order to conserve their dollar reserves and earnings for more immediate necessities; b) the high price of American books when translated into foreign currencies, at rates of exchange that tend to appreciate the value of the dollar, and reflecting the transportation and handling costs and duties; c) the long-standing trade arrangements reserving to British publishers the rights to most American books in the British Commonwealth. . . ; d) the absence of international copyright protection in some areas. . . ; e) illiteracy and the fact that English comprehension, while increasing, is in many countries a facility of a minority of the population; f) scarcity of books suitable for local utilization, without special adaptation. . . ; and g) inadequate retail trade outlets and public library facilities in these countries."

With the possible exception of special British trade arrangements, all these elements play a part in most Latin American countries, in varying combinations.

Among the impediments listed, perhaps the most important long-term item is subsumed under "illiteracy." It is a widespread malady in Latin America, a negative condition which inhibits many advances on economic, political, and cultural fronts.

It is not an isolated phenomenon, but is closely and complexly related to low standards of living among the majority of Latin Americans, who are often incredibly ill-housed, ill-fed, ill-clothed, and just plain ill. In turn such social conditions imperatively impose on national governments the duty to ameliorate such conditions; to do so, scarce

American Books in Latin America

resources—human and material—are allocated to the task; precious dollars may necessarily be spent for earth-moving equipment to construct dams which will irrigate fields to provide food, prevent floods, and purvey electric power for manufacturing cheap clothing rather than be immediately made available to an urban bookdealer to import a thousand copies of *Gone With the Wind*. Illiteracy, then, tends to be an index of a general condition; it is at once a symptom and a cause of social ills. Here it can be examined as a limiting factor to the Latin American book market; conversely, literacy and reading habits cast some light on the possible potential to be realized.

Literacy is variously and often loosely defined by Latin Americans collecting statistics on the subject. Even under their tolerant criteria, the lamentable fact emerges that approximately half of Latin America is literate, half illiterate, give or take 10% on either side. There is wide variation among countries on these scores. Further, literates are not necessarily readers, let alone book-buyers, especially of United States books. Therefore, it seems desirable to sum up and comment on the few and flimsy figures which would give some quantitative clues to literacy and reading habits in Latin America, remembering always that the figures under view are often unsatisfactorily derived and that they touch literacy in the native official languages—Spanish, French, or Portuguese as the case may be.

Sets of illiteracy-literacy figures, derived from partially independent sources by different hands, appear in the recently published *A History of Latin America*² by Hubert Herring and the other from Unesco's *Basic Facts and Figures*. The only major discrepancy appears in the figures for Paraguay,³ where the Unesco figure may have resulted from transposing, as the estimate by Herring seems much nearer the facts.

As stated, literacy itself, which ranges from 10% (Haiti) to 85% (Argentina, Uruguay) in Latin American countries, needs to be buttressed by information on "readership." No figures are available of any consequence for the number of persons who read books, but there are a few data on those who read newspapers. The estimated circulation per thousand inhabitants of each country provides a very crude index of literates who practice their skill, even at a fairly low level. In addition, a parallel tabulation of the consumption of newsprint, and the result quotient of kilograms used per inhabitant serves as a similar device to signalize in figures the local reading matter presumably consumed, a revealing cipher in some instances.

If our figures have any validity, and though they may be incorrect in particular detail they do reflect a generally agreed situation, one

of the main barriers to use of American books, or any books, in Latin America is the relatively small market for them. Total population figures merely represent an optical illusion in this case, as illiteracy and low standards of living, accompanied by low incomes reduce them rapidly.

The generalizations which emerge are worth making explicit: (1) Approximately one-third of the adult literates read Portuguese, while the remaining two-thirds are in Spanish-speaking areas. (2) In the Spanish-speaking areas, nearly half the literates are concentrated in the three countries of Argentina, Mexico, and Colombia. (3) Ten of the Spanish-speaking countries have around a half-million or less literates, and with the exception of Panama (complicated by the Canal Zone operations), all these have per capita incomes of less than \$180 per year. (4) The "middle group" of Spanish-speaking countries, numbering six, comprise less of a market than does Portuguese-speaking Brazil, or the combined total of Spanish-speaking Argentina and Mexico.

The foregoing discussion suggests that programs designed to increase the use of books, especially United States books, in Latin America could have varying objectives: (1) To increase literacy among the large body of illiterates ten years and over; (2) To increase the reading habit among the sizable group of literates, the preponderance of whom apparently are a latent and potential rather than a currently active and receptive market; (3) to increase the use of books among the minority, perhaps 12.5 million in a total population of 166 millions of Latin Americans, who at least read newspapers.

In general, it can probably be said that economic controls and national economic policies do present some minor impediment to the importation and use of American books in Latin America. It should also not constitute a major difficulty. Further, it can be said that such legal restrictions are subject to removal by continued diplomatic and other pressures, and that such pressures have been applied continuously for a number of years, with the result that the situation is improving rather than deteriorating.

The First Assembly of Librarians of the Americas, held at the Library of Congress in Washington, May 12-June 2, 1947, considered, among the great range of topics discussed, problems arising from customs and similar economic barriers to the flow of books among the American countries. Many of the findings and recommendations of that Assembly are still valid. A sub-committee investigated inter-

American Books in Latin America

American tariffs; customs formalities and postal regulations; and currency controls. Basing their work on the available printed materials and interviews, they reported that the Organization of American States (then bearing a different name) had for more than fifty years at plenary conferences passed resolutions bearing on these problems as had a number of specialized conferences of the various organs of the OAS. Every American state is cognizant of the problems involved and the wish of librarians, bookdealers, and others connected with the use of books to minimize such barriers. Despite existence of some troublesome legislation, the sub-committee found "no major difficulties affecting the purchase by libraries of books through commercial channels by reason of tariffs."

They added, however, that procedures for obtaining free entry of books are subject to local regulations of varying complexity. They believed that further study of such regulations was in order, and recommended the standardization and simplification of free import regulations. They drew the attention of the Assembly and interested parties to the suggestions made by the United States Department of Commerce that "whenever possible, books should be sent by the regular mails at printed matter rates, and not by parcel post. The customs formalities for delivery of such packages are simple." Furthermore, the use of certified or insured mail was urged in preference to ordinary parcel post. Air freight, while expensive, is almost universally free from long customs formalities. The general situation described for 1947 is much the same today.

It is perhaps a fortunate circumstance that some of the countries importing substantially large quantities of United States books are relatively free from currency controls and difficulties attendant on them. Cuba, Venezuela, usually Mexico, Peru, Panama, and others have a relatively free convertibility and usually enough dollars to maintain it. Brazil, Chile, and Argentina are countries where availability of dollars is subject to rather strict control; there some problems arise in importation of books and remittances in dollars for them and for translations and other similar rights.

Reduction or abolition of tariffs on book materials has probably been aided by the world-wide organization, which is attempting to have reciprocal lowering of tariffs and removal of barriers through signature to the General Agreement on Trade and Tariffs (GATT). A current United States policy is not to negotiate bi-lateral trade treaties, but to negotiate trade arrangements within the GATT frame-

work. This policy for instance, means that no trade agreements with Mexico have been signed since the wartime arrangements lapsed, as Mexico does not wish to join the GATT organization.

Sporadic cases of exclusion of particular items may occur from time to time, but the only country which on a fairly long term and systematic basis prohibits the importation of U. S. publications is Argentina. Recently Colombia has, in effect, banned the flow of Bibles and Protestant religious materials into that country. Worth applauding is the Argentine publishers and bookdealers association's continued attempts to have import bans removed and the promotion of free flow of publications in the Americas.

A North American publisher recently returning from a hasty swing through South America, in giving his impressions, notes, "U. S. books are so expensive that they are frequently priced out of the market, and British editions of the same titles sometimes take their place despite the fact that many customers would prefer the U. S. editions if they were available."⁴ This generalization applies to nearly all of the Latin American areas, as well as to the particular countries visited by F. S. Rosenau.

To assess the relative levels of book prices is never an easy task, and it is impossible to produce figures which will provide an exact comparison of American book prices in Latin America with those of British books or of books locally produced, in part because of wide variations in physical form. Tables giving such data as are available have been filed with the National Book Committee, but from these the only conclusions that can be drawn are that hard-bound American trade and textbooks are considerably more expensive than British books, much more costly than the normally paper-bound locally published book, and sufficiently high to be beyond the purchasing power of any but quite well-to-do individuals.

Any discussion of the ability of Latin Americans to read English must necessarily be projected against the general background of literacy in Latin America, which has already been treated in detail above. Trends in English literacy would follow very closely those described for literacy in the local language, with the important exception that English literacy would be on a very reduced scale.

Although the matter is difficult to document, it can be said that English in most Latin American countries has become the secondary language for those few who move beyond the status of monolinguals in their own official tongue. It must be recalled that in several of the Latin American countries—Mexico, Peru, Haiti, Bolivia—the official

American Books in Latin America

languages of their countries are secondary and learned by a great number of persons who speak indigenous tongues like Indian languages or Haitian Creole. English has, in general, displaced the favored French and German of the nineteenth century, both for cultural and practical reasons.

The interest in English, and its growing importance in Latin America over the past quarter of a century, is manifested in numerous ways. One of these is the place it has been given in the secondary school curricula of Latin America. It should be remembered always that relatively few persons receive secondary school education in Latin America, but it is equally important to keep in mind that those who do represent the middle class and upper classes, many of whom then proceed through university training and thence into positions of influence within their countries. From two to six years instruction in English in secondary school is offered in all and required in most Latin American countries.

There seems to be a continued surge in many Latin American countries to learn English, different and perhaps more significant than the waves of enthusiasm for that language during World War II. In Argentina, for example, it was reported in 1950 that at least a quarter of a million students, a large proportion of them adults, enrolled in special and rapid courses to learn English, despite the nationalism in Argentina. Commercial institutions offering quick English do a boom business; the Peron government indirectly contributed to the spread of the English language by placing it on a par with French in the general scholastic curriculum. In Brazil, much the same tendencies have appeared. There, as elsewhere in Latin America, wherever instruction in English is offered, it is usually taxed to capacity. There is a belief in Brazil that English and American are very different languages and that British English is more standard and less difficult; counterbalancing this myth is the belief by the Brazilians that American English is preferable on the grounds that it is more practical and utilitarian in view of business contacts and opportunities and for scholarships. As early as 1944 the United States Ambassador in Brazil notified the Department of State that 5,000 teachers of English could be employed in Brazil to meet the growing demand for instruction. Probably that figure could currently be doubled or trebled.

Panama and Puerto Rico are almost bi-lingual in Spanish and English; nearly everyone who is literate knows something of the English language, and hopes to learn more. Venezuela is also an unusual case. In its capital, Caracas, there are nearly 30,000 United

States nationals in a population of around 100,000; it is not surprising that English is almost a secondary language in that particular place. Cuba, with its close distance to the United States is another area where English, especially in the capital city, is commonplace. The huge influx of tourists into Mexico and the rising economic influence of the United States there in the past twenty-five years has also made of the Mexican capital an island of English in a general sea of monolinguals and illiterates. Perhaps one generalization worth making is that where United States trade ties are strong in Latin America, English is found more widespread than in those areas where trade and commercial interests are weak. Much the same trend can be discerned for British interests and the spread of English as a secondary language via British influences.

Both the United States and British governments encourage and sponsor programs to increase the use of English in Latin America. The fostering of instruction by both governments is by direct and indirect means.

The British Council is a semi-official agency carrying forward British cultural objectives in Latin America. One of its functions is the sponsorship of instruction of the English language. For the most part it supports local Anglophil Societies engaged primarily, though by no means wholly, in English studies. The laws of the countries usually require that such societies shall be Latin American, so the associations are formed under national auspices, with a local national as chairman of the board. Each of the thirteen principal societies has as one of its directors a member of the British Council staff. All the societies teach on a large-scale and their local revenues are large.

The American Council on Education, with some direct subsidy from the United States government, acts as a clearinghouse and coordinator of programs for some 272 schools run under auspices of United States private agencies and institutions in Latin America—companies, churches, and communities. One or more of these schools is found in every Latin American country, and the A.C.E. provides advice and help on educational and similar problems. The core of the American Schools Program of the A.C.E., however, are their 30 "grant" schools over which A.C.E. has direct and immediate supervision, and which are subsidized by an annual appropriation of Congress amounting usually to around \$120,000. There is at least one such grant school in each Latin American country. Their curricula are a combination of United States and local traditions; they are open to nationals of both countries; the board of directors is usually mixed U. S.-local

American Books in Latin America

nationals, as are the teaching staffs. All provide some instruction in English, as well as in the local official language.

The A.C.E. informally estimates that enrollment in the 272 schools forming the American Schools Program amounts to some 70,000 pupils, all of whom receive some instruction in English.

The results are available of a 1951 survey made by International Public Opinion Research, Inc. of English literacy in Cuba, where the teaching of English has probably been as intensive and long-continued as in any Latin American country.

The generalizations which these limited data suggest are:

1. The percentage of those able to read English increases steadily in lower age-groups. More than a quarter (28%) of those eighteen to twenty-one are English readers. This noticeable trend probably reflects the increasing degree of English in the educational systems, official and unofficial.

2. More men than women, nearly twice as many, can read English.

3. Ability to read English rises with education. More than two-thirds (69%) of the university trained had such ability, less than half of high school graduates (42%) a handful of grammar school graduates (11%), and about three out of 100 among those with less than completion of grammar school.

4. Socio-economic status, closely connected with education, shows much the same trend: the poorer, the less likely to read English.

5. Occupational status, again probably a dependent variable connected with education and socio-economic status, reveals that ability to read English is higher among the more influential occupations. Noteworthy is the circumstance that 59% of the professional people can read English.

It would be unwise to project the findings of the 1951 Cuban survey as fully representative of Latin America literacy in English. It is more nearly a maximum than an average situation.

Apart from the quantitative elements, a number of the other findings of the Cuban survey probably have general validity for other parts of Latin America. The influential, the male, the younger, the richer, are all more likely to read English than their opposites.

In general it might be said that engineers, technicians, most top government officials, perhaps half the editors, and maybe a quarter to a fifth of the writers and university students know more than a modicum of English, viewing the area as a whole. Nearly all the technical schools now require English.

From these scattered, incomplete, and often unsatisfactory bits of information, perhaps certain useful, very provisional, conclusions can emerge:

1. The preponderance of the reading public in Latin America is monolingual in their native tongue—Spanish, Portuguese, French (for Haiti); *ergo*, for mass markets, translations of United States works is indicated.

2. The most influential and strategically placed groups—intellectual elite, leaders, technicians—form the current English-reading public. Pin-point programs can use English language works.

3. The English-reading public is increasing, chiefly in the age-brackets 18-30. Probably this increase now more than ever ranges more broadly over the socio-economic lines, embracing a significant portion of the urban middle-class. There is little reason to think that the rate of increase will dwindle; it is more likely to rise with increased tempo of urbanism, economic development, and the general social and cultural advance currently evident in most of Latin America, as well as accelerated official and private programs from outside.

Modern publishing in Latin America is new, although printing and the handling of books dates back nearly four centuries. All countries in Latin America do some publishing and book business. Only in four of them is the industry sufficiently advanced to export book materials; even these countries are sizable importers, not only of each other's wares but of foreign books as well. In nearly every country the government is one of the major book producers and handlers; in the smaller countries it may be nearly the only such publishing and distributing enterprise.

Book production and distribution in Latin America often lie in the same hands. Even in the more developed areas, a small handful of publishers-dealers dominate the trade almost to the point of monopoly. Another characteristic is that these large firms have connections with each other, often stemming from the fact that they are operated and run by branches of the same family resident in different areas, as often as not a Spanish family with a long background of experience in Europe. With very few exceptions, distribution of books is through traditional channels. The national networks of book outlets are poorly developed outside the capital cities of the major publishing countries. Statistical and bibliographical control of national output is almost non-existent. All of the major book producing countries of Latin America are prone to translate foreign works, the preference going often to

American Books in Latin America

European authors, although there is evidence of considerable interest in U.S. authors.

The fact that nature and history have atomized Latin America into a multiplicity of relatively unrelated markets, each too small to support a heavy capitalization of enterprise, is responsible in large part for the fact that the book industry in Latin America is unable to supply the needs of the area as a whole, and has made it dependent on foreign producers.

For the Spanish-speaking countries of Latin America, Spain was the chief supplier of books until about twenty-five years ago; Portugal occupied an analogous position in regard to Brazil. Coincidence of the Great Depression of the 1930's, the Civil War in Spain, and the continued desire of Latin Americans to read were responsible for the birth of the modern book industry in Latin America. Dollar shortages and the reduced book production of Spain itself, together with the influx of Spanish refugees with experience and the desire to make a new life, led to establishment of modern book publishing in Chile. For nearly a decade Chile pioneered the book industry in Latin America. Argentina, in the late thirties and forties, became the leader. It quickly captured most of the Latin American market and surged to a supremacy which is only now waning in the face of competition from Mexico and resurgent Spain. Mexico was the third of the Spanish-speaking countries to develop any sort of modern book industry, a phenomenon which dates largely from the last decade. Brazil's rise as a book-producing country is less dramatic, and more connected with the growth of population and general industrialization which that country has undergone in the past quarter century. For all intents and purposes, Argentina, Mexico, Chile, and Brazil are the only book-producing countries of any consequence in Latin America.

There is a small amount of book production in each of the other countries, usually connected with direct or indirect aid from the government, which often produces and distributes all manner of publications. Thus, in Colombia, the Central Bank has issued excellent monographic studies in history, and the Central Bank of Venezuela has published the letters of Simon Bolivar; in Guatemala the Treasury Department has issued volumes of poetry. Less than a year old is the Editorial Department of the Ministry of Culture in Salvador, set up with modern equipment to produce textbooks, republication of national classics, translations of worthy material, and to furnish an outlet for national authors. The problems outlined by the Cuban Publishers' Association in 1949 are common to most of the underdeveloped coun-

tries of Latin America: high production costs, small market, lack of experience, and foreign competition. The Cubans claimed that the reason Argentine books were cheaper in Havana than Cuban produced books was that the government gave tax exemptions on books, materials, and machinery for producing them, and complained that the Cuban government did very little about subsidizing book producing by guaranteed purchases.

In the smaller Latin American countries each job printer is likely to be a publisher of privately subsidized works, or occasionally issues a volume on a speculative basis. In some instances the local newspaper plant is likely to be the chief publisher, as well as distributor. The Department of Education or of Culture in most countries would form the single largest publishing enterprise, using government printing offices to produce varied works. As universities are considered part of government operations in all Latin American countries, university presses have not developed extensively, although in Argentina, Mexico, and Brazil several learned institutions do operate installations somewhat parallel to those in the United States. Most governments print their own textbooks, which have been written by faculty members in accordance with national plans of education drawn up by teachers and bureaucrats. The number of such school books helps swell the number of total titles per year.

In the better developed Latin American countries, publishers' associations exist. Those of Argentina and Mexico are probably the strongest.

Under the auspices of the Argentine association the First Congress of Publishers and Book Dealers of Latin America, Spain, and Portugal, was held, somewhat grandiosely styling itself the Latin American Federation of Publishers Associations. To Buenos Aires in 1947 came delegations from Argentina, Brazil, Colombia, Chile, Mexico, Peru, and Spain to discuss relations among publishers, authors, and book-dealers, with special stress on copyright, translation rights, and similar subjects. The Congress pledged itself to fight against any infraction of intellectual rights, and passed resolutions in favor of exemption of customs inspection books sent by air mail, elimination of economic barriers to the free circulation of books, registration of literary agents, celebration of book fairs, government literary prizes for encouragement of authors, and censorship. The early history of some of these associations, as well as sidelights on the development of the book industry in Latin America was given by Amanda La Barca.⁵

There are many points of interest in the present situation of the book

American Books in Latin America

publishing industry in Argentina, Mexico, Chile, and Brazil, but space forbids even highlighting them. Attention to these matters is given by Gary MacEoin in a summary article entitled "Published in Latin America" which appeared in the Pan American Union publication, *Americas* in October 1952.⁶

In his impressions of South America, Rosenau noted, "An interesting sidelight on South American publishing procedure, in contrast to our own, is that the publisher often functions as a printer of both his own and his competitors' books, while sometimes also acting as a wholesaler and a retail bookseller all at once."⁷ This mixture of functions is indeed characteristic of Latin American book distribution. A publisher is likely to be forced into distribution through lack of adequate channels; a book dealer of consequence is equally likely to become a publisher, having established a market which the local and imported volumes do not fully satisfy.

Book dealing in Latin America is rather definitely a class rather than a mass-oriented operation. In the Spanish tradition, booksellers tend to congregate in one part of a city, and they operate nothing but book stores. The varied outlets of the United States—railway terminals, newsstands, drug stores, department stores, and the like generally do not handle books. In most countries a number of small shops handle stationery and books—texts and cheap fiction. Quite as often, however, less than a dozen large booksellers (usually also publishers) will handle from eighty to ninety per cent of the retail book sales, acting also as wholesalers to the number of small one or two-men establishments which are listed in directories as bookdealers. Even among this small number of major dealers, specialization is likely to occur, so that one particular store will handle social science and the like, while another is likely to concentrate on the humanities or religion. Very few even of these large dealers have national coverage or branch store operations.

In some instances "Booksellers' Associations" are semi-official organizations in which publishers and dealers join with the government, while in others, such as Argentina, they are divorced from government. In 1952 and 1953 the Argentine Booksellers' Association sent representatives to various Latin American countries, especially Colombia, Venezuela, and Ecuador, in an effort to organize effective booksellers' associations there, as a possible outlet for Argentine publications. In general these still seem to be skeleton organizations which have done little to implement the several suggestions put forward by the Argentines. Colombia, in the post-war period, organized a bookdealers'

association to lobby for more foreign exchange to purchase books and paper; when import restrictions were gradually lifted, the life went out of this association.

"In the countries I visited, [Ecuador, Peru, Chile, Argentina, Uruguay, and Brazil] many more books from other nations are sold in translation (in Spanish or Portuguese or even French) than are ever offered for sale in the United States . . . A much greater volume of business is run up in books that have been translated from the original U.S. or British editions." So notes Rosenau in his impressions of publishing in South America.⁸ In writing about the same phenomenon, Gary MacEoin states, "Lacking dollars to pay royalties, publishers have begun to concentrate on translations of English, French, and Italian authors, and on editions of U.S. classics already in the public domain."⁹ Unfortunately, no systematic data on translations—either their number or the general patterns used to obtain such rights—are immediately available. The Hispanic Foundation in the Library of Congress has recently contracted with another government agency to prepare a bibliography of all works translated from North American authors into Spanish, and is negotiating for a similar bibliographical round-up of similar works translated into the Portuguese; these should provide a firmer basis for generalization about the type and kinds of works selected for translation, chiefly by Latin American publishers themselves, but will cast little light on the business procedures involved.

That such patterns exist is attested by the fact that in the major producing countries certain houses or enterprises tend to specialize in translations, and usually among them are included a fair sprinkling of North American items. In Argentina, for instance, the Editorial Sud Americana is such a publisher. In Mexico the Fondo de Cultura Economica, a non-profit institution financed by banks and administered by Mexican intellectuals, has gone in heavily for translations of social science and economics from important current world production; it has a lengthy list of important North American authors among its titles. Both Zig-Zag and Nacimiento, leading publishers in Chile, concentrate on national authors, but from time to time do translations. In Brazil Livraria Jose Olympio, Civilizacao Brasileira, and Freitas Bastos in Rio and the Livraria do Globo in Porto Alegre give some stress to translations, especially U.S. authors. The Brazilian Instituto Nacional do Livro and the Ministry of Foreign Affairs both are active in pushing translations.

Perhaps worth noting here is the successful book club enterprise

American Books in Latin America

carried forward by the Casa Jackson, with headquarters in New York but with its operating offices in Argentina, Brazil, and seven other Latin American countries. Since 1947 it has operated the Circulo Literario in Spanish and the Clube Livro do Mes in Portuguese, basing its offerings chiefly on translations of recent popular titles. Of nine works on its list in 1952, six were translated from English, two from French, and one from Italian. It is estimated that its editions in Spanish run to about 25,000 copies, 10,000 of which probably go to Mexico, 5,000 to Argentina and around 3,000 for Cuba. Varying its techniques in conformance with local laws, the company offers free bonus volumes and otherwise follows the patterns of book clubs in the United States. It often arranges the translation of items. Printing for the Spanish trade is done in Mexico.

Despite the fact that the Latin American import of United States publications amounts to a little less than 8% of the recorded export value of such books in 1954, the United States is the largest foreign book supplier to the area. In terms of quantity rather than value, probably Spain is its only serious rival. Despite the impressionistic fact that British books are widespread in Latin America, no available figures would support the generalization that they offer very serious competition. The producing countries of Latin America do export to their fellow countries in Latin America, but again available data would imply that such exports do not seriously rival the value of United States exports to the same areas.

The profile of U.S. exports of publications to Latin America appears on page 168. These are based on U.S. Department of Commerce calculations, which record shipments of \$500 and above with some accuracy, with sample shipments of \$100-\$499, and which omit less quantities and do not take into account at all the rather important segment of book shipments which go by post. The latter, for Latin America, would be a significant quantity. A special postal arrangement between the Latin American countries, Spain, and the United States permits books to be forwarded at a reduced rate; although the United States recently raised this rate, the lower postage is still a significant factor.

In the country-by-country breakdown of imports from the United States of various categories of publications, Perhaps the only facts worthy of noting separately are that approximately 80% of the textbooks go to Brazil, and that the ban in importation of United States publications into Argentina has seriously affected exports of publications to Latin America. The leading three importers of United States books and

HOWARD F. CLINE

UNITED STATES BOOK EXPORTS, 1954, 1955

<i>The Americas</i>		1954	1955	<i>The Near East and Africa</i>	
				1954	1955
Canada	\$12,702,639*	\$14,867,300*			
Argentina	30,660	9,150	Egypt	\$ 41,444	\$ 33,485
Bolivia	6,561	4,351	Ethiopia	12,497	39,738
Brazil	1,574,094	1,289,810	French		
Chile	36,539	55,410	Morocco	5,580	2,950
Colombia	219,860	185,918	Iran	12,756	12,154
Costa Rica	9,699	10,556	Iraq	8,840	5,315
Cuba	105,640	134,708	Israel	671,638	919,287
Dominican Republic	5,751	15,409	Jordan	14,007	4,673
Ecuador	9,999	5,276	Lebanon	24,275	37,690
Guatemala	3,111	10,994	Liberia	35,427	47,375
Honduras	8,283	3,530	Nigeria	15,970	22,561
Mexico	314,160	397,137	Saudi Arabia	57,307	75,358
Panama	78,058	88,762	Turkey	20,130	16,585
Peru	125,232	72,664	Union of		
Uruguay	6,824	3,824	South Africa	464,466*	323,261*
Venezuela	193,123	180,383			
			<i>The Far East</i>		
<i>Europe</i>			Japan	\$ 591,746	\$ 585,001
United Kingdom	\$ 1,980,745*	\$ 2,500,296*	Hong Kong	17,112	27,447
Austria	11,231	14,336	Korea	63,255	75,085
Belgium	54,220	77,715	Formosa	74,645	51,692
Denmark	28,799	334,851	Australia	611,414*	534,319*
Finland	5,300	944	New Zealand	290,524*	278,732*
France	60,795	134,931	<i>Southeast Asia</i>		
Germany	115,017	167,559	The Philip-		
Greece	32,448	45,574	pines	\$ 1,346,086	\$ 1,007,979
Iceland	21,967	22,658	Indochina	3,752	12,055
Ireland	10,699	18,175	Indonesia	43,282	63,047
Italy	74,399	66,311	Thailand	51,615	45,634
Netherlands	154,082	206,443	Malaya	22,971	24,520
Norway	88,174	48,719	Burma	14,148	19,237
Portugal	4,164	11,742	<i>South Asia</i>		
Spain	11,021	10,251	India	\$ 475,397	\$ 566,424
Sweden	80,324	81,601	Ceylon	35,855	18,421
Switzerland	52,105	61,721	Pakistan	107,711	241,135

SOURCE: Report FT 410, United States Exports of Domestic and Foreign Merchandise, U. S. Department of Commerce, Bureau of the Census. Categories included are: Textbooks; Bibles and testaments; dictionaries and encyclopedias; literature; books bound, not elsewhere classified; and unbound books in sheets.

* The totals for these countries include catalogs, pamphlets, maps, charts, music in books and sheets; but do not include estimated shipments of \$100 to \$499 in value.

American Books in Latin America

publications account for approximately three-quarters of the recorded shipments.

Details on commercial book programs in Latin America are difficult to obtain. One illuminating case history is the marketing of U.S. paperbacks in Mexico. The DIMSA (Distribudora de Impresos, Sociedad Anonima) in Mexico is a firm which for eleven years has made a commercial success of distributing United States paperbacks and periodicals in Mexico City and outlying districts.¹⁰ Modeled on similar wholesaling enterprises in the United States, DIMSA concentrates approximately 60% of its operations in a small "high value" area of Mexico City, but reaches out by airplane, helicopter, jeeps, and burros to carry its wares to the rest of the republic. It stocks standard lines of United States paper-back novels and English language periodicals, which are sold in hotels, drugstores, and bookstores specializing in U.S. books; it has also penetrated the new supermarket outlets, as well as the Sears-Roebuck stores in Mexico. Its main clientele are U.S. tourists in Mexico (many are school teachers); local U.S. residents; and English-reading Mexicans or Mexicans who want to improve their English. These form a specialized, highly literate group which will, on occasion, purchase annually as many as 140,000 of a particular line of paper-backs; sales of individual titles can run up to 35,000 copies.

Foreign book importations into Latin America, where relatively complete data of recent date is available, are comparatively high. The best available information reflects the fact that Spain, France, and Great Britain do export book materials to Latin America, but with the exception of Argentina, the United States is usually far in advance, quantitatively speaking. In no place, for which figures are available does Great Britain account for more than 7% of the import trade of Latin American countries, and the 5% which it accounts for in the Brazilian market is perhaps nearer its average for the continent and area as a whole. Switzerland and Italy export token amounts to Latin America, as do a number of other nations whose figures are either too small or are not available to be taken into account. It probably could be said with some safety that the competition of foreign books, especially those from Europe, is not a significant factor in the economic sense.

Argentina has been the chief exporter of books to its Latin American colleagues. Normally its largest markets are Brazil, Mexico, Uruguay, and Cuba. Under trade agreements with Chile, Argentine books entered at special rates, which helps to account for the dominant position of Argentina in the Chilean book imports.

However, *Biblios* in reporting the state of book trade in Argentina for 1955 was pessimistic.¹¹ After reviewing domestic difficulties due to lack of a regular supply of high quality paper, rising labor costs, and the like it pointed out that book dealers were unable to obtain foreign exchange to purchase translation rights, and various developments in the export market presaged considerable drop in foreign sales. A bilateral treaty with Mexico which had permitted each country to import at reduced rates the production of the other has terminated, and has not been renegotiated; the Mexican market is thus paralyzed for Argentina, as well as affecting Mexican exports to Argentina. Argentina was the largest external market for Mexican publications.

Biblios goes on to say that Chile, traditionally one of Argentina's largest markets, now takes almost no Argentine books. For several months the general Argentine-Chilean trade treaty has been under discussion and until it has been definitively settled, book trade between the countries is also static. They pointed out that devaluation in Chile had seriously and adversely affected the sale of Argentine books in that market. Bolivia, also a captive market of Argentina, now maintains a high tariff on all imports of publications. Colombia, too, placed a 3% import tax on books, and demands 20% advance payment on receipt of merchandise, an adverse factor affecting Argentine and other imported volumes. The editorial stated that numerous new consular permits and difficulties face the book trade in other Latin American countries and had seriously impeded the flow of Argentine books to them. In a subsequent editorial, *Biblios* returned to the same theme and pointed out the great loss of revenue to the Argentine nation, as well as the loss of intellectual prestige and leadership which Argentine book production abroad has enjoyed for more than a quarter of a century.¹²

The factors sketched for Argentina obviously affect Mexico and Chile. Little is known about the export of Brazil except that there are no other countries in Latin America forming a major market for Portuguese items, excepting perhaps small groups in Argentina and Uruguay. Its major market lies outside the hemisphere, in Portugal itself.

Reversing the tendencies of the middle 1930's, a number of elements have coincided to make Spain a renewed and growing element in the Latin American book trade. Spanish books have the initial advantage of being in the language most widely used in Latin America, a fact reinforced by the generally low cost and high quality of their production, backed by a vigorous government program to spread Spanish books

American Books in Latin America

abroad. Having recovered from the Civil War, the publishing industry has grown larger than ever before in Spain.

This renewed activity has been reflected both in the rise in number of titles published annually and in the export of Spanish books. It will be noted that an average of between 3,500 and 4,500 titles annually appear, the bulk of them in the humanities.

In the past ten years the number of countries to which Spanish books have been exported has nearly doubled, and the bulk of Spain's exports have been made to Latin America.

The National Book Institute receives about 10% of the export receipts of each publisher, and with these funds carries on vigorously its program of publicizing Spanish books, organizing book fairs in Spain and abroad, and aiding private initiative, directly or indirectly in carrying out the cultural and economic objectives of the Spanish government. From time to time it sends representatives through Latin America to contact publishers and dealers there, and its catalogs now include Hispanic America as well as Spain itself in bibliographical and similar listings. Portugal does not take quite as active a role in promoting its book industry as does Spain. Probably Portugal imports more from Brazil than it sells there.

It is clear from much of the foregoing material in this and earlier sections that a major block to effective use of U.S. books in Latin America is the language barrier. It also seems obvious that at the present it is more feasible to translate books into the Hispanic languages than it is to teach the local populations to read English.

Therefore, the following note seems especially relevant:

"One of the major complaints of publishers in Latin America (and Spain) is against American publishers who seem to have no interest in having their books translated and who in very many instances do not reply to inquiries from abroad. This complaint has been mentioned to our Public Affairs Officers so frequently that it may well be worth while to bring it to the attention of the American book publishers at this forum."¹⁸

As in publishing, Latin America has a distinguished and aged tradition in libraries, but modern developments have been rather recent. The leadership in this field generally belongs to Argentina, Brazil, and Cuba. Mexico, the leader in many other fields of culture, has lagged in the development of a suitable national, university, or public library system.

With the exception of the Dominican Republic, each Latin American republic does have a national library. These tend to be somewhat alike,

and one can generalize about them. For the most part, the national libraries of Latin America were founded rather early in the national history. Now each represents the main library effort of the given country. More often than not the national library occupies cramped and inadequate quarters, in buildings not designed for library purposes. A number of nations, like Cuba and Guatemala, have new national library buildings under construction or in prospect, but in some countries comparable plans of this nature will obviously have to be deferred for the somewhat remote future.

Seldom are the national libraries autonomous administrative units. They are dependencies of a Department or Ministry of Culture, sometimes of Education. As a result, there is usually a considerable amount of bureaucratic influence, especially in the day-to-day administration. It is difficult for most national librarians to order books, or even pencils, without having papers passed through many hands for the required signatures. Funds for purchases of books are minuscule.

The director of the national library is seldom a trained librarian. More often he is a political appointee or a figure famed in intellectual circles. Generally-speaking, there is a lack of continuity from one director to his successor; long-term planning for the national library and its growing responsibilities is the exception rather than the rule. His staff is likely to be very small, and to include only a very light sprinkling of professionally trained librarians.

Most directors are dedicated men, laboring under extraordinary difficulties. On the one hand they see the possibilities and the need for wider public service; on the other, he faces the limiting circumstances of inadequate resources and actual legislative barriers. For instance, in most Latin American countries the director of the national library is personally responsible for every book and bit of material in his charge. As a librarian, he would like to see these materials circulated widely and be more readily available to all, but as a responsible official, he dreads the possibility of having to replace these things from a meager salary; therefore he is likely to set up elaborate precautions and systems of vigilance to guard the books from the readers, whom he does not wholly trust. Consonant with the long traditions, the director of the national library is likely also to conceive his function and the role of the national library in very conservative terms. Only in unusual cases is he likely to make an effort to attract and to provide special services for general readers. As a result, the influence of the national library on national cultural life is often far below what its statistical potentialities might indicate.

American Books in Latin America

The library which is more likely to exert influence is in the national university. The university library may suffer many of the disabilities of the national library, but in general the university library collections are far richer in bibliographical material and here one can find excellent if somewhat unorganized collections of high merit. Depending on the country, the university library may be a centralized one serving the whole university, or be a series of separate faculty libraries, often subdivided into departmental and smaller unit libraries. With the spread of the University City idea throughout Latin America, the new university library is more likely to be housed in a well-planned, well-lighted, spacious building and to be organized along more modern lines so far as its cataloging, reference services, and other technical features are concerned. In the places where library science courses are offered, the students and professional graduates are likely to congregate in the university rather than the national library. As its very name and nature indicate, the university library serves a restricted clientele, usually making its considerable resources available only to students, faculty, and graduates, rather than to the public in general.

Perhaps the models of efficiency and service in Latin American library matters are special libraries, often connected with a particular branch of the government or a semi-official institution like the national bank. An outstanding example of this type of library effort is found in Bogota, where the organization and operation of the library of the Banco Nacional de Colombia compares favorably with any library of its size in the world. Again by their nature, these special libraries do not attempt to cover all learning, but concentrate their efforts on a particular range of subject interests.

A very particularized form of the special library is the private library, usually accumulated personally by a great scholar. On occasion these vast and important collections are open to qualified researchers bearing appropriate credentials.

In general, the school library, which has played such an important role in the United States, is still in its infancy in Latin America. The lack of school libraries is, of course, geared to the distinct teaching methods and systems characteristic of Latin American education, where classroom notes and textbooks are stressed over independent reading and research in the pre-professional stages of learning.

One of the outstanding successes of Latin American librarianship comes in the field of children's libraries. Although the movement is relatively recent, some results and attainments are considerable in this highly rewarding field. Nearly every Latin American country can

point with pride to a children's library or similar institution, although the supply of them does not come any place near meeting the growing demand.

Argentina took the lead in development of public and popular libraries and probably is the best developed Latin American country in this field. Attempts are being made in Guatemala and Haiti to carry forward public library work, as also they are in Venezuela. A number of the national libraries offer public library service, even to the point of home loans. Following an earlier United States and European tradition, private societies maintain important research and semi-public libraries. Unusual and notable in this field is the public library, especially its children's section, of the Lyceum and Lawn Tennis Club of Havana. The Municipal Library in Sao Paulo, Brazil, is world famous as a model of its kind; the separate Children's Library similarly has global fame. In general, many of the barriers to the spread and improvement of public education in the schools also apply to the more rapid advance in the public library field.¹⁴

Many of the technical assistance programs and information activities of the United States government were first developed and tested in Latin America before they became globalized and given the sanctity of a new name, "Point IV," or the "Fulbright Program." Before and during World War II, the Coordinator of Inter-American Affairs, and the Interdepartmental Committee for Cooperation with the American Republics (linking government agencies with Latin American interests together), and other agencies pioneered new techniques for exportation of culture and American skills throughout the hemisphere, in exchange receiving fructifying intellectual support from Latin America. The increasing priorities of other world areas in the post-war period, with the actual and relative drop of Latin America in public government programs, has caused widespread dissatisfaction in the area and has made effectiveness of various allied programs which do continue there less than their optimum.

The Information Center Service operates the overseas book and library programs. Of the 157 ICS libraries, 17 are in Latin America; their book stock amounts to at least 83,600 items, with a yearly circulation of about 454,000. Noteworthy is the fact that in Latin America ICS now operates the first library abroad to be financially supported by the government of the United States, the Benjamin Franklin, established in Mexico during 1942 as a joint project of the Coordinator of Inter-American Affairs and the American Library Association. A similar model library in Uruguay is also operated as a USIS library.

American Books in Latin America

In 1953, a similar such library founded during World War II in Managua, Nicaragua, was donated to that national government; it rapidly proceeded to dismantle it and attempt an unsuccessful merger with the Nicaraguan National Library.

Closely allied with the library program as such is the USIS operation of bi-national centers. There are thirty-one of these in Latin America. They foster the teaching of English, sponsor lectures and similar cultural activities, and in allied ways serve as a meeting point between nationals and United States cultural representatives. Their libraries are often given more freedom in selection than the regular information center libraries, and in some areas, such as Cuba, represent the most accessible and best organized library operation available to the general public. In nearly every instance, the reference services of the USIS and the bi-national center libraries are far superior to any local facility, although the bulk of reference questions generally tends to be about educational and other opportunities in the United States. It is significant that better than 70% of the U.S. effort in the bi-national center program is allocated to Latin America, which also receives the largest share (41%) of the combined budget of USIA for the Information Center and Bi-National Center programs.

The book translation program of ICS in the U.S. Information Agency conforms to the general and specific directives outlining U.S. foreign policy cultural objectives. Not all translated titles are U.S. books. Where possible, ICS prefers to use local publishing and distribution channels. Its usual role is to negotiate the rights from the original publisher and author, and to guarantee purchases of the translated volume for presentation or other purposes.

Since 1950 the translation program has produced volumes in Spanish principally in Mexico, but also in Argentina, Chile, Cuba, and Spain. Those in Portuguese were produced in Brazil, but also utilized in Portugal and its colonies. During fiscal 1955, ICS allocated the sum of \$168,000 for Spanish and Portuguese translations and requested that this be raised to \$256,000 for 1956.

Over the last five years, 93 works have been produced in Spanish and 71 in Portuguese. Current production is more than 30 a year in Spanish and about 20 in Portuguese.

ICS presents special editions of certain books to individual leaders in local intellectual circles, and from time to time donates collections of books to institutions, all in furtherance of U.S. cultural policies. Institutional presentations are often made in connection with exhibits and participation in local book fairs and the like. During 1955 some

HOWARD F. CLINE

25,000 books, approximately two-thirds of which were in Spanish, published locally, were so presented in Latin America, at a cost of \$49,600. Plans for 1956 show a reduced budget, of approximately \$29,500, to purchase publications for presentation, roughly the equivalent of 7,500 books. Of this sum, approximately 80% will be spent on books, while 20% will be spent for periodicals and other publications.

ICS plans to participate in all major book fairs and important trade fairs at which local U.S. staff believe it desirable to have U.S. book representation.

The Informational Media Guaranty Program permits the U.S. publisher to convert into dollars foreign currencies earned by the sale of his books, through agreements negotiated through the Department of States with foreign national governments. These IMG agreements were in force with 10 countries in fiscal 1955; Chile was the only one in the Latin American area, where a guaranty of approximately half a million dollars was in force. Of it, \$84,000 covered book materials. During fiscal 1957, ICS hopes that the program will be extended to other countries in Latin America.

Official United States efforts in the fields of technical assistance and economic development assistance abroad are administered by the International Cooperation Agency, recently placed under Department of State jurisdiction.

In pursuance of its numerous activities, ICA purchases technical books for institutions, groups, programs, and individuals connected with its projects. During fiscal 1955 the amount of such purchases for projects in Latin America was approximately \$26,000, or a little over 5,200 volumes for 105 projects. Various trainees coming to the United States under ICA programs are provided with books by the universities to which they are assigned, and the costs of such volumes are included in the contracts between ICA and the 68 universities carrying on such programs. Each of the trainees receives from \$60 to \$150 in such books, apart from the volumes which the university purchases for its instructional needs.

Although for some parts of the world, ICA takes a special interest, by direct assistance, in libraries and the training of librarians, this activity seems to be negligible in Latin America. The Agency states, "As a rule, ICA has not financed librarians to come to this country for training . . ." From El Salvador has come at least one agricultural librarian; from Brazil have come several documentation specialists for training in the United States. So far as can be ascertained, the ICA

American Books in Latin America

program for teaching of English to foreign officials and specialists has also tended to by-pass Latin America.

One specific program which involves books in Latin America under ICA auspices is carried on through the U.S. Book Exchange, and is discussed below.

In presenting its operational picture, ICA divides its activities into several categories, the main division being between developmental assistance, for relatively long-term economic aid, and technical aid. The figures indicate that approximately \$30 million is spent in Latin America, the average being about \$1.5 millions for the countries in which ICA operations are carried out.

About 14% of the funds for technical assistance are allocated to education, and it is here that books are most significantly concerned. The general statements on the methods of operation of ICA in the field of education have been set forth in a special booklet.¹⁵ The report indicates that although technical cooperation in education throughout the world, under FOA-ICA sponsorship is only about three years old, in Latin America it has continued for over a decade.

Through cooperation of the Library of Congress and the Department of State, the national librarian of Venezuela and the librarian of the Central University of Venezuela were able to spend three months in training at various U.S. libraries; similarly, on the initiative of the Library of Congress and through assistance given by the Department of State, Latin American bibliographers have had the opportunity to spend fruitful weeks at the Hispanic Foundation. Several public librarians from Latin America came to the United States for study in the Spring of 1955 under the sponsorship of the American Library Association and the Department.

The Library of Congress has numerous and long-established interests and contacts in Latin America. The Library of Congress is the designated principal U.S. Government agency handling exchanges of official materials. By executive agreements, treaties, and other international instruments, governments of the world supply the Library of Congress with official publications, and in return receive those of the United States.

More important on both sides are the informal exchange agreements between the Library of Congress and non-official or semi-official institutions. In return for their publications, the Library of Congress furnishes them with official U.S. publications, Library of Congress publications, titles from its large duplicates collections, and

under special circumstances, specific book titles or collections. For instance, in exchange for several hundred Portuguese items, the Library of Congress, with Department of State help, procured approximately \$10,000 worth of U.S. books to place in the Institute of North American Studies in Coimbra.

In the Hispanic areas, including Spain and Portugal as well as Latin America and the overseas possessions of Spain and Portugal in Africa and Asia, the Library of Congress has approximately 1,800 such informal agreements. Normally the Library will annually receive from these areas between 100,000 and 150,000 pieces (85% of its acquisitions from these places) and in exchange will furnish approximately an equal number of items. In some cases the requests for exchange materials from Latin America call for printed library cards rather than publications. An article in the Library of Congress *Quarterly Journal of Current Acquisitions* describes in some detail the operations of the purchase, exchange, and gift programs for Hispanic areas.¹⁸

In the past, supported by funds provided by other government agencies, the Library of Congress has had extensive library training programs for Latin American librarians. It continues to extend a friendly and helpful hand in the development of library science in Latin America, as well as providing liaison between book users there and book producers elsewhere. Its technical advice has been sought and given for the planning of library buildings, development of cataloging, and other technical processes, translations of technical library material, and the like.

Although numerous divisions within the Library of Congress have Latin American and Hispanic interests, the focus of many of these activities lies in the Hispanic Foundation, founded in 1939 to coordinate and foster the Library of Congress' manifold interests in the Hispanic regions. Working closely with both official and private organizations, and individuals in the United States and in Hispanic countries, the Foundation coordinates and advises on numerous programs of cultural interchange. It prepares the annual *Handbook of Latin American Studies*, a standard reference tool.

The Library of Congress has also prepared the *United States Quarterly Book Review*, a selective and critical bibliography and review of current books by United States authors and originally published in the United States; relatively few copies reached Latin America.

Unfortunately most of the information on semi-public and private programs involving books in Latin America is negative. Apparently many of the private agencies interested in books and cultural programs throughout the world have turned their attention away from Latin

American Books in Latin America

America, toward more virgin fields on other continents. Undoubtedly, there are important programs sponsored in the United States by non-governmental bodies which are worthy of inclusion in a summary of this type; their omission is wholly inadvertent.

Sponsored by national learned societies and library organizations in the United States, the United States Book Exchange is a cooperative clearinghouse for the national and international exchange of publications among libraries.

USBE reports that Latin American libraries have relied heavily on exchange as a major source for American publications. Characteristically, Latin American libraries order books rather than periodicals. In comparison to other groups of countries, USBE shipments to Latin America have been equalled only by shipments to the India-Pakistan areas.

The Foreign Operations Agency, predecessor of ICA, made a contract with USBE in 1954 under which \$100,000 was made available to defray overhead and other costs on shipments of books to cooperating libraries in countries in which FOA or its successor was operating. Thereafter book orders on USBE from Latin America increased notably. The number of participating libraries went from eleven in mid-1954 to 112 on June 30, 1955. During the fiscal year July 1, 1954 to June 30, 1955, 14,175 items were sent on exchange to Latin American libraries under the ICA project. Though most of these were periodical issues and volumes, the flow of books is expected to triple. Largest user of USBE service is Brazil, with fifty-three member libraries. Six countries are not participants.

Latin American libraries also have used the USBE gift program. During the first half of 1955, some 597 books were sent on it to them, significantly less than the exchange program.

USBE runs into many of the same difficulties which plague commercial and official book programs. Shipping books to Latin America has proved tiresome and difficult. Customs regulations and complicated import license practices make especially expensive the shipment of books by freight to Latin America. To Argentina in particular it has proven almost impossible to send books by freight, even though all USBE shipments are marked "Not for Sale." USBE has found by experience that parcel post to Latin American countries makes it possible for book shipments to be made without exorbitant expense. USBE also reports that South American librarians complain that it is difficult for them to deal directly with publishers and jobbers in the United States; their orders and requests are often ignored.

In general, the large philanthropic foundations in the United States

have few programs in Latin America involving books. In fact, foundation support of activities in the social sciences and humanities involving Latin America is now so small as to be negligible. From its inception, the Ford Foundation has skirted this area.

The British Dominions and Colonies Division of the Carnegie Corporation has directly influenced book matters in the British West Indies. Its support of the University College at Mona, and especially its splendid library, near Kingston, Jamaica, has made that library a model one in a region where such models are rare.

The Rockefeller Foundation was a principal support for many important book and library programs a decade ago, so far as Latin America is concerned. The post-war years have seen a relatively abrupt withdrawal from Latin America in the fields of humanities and social sciences, although a few and very small projects have been undertaken with its financial support. In Mexico, for instance, it is currently underwriting part of the program carried out by the Centro Mexicano de Escritores, designed to stimulate creative effort in writing, theatre, and the like. The CME issues an attractive bulletin on important current books, and offers a purchasing service to librarians in the United States; so far as can be ascertained, the relationship is not reciprocal—CME does not purchase U.S. books for Mexican individuals or libraries.

The Rockefeller Foundation's important work in public health and agriculture does continue in some parts of Latin America. Its Basic Foods Program in Mexico, for instance, is backed by an excellent and growing specialized library devoted to food economics and related topics.

The American Library Association has long had an interest in Latin America. Its International Relations Board has been active in stimulating the interchange of persons, information and ideas among Latin American librarians; in the post-war years the IRB has been called upon less frequently than before to administer and direct large-scale projects, such as the founding of the ALA model libraries in Mexico, Uruguay, and Nicaragua were a decade earlier. The ALA opens its ranks to affiliation by Latin American library associations; numerous individual Latin American librarians belong to it.

Very few of the professional learned associations have active Latin American programs. The American Historical Association has recently stepped up its efforts to receive early notice of important books published abroad, and at the same time to encourage more complete and quicker notice of United States volumes; these efforts are largely on an

American Books in Latin America

informal basis among editors of the historical journals involved. In much the same manner, the *Hispanic American Historical Review*, organ of The Conference on Latin America History, has been developing plans whereby copies of the journal can be placed in book dealers' hands in Latin America, both for sale and for exchange of book materials needed for review by the HAHR; the latter carries extensive bibliographical coverage of U.S. production in the several fields of its interest. In like manner, the publishers of the HAHR make available twenty-five free subscriptions, matched by a like number financed by the Library of Congress, which go to fifty selected institutions in Spain and Latin America; earlier, under funds made available by other government agencies, the Library of Congress purchased 250 such gift subscriptions, used by it for international exchange in the Hispanic areas.

In the United States, the growth of industry has spawned several hundred important specialized libraries, backing research efforts in many fields. In recent years United States corporate interests have expanded their operations in Latin America, and at the same time a vigorous growth of national industry has taken place. As yet, however, the impact of this new and important development has not been very visible, in book and library terms. It can be expected, however, that industry, both foreign and domestic, will become involved in library and book matters sooner or later.

Various United States firms and individuals have supported activities related to books in Latin America. On the occasions of the First Assembly of Librarians of the Americas (1947), The First Luso-Brazilian Colloquium (1950), The Medina Centennial (1952), held in Washington, private industry made financial contributions to permit bringing of necessary persons to the United States and publishing of proceedings. A Texan with interests in oil and gas, Jack Danciger, has personally aided particular libraries in Latin America and founded two small ones in Mexican Indian towns. In connection with company schools, such as those sponsored by United Fruit, books are involved.

Scattered through previous pages have been a number of suggestions for programs relating to U.S. books. Without necessarily repeating all those in the text, herewith are some further commentaries and suggestions.

In attempting a task like the rounding-up of material already presented, one is immediately struck by the fact that little attempt has been made to summarize basic data on the book trade and books in Latin America. Further, current information is difficult to obtain. Cer-

tain very large questions cannot be answered, such as the amount of English literacy in the area, or even the prices of United States books abroad. One concrete suggestion would be for the preparation of a suitable monograph, expanding the material contained in this working paper.

On a quantitative basis, it seems necessary to reiterate the fact that the Portuguese markets in Latin America and Portugal are roughly equivalent to the Spanish-speaking markets. They have the advantages of being within only two countries, capable of more intensive saturation. Therefore it seems wise to suggest that the preponderant weight of Brazil in any book program should be given due consideration.

Similarly, within Spanish-speaking America the major markets are Argentina, Mexico, Colombia, Cuba, Chile, Peru, and Venezuela. Argentina presents many special problems but is probably the largest single potential user of U.S. books. Any mass program for Spanish-speaking countries should probably be directed to these countries primarily, as giving the highest returns for input of effort. Local efforts of book dealers' associations and others to stimulate reading in general should be fostered especially in these areas, most of which have such active organizations.

Some of the problems exposed by this paper are inter-American in nature. The Cultural Council of the OAS would be a suitable organ before which to bring them, and one which is organized and staffed to make certain basic inquiries of special interest. For instance, the Cultural Council, perhaps through its Cultural Action Committee, could undertake to ascertain the foreign language abilities of nationals in the member states, compile current data on book dealers and book publishers associations, and a number of matters dealing with the instruments of culture on an inter-American basis. This, too, would be the appropriate organ to reiterate the necessity for standardized and simplified entry of books from one American nation to another. It is suggested that the resolutions emerging from this conference dealing with Latin America be transmitted through channels to the U.S. representative on the OAS with a suggestion that they be brought to the attention of the Cultural Council at its forth-coming second meeting, which will probably be held in the United States.

It would be advantageous to all government programs dealing with cultural matters in Latin America to have reconstituted the Interdepartmental Committee on Cooperation with the American Republics, now omitting from it those agencies primarily interested in technological and scientific matters, except as they bear on culture. A sub-

American Books in Latin America

committee of such a revitalized Interdepartmental Committee could and should serve as a coordinating body for programs involving U.S. books abroad. Its other functions need not be specified here.

As the principal government agency dealing in cultural matters abroad, USIA efforts involving books should probably be expanded, and suitable support for its budgetary proposals should be readily available to it from interested parties outside the government itself. Certain aspects of the present programs are perhaps worth re-examining for the Latin American and other Hispanic areas.

In Brazil, Argentina, Mexico, Colombia, Cuba and Chile, more emphasis should be placed on libraries than on bi-national centers. There are many reasons behind such a suggestion, but the primary ones can be summarized as follows: a well-organized, well-run, and extensive library program such as that run in Mexico has accumulative and enduring effect on all strata of society, many of whom are touched not at all or only indirectly by bi-national center programs; in these particular countries, libraries service a market already in existence, but because of reduced budgets services are far below optimum; libraries in these countries, staffed by U.S. and local personnel, have a distinguished tradition which can be extended and used for legitimate national interests at relatively small cost. The author suggests that such libraries be given greater local operating autonomy, especially in the matter of acquisitions. It might be wise to constitute them much on the basis of the bi-national centers, and to have a bi-national board of directors. Their basic purpose would be primarily to give a United States view, but almost equally important would be to provide models for services and to perform such services in the local network of libraries. All this does not mean that bi-national center operations in these countries should cease, but it does imply that library expansion should be given priority over bi-national center expansion.

Many problems arise in the selection of books to be translated, but what happens after such selection has been made? Here it might be wise to review the whole philosophy of "masking" USIA efforts by a policy of using local publishers and their imprints. This policy may rest on a number of myths and fallacies. Apparently it is believed that the local publishing industry would send up loud outcries if books were imported rather than published locally; this remains to be proven. Secondly, it would seem that this policy is also based on the belief that the reading public will more quickly buy a local product than one sponsored openly by the United States; this seems to be quite the reverse of common experience, as in Latin America items

from abroad generally have a higher prestige value than local ones, and this is more especially true of publications. It seems a pity that the United States and its government cannot cash in on this snob appeal by openly stating that the volume in hand was sponsored in translation by the United States government. Publications of particular U.S. government agencies and international organizations like Unesco reap such benefits. Finally, the doctrine of using local publishers in general is economically unsound. By preparing large paper-back editions in Portuguese or Spanish for distribution throughout the area as a whole, using central publishing, translation and similar facilities, the benefits of mass production can be achieved to a degree not possible by any one local Latin American or Spanish publisher.

In addition to the present programs, it would be wise to consider giving continuing support to certain projects, perhaps one in each country, once an initial investment of presentation material has been made. By way of example, in the University of Santo Domingo, the library has an excellent collection of United States authors as a result of book presentations made some years ago; however, because of change of personnel and policies both in the local embassy and the local university library, the collection is extremely spotty in U.S. productions appearing during the last five years. With other pressing needs, the university is not likely to fill these gaps itself, but for a relatively small sum per year certain items could be added to keep the collection relatively current. In the program of "Continuing Projects" might well be renewal subscriptions to selected serial publications. Administratively, "Continuing Projects" should be budgeted in addition to the regular apportionments for presentations and promotions, justified on the basis that they protect at small cost an investment already made and which should continue to give cultural dividends beneficial to U.S. policies abroad.

Because of the many complex elements involved in this program, it is difficult to make meaningful suggestions without the full array of data on which to base them. However, in general, it should be noted that Brazil is the largest single Latin American market, and is also a country plagued by currency and other restrictions; it might be wise to examine the possibility of increasing U.S. book flow to Brazil via IMG arrangements.

In view of the several and complex programs of ICA, about each of which there is readily available only a modicum of information on Latin American phases, it can only be suggested here that ICA efforts possibly be broadened to include certain aspects of technical aid con-

American Books in Latin America

nected with publishing and libraries. It would be most useful and helpful, for instance, to have ICA programs connected with certain government enterprises in Latin America, where techniques are outmoded and in some instances do not exist. A case in point is Venezuela. Although plans have been under way for some time to reorganize the editorial activities of the government and to overhaul its printing plant, the single most important publishing enterprise in the country, little or no technical investigation of the problems and useful recommendations from people familiar with the intricacies have been forthcoming, and a large probable investment may not bring the results desired by Venezuelan officials. Training programs in the printing trades and the like would have the effect of the multiplier principle, although the immediate results would not necessarily increase the import of United States volumes. Following general doctrines, however, if the market is expanded for a local product it almost inevitably increases the market for an imported one, and the barrier to effective publication in many smaller Latin American countries is the high cost of publications because of such outmoded concepts and equipment, concerning which the Cubans and others complain. In the long run, inclusion of librarians for general as well as specialized libraries in training programs would help ICA meet some of its objectives.

So far as the Hispanic field is concerned, the Library of Congress can serve to aid many book programs, but under its present doctrines and budget would find it difficult to expand its present programs. One of the most efficient and useful ways to introduce United States books into Latin America is through the exchange network developed over many years by the Library of Congress. During World War II, this exchange program for Hispanic areas alone was supported by outside funds, and was responsible for placing in numerous cultural centers important United States publications, purchased on those transferred funds. Both the receipts and the transmittals of exchange items to Hispanic areas have fallen off approximately 50% since the withdrawal of outside support, to the detriment both of the availability of Latin American materials in this country and the placing of U.S. materials in strategic hands in the area. Recently it was estimated that for approximately \$50,000 per year for personnel and procurement of U.S. materials, the former high rate of international exchange of materials through Library of Congress channels could be reached. Such exchanges have a widening effect, as one of the major exchange items of earlier days was provision of the *U.S. Quarterly Book Review* (publication terminated June 30, 1956) to a large list of Latin American in-

stitutions which can no longer receive it because the Library has lacked funds to purchase them from the private publisher; much the same story is true of the *Handbook of Latin American Studies*. These latter two standard bibliographical tools in the hands of local librarians abroad are used as their acquisitions tools for U.S. volumes listed therein.

More understanding, more patience, and more Spanish or Portuguese would attempt to sum up the suggestions which an outsider would make to commercial publishers concerning their Latin American relations and aspirations to increase their exports. As reflected in the previous text, and affirmed by much experience listening to similar complaints, one of the continuing charges against United States commercial publishers, including university presses, is that they are unconcerned with Latin American requests for services and even fail to reply to inquiries, possibly because they come in a language other than English. There is an equally impressive array of difficulties which U.S. publishers report in their dealings with Latin Americans, largely engendered by the cultural screen on both sides. Although it is not necessary to subscribe to the doctrine that the customer is always right, it is suggested that American publishers attempt to cultivate potential customers, perhaps only to the extent of employing one person who would be able to understand the correspondence and possibly some of the local usages which surround any business in Latin America. Smaller publishers might find it possible to share one such consultant.

One of the major irksome problems surrounds translations of U.S. materials. Many publishers still feel that there is some loss or other non-economic element involved in permitting translations of materials which are still current in English, and automatically react negatively to any inquiries from abroad about the possibility of using such rights as the publishers have in translating needed or possibly salable items for Latin America. Seemingly this is a matter on which respectable publishing houses differ widely. It is also a situation which the layman can only deplore as a barrier to the wider use of U.S. books in Latin America, as translation will be the major mode for such distribution.

More to stimulate discussion than to lay down a rigid formula, one can envisage a cooperative project which would solve a number of problems concerning U.S. book distribution and use in Latin America. Like Carnot's engine, the following is an idea construct rather than a blueprint for immediate action.

It is conceivable and feasible that a private, non-profit corporation could come into being with the major purpose of developing the use

American Books in Latin America

of U.S. books in Latin America. Its mode of operation could be modeled on the many such development corporations which national governments in Latin America have constructed to foment economic advance by the mixed participation of governmental, local private and foreign private capital. Its model could also be similar to the operations of the Fondo de Cultura in Mexico or the U.S. Book Exchange. A board of directors drawn from the several interests involved would set major policies, adapting them from time to time as circumstances changed and local conditions dictated. It would operate on a hemisphere-wide basis, basically divided into two wings, one for Portuguese language areas, the other for Spanish language areas.

One of the principal tasks which such a mythical corporation could undertake would be to publish United States books in translations, preferably in editions of 50,000 to 100,000. The mode of publishing might well vary from outright ownership and operation of printing presses and the like in strategic points to contractual arrangements between the corporation and certain local publishers, modeled to some degree on similar arrangements made between the Commission on History of the Pan American Institute of Geography and History and the Fondo de Cultura in Mexico. Probably the points for Spanish language publishing should be Spain, Mexico, and perhaps Puerto Rico; in the latter case suitable publishing equipment and personnel would have to be furnished. Rio would be the logical place for any Portuguese language activity in publishing. It would be wise for such a corporation to institute various series of works each with its own name. After a certain point, when a steady market had developed for the series, the name and its market could be transferred by gift or sale to a private concern in the United States or elsewhere wishing to take advantage of the pioneering done by the development corporation.

Distribution would be fostered through use of orthodox outlets, in consultation and with the cooperation of local book dealers associations. In addition, new and novel (for Latin America) outlets would be developed; for example, it is conceivable that some tie-up with the successful Sears Roebuck and the F. W. Woolworth operations in Latin America would place in many hands attractive paper-back editions of U.S. translations. It is not beyond the bounds of possibility that book clubs, modeled on those of the Casa Jackson, or expanding that operation through cooperation with it, could develop. In view of the hemispheric operations of such a development corporation, confined to books, it would be wise to have resident representatives in each of the

countries in which operations were undertaken, plus traveling ones. Institutional advertising, through the use of exhibits, television, and the regular media, would reinforce the efforts of local organizations interested in developing further reading habits among local populace.

Such a development corporation could also perform other services. One would be clearinghouse functions concerning the availability of materials and items desired by foreign booksellers. It could and should offer consultant services, mainly acting as a liaison to bring together the people with the knowledge and those who need them, and perhaps to oversee and draw up the necessary contracts between them for matters concerning books, publishing, libraries, and the like.

It is also conceivable that the interested parties forming such a cooperative enterprise would represent government agencies, trade associations, learned societies in the United States interested in Latin America, the U.S. Chamber of Commerce and private foundations. One inevitable function would result, and that would be a greater coordination of U.S. book programs in Latin America than now exists.

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